

**ANALYSIS OF THE IMPLEMENTATION OF THE TRADITIONAL MARKET  
REVITALIZATION PROGRAM IN JEMBER REGENCY BASED ON THE THEORY OF  
GEORGE EDWARDS III**

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**ABSTRACT**

*The purpose of this research is to describe the implementation of a traditional market revitalization program in Jember Regency. The research method uses a qualitative descriptive approach. The object of research is the Head of Infrastructure Facilities, staff working at the Ministry of Industry and Trade, and Assistant Treasurer as manager of the Mangli Market in Jember Regency. Data collection through interviews, observation, and documentation. Based on the research finding, George Edward III's theory is not fully able to describe the phenomenon in the field. George Edward III only explained that the success of the policy implementation process was determined by 4 variables namely communication, resources, disposition and bureaucratic structure. The phenomenon in the field shows that the variable resources consist of budgetary resources, human resources and infrastructure resources. These three resources are not discussed in George Edward III's theory. Therefore the theory of George Edward III had limitations as an analytical tool.*

**Keywords : Implementation, traditional market, improvement program**

## **INTRODUCTION**

The traditional market revitalization program is not establishing a new market but improving the existing market. Scholars have researched this program with varying focus. Revitalizing traditional market programs as an urban catalyst (Alifah Istijabah; Setioko, Bambang, Pradoto, Wisnu, 2014). Traditional market revitalization program by using mapping (Dwinovanto, Dimas; Rudito, Bambang, Putra, 2015), or spacial configuration settings (Jeong, Sang, Kyu; UnBau, Yong, 2020).

Even the Korean traditional market revitalization program is an improvement on market buildings (Lee, Kyun, Sung; 2017), the program also implementing a cost effectiveness analysis approach of the government financing support (Yoo, Jong, Chui; Kim, Sang, Yea, 2019). There are also scholars who have focused on the role of stake holders in traditional market revitalization programs (Arinda, Hanif; Lubis. Zulkifli, 2019),

There are also scholars who give meaning to traditional market revitalization as the evolving obligatory passage points to sustain service system (Hung-wei & Fu-Ren-Lin, 2018). The scholars, also analyzed the traditional market revitalization program through the perspective of scientific paradigms such as sound governance (Holidin, Defny; Handini, Shela, Rilyan, 2014), local government theory (Prastywan, Agus; Suyono, Saleh, M, Soeaidy; Muluk, Khairul , 2015) and deliberative democracy concept (2017). So far the traditional market revitalization program has never been analyzed using the theory of George Edward III. This article analyzes the traditional market revitalization program using the theory of George Edward III.

## **THEORITICAL REVIEW**

### **Implementation of Program Policies**

Implementation according to Daniel A. Mazmanian and Paul Sabatier (1979) as quoted in the book Solihin Abdul Wahab (2008: 65), says that: Implementation is understanding what actually happens according to a program declared valid or formulated is the focus of attention to the implementation of policies namely events events and activities that arise after the enactment of State policy guidelines that cover both efforts to administer them and to have a real impact or impact on society or events.

According to Wildavsky, implementation can simply be interpreted as application or activities that are mutually "adjusting". (Usman, 2004: 7) In the other word implementation is a series of activities in the context of delivering policies to the public so that the policies can bring the expected results. The series of activities include, Firstly, the preparation of a set of advanced regulations which are interpretations of the policy. Second, prepare resources to drive implementation activities including facilities and infrastructure, financial resources and of course the determination of who is responsible for carrying out these policies. Third, how to deliver policies concretely to the community (Syaukani et al , 2004: 295)

The government policy in implementing the traditional market revitalization program itself is a policy made by the government. Based on the understanding of policy implementation above, one of the policy implementation models is stated by George Edwards III. He suggests several things that can affect the success of an implementation, namely:

*Analysis Of The Implementation Of The Traditional Market  
Revitalization Program In Jember Regency Based On The Theory Of George Edwards III*

- 1) Communication (Communication)
- 2) Resources
- 3) Disposition
- 4) Bureaucratic Structure (Bureaucratic Structure) (Edward 1980: 147)

### **Traditional Market**

Traditional Markets according to Presidential Regulation Number 112/ 2007 is the arrangement and development of traditional markets, shopping centers and modern shops are markets built and managed by the Government, Regional Government, Private Sector, State-owned Enterprises (BUMN) and Regional-owned Enterprises (BUMD) including cooperation with the private sector with a place of business in the form of shops, kiosks, booths and tents owned / managed by small, medium traders, non-governmental organizations or cooperatives with small scale businesses, small capital and with the process of buying and selling merchandise through bargaining.

A traditional market is a meeting place for sellers and buyers who are marked by direct transactions, the building consists of stalls or outlets, booths and open plains that are opened by sellers and market managers. Traditional markets mostly sell daily necessities such as food ingredients in the form of fish, fruit, vegetables, eggs, meat, cloth, electronic goods and services. The existence of traditional markets is one of the most tangible indicators of community economic activity in a region (Utami, 2012).

The traditional markets are visited by consumers from the lower middle class. Unlike supermarkets, most traditional markets belong to local governments. Local governments in Indonesia generally have a Market Office that handles and manages traditional markets. This office manages its own market or cooperates with the private sector. It is customary for the Market Service to set annual revenue targets for each market manager, which usually increases every year. Failure to meet targets generally results in the change of market managers, so it is not surprising that there are many market leaders who pay more attention to the task of meeting retribution levies than to managing the market properly.

### **Program**

The program in the Big Indonesian Dictionary (KBBI) is defined as the design of the principles and the efforts that will be carried out. Jones in Arif Rohman (2009: 101-102) said the program is one component in a policy. The program is an authorized effort to achieve the goal.

The program is a statement containing the conclusions of some interdependent and interrelated hopes or goals, to achieve a common goal. Usually a program includes all activities that are under the same administrative unit, or interdependent and complementary goals, all of which must be carried out simultaneously or sequentially.

### **Revitalization**

Revitalization means to make vital again. Revitalization program is a program that makes something vital or important again. Revitalization program through careful planning, through various aspects such as economic, social and institutional aspects. This concept is

*Analysis Of The Implementation Of The Traditional Market  
Revitalization Program In Jember Regency Based On The Theory Of George Edwards III*

also related to the concept of development. A process which interpreted as a design to develop something that already exists in order to improve the quality of something more advanced.

The concept of revitalization, then relates, to the concept of a traditional market, so that its meaning is as an effort to make a traditional market vital or important again, by revitalizing the building, the kiosk, the placement of traders, etc.

## **RESEARCH METHODS**

### **Types of research**

This research uses descriptive qualitative analysis research type, namely research that aims to describe certain social phenomena (Kahar Haerah, 2016. Social research methodology. Faculty of social science and political science, University of Muhammadiyah Jember). Meanwhile, according to Moleong (2007: 8) qualitative research intends to understand the phenomena about what is experienced by the research subject, for example behavior, perception, motivation, action and others. Holistically describe the language and words of special natural contexts by utilizing various scientific methods. Qualitative research is also a research research that is descriptive in nature and tends to use analysis with an inductive approach. The process and meaning (subject perspective) are emphasized more in qualitative research. The phenomenon in the qualitative research process that is to be described is related to the implementation of traditional market development program policies in Jember Regency. The approach used in describing the phenomenon is the study of policy implementation which only applies to the policy, does not apply to other policies.

The method of implementation in this study uses descriptive qualitative research with the main data types are words and actions. Sources of data obtained from primary and secondary data. Searching for informants in this study was conducted with a purposive sample system (accidental sampling) and accidental sampling (accidental sampling when meeting at the study site). Techniques for collecting data later using interview, observation and document methods.

### **The Location of the Research**

The location of this research is in Mangli Market. Mangli market location is next to the protocol road on Jl. Hayam Wuruk No. 221, Karang Miuwo, Mangli, Kaliwates District, Jember Regency, East Java Province.

### **The type of data**

There are two type of data

a) the data which is sourced from direct respondents, in practice obtained from interviews. Apart from direct observation of the situation of the research location. Primary data obtained directly from the informant Head of Infrastructure Facilities of the Department of Industry and Trade (Eko Fedianto Budiono, ST, M.Sc), Planning Material Management Staff (Angga Rudiano, A.Md), Treasurer Receiving Mangli Market Assistant (Agus Minanto)

*Analysis Of The Implementation Of The Traditional Market  
Revitalization Program In Jember Regency Based On The Theory Of George Edwards III*

b) Secondary data obtained from sources supporting the research location, namely statistical data documents, books, magazines, newspapers and other information. Secondary data obtained from sources: documents and archives that are closely related to the issues examined.

The data collection using in depth interview. This technique is done to get information by asking the informant directly about the problem of this research..

### **Observation**

The researcher, also use observation techniques. According to Hanna Djumhhana observation is a scientific method that is still a reference in empirical science as a way that is often used to collect data. According to Nawawi and Martini (1992: 74), "Observations are systematic observations and records of elements that appear in a symptom or symptoms on the object of research".

### **Documentation**

The other technique that also used is documentation. According to Sugiyono (2013: 240) the document is a record of events that have passed. Documents can take the form of writings, drawings, or monumental works of a person. Documents in the form of writing such as diaries, life histories, stories, biographies, regulations, policies. Documents in the form of images such as photographs, vivid drawings, sketches and others. Documents in the form of works such as works of art, which can be in the form of drawings, sculptures, films and others. The document study is a complement to the use of observation and interview methods in qualitative research.

### **Method of Determining Informants**

According to Sugiyono (2012: 208) in qualitative research the sampling technique that is often used is purposive sampling. Purposive sampling: This research researchers used a purposive sampling technique that was carried out with certain considerations, for example with consideration of choosing the person who was considered most knowledgeable (representative) of what we expected or maybe he was a ruler so that it would facilitate researchers in exploring the social object under study. Purposive sampling is a technique for taking samples not based on random, regional or stratum, but based on the existence of considerations that focus on specific objectives.

### **Data Validity**

The data analysis technique used in this study is interactive analysis. This model has 4 components of analysis, namely:

- a. data collection,
- b. data reduction,
- c. data presentation and
- d. drawing conclusions.

According to Moleong (2004: 280-281), "Data analysis is the process of organizing and sorting data into patterns, categories and basic units of description so that themes and places of work hypotheses can be found as suggested by the data".

## **RESEARCH FINDING AND DISCUSSION**

Market is one of various systems, procedures, social relations and infrastructure where businesses sell goods and services. This activity is part of the economy in Jember Regency. Market is a place where people make money as a source of livelihood.

Market in Jember Regency can be divided into two namely, traditional markets and modern markets.

### **a. Traditional market**

Traditional Market is a place where there are processes of seller and buyer activities, carried out directly in the form of retail in a temporary or permanent time with limited service levels. The transaction process in the traditional market is social contact for mutual bargaining between seller and buyer.

Traditional markets are located in each district. One of the traditional markets in Jember Regency is Mangli Market, which is located on Jl. Hayam Wuruk No.221, Karang Miuwo, Mangli, Kaliwates District.

### **b. Modern market**

Modern Market is a type of market where its products (goods and services) are sold at an appropriate price so that there is no bargaining activity between the sellers and buyers. Products traded in this market are good quality products where the price is determined by putting a price tag on the product. Generally, modern markets are located in urban areas or on the edge of cities with clean and comfortable conditions for consumers.

Goods that sold in the modern market, are food, clothing, and various other household needs. Some examples of modern markets in Jember Regency are as follows:

#### **(1) Matahari Department Store**

Matahari is a leading retail company in Indonesia that provides fashion equipment, accessories, beauty, and household equipment at affordable prices. Matahari presents high-quality stylish products and a special shopping experience, working with trusted local and international suppliers to offer a variety of the latest products from exclusive brands and international brands. Matahari's position as the preferred department store in Indonesia is supported by a range of exclusive brands.

(2) Carrefour introduces the concept of hypermarkets for the first time, a large supermarket that combines department stores (department stores). Carrefour strives to provide world class service standards in the retail industry. Carrefour offers the concept of "One-Stop Shopping" which offers a choice of places with a variety of products, low prices, and also provides the best service that exceeds customer expectations.

#### **(3) Alfamart**

These outlets generally sell a variety of food products, beverages and other necessities. More than 200 food products and other necessities of life are available at competitive prices, meeting the daily needs of consumers

#### **(4) Indomaret**

Indomaret is not much different from Alfamart, Indomaret is a minimarket network that provides basic needs and daily needs. These outlets generally sell a variety of food products,

*Analysis Of The Implementation Of The Traditional Market  
Revitalization Program In Jember Regency Based On The Theory Of George Edwards III*

beverages and other necessities. The Dindomaret transaction does not have a bargain, the price is printed, so the buyer pays directly in the cashier.

**The role of stakeholders on the Mangli market revitalizing program,**

"Stakeholders are groups that can influence or be affected by the activities, products or services, and performance of an organization (AA1000 SES)", also "Stakeholders are individuals or groups who have an interest in organizational decisions and activities (ISO 2600 SR.)" The stakeholder is an important factor in a revitalizing of the traditional market program. In the Mangli market revitalizing program, the main institution is Dinas Perdagangan dan Perindustrian (Disperindag). This main institution is the leading sector of the program and is the coordinator of the work. This institution is assisted by consultants, contractors, and also supervisors." (Interview February 22, 2020 with Eko Fedianto Budiono, ST, M.Sc)

The implementation of a program policy according to George Edward III's theory are depend on 4 variables: communication, resources, disposition and structure of the bureaucracy.

**Communication**

The Communication between the main institution (Disperindag) and the regent regarding the Mangli market revitalization program through letter, telephone and also a joint meeting. Communication is also done with social media such as whatsapp. The communication went very intensive, towards each field coordinator and head of the revitalization section.

**The Resources**

George Edwards III only mentions resources without specifying them as variables that determine the policy implementation process. But in the Mangli market revitalization program, researchers found there are three resources such as budget resources, human resources, infrastructure and facilities resources.

**Budget Resources**

The source of the budget from the traditional market development program is from the Jember Regency Regional Budget. Based on data from the Department of Industry and Trade, the budget made for the traditional market development program reached 186,313,074,100.00. The data is the first phase of the budget allocation in 2018, amounting to 65,716,069,000.00 of a total of 12 markets. Each market has a different budget depending on the area, so the budget for each market is different.. The budget is taken from the Jember Regency Regional Budget, which has been determined based on Regional Regulation No.09 of 2016.

The budget allocation in the second phase ( 2019) as much as 120,597,000.00 is divided into 24 markets. The same as the 2018 budget, each location is different, depend on the layout and area of the market location.

The following are the results of the interview with the head of infrastructure in the Department of Industry and Trade in Jember Regency:

"The market development budget in 2019 is greater than in 2018, this is because the number of markets developed in 2019 is also greater. The construction reached

*Analysis Of The Implementation Of The Traditional Market  
Revitalization Program In Jember Regency Based On The Theory Of George Edwards III*

120,597,005,100.00 divided into 24 markets ". (interview 4 December 2019 with Eko Fedianto Budiono, ST, M.SI).

The results of the interview illustrate the seriousness of the Government in developing traditional markets in Jember Regency. The resource of the entire budget for the traditional market revitalization program is from the APBD of Jember..

### **Human Resources**

Human resources are important factors in an organization, institution or company. HR is one of the keys that determine the development of an organization. HR functions as an asset that must be trained and developed capabilities. Human resources are essentially a person or group in an organization as a mobilizer, thinker and planner to achieve the objectives of the program. The human resources in the traditional market development program consist of the following:

- a) Governmental Elements
- b) Planning Elements

The following consultants in the traditional market development program in Jember Regency are as follows:

- 1) CV. Sinar Fajar
- 2) PT.Mitra Design
- 3) PT.Maksi Solusi
- 4) CV.Stupa Ing

- c) Supervisor

The following stakeholders as supervisors in the traditional market development program in Jember Regency are as follows:

- 1) CV. Dynamics Consultant
- 2) CV. Himalaya Consultant
- 3) CV.Darma Wangsa Consultant
- 4) CV. Angridesign
- 5) PT.Maksi Engineering Solutions
- 6) CV. Trireka Adhigana Consultant
- 7) CV. Pyramid Pratama
- 8) CV.St Ing
- 9) CV.Widya Pratama Consultant
- 10) Dwi Permata Manndiri
- 11) PT.Dwi Permata Manndiri
- 12) CV. Shella Engineering Consultant
- 13) CV. Graha Selaras
- 14) CV.Dwi Fortuna Consultant
- 15) Global Consultants CV
- 16) CV. Perspective Engineering Consultant

- d) Contractor

The contractors of the traditional market development program are:

- 1. CV. Makmur Jaya Construction



*Analysis Of The Implementation Of The Traditional Market  
Revitalization Program In Jember Regency Based On The Theory Of George Edwards III*

2. PT. Nazzuardy Putra Teknika
3. PT. Anugra Mitra Kinasih
4. PT. Arkananta Putra Prtatama
5. PT. Marga Madu Indah
6. PT. Mitra Utama Jaya
7. PT. Cipta Various Solutions
8. PT. Hutomo Mandala Persada
9. PT. Main Death Car
10. CV. Restu Ibu
11. CV. Trio Putra
12. PT. Yusco Utama
13. PT. Rajendra Pratama Jaya
14. CV. Princess Like
15. CV. Jaya Baya

Human resources consisting of consultants, contractors and government element are determine the process of Mangli traditional market revitalization

#### **Facilities and Infrastructure Resources**

Development in an area is very closely related to the existence of supporting infrastructure facilities. Supporting infrastructure facilities can facilitate the process of developing traditional markets. Facilities resource equipment or infrastructure and this also supports the implementation of a policy. This equipment resource also supports the implementation of a policy. Equipment resources referred to are all the needs in construction for the contractor.

"We do not know the details of infrastructure in the field, because the contractor is implementing it in the field. All needs in the construction of markets such as heavy equipment are the business of the contractor. The office that finances all of its construction, based on results for the whole, is going well, which is clear for facilities for contractors such as heavy equipment, all equipment used for construction. "  
(interview 2 March 2020 with the head of Sarpras, Eko Fedianto, ST, M.Sc)

Technically, the needs of the Mangli market development are provided by the government. Developers who realize these needs such as heavy equipment, building materials and others. But we (the department) always control the use of everything in infrastructure at each stage. So that it can be used effectively and efficiently.

#### **Resources for Mangli Market Maintenance**

Each market is led by a head of market which is currently called Assistant Treasurer. BPL as a post-developed market keeper is then tasked with reporting to the Department of Industry and Trade every month.

### **Disposition**

Committed stakeholders are certainly different from non-committed stakeholders. This commitment can be seen from the results of several market development programs, especially the Mangli market, that from every element that contributed to no protests or complaints, this happened well because the tasks were in accordance with what the government wanted. As explained by the informant named Mr. Eko Fedianto as the head of the infrastructure sector, the stakeholders whose duties are all carry out their duties and responsibilities according to their tasks and functions. This phenomenon certainly has good consequences for the Mangli market development process. The instructions that have been conveyed to each element that the instructions from the superiors are well understood, so that the Mangli market development process goes according to plan.

If seen from the people who participated in supporting the traditional market development program. The community (traders) who had previously refused to hold the program after the government and officers also told the purpose and objectives of the merchants fully supported the program.

There are three types of elements that can influence disposition, namely knowledge of the policy, the direction of their response whether to accept, neutral or reject and the intensity of the policy. The following is the interview with the head of the infrastructure and industry advice department of Jember Regency:

"Overall, the government elements in the Industry and Trade Service have knowledge of a policy made by the Regent, including the traditional market development program in Jember Regency. Stakeholder commitment in market development has been going well. It is this commitment and knowledge that determines the extent of the Dinas in developing this program." (Interview 22 February 2020 with Eko Fedianto Budiono, ST, M.SI)

Based on the interview above, the researcher concludes that knowledge and commitment are quite important elements, because with the high level of knowledge and commitment possessed by the apparatus can assist the implementation of the implementation.

### **Bureaucratic Structure**

The implementing bureaucrat structure of traditional market revitalization is the head of the Department of Industry and Trade (Disperindag) as the leading sector. They are strengthened by the street level bureaucrats consisting of section heads and section heads, consultants, developers and market managers.

All elements of the bureaucrat work together. Leading sectors, coordinating the implementation of the Mangli traditional market revitalization program since planning, implementation and evaluation. Street street bureaucrats or executive bureaucrats work in their jobs and monitor the work of the developer. Whereas consultants as experts provide their expertise related to the market revitalization program. The implementation of Mangli's traditional market revitalization program was evaluated by the leading sector as the main responsible of the program.

### **The Mangli Traditional Market Revitalization Program**

The Mangli traditional market is on the Jember-Surabaya protocol road. The existence of this market is important for the surrounding community.

This market revitalization program has been long awaited by traders and buyers. For traders the quality of the old Mangli market building is not feasible. There are buffer woods that have rotted and must be replaced with new ones. There are parts of the wall that are already damp and need to be painted. Therefore, the Mangli market revitalization program is important. This program will improve the quality of buildings again. The program is expected to increase the number of visitors.

Not too far from the traditional Mangli market there is a large modern shopping center. People prefer to shop at the modern market rather than visit the dirty Mangli market .

Mangli's traditional market revitalization program is also intended to attract people to come and leave the modern retail market. Although this is difficult, shopping at a traditional market that is clean and organized will certainly produce a different sensation. Market performance which is getting better after being revitalized, will look like the appearance of a modern market. Traders are arranged regularly. The government provides kiosks for traders.

After the Mangli market was revitalized, the next program, was market governance. According to UNDP, governance has several principles such as:

1. Equality to participate in policy making.
2. Sensitivity and responsiveness to the needs of stakeholders.
3. The ability to mediate all differences between stakeholders in order to reach a shared consensus.
4. Accountability aimed at the stakeholders served.
5. Activities are based on a legal framework.
6. Transparency in terms of making a policy.
7. There is a guarantee of the right of all people to improve their standard of living in a variety of fair ways.
8. Having a broad vision and mission in the long term for the sustainability of the existing socio-economic development.

Through these 8 governance principles, the market will be able to provide maximum services to the community. The most important of the eight principles of governance is a sense of fairness for traders and the rule of law. The market must not prioritize large traders and forget or neglect the interests of small traders. The first problem is small traders who cannot rent kiosks. The next problem is illegal levies on traders. Next is how to keep the market always clean and guaranteed security for traders and visitors. The first problem is small traders who cannot rent kiosks. The next problem is illegal levies on traders. Next is how to keep the market always clean and guaranteed security for traders and visitors. This problem is not only handled by the government alone, but all elements of society must work together.

### **From a dirty market to a clean market**

The difference between the Mangli market long before revitalization and after revitalization is clear. Before being revitalized, the Mangli market looked dirty. Traders are selling everywhere. The pasar look crowded and uncomfortable. Visitors from the upper

*Analysis Of The Implementation Of The Traditional Market  
Revitalization Program In Jember Regency Based On The Theory Of George Edwards III*

middle level do not like to come, they prefer to shop at the modern retail market. After being built or revitalize, the Mangli market looks more organized and clean. Seedy, dirty impressions disappear instantly. Traders are placed according to the goods which have been traded. The important thing after the Mangli market has been revitalized and the visitors are comfortable to come is to maintain this good market condition. The important thing after the Mangli market has been revitalized and the visitors are comfortable to come is to maintain this good market condition. This is the importance of implementing the principles of good market governance.

## **CONCLUSION**

The analysis of the implementation of the Mangli market revitalization program is based on George Edwards III's theory, as follows. Policy implementation according to George Edward III has 3 variables, communication, resources and bureaucratic structure. 1. Communication, that the Dinas has coordinated well with the elements involved in the traditional market development program in Jember Regency. 2. Resources include: a) Budget resources. Budget resources for 2018 used for the development of the market reached 65,716,069,000.00 divided into 12 markets in Jember Regency. Whereas in 2019 the budget will reach 120,594,005,100.00 divided into 24 markets. b) Human resources. All elements contribute to the traditional market development program in Jember Regency, starting from the local government as a policy maker, Disperindag as a policy implementer or a leading sector. in charge of market development, consultants as physical designers and contractors as executors in the field are monitoring by the supervisors. c) Infrastructure resources. The infrastructure resources in the traditional market development program are fulfilling. d) Budget resources The budget for the construction of the traditional market in Jember has been allocated, but the researchers did not obtain the details because the alleged researchers were confidential data. e) Disposition, commitment from stakeholders has been going well, running as it should. f) Bureaucratic structure, for the implementation of traditional market development programs that have been going well. All elements involved work together effectively and efficiently in accordance with their duties and functions.

This explanation shows that not all Edward III theories are able to describe the situation in the field. Implementation of a program according to Edward III must get support from Communication, Resources, Disposition, and Bureaucratic Structure. The phenomenon in the field shows that the cooperation of all elements involved in the traditional market development program is already good. this makes the implementation of the traditional market development program run as it should.

## **Suggestion**

Mangli's traditional market revitalization program received protests from traders. They are worried, if the kiosk rental is expensive. The government explains that traders, will be facilitated, in getting a kiosk. Therefore, the traditional market revitalization program uses a deliberative approach and includes all traders from the planning, implementation and evaluation processes.

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*Analysis Of The Implementation Of The Traditional Market  
Revitalization Program In Jember Regency Based On The Theory Of George Edwards III*

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