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Evaluation of the Implementation of the Policy for the Granting of Permits for Establishing Minimarkets in Garut Regency

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Abstract

Garut Regency, in the implementation of granting minimarket permits, has several problems in its performance, such as the distance between minimarkets is too close, operational hours exceed the stipulated time and lack of supervision. This study aims to evaluate the implementation of granting permits to establish minimarkets in the Garut Regency. The method used in this study is a descriptive method with a qualitative approach. The research location is the Integrated Licensing and Investment Office (DPMPT) of Garut Regency. The data were obtained using library research and field studies in observation, interviews, and documentation. The results of this study indicate that the evaluation of the implementation of the Policy for Giving Permits to Establish Minimarkets in Garut Regency is following existing regulations. But in its performance, there are still problems in additional rules and lack of supervision. The shortcomings in the implementation of the minimarket permit are the absence of good coordination between agencies related to management and the existence of regulations that are less relevant to existing rules.

Keywords: Policy, Permit, Evaluation, Minimarket, Traditional Market.

A. INTRODUCTION

The rapid growth of minimarkets to remote villages is the forerunner of changes in cultural patterns, especially people's habits in shopping and for daily needs (Triyuda, 2017). So the most in contact with the establishment of minimarkets in each location are small traders in the form of traditional stalls/shops. The intersection is because the consumer community who initially shopped at traditional stalls/stores switched to minimarkets (Rusli, 2011). This will lead to conflict between modern stores and traditional retailers because they feel powerless in the face of unbalanced competition. Modern stores are stores with a self-service system by selling various types of retail goods in minimarkets, supermarkets, department stores, hypermarkets or wholesalers in the form of wholesalers (Utomo, 2011). The modern meaning itself is the arrangement of goods according to the exact needs grouped in the same section that can be seen and

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taken directly by the buyer, the use of air conditioning, and the presence of professional salespeople (Puspitasari & Subowo, 2016).

Modern shops and minimarkets are increasing in Indonesia. The Indonesian Retail Entrepreneurs Association (Aprindo) estimates that the total modern retail spending this year will reach Rp. 100 trillion. A total of Rp. Sixty-five trillion in food spending, and the rest is non-food. Of this total food shopping, hypermarkets account for 35 per cent, minimarkets 35 per cent, and supermarkets 30 per cent. Food, a basic human need, requires us to shop for food and drinks every day. This is what causes minimarkets to experience very rapid growth (Triyuda, 2017).

Government policies in implementing minimarket licensing activities are essential, and this is because minimarkets have been able to bring innovation both in terms of service to consumers and modern facilities and infrastructure found in each minimarket (Dimyati, 2018). The Minimarket self-service system makes consumers more flexible to see commodities and commodity prices in each minimarket. In addition, Minimarket consumers can reach the items they want to buy at the storefronts in Minimarkets to then make payments at the cashiers available at each Minimarket (Paulus & Murdapa, 2018). In addition to the self-service system, Minimarkets are also supported by facilities and infrastructure including magnificent and luxurious buildings, air-conditioned shopping rooms, information radios, large parking lots, cafeterias, banking and Automated Teller Machines (ATMs), to the availability of children's playgrounds (Dewi et al., 2014).

Public interest in shopping at minimarkets has also increased because modern markets (minimarkets) are neater, cleaner, and more practical than traditional markets. However, few people choose to be loyal to conventional markets (Candrawati, 2015). Indeed, the change in consumer behaviour is a shift from functional needs to psychological needs.

In Garut Regency, the type of franchise business that is currently proliferating is the type of retail business or modern store in the form of minimarkets such as Indomaret, Alfamart, Alfamidi, and Yomart, which can be seen in almost all major roads in Garut Regency and even entered residential streets. Inhabitant. Based on the principle, the presence of minimarkets is undoubtedly permitted and developed in an area. On the one hand, the company of minimarkets is beneficial for the community in meeting their needs. Still, it can create new problems, namely losing the competition for conventional stall businesses if the policy of establishing minimarkets is not seen as a whole.

The very rapid growth of minimarkets in Garut Regency has a positive and negative impact on the community, a positive impact for the community, more choices in meeting daily needs at competitive prices, making it relatively easy for people to meet their daily needs, especially with today’s technology, minimarkets are not only selling daily necessities for consumption only but also serving in electricity payments, vehicle
instalments, sending money and others, this is undoubtedly very helpful for the community.

Based on direct observations and observations in the field, some minimarkets have problems that are not following existing regulations. It can be stated that the granting of permits for the establishment of minimarkets is not following the determination of distance and service time in many rules that are not appropriate. The negative impact caused by the presence of this minimarket makes traditional stalls begin to be replaced with many minimarkets, especially with all the facilities available at minimarkets, more and more people choose minimarkets to shop. Indeed we cannot prohibit people from shopping. Still, the government must provide healthy competition in trade, especially the impact on the economy for small stalls by the presence of the minimarket. Look at the regulations that have permits to establish minimarkets. It would help if you looked at the socio-economic aspects in the community itself and the socio-economic characteristics, namely the distance between minimarkets and traditional markets, which reached 228 stores that almost spread throughout the Garut Regency area, whether it does not harm traditional stalls. So in giving policy in the establishment permit, has the Garut Regency Government been cautious in issuing the permit.

B. LITERATURE REVIEW

1. Public Policy

According to Sulistio (2012), public policy is a series of decisions and actions taken by the government and elite political actors to solve general problems for the benefit of the community. Nugroho (2011) explains that public policy can be interpreted as a strategy to lead the community early, enter society in the transition period, and get to the society they aspire to. Meanwhile, according to Laswell & Kaplan in Nugroho (2011), public policy is a projected program with specific goals, specific values, certain values, and certain practices.

From the various definitions above, it can be concluded that public policy is a series of actions made by the government and/or, together with political actors, to overcome various public problems to achieve the desired goals for the benefit of the general public. Policy setting is an essential factor for organizations to achieve their goals (Iskandar, 2012). Furthermore, the policy has two aspects (Thoha, 2012), namely:

a. The policy is a social practice, and policy is not a single or isolated event. Thus, the policy is produced by the government, which is formulated based on all events that occur in the community. This incident grew in social life and was not an isolated, isolated and alien event for the community.

b. The policy is a response to events to create harmony from the conflicting parties or create incentives for joint action for the parties who receive irrational treatment for the collaborative effort. Thus, the policy can be expressed as an effort to achieve specific goals and solve problems using particular means and exact time stages.
c. A detailed specification of the program, i.e. how and where the institution or organization should run the program and how the law or program is interpreted;
d. Resource allocation, namely how the budget is distributed, personnel who will implement the program and the organization responsible for program implementation.

Decisions, namely how decisions will be made. The policy implementation process does not only concern the behaviour of administrative/government bodies that are responsible for implementing the program and lead to adherence to the target group but also involves networks of political, economic, and social forces, which can directly or indirectly influence the behaviour of the parties involved (stakeholders). Errors or imperfections of a policy can usually be evaluated after the procedure is implemented. The success of policy implementation can be analyzed on the consequences as a result of implementing the policy. Assessment of policies can include policy content, policy implementation, and policy impact.

2. Policy Evaluation

Policy evaluation is an assessment of policies that are currently or have been implemented. According to Lester et al. (2000), policy evaluation also seeks to assess the consequences of policies shown by their impacts and assess the success or failure of an approach based on the criteria and standards made. Kahneman & Sugden (2005) understand policy evaluation as an activity carried out for decision-making, producing recommendations for program improvement. If so, then policy evaluation is essentially an activity designed to solve a problem in an ideal way through the following methods: (i) identify the problem or phenomenon that exists, (ii) generate available alternative program choices. To reduce the problem, (iii) assess the available alternatives, and then (iv) propose implementing and using the best alternative options to reduce the problem.

Then according to Vedung (2017), other public policy scholars also stated that policy evaluation is a determination of the results obtained from several activities designed to meet specific worthwhile goals or objectives. Based on this opinion, evaluation and analysis include a series of activities to support the decision-making process. These activities include program mapping studies, budget testing, management analysis, institutional research, program budgeting, system analysis, fulfilment of facilities and infrastructure, economic analysis, program and policy evaluation, cost-benefit analysis and so on.

In a policy evaluation model, according to Leo Agustino (2017), there are five criteria including:
a. SDA/apparatus resources the success of a policy implementation evaluated for results are primarily determined by SDA. In a sense, when considering, the implemenber or apparatus must be assessed first. The extent to which they understand and understand what they have to do, what they should make, etc. If
the instrument does not understand and understand their duties and functions in carrying out a task, the evaluation results will inevitably not turn positive.

b. Institutional; In this context, smooth coordination, flexible discretion, organizational systems, leadership patterns, and inter-institutional synergy indicate a positive evaluation direction.

c. Facilities, infrastructure, and technology are other criteria that can be used to assess a policy evaluation. The implementation of licensing and supervision of minimarket licensing facilities, infrastructure and technology have been met.

d. Financial support is also an essential criterion in assessing a policy because finances are influential in the implementation itself and supervision.

e. Regulation (supporting); a policy sometimes requires supporting rules to be operationalized more applicable; laws can also be in the form of regulations or technical guidelines to make it easier to carry out the policy.

As for the concept, according to Dunn (1994) in Leo Agustino, policy evaluation is as follows: Policy evaluation is concerned with the production of information about the values or benefits of policy outcomes. When they are valuable and helpful in assessing problem-solving, they contribute to goals and objectives for evaluators, in particular, and other users in general. This is valuable and useful when the policy evaluation function is fulfilled correctly. To assess the success of a policy, several indicators need to be developed because the use of a single hand will be dangerous in the sense that the assessment results can be biased from the real one.

3. Minimarket

In its definition, a minimarket is a small shop or supermarket that sells most of the daily necessities needed by consumers with a sales area radius of between 100 and 1000 m2 (Sujana, 2012). Minimarkets as a role for people’s daily needs have become a favourite shopping place for people who want light shopping but don’t need to go far like a supermarket. In the modern era, many minimarkets have started to grow, which have provided adequate facilities to pamper their consumers.

Minimarkets can be said to be part of retailers. Definition of a retailer is a trader who trades goods in small quantities. Usually, in the form of retail stores that directly sell goods to consumers for consumption. Modern retail has a type of business in managing its company. There are two types of companies in the community, including franchising or franchising and regular or owned by certain companies that do not cooperate with individuals. Franchising is a business arrangement in which a franchising company (franchisor) gives an independent franchisee (franchisee) the right to sell the company’s products or services under the rules set by the franchisee. Franchising is a way to expand business networks by selling brands accompanied by a standard or standard concept in running the same business for all franchisees. Franchising is usually accompanied by an
obligation to pay a certain amount of funds to the franchisee, the initial franchise fee and royalties, or a share of profits.

C. METHOD
The qualitative method is the method used in this research. Sugiyono (2017) suggests, "In qualitative research, the research instrument or tool is the researcher himself". Because this research is qualitative, the research instrument is the researcher himself. In this case, the researcher explores information regarding the evaluation of the implementation of the policy of granting a permit to establish a minimarket in the Garut Regency. Sources of data used are primary data and secondary data. Preliminary data was generated by conducting observations and interviews with related parties to obtain information regarding the granting of permits for the establishment of minimarkets in Garut Regency and seeking information on the extent of supervision over the granting of licenses for the establishment of minimarkets. At the same time, secondary data is data in the form of documentation available in the field, such as data on minimarkets that violate the rules.

D. RESULT AND DISCUSSION
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- Article 13
  1. The arrangement of the distance between pre-existing shopping centres, supermarkets and people's markets, as referred to in Article 9 paragraph (1) letter d, is determined as follows:
    a. Minimarket
       The distance from the establishment of the minimarket to the people's market:
       1) Located approximately 200 m (two hundred meters) from the people's need which has a district service scale;
       2) A minimum distance of roughly 250 m (two hundred and fifty meters) from the People's demand for the sub-district service scale; and
3) A minimum length of approximately 300 m (three hundred meters) from the People's market has a Village service scale.

2. The distance between the establishment of a minimarket and the existence of a shop/stall or similar independent business is a minimum of approximately 100 m (one hundred meters) from a similar store located on a collector road unless the business owner was earlier established and is under a radius of 100 m (one hundred meters) give written approval on stamp duty;

3. Minimarket located on the side of a residential road with an area of 200 m (two hundred square meters) at a distance of approximately 500 m (five hundred meters) from the people's market and 250 m (two hundred and fifty meters) from a business shop. Kind.

4. Supermarkets and department stores are approximately 1,500 m (one thousand five hundred meters) from the people's market, which is located from the side of the collector or atari road;

5. Hypermarkets and wholesalers are approximately 2,500 m (two thousand and five hundred meters) from the people's market, located on the side of the collector or arterial road.

The determination of the distance, as referred to in paragraph 1, letter a number (1), is calculated starting from the outermost point of the people's market. The determination of the distance for the establishment of minimarkets as referred to in paragraph 1 letter a can be reviewed by taking into account:

1. The level of population density and growth in each region according to the census data of the Central Statistics Agency (BPS) for the last year;
2. The potential of the local area
3. Regional accessibility (traffic flow);
4. Support infrastructure security and availability;
5. Development of new settlements;
6. The pattern of life of the local community; and or
7. The working hours of supermarkets are synergistic and do not kill the traditional retail shops in the vicinity.

Adapun dalam hal waktu pelayanan minimarket atau usaha sejenis yang di perbolehkan oleh pemerintah kabupaten Garut yang seperti tertuang dalam pasal 25 perbub no 3 tahun 2016:

- Article 25

1. Service times for shopping centres and supermarkets are as follows:
   a. For Monday to Friday, 09.00 WIB to 22.00 WIB; and
   b. For Saturday and Sunday, 09.00 WIB to 23.00 WIB.
2. For religious holidays, national holidays or other certain days, the regent may set the service time beyond 22.00 WIB.
DPMPT Garut Regency should grant a permit to establish a minimarket referring to the PERBUB. A discussion of the supervision carried out by the local government on the implementation of a license to develop a minimarket where the researcher uses the theory of policy evaluation model according to Leo Agustino (2017:108), which will discuss the results of interviews and observation and by using triangulation with phenomena.

a. Human Resources

In general, the apparatus resources owned by DPMPT Garut Regency have an education that meets the criteria in carrying out their duties and functions seen from the educational background. They all have received a strata 1 (S1) degree, which is a formal guarantee in carrying out their duties. However, even though the educational background has been met, there are still employees who still do not fully master in carrying out their duties; seen during registration, it is not uncommon for officers to be unable to solve the problems that arise, especially regarding the online registration of licensing. And the decisions are taken by employees when determining whether or not minimarkets are appropriate often cause problems.

b. Institutional

Looking at indicators from institutions where there is a demand for synergy between employees in carrying out supervision both internally and externally, synergy appears when coordination is well established. Suppose you look at it from the point of good coordination. In that case, there is still a lack of coordination between agencies wherein issuing permits to show minimarkets there are at least seven agencies. A letter of recommendation must be attached to apply for a license to establish a minimarket. But there are still problems in coordination, especially in terms of supervision and in issuing recommendation letters which are a reference in granting permits to establish minimarkets so that there is often throwing of responsibilities when there are minimarket shops in trouble. In addition, the length of time in managing recommendation letters between agencies and lack of supervision has led to many minimarkets. Problem.

c. Facilities, Infrastructure and Technology

In the integrated investment and licensing office of Garut Regency, facilities, infrastructure, and technology are sufficient to support all the needs needed to help carry out all activities in this DPMPT for buildings and other electronic equipment, which is adequate to support licensing services for the community. Likewise, DPMPT technology has used all online-based services that applicants can access. However, problems arise when the technology is still unable to reduce the number of the issues, there are still unlicensed minimarkets. There is no synchronization between related agencies in terms of letters of recommendation in technology.

The technology in the future is not only for licensing registration but there is the technology that can monitor hundreds of minimarkets, especially those that violate existing rules to create a balanced business condition, there is no monopoly or control of
a few; this is what the government must address or think about in building facilities—infrastructure in the implementation of a permit to establish a minimarket.

d. Financial

Financial support is significant in the implementation of a policy without financial will be hampered all process activities. In the licensing process stage, all applicants will charge and levy according to the applicable rates according to the regulations. The entire process is carried out in a transparent manner, where the applicant directly pays the levy funds at the BJB bank to avoid the practice of illegal levies.

e. Supporting regulations

Regulation, supporting is a supporting rule to simplify and clarify what will be implemented can be in the form of derivative regulations or guidelines that become a reference for carrying out an implementation of the policy, in PERBUB Number 3 of 2016 in implementing DPMPT Garut Regency provides guidelines in procedures for submitting The process for applying for a permit to establish a minimarket can be accessed on the Garut Regency DPMPT website.

But in practice, this regulation is seen as not in line with the law’s parent; in principle, it is apparent that the distance between minimarkets is 100 meters. Still, in additional regulations, it can be side by side as long as there is a letter of no objection from the competitor. This will backfire for the Garut Regency government where the distance is too close, plus regulations like that will increase the proliferation of minimarkets because they will give each other permission to achieve their respective goals, plus the issuance of PERBUB NO 14 of 2018 that DPMPT can no longer participate in supervising technical matters where all supervision of recommendation letters from other agencies is the responsibility of the relevant agencies so that DPMPT can no longer participate optimally in management or in checking the validity of the recommendation letter.

E. CONCLUSION

The procedures and requirements have been carried out quite well by the DPMPT following the mandate of the regulation, namely PERBUB Number 3 of 2016; every minimarket establishment must first obtain a permit from the local government, before receiving a ticket, it must meet administrative requirements and meet the technical specifications of the building according to applicable regulations. In the implementation of licensing, there are problems where there are violations, as well as regulations that are contrary to the PERBUB rules themselves and a letter of recommendation from the relevant inter-agency is needed, which takes a long time. The supervision carried out by the Garut Regency DPMPT on the implementation of the permit to establish a minimarket has not been optimal due to the lack of coordination between agencies, especially after additional regulations are issued, which further narrows the DPMPT to supervision both before the permit or after the license is given because the management is carried out by
the relevant technical services so that the DPMPT can no longer supervising is so extensive that it makes many minimarket buildings without a permit.

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