



Traditional Market Revitalization in the Perspective of Public Policy Implementation (Study in Kuningan Regency Traditional Market)

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Abstract. This study aims to determine the implementation of traditional market revitalization policies in Kuningan Regency. Revitalization of traditional markets is a form of public policy carried out by the government to improve the competitiveness of traditional markets amid the existence of modern markets as regulated in Kuningan Regency Regional Regulation Number 11 of 2011 concerning Arrangement, Development of Traditional Markets and Modern Stores. In addition, to find out the obstacles in implementing traditional market revitalization. The research method uses qualitative. Data collection techniques used are interviews, observation. Data analysis uses triangulation techniques. This research uses Merilee's theory. S. Grindle, that the successful implementation of public policy is influenced by two fundamental variables, namely the content of policy and the context of implementation. Based on the results of research on policy content, it shows that the desired changes from the policy have not been implemented optimally, the lack of communication carried out by program implementers, while from the context of implementing the traditional market revitalization policy is not optimal because there is a conflict of interest of the ruling regime. The obstacles in market revitalization are the lack of guidance on traditional market arrangements, and the lack of public awareness in the cleanliness of the market environment.

Keywords: Revitalization, Traditional Market, Local Regulation, Policy Content, Policy Environment.

INTRODUCTION

The market is a representation of the economy of an area, according to the type of market can be divided into two, namely traditional markets and modern markets. Traditional markets are generally places for buying and selling goods through the bargaining process. Traditional markets are managed by the government, State-Owned Enterprises, and Regional-Owned Enterprises in collaboration with the private sector in the form of kiosks and los used by

traders. In contrast to modern shopping centers that carry the concept of self service where buyers can directly see the price of the products listed.

The rapid development of modern markets can be seen in the existence of modern stores such as *Minimarkets, Supermarkets, Department Stores, or Wholesale in the form of wholesaling*. The proliferation of modern stores not only in urban areas but also in rural areas, certainly affects the welfare of people in traditional markets. The development of modern markets encourages the government to make economic interventions against business actors. In maintaining the existence of traditional markets, the government makes efforts to protect and empower through revitalization of traditional markets, not only physical building arrangements including the placement of traders' places but non-physical related to market management by creating a more attractive market environment in order to improve the dynamics of social and economic life of the community.

In the Policy Implementation Perspective, the government's role is as a policy maker. Policies are government rules that must be obeyed by anyone without exception. A policy must be implemented in accordance with the plan. On the other hand, if it is not in accordance with the plan and on target, it will have an impact on the results of the policy. Therefore, the implementation of traditional market revitalization needs to be carried out on the basis of market structuring, market management structure management so that market revitalization is expected to increase the economy of small trade.

The traditional market revitalization program is carried out to improve the negative image of the market environment which looks shabby, dirty, smelly. Therefore, through Kuningan Regency Regional Regulation Number 11 of 2011 concerning Arrangement, Development of Shopping Centers, Traditional Markets and Modern Stores. In the regulation, the arrangement of traditional markets is part of the revitalization program. Based on article 23 paragraph 2, the government renovates the business premises of traditional market traders. In 2019, as many as 62 kiosks and 177 los have been carried out in the traditional market revitalization program. Market arrangement is carried out to maintain the competitiveness of traditional markets amid the proliferation of modern markets. However, what the author found in the field, the market arrangement has been carried out well but there are still empty stalls and los that are not used by traders, this is because the selling place is covered by several kiosks, making it lonely for buyers. Traders choose to sell on the shoulder of the market road or in the parking area. In addition, the distance between traditional markets and modern markets is not in accordance with article 17 which states that

the direction of traditional market protection policies is determined by the location of the establishment of shopping centers and modern stores with the nearest radius of 1000m so as not to marginalize the traditional market economy. The concept of traditional market protection is related to Presidential Regulation (Perpes) number 112 of 2007 in article 4 states that the establishment of modern stores must meet the requirements, among others: taking into account the economic conditions of small and medium enterprises, paying attention to the distance from traditional markets. In reality, traditional markets are faced with modern markets so that the decline in turnover of traditional traders is very drastic even though a revitalization program has been carried out.

This research analyzes using the theory of Merilee S. Grindle, according to which the success of implementation is influenced by two variables, namely policy content and implementation context. Judging from the policy content, there are 6 dimensions, namely the interests that influence, the type of benefit, the degree of change desired, decision making, program implementers, the resources used. While the implementation context has 3 dimensions, namely the power and actors involved, the characteristics of the institution or regime in power, compliance and response from policy implementers.

Based on the background that has been described, the researchers formulated the problems in this study as follows: 1) how is the revitalization of traditional markets in the perspective of public policy implementation? 2) what are the obstacles in revitalizing traditional markets in Kuningan Regency?

LITERATURE

This research is based on several studies that have been conducted previously such as by Camelia Rizki Hana (Faculty of Government Politics, Institute of Domestic Government, 2022) entitled “Implementation of Traditional Market and Modern Store Arrangement Policies in Order to Increase Regional Original Revenue in Jombang Regency”. The purpose of this study was to determine the implementation of policies for structuring traditional markets and modern stores in Jombang Regency, inhibiting factors and efforts. The research method used is descriptive qualitative. The results of the study obtained that the implementation of traditional market and modern store structuring policies in increasing local revenue in Jombang Regency has been carried out well but not optimally, due to limited budget funds, human resources, and low levels of awareness of business actors. Efforts in

overcoming this apply for financial assistance to the Ministry of Trade, collaborate with business actors.

Furthermore, a journal article written by Dimas Amanda Akbar, Mohammad Ischak, Ristya Arinta Safitri (Architecture Study Program, Faculty of Civil Engineering and Planning, Trisakti University, 2022) entitled “Optimization of Spatial Planning in Traditional Markets in Batu City Malang”. The finding of the problem in the research is the absence of adequate trader zoning, so that visitors experience disorientation when shopping. This research uses descriptive qualitative methods. The results obtained from the data from interviews and surveys in the field are that the spatial layout does not have a rhythm so that it becomes not optimal.

The third research written by Syaharuddin, Zaldi Rusnaedy, Anirwan (Faculty of Social and Political Sciences UM Makassar, 2021) entitled “Structuring Competitive Traditional Markets in Makassar City” The purpose of this research is to find out the governance of competitive traditional markets in Makassar City from the aspects of market protection and empowerment. The research method used is qualitative. The results showed that traditional market governance has not been effective, due to the low level of guidance provided by PD Pasar Makassar.

The fourth research is a journal article written by Rinjani, Lintang Ayu S, and Mitha Nurhikmah (Department of Public Administration, Faculty of Social and Political Sciences, Jendral Soedirman University, 2018) the purpose of the research entitled “Implementation of Traditional Market Revitalization Policy (Case Study in BSD Serpong and Pasar Manis Perwokerto)” to find out the process of modernizing traditional markets in BSD Serpong. This research uses qualitative methods. The results of the study show that the traditional market modernization process in BSD Serpong has integrated modern physical and non-physical markets. However, in the implementation of new policies on the physical aspects of the market, while the management, economic, and aspects have not been maximized.

The fifth research is a journal article conducted by Sabila Damariesta (Public Policy Study Program, 2023). The purpose of the research entitled “Implementation of Traditional Market Revitalization Policy in Kapanewon Prambanan, Slema Regency, Yogyakarta Special Region Province” is to find out the problems in implementing the traditional market revitalization policy in Kapanewon Prambanan. This research uses descriptive qualitative methods. The results and findings of the research are that the implementation of

revitalization has gone well but there are obstacles in the indicators of communication, resources, and positioning.

The sixth research journal article conducted by Wulandari (2022). The purpose of the study entitled “Mentality System Networking Model Approach In The Implementation Of Policy For The Development Of Tourism Of The Kraton In Cirebon City” to determine the factors that caused the ineffective implementation of the palace tourism development policy in the city of Cirebon. This research uses qualitative methods. The research strategy in a qualitative approach is a case study strategy. The design of the policy implementation model based on the mentality, system, and networking (MSN) approach model 2015-2025 and RIPPARDA Cirebon City 2019-2025 is the legal basis for the development of palace tourism in the city of Cirebon.

The seventh research journal article conducted by Khumayah (2020). The purpose of the study entitled “Implementation of the No Smoking Area Policy in the City of Cirebon (Case Study at the Transportation Agency Office)” is to find out how the implementation of the no smoking area policy, what factors are obstacles, and efforts to overcome obstacles. This research uses descriptive qualitative methods. The results showed that the implementation of local regulations was considered quite successful but still not optimal because there were still people who violated local regulations.

In this study, the authors conducted a different research from the previous journal writing, namely Traditional Market Revitalization in the Perspective of Public Policy Implementation (Study in Kuningan Regency Traditional Market) to find out the revitalization of traditional markets in the perspective of public policy implementation and obstacles in revitalizing traditional markets in Kuningan Regency, using the theory of policy implementation according to Merilee S. Grindle (in Harbani Paslong, 2009: 645) that policy implementation is influenced by two variables, namely policy content and implementation environment.

METHOD

This research was conducted in the traditional market of Kuningan Regency. The type of research method used is qualitative. Qualitative research is research that explores and understands the meaning of a phenomenon that occurs. The type of qualitative research used

by researchers is a case study. A case study is a study that collects information through questions related to an event, activity, program and process (Creswell, 2018: 186).

The data collection techniques used by researchers are interview techniques, documents, *audiovisual digital material*. According to Creswell (2018: 186) interview techniques are used through questions asked to participants according to their respective experiences, documents in this study through collecting data from written sources such as previous research, and *audiovisual digital material* is data in the form of photos.

Determination of informants in this study using *purposive sampling* technique . The *purposive sampling* technique is a technique of taking informants according to the research theme because the person is considered to have information that can be developed to obtain data in the study. The key informant in this research is the head of the market field office, while the accompanying informants in this research are traders and buyers in the Kuningan Regency traditional market.

Data analysis techniques used in this research are data condensation, data reduction and conclusion drawing. According to Miles Huberman (2014) qualitative research there are three lines of activity in data analysis, namely data condensation is the process of selecting or transforming data from written field notes, data reduction is the summarization of information and action, then drawing conclusions. Then perform data validity techniques using triangulation techniques.

DISCUSSION

The implementation of the traditional market revitalization policy in Kuningan Regency uses a policy in the form of Regional Regulation No. 11 of 2011 concerning Arrangement, Development of Shopping Centers, Traditional Markets and Modern Stores. This research uses Grindle's theory of policy implementation, namely policy content and implementation context.

Policy Content

According to Merillee S. Grindle (in Subarsono, 2011) policy implementation is influenced by 6 (six) indicators which will be explained below:

- a) The interests of the target group.

Based on the results of interviews with key informants, namely the Head of the Market Division and Market Division Service Employees, the author analyzes that the

implementation of the revitalization policy in the *target group* has been carried out in accordance with the plans that have been made. Then the basis for implementing the traditional market revitalization program is for the economic welfare of the community. So that at this stage, traditional market traders in Kuningan Regency are the main concern.

b) Type of benefits generated.

Judging from the results of interviews that have been conducted with all informants, the authors analyze that the resulting benefit indicators are in accordance with the expectations of the policy outcomes. The value of the benefits of market revitalization is seen from the resulting changes such as the physical aspect of the building which looks cleaner, more comfortable and modern, improving the community's economy by creating jobs and increasing local revenue.

c) Desired changes from the policy

Based on the results of interviews with all informants, the authors analyze that the implementation of the revitalization program on this indicator of physical changes in buildings can be said to be untidy and still seem slum because traders who mainly sell food commodities mostly choose to sell in the parking area this is due to the behavior of people who visit the market using two wheels (motorbikes) are reluctant to get off the motorbike to shop. So that causes the owner of the los / stall to choose to vacate his trading place and choose to sell street food in the parking lot area. The arrangement of traditional markets becomes overlapping so that this affects market governance which is not optimal.

d) Position of the policy maker.

Based on the results of interviews with key informants, namely the Head of the Market Division, the author analyzes that in the implementation of traditional market revitalization, the position of the policy maker is by the Regent and then followed up by the UKM Trade and Industry Cooperative Office.

e) Program Implementers

Based on the results of interviews with accompanying informants, namely traders, the authors analyze that the implementation of traditional market revitalization policies in Kuningan Regency has not been carried out optimally, due to a lack of communication between the Office and the traders. This can be seen based on the indicators of program implementers who have not worked optimally in implementing the traditional market revitalization policy.

f) Resources produced

Based on the results of interviews with a number of informants, the author analyzes that the revitalization of traditional markets in Kuningan Regency in the resource indicator has gone well. The resources needed in implementing revitalization are seen from the competence of the implementor.

In the policy content, there are several indicators that are not optimal in implementing the implementation of the traditional market revitalization policy, namely the first indicator of the desired change from the policy, explaining that the physical changes in the building can be said to be not neat and still seem slum so that it affects market governance which is not optimal. And the indicator of program implementers is the lack of communication between the Office and the traders.

Implementation Context

According to Merille S. Grindle (in Subarsono, 2011) the success of policy implementation is influenced by 3 (three) indicators which will be explained below:

a) Power, Interests, and Strategies of Actors Involved.

Based on the results of interviews with key informants, namely the Head of the Market Division Office and Service Employees, the author analyzes that the implementation of policy implementation is carried out by implementing actors. The strategies of the actors involved in policy implementation are the Transportation Agency in curbing parking lots, the Cleaning Service which keeps the market environment clean, and the formation of market organizations as a means of policy-related information. Diskopdagperin cooperates with related agencies for the smooth implementation of market revitalization policies.

b) Characteristics of institutions and authorities.

Based on the results of interviews with key informants and accompanying informants, the author analyzes that the implementation of traditional market revitalization in Kuningan Regency has not been carried out optimally due to conflicts that have occurred because trading activities have been disrupted for almost 2 years. traders were relocated to the emergency market that had been provided, complaining about the lack of buyers, the narrow and crowded emergency market relocation place made it uncomfortable when trading. After being moved to new stalls, many traders began to leave their trading places or sell them because they lost many customers. The condition of the revitalized market is now not only empty of buyers but minimal sellers. In this indicator, the implementation of the traditional

market revitalization policy is not in accordance with the environmental conditions of market traders. So that this policy is not on target, making the community's economy even worse.

c) The level of compliance and response from implementers.

Based on the results of interviews with key informants, namely employees of the Market Division Office, the author analyzes that the response from policy implementers is quite good. If there are complaints or problems with traditional markets in Kuningan Regency, the response and response of the Service is a form of responsibility as part of its duties in carrying out policy implementation.

In the context of implementation, there are several indicators that are not optimal in implementing the implementation of traditional market revitalization policies, namely in the characteristics of institutions and authorities because there are conflicts of interest between program implementers and traditional market traders in Kuningan Regency.

BARRIERS TO TRADITIONAL MARKET REVITALIZATION IN KUNINGAN REGENCY

The implementation of traditional market revitalization implementation in Kuningan Regency has obstacles based on Regional Regulation (Perda) Number 11 of 2011 concerning Arrangement, Development of Shopping Centers, Traditional Markets and Modern Stores, namely: (1) Judging from the Policy Content Dimension, there are obstacles in the benefit type indicator, in this case the benefits received by traditional market traders in Kuningan Regency in terms of physical market buildings and facilities but do not bring benefits in terms of trader income experiencing a decrease in trade turnover and a decrease in consumers so that many traders go out of business. (2) Judging from the desired changes, the changes felt by traders are a decrease in consumers compared to before the implementation of traditional market revitalization. this is due to the behavior of people who visit the market using two wheels (motorbikes) are reluctant to get off the motorbike to shop. Thus causing some los / stall owners to choose to vacate their trading places and choose to sell street food in the parking lot area. (3) Obstacles in the program implementer indicator, the lack of understanding of traders about the policy of grouping selling places, this is due to the lack of socialization to traders. The coaching of the arrangement of los / stalls is still not optimal, there are los / stalls that are vacated by their owners. (4) In the resource indicators in policy implementation, there are obstacles, namely from policy implementors who are not yet optimal because in implementing the policy there are several employees who are not

excellent in implementing the policy. (5) Meanwhile, from the implementation context dimension, the obstacles lie in the indicators of institutional characteristics and the ruling regime, where the performance in implementing the policy is still not optimal in carrying out its duties. (6) Lack of public awareness of the cleanliness of the traditional market environment.

CONCLUSION

Based on the results of research and discussion, the author draws conclusions regarding the revitalization of traditional markets in the perspective of policy implementation studies in traditional markets in Kuningan Regency in accordance with Regional Regulation No. 11 of 2011 concerning Arrangement, Development of Shopping Centers, Traditional Markets and Modern Stores. This research uses the theory of policy implementation according to Grindle, there are two dimensions in policy implementation, namely policy content and implementation context. The Kuningan Regency Government revitalizes traditional markets through the physical construction of buildings that are more modern than before.

The policy context has been carried out but has not been optimal in its implementation, such as in physical changes to market buildings and program implementation. In the context of implementation, there is still a conflict of interest between program implementers and traditional market traders in Kuningan Regency.

In the policy implementation, it can be said that it is not optimal because there are obstacles in revitalizing traditional markets in Kuningan Regency, including: the lack of socialization carried out by the Office of SME Cooperatives, Trade and Industry to traders, the lack of guidance in the arrangement of traders' stalls by the Office, and market cleanliness that is not maintained.

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