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TRADITIONAL MARKET REVITALIZATION: A COMPARATIVE STUDY OF MARKET DEVELOPMENT POLICIES IN SITUBONDO AND BANYUWANGI DISTRICTS

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ABSTRACT

This article describes the policy of revitalizing the development of traditional markets in Situbondo Regency and Banyuwangi Regency, East Java. The focus of this article is to fully explore the description of the dynamics of policy formulation for the revitalization of traditional markets in Situbondo Regency and Banyuwangi Regency in the perspective of local wisdom. This type of research is qualitative, which means gaining a deep understanding through the process of empirical description, analysis, and exploration of data obtained in the field. The research locus in this article are 5 traditional markets in Situbondo Regency and five 5 traditional markets in Banyuwangi Regency. From this, it is found that the implementation of the traditional market revitalization policy in Situbondo Regency is more likely to be totalitarian. Meanwhile, the policies implemented by the Banyuwangi regional government are more egalitarian.

KEYWORDS: Regional Policy, Traditional Market Revitalization

INTRODUCTION

This paper attempts to explain the policy of revitalizing the development of traditional markets in Situbondo and Banyuwangi districts. Traditional markets are basically development assets based on the people's economy. Besides being part of the social security institution as a culture of institutional resilience, traditional markets can only exist in the midst of the glitter of modern retail if there is attention from the government, both central and local. This attention can take the form of policies in the form of concrete actions to empower traditional markets, traders, consumers and other market communities (Rasaili, 2020). Market development must consider factors that benefit the market community and be managed professionally with good management. (Kalman et al., 2016).

Revitalization is very important to be carried out by the government by taking the right policies so that it continues to exist in the midst of modern society. The main motive of the revitalization goal is to develop traditional markets and local communities into favorable conditions and not be limited by certain limitations. Despite the fact that stakeholders receive financial benefits, market development

must provide many benefits to local communities who are the target of revitalization (Putra & Rudito, 2015). Revitalization is a way to promote traditional markets, so as to increase the volume of business transactions and build synergies and balanced economic interactions with modern markets. With the renovation of good management, and equipped with adequate facilities, traditional markets can compete with modern markets (Sudrajat et al., 2018).

The revitalization programmed by the central government must of course get support from the local government. The government's political commitment is very important in pushing any policy (Rasaili et al., 2021). The implementation of revitalization that is not maximally implemented and not balanced with fair policies certainly does not have much effect on the economic improvement of small traders. The government must understand holistically related to revitalization. The concept of revitalization does not only rely on economic improvement, but also how to make traditional markets an icon of the nation's economy, a symbol of local community entrepreneurship, an indicator of the pulse of the regional economy, even as a national socio-economic and cultural identity. Revitalization must be seen from the aspect of working in parallel and not partially (Kusrini & Kismanto, 2011).

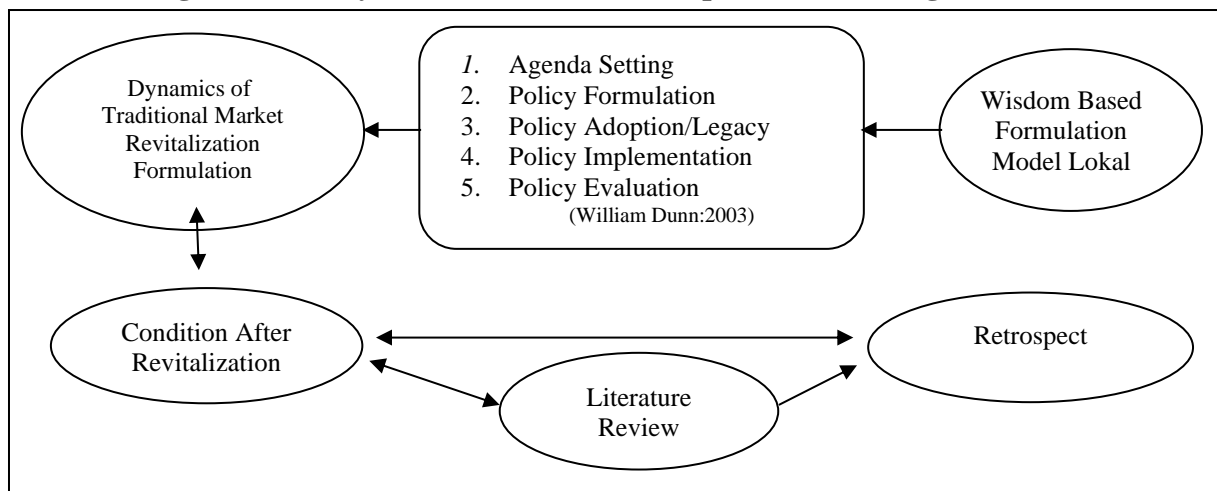
To be successful in the traditional market revitalization program, the role of the local government as the beneficiary of the revitalization is needed. Without the role of local government as an operating control system, the revitalization program will experience many obstacles. The role of local governments is very important in mapping, maintaining, and managing and empowering integrated markets (Rasaili, 2020). The markets that will be revitalized using co-administration funds are mandated by the Minister of Trade through the ministry's assignment mechanism to governors, regents and mayors (Kemendag; 2016).

The local government of Situbondo Regency in the process of planning and implementing revitalization does not involve traders as the main users of traditional markets, such as policies related to (1) infrastructure design, (2) determination of the area of kiosks and building stalls, (3) budget and relocation sites to be used. . The market manager only involves traders during the socialization event, namely (1) collecting data on traders based on the commodities sold, (2) the number of stalls and kiosks, (3) the relocation site that will be used and the deadline for moving to that place, and (4) the length of time for the implementation of the revitalization until it can be occupied by traders.

Along with Situbondo Regency, the local government of Banyuwangi Regency is also swiftly carrying out the revitalization of traditional markets. In the process of planning to implementation, the regional head, in this case the regent, first invites or gathers stakeholders, especially traders, for dialogue or deliberation concerning several things. These include (1) infrastructure design or market display, (2) area of stalls and kiosks (3) time required for the construction process, and (4) relocation site to be used. The involvement of traders is very important in formulating revitalization policies, because the users of traditional markets are traders. Their aspirations are the main priority as the basis for taking policies to revitalize traditional markets.

From this it can be seen that each region has a different policy regarding the revitalization of traditional markets. Of course, market revitalization is expected to lead to a better direction, especially for traders. Reviewing the policies that have been implemented can certainly be used as an evaluation of the success of the policy. Local wisdom-based policy formulation models certainly have different dynamics. This can be seen in the flow chart of the revitalization policy below.

Figure 1. The dynamics of revitalization policies at the regional level



Source: processed primary data.

The existence of the revitalization of traditional markets is strived to be able to compete with the development of modern markets. The results of the study indicate that in the revitalization of traditional markets there are several aspects that need to be addressed, including (1) market traders encourage local governments and legislative institutions to ratify regional regulations on traditional market restructuring, (2) traders encourage regional heads to protect traders, because they feel that the government has not taken firm action to protect traditional markets, (3) the government is not responsive in regulating the development of modern markets, and there is no serious commitment in solving problems, and (5) unclear vision and mission in managing traditional market units (Prabowo et al., 2017). The problems that occur in the management of traditional markets are caused by technical and non-technical problems, both horizontally and vertically. This problem can be anticipated with the integrated management of autonomy between the two. This model must be based on public participation, namely combining policy management from the government, academics, and traders with applicable regulations and permits from the government. Public participation contributions are provided so that government policies can be accepted and implemented (Choerudin et al., 2018). In addition, the emphasis is also on improving infrastructure and human resources for market managers (Kistanti & Karsinah, 2020).

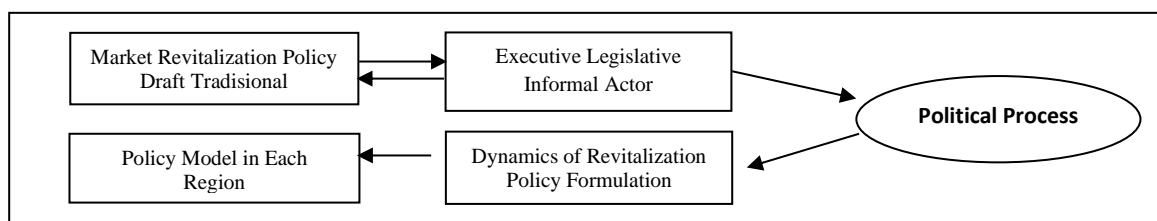
Kim et al., (2004) examined the 100-year-old market in Dongdaimon by looking at the historical aspects of the success of the traditional market, including; (1) The importance of revitalizing traditional markets is changing its appearance into a modern market. However, still consider the social order of the market community. In the sense that it does not eliminate the traditional values that have been attached and still maintains the community of market traders; (2) in the planning of development policies the need for balance by looking at the past and future goals. This means that it is very important to understand social values and deal with them appropriately, and be sensitive to the benefits of their latency.

Meanwhile, Kurniasih et al., (2017) researched deliberative policies on the issue of traditional market management in Indonesia. The process of solving market problems does not go well because the government has not been able to develop appropriate policies so that it fails to meet public demands. As a result, traders seek their own solutions by ignoring the aspects of compliance and tolerance. The failure of the policy is due to the absence of a serious agreement from the policy actors. Most of the policy actors are still dominated by their own interests than the public.

Based on some of the research results above, it is known that basically to make public policy, it must be in line with public preferences. It requires shared values from policy actors so that decisions taken can address public problems, and a deliberative process is needed to unite various perspectives through discussion, discourse, debating and involving the public in important decisions. Then it can become a policy network to increase capacity and respond to problems that arise with proportional public involvement.

Below is a picture of the flow of the policy formulation process that applies the involvement of actors such as the executive, legislature, and informal actors who have mutually influencing roles in the political process. Of course, one actor has strong political dominance and can pressure other actors in producing policies.

Figure 2. Policy formulation process flow



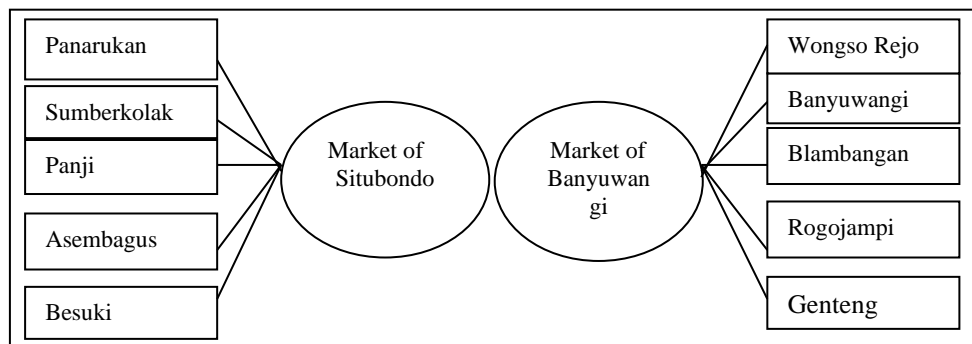
Source: Processed primary data

RESEARCH METHODS

The focus of this research is to fully explore the dynamics of the policy formulation for the revitalization of traditional markets in Situbondo Regency and Banyuwangi Regency in the perspective of local wisdom. This type of research is qualitative, which means gaining a deep understanding through the process of empirical description, analysis, and exploration of data obtained in the field. Units of research analysis include, (1) executive institutions and their staff, (2) legislative institutions, (3) informal actors or community leaders, (4) collaborating private parties, and (5) traditional market traders.

The locus of this research is; (1) five 5 traditional markets in Situbondo Regency which spread from the western region, namely Besuki Market, and the middle region consists of Panarukan Market, Sumberkolak Market, Panji Market, and the eastern region is Asembagus Market. Lokus (5) are five 5 traditional markets in Banyuwangi Regency which spread from the northern region, namely Wongsorejo Market, and the city area consists of Banyuwangi Market, Blambangan Market. In southern Banyuwangi there is the Rogojampi market, the western part of Banyuwangi is the Tile Market. From this locus, it can be seen in the image shown below:

Picture. 3 Traditional markets that are the focus of research



Source: Processed primary data

RESULTS AND DISCUSSION

1. Policy on the Revitalization of the Situbondo Traditional Market

The traditional market revitalization strategy by uncovering strengths and weaknesses in seeing opportunities in consumers has differences in each region (Giantari et al., 2017). Situbondo Regency since 2015 has continued to carry out market revitalization policies to encourage growth and improve the community's economy. The funds budgeted for revitalization are the APBN and APBD (Yono, 2019). From these funds, in 2018 Situbondo Regency has completed the revitalization of Kapongan Market and Marengan Market which are labeled nationally. Market revitalization continues to be carried out in each sub-district with the aim of equitably developing people's markets that have clean, comfortable standards, and increase the number of consumers (Margiyanti, 2021). Some of the markets that have been revitalized include the following analysis notes:

A. Sumber Kolak Traditional Market

The revitalization policy of the Sumber Kolak market raises various problems. Starting from the planning process, development to the stage in the form of market paving, the quality is not done. According to Achmad Jaelani (2018), market building construction at random and not considering the quality of the building can last a long time or not. This condition is considered by the community that the developer has cut materials that should be in accordance with the Indonesian National Standard (SNI). At the revitalization planning stage, the local government only coordinates and socializes the relevant traders; (1) updating data on stall and kiosk owners, (2) moving schedule to the relocation site.

The absence of dialogue or deliberation is very difficult to know the wishes of traders. When the revitalization was completed, some traders were disappointed for several reasons, including; (1) the size of the stalls and kiosks is smaller than before, (2) the location is less strategic, (3) the quality of the building is not good and it breaks quickly. These various weaknesses in the concept of revitalization design resulted in development that could not achieve the ideal goal. However, there is a positive side to revitalization; (1) get new kiosks and stalls, (2) market is neater, (3) classification based on commodity type.

B. Panarukan Traditional Market

The revitalization of the Panarukan traditional market was carried out in 2017. At the beginning of development planning, traders including members of the association together with market managers held a meeting or deliberation regarding the market revitalization plan. The funds used in this revitalization are the Special Allocation Fund (DAK).

Table. 1 Revitalizing Panarukan Traditional Market with DAK

No	Panarukan Market	Description
1	Land area/Building land	2450M ² land - 2433M ² building land
2	Number of Merchants Before/After	303 Person / before – 320 Person/ after built
3	Number of Loss and Kiosk	70 los-65Kios
4	Facilities that have not been built	Health post, security post, re-measurement post, nursing room and children's game room
5	Budget	Rp11.893.000
6	Financial realization	Rp11.870.000

Source: Disperindag Kab. Situbondo

Apart from the realization of the Panarukan Market revitalization, there are still problems. The reason is, during the deliberation on the revitalization plan, there are several agreements that must be fulfilled by market managers towards traders. However, after the revitalization was completed, the market managers did not keep their mutually agreed promises. Among them; (1) the size of the stalls and small kiosks is not according to the agreement, (2) the price of new kiosks is very expensive, and there are indications of illegal levies from unscrupulous market officials (3) the relocation site is far from settlements.

C. Besuki Traditional Market

The revitalization began in 2017. The work was completed in 2018. The traditional market revitalization policy was based on various considerations from the local government. Among them, (1) the old Besuki market or the Besuki I market is already overcapacity; (2) many traders do not have kiosks or stalls by selling on the overhang of the market. As a result the market spills onto the road and causes traffic jams; (3) controlling traders who carelessly sell on the roadside by opening stalls without the permission of the local government; (4) controlling street vendors by providing business opportunities.

In the market development planning process, the manager does not involve traders as the main stakeholders of market users. Starting from determining the location of the market, building design, implementation of development to when it will be placed. Initiatives emerged from local governments. However, the revitalization of the Besuki market did not seem well planned. As a result, it creates new problems for traders. Among them; (1) the new market area is not strategically located; (2) the newly built stalls and kiosks are immediately cracked or damaged; (3) there is no clear time, when the market operates.

D. Panji Traditional Market

The revitalization in 2018 did not change the total market building. Because, only continuing the development carried out in 2013. The concept of revitalization is the rehabilitation of buildings, repair of roads and bridges, as well as supporting infrastructure to attract visitors. With the revitalization carried out by the local government, increasing the capacity of traders. Initially 170, then increased to 200 traders.

The market revitalization policy implemented at the Panji market by the local government did not cause controversy. The policy is taken based on the policy of continuing the past and is welcomed by the traders. Although they were not involved in the revitalization planning process, most of them were more openly accepting.

E. Revitalisasi Pasar Tradisional Asembagus

The revitalization of the Asembagus traditional market is the same as the Panji market. Namely, revitalization in 2018 is a process of continuing development that was carried out in 2013. In 2018

revitalization by developing goods distribution facilities. The market development is made up of 2 floors. The ground floor is used for food vendors and other household needs. While the top floor is a place for traders of glassware, clothing, and other necessities.

Of the five (5) traditional markets that were revitalized above, it is known that there are different policies. With these different policies, the results of the revitalization are also different. There are those that leave controversy, there are also those that are immediately accepted by the community. For more details, the following table is the revitalization of the traditional market of Situbondo Regency:

Table. 2 Revitalization of Situbondo Traditional Market

Sumber Kolak	Panarukan	Besuki	Panji	Asembagus
<ol style="list-style-type: none"> 1. Traders are not involved in the policy formulation process. 2. Updating the owner's data of the stall/kiosk 3. The relocation fee is charged to the merchant 	<ol style="list-style-type: none"> 1. Traders are involved in the revitalization process, but the implementation stage is not in accordance with what was mutually agreed 2. Relocation places far from settlements 3. The relocation fee is charged to the merchant 4. Updating the owner's data of the stall/kiosk 	<ol style="list-style-type: none"> 1. Revitalization is carried out by opening new land 2. Market development consists of markets A, B, and C made into one area 3. No relocation fee required 4. Updating the owner's data of the stall/kiosk 	<ol style="list-style-type: none"> 1. Revitalization was carried out in 2013, the process experienced obstacles marked by the collapse of the market building 2. In 2018 the revitalization was continued by fixing infrastructure and market development 3. Updating the owner's data of the stall/kiosk 	<ol style="list-style-type: none"> 1. Revitalized in 2013 and continued in 2018 with the addition of goods distribution facilities 2. Built 2 floors, on the ground floor basic necessities etc. Upstairs, children's games, offices, etc. 3. Updating the owner of the stall/kiosk

Based on the table above, it is known that the involvement of traders in the revitalization process is very important as a reference for determining the right policy. This is because traders are more aware of market problems. Inaccuracies in determining policies will have a detrimental impact, especially for traders. As was the case with the local government's implementation of the Sumberkolak Market, Panarukan Market and Besuki Market, it caused various kinds of protest reactions from traders. Although in the end it was not taken seriously by the market manager. The role of informal leaders is very strong in influencing bureaucratic policies in Situbondo Regency, including market revitalization policies. Because informal figures here feel they have political services to bureaucrats and have a strong influence in society. The position of bureaucrats is only as a policy bridge between the local elite and the community.

From the pattern of policies applied to the 3 traditional markets, they tend to be more elitist. Where the resulting preferences are dominated by elite decisions, and do not involve traders as the main users of traditional markets. The elitist policy model shows that those in power use their power to influence the weak to follow their will. This is done by applying pressure so that the community accepts it, because of the helplessness whose position is at the lower level (Agustino, 2008; Dye, 1987).

Meanwhile, the traditional Panji market and the Asembagus market, the policy pattern developed is more of a continuation of the previous policy. The market concept which was revitalized in 2013 and developed in 2018 does not pose new problems for traders. Even considered very profitable. Although policy making is still controlled by the bureaucracy, the impact has a more positive influence on traditional market traders. According to (Dye; 1987 & Islamy; 2004 & Nugroho; 2006) that the policy model developed is more incrementalist. This model of policy is a variation or continuation of past policies. In other words pragmatic (practical). Another consideration of this model is the cost and time as well as the accuracy in choosing the right alternative problem solving so that its implementation is more effective and efficient.

2. Banyuwangi Traditional Market Revitalization Policy

The Banyuwangi Regency Government (Pemkab) has carried out a gradual revitalization of traditional markets for 10 years. That is, from 2010 to 2020. The revitalization of traditional markets is carried out by the Banyuwangi Regency Government because the market is not only functioned as buying and selling transactions, but also to be used as a tourist destination and public space. The revitalized markets include:

A. Banyuwangi Traditional Market

The Banyuwangi traditional market is a wholesale market located in the middle of the Banyuwangi district city. The market has not undergone significant changes since 2001. Finally, the local government in 2017 took the initiative to revitalize it.

The local government's policy is to revitalize the Banyuwangi traditional market by involving the local community. The local government invites traders to have a dialogue related to market development. From the dialogue, it was agreed that revitalization was carried out by repairing what was considered important (Ali, 2018). Among them; (1) repair of roads; (2) build a semi cafe; (3) designing a food stall with a typical Banyuwangi area; and (4) the roof of the market is designed like udeng (headgear). This policy concept is implemented so that in the future traditional markets are more attractive to visitors, especially as regional culinary tourism destinations.

B. Blambangan Traditional Market Revitalization

Blambangan traditional market is one of the largest traditional markets in the city of Banyuwangi. This market focuses more on basic food products, vegetables and other basic needs. Then in 2017, the local

government decided to revitalize. The concept carried is a semi-modern market nuanced, but does not leave local wisdom, namely still highlighting the Using culture.

In addition to revitalizing the market in terms of buildings, the local government also encourages traders to increase the potential of local wealth that can be marketed as regional advantages. There are several programs that were mutually agreed upon and received positive responses from traders and the community, including; (1) local governments initiate online shopping known as Blambangan Online (BALON); (2) the local government budgets the relocation costs; and (3) the revitalization is designed like a modern semi market.

C. Revitalisasi Pasar Tradisional Rogojampi

Rogojampi Market is one of the economic drivers of the community in the southern part of Banyuwangi Regency. This traditional market has not been renovated for a long time, the last being in 1996. From the point of view of the existing market conditions, it is actually feasible to use, but revitalization is still being carried out to add convenience to buyers and traders. Revitalization is also carried out with the hope that the sales level of traders can be better and can continue to exist in the midst of the outbreak of modern retail.

Revitalization was carried out by the local government in 2017. The approach to the policy model developed in the Rogojampi market is a democratic model. Stakeholders are involved in the revitalization policy process. The local government involves traders from the planning, implementation, design, to the arrangement of goods. Revitalization here aims to; (1) increasing the capacity of traders by being trained in financial management and structuring merchandise interior designers; (2) there is a public service market that is integrated with traditional markets with the aim of facilitating services to traders and the surrounding community in managing population administration.

D. Tile Market Revitalization

Since 1993 there has been no complete revitalization. In fact, if you look at the condition of the market buildings that are old and interfere with traffic flow, it is natural that they should be thoroughly revitalized. The past history of the Genteng market is a wholesaler place from other markets in the Banyuwangi area. The local government's policy in revitalizing the tile market has not yet been fully implemented. The market manager only repairs damaged kiosks or stalls. This is also done if there are complaints from traders regarding problems that can interfere with buying and selling transactions. When viewed from the physical market as a whole, of course it is still feasible to be occupied. However, if you look at the density of visitors, it spills onto the highway resulting in traffic jams connecting Jember-Banyuwangi. Therefore, more attention is needed from the local government. Several other parts that need to be addressed are rearranging market zoning, arranging parking areas, and transportation facilities that connect to the market.

E. Wongsorejo Traditional Market

The Wongsorejo traditional market is located in the northern part of Banyuwangi or the north coast area (Pantura) which is almost close to the Situbondo area. The condition of the Wongsorejo market seems to be inversely proportional to other traditional markets in Banyuwangi Regency. Another market in Banyuwangi was almost completely revitalized and even built into a modern semi market. Meanwhile in the Wongsorejo market, the repairs carried out by the market manager are only limited to paving or installing paving and installing ceramics on the front view of the market. In fact, the traders of the Wongsorejo traditional market want a total revitalization, because they are considered unattractive and outdated. However, this was not taken seriously by the local government for various reasons. Revitalization is only carried out as necessary, such as repairing damaged stalls and kiosks.

Of the five (5) traditional markets above, there are policy models implemented by the Banyuwangi Regency Government. The following table describes the revitalization of five traditional markets in Banyuwangi Regency.

Table. 3 Revitalisasi Pasar Tradisional Kabupaten Banyuwangi

Banyuwangi	Blambangan	Rogojampi	Genteng	Wongsorejo
<ol style="list-style-type: none"> 1. The revitalization process is carried out through dialogue and deliberation between the local government and traders, and it is agreed that improvements are only as necessary or with more priority. 2. Infrastructure Local nuance is highlighted. 	<ol style="list-style-type: none"> 1. Revitalization is carried out by the local government through dialogue with stakeholders, and invites traders to increase local potential. 2. Local government initiates online shopping 3. The local government budgets the relocation costs. 	<ol style="list-style-type: none"> 1. Involvement of traders in planning, drafting, implementing, and arranging goods. 2. Financial management and merchandise interior designer training 3. There is a public service market that is integrated with traditional markets 	<ol style="list-style-type: none"> 1. Revitalization is carried out only as necessary, even market repairs are waiting for traders' proposals. 2. There is a public service market that is integrated with traditional markets . 	<ol style="list-style-type: none"> 1. There is hardly any significant change in the appearance of the market, only the road pavement and some damaged roofs have been repaired. 2. Ceramics are done to make it look clean and tidy.

Based on the explanation above, it can be seen that the policy model through participatory ways provides space or opportunity for stakeholders, especially traders, in conveying their aspirations related to market problems. By prioritizing joint dialogue, it will produce alternative problem solving options that are more solution. The policy approach applied from the three traditional markets, namely

the Banyuwangi main market, Blambangan market and Rogojampi market, tends to be democratic. The aspirations of traders are accommodated and accepted as policy proposals (Dye, 1987). The democratic model emphasizes the principle of good governance for a government system that mandates making policies (beneficiaries) to accommodate the situation.

In the traditional tile market, the local government is trying to get a total revitalization immediately, but the plan needs to be followed up in real terms. Meanwhile, there is no revitalization plan for the Wongsorejo market. Even though the traders expect the market to be repaired soon. The weak bargaining position of traders in establishing political communication with local governments is an obstacle in the policy-making process. It can be seen that the political response to environmental forces is not balanced, so that demands, support, inputs and resources are very weak, because elite decisions affect the policies to be implemented. The policy model developed in these two markets is more elitist (Dye, 1995).

CONCLUSION

In this study, there are two conclusions. First, the implementation of the traditional market revitalization policy in Situbondo Regency tends to be totalitarian. These factors are influenced by autocratic political conditions. The holder of policy control is carried out by local elites or informal leaders. The local elite also controls the course of policy, including in market revitalization. Second, the policies implemented by the Banyuwangi local government are more egalitarian. Traders and other stakeholders are given the same opportunity in making alternative policy choices. This gave rise to a compromise from the results of the deliberations that had been agreed upon by the regional head and local traditional market traders.

RECOMMENDATION

This study also provides two important suggestions. Namely as follows:

1. The local government of Situbondo Regency must consider appropriate policies in formulating policies for revitalizing traditional markets. The top-down policy of the elitist model is considered less relevant for the market community, because they are the ones who better understand the advantages and disadvantages of which market should be developed and improved.
2. For the local government of Banyuwangi Regency in developing a revitalization policy, it must be expanded to certain areas that have not been touched by revitalization so that traditional market traders in that area do not feel marginalized.

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