



Implementation of Traditional Market Regulation Policies in Improving the Welfare of Small Traders

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Keywords:

Traditional Markets,
Revitalization Policy,
Small Traders'
Welfare.

Abstract

Traditional markets are a cornerstone of Indonesia's local economy, providing essential goods, supporting small traders, and fostering social cohesion. However, the rapid expansion of modern retail and digital commerce has challenged their competitiveness in terms of convenience, quality, and governance. To address these pressures, the Indonesian government has implemented various market revitalization and regulation policies aimed at improving infrastructure, governance, and trader welfare. This study seeks to evaluate the effectiveness of such policies by examining their impact on small traders, the challenges faced in implementation, and the socio-economic outcomes observed. Using a qualitative literature review method, the study synthesizes findings from journal articles, research reports, policy documents, and government regulations published over the past decade. Content analysis was applied to identify patterns, challenges, and implications related to policy outcomes. Findings reveal that revitalization policies have succeeded in modernizing infrastructure, improving sanitation, and boosting consumer trust, which collectively enhanced traders' income in several regions. For instance, revitalization in markets such as Wonokromo and Situbondo demonstrated improved business sustainability through better facilities. However, challenges persist, including limited financial resources, weak institutional coordination, rising rental costs, and unequal digital adaptation. Traders with higher literacy and capital benefited disproportionately, while vulnerable groups often experienced marginalization. The study concludes that physical improvements alone cannot guarantee long-term welfare for small traders. Instead, successful revitalization requires inclusive governance, participatory decision-making, and socio-economic empowerment initiatives such as digital literacy training and financial support. These integrated measures are critical to ensuring that revitalization benefits are sustainable and equitably distributed.



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INTRODUCTION

Traditional markets play a vital role in sustaining the livelihood of small traders in Indonesia. As the primary hub for distributing basic goods, traditional markets also function as spaces for social

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and cultural interaction, thereby strengthening community cohesion (Fahmi & Aprialdi, 2021). However, the rapid growth of modern markets and digital trade has posed significant challenges to the existence of traditional markets, particularly in terms of competitiveness, convenience, and quality of services (Ariyani, 2019). Without proper market arrangement policies, traditional markets risk losing their fundamental role as the backbone of small traders' economy.

Traditional markets are one of the pillars of the people's economy in Indonesia, playing an important role in distributing basic needs and maintaining social interactions within the community. The main characteristics of traditional markets are price bargaining, direct interactions between sellers and buyers, and the dominance of local agricultural products and MSMEs. Traditional markets not only provide economic value but also carry social and cultural significance, as they reflect local identity and serve as spaces for community interaction (Halisa et al., 2025). However, the rapid development of modern markets and digital trade has posed major challenges for traditional markets in maintaining competitiveness, particularly in terms of service quality, cleanliness, and comfort (Siregar, 2025).

Despite these challenges, traditional markets still hold certain advantages, such as affordable prices, proximity to communities, and the availability of diverse fresh products. The transformation of traditional markets today is directed towards modernizing management, improving infrastructure, and adopting technologies such as digital payments and online marketing to broaden consumer access (Mustaqim et al., 2025). A study in Banjarmasin revealed that digital transformation could support the sustainability of traditional market traders, although implementation remains limited due to low digital literacy (Halisa & Rusvitawati, 2025). Therefore, revitalizing traditional markets should not only focus on physical improvements but also on strengthening traders' capacity to adapt to changing consumer behavior in the digital era.

Market arrangement policies have become the government's focus in promoting infrastructure modernization, improving management, and enhancing the welfare of small traders (Siswanto, 2020). These efforts do not only concern physical aspects, such as building renovations and facilities, but also involve zoning regulations, trader empowerment, and the integration of digital technology (Rustiana et al., 2022). Nevertheless, the implementation of such policies often faces challenges, including limited budgets, weak interagency coordination, and resistance from traders due to inadequate socialization (Agustina et al., 2025).

Moreover, unequal access between traditional and modern markets further pressures small traders. The expansion of modern retail outlets across various regions often creates unfair competition, leading to declining revenues for traditional market traders (Hana, 2022; Ramadhani et al., 2015). Market arrangement policies should therefore not only protect the interests of small traders but also create a balance with the presence of modern markets (Setiawan, 2025). Without strong regulations, small traders will increasingly be marginalized from local economic distribution networks.

Improving the welfare of small traders is one of the key indicators of the success of traditional market arrangement policies. Research has shown that revitalization projects that focus on comfort, accessibility, and sanitation facilities have significantly improved traders' income (Azalia, 2023; Lestari, 2021). However, many policies still emphasize physical development alone without adequately addressing the social and economic empowerment of traders (Sulisdiani, 2025). Hence, a more holistic approach is needed in implementing traditional market arrangement policies.

The urgency of this research lies in the need to evaluate the extent to which traditional market arrangement policies have succeeded in improving the welfare of small traders. Given that millions of traders in Indonesia depend on traditional markets, this research is expected to provide practical

recommendations for local governments in formulating fair and sustainable market arrangement strategies (Ketjil et al., 2022; Ranggayoni, 2023).

Several previous studies have highlighted the issue of traditional market revitalization and its impact on traders. Lestari (2021) found that the revitalization of Situbondo market improved traders' welfare but was not optimal due to the lack of post-revitalization support. Meanwhile, Rustiana et al. (2022) reported that in Garut, the implementation of market arrangement policies was hindered by the limited participation of traders in the planning process. These findings reveal a gap between formulated policies and practical realities in the field.

Based on this background, this study aims to analyze the implementation of traditional market arrangement policies in improving the welfare of small traders. The focus of the research is directed toward policy effectiveness, challenges encountered, and the tangible impacts on traders' economic conditions. Therefore, this study is expected to provide both academic contributions and practical implications for the development of more inclusive and sustainable traditional market policies.

METHOD

This study employs a qualitative approach with the type of literature study (literature review). A literature review was chosen because the research focuses on conceptual and empirical analysis of various relevant scholarly sources to understand the implementation of traditional market arrangement policies and their impact on the welfare of small traders. According to Creswell (2017), a literature review is an appropriate method to integrate previous research findings, identify knowledge gaps, and build a more comprehensive conceptual framework (Creswell & Creswell, 2017).

Data Sources

The data in this study are secondary data, consisting of academic journal articles, scholarly books, research reports, government regulations, and policy documents related to traditional markets in Indonesia. To ensure relevance, the literature was limited to publications within the last five to ten years, in line with current developments in market policies and the dynamics of small traders' economy (Snyder, 2019). The selection of data sources was conducted purposively, considering their direct relevance to the research focus.

Data Collection Techniques

Data collection was carried out through a systematic search of academic literature using databases such as Google Scholar, DOAJ, and Indonesian university repositories. The search process used keywords such as "traditional market arrangement," "small traders' welfare," and "market revitalization policies." Documents identified were screened based on inclusion criteria: topical relevance, source credibility, and publication recency (Booth et al., 2021).

Data Analysis Method

The data were analyzed using content analysis, focusing on organizing, categorizing, and interpreting literature findings (Krippendorff, 2018). The analysis process involved coding data to identify key themes, comparing findings across studies, and integrating them into a synthesized framework. This method enabled the identification of patterns, challenges, and practical implications regarding the effectiveness of traditional market arrangement policies in enhancing small traders' welfare.

RESULT AND DISCUSSION

Effectiveness of Traditional Market Regulation Policies

The implementation of traditional market revitalization policies in Indonesia has produced both promising outcomes and critical challenges in terms of effectiveness. In many regions, government-led revitalization projects have improved the physical condition of markets through better infrastructure, sanitation, and spatial organization. These efforts have succeeded in attracting more customers, thereby boosting sales for traders. For instance, the revitalization of Wonokromo Market in Surabaya demonstrated that infrastructure modernization and better governance increased trader visibility and consumer confidence, which subsequently improved income stability (Prastyawan et al., 2015). Similarly, the revitalization program in Situbondo Regency showed positive effects on traders' capital expenditures and business sustainability, highlighting that improved facilities directly translated into better economic performance for small traders (Fauzi & Firdaus, 2018).

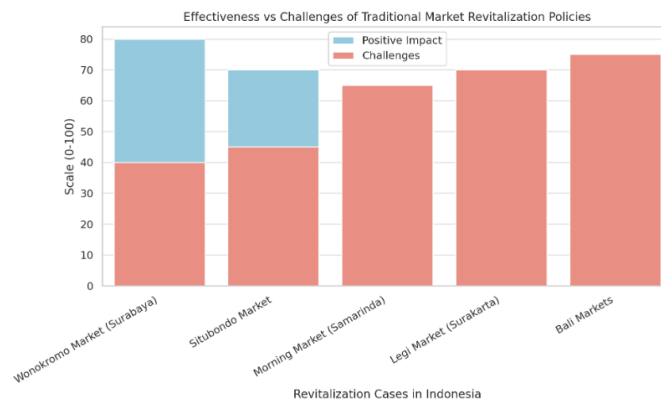


Figure 1. Effectiveness vs Challenges of Traditional Market Revitalization Policies

However, the effectiveness of these policies has not been uniform across regions. In Samarinda, for example, a study on morning market traders found that revitalization improved income for some, but many traders struggled to adapt to new operational rules and higher rental fees (Salsabila & Zulfiani, 2025). This reflects a recurring issue in policy implementation where physical improvements are prioritized, while socio-economic empowerment and participatory approaches are often neglected. Yulianti and Kintani (2020) observed a similar pattern in Bali, where revitalization created new opportunities but also new problems, especially for traders who could not afford the newly standardized kiosks and rental costs (Yulianti & Kintani, 2020).

A real case that illustrates both success and struggle is the Legi Market revitalization in Surakarta. After a devastating fire in 2018, the government initiated a large-scale rebuilding project. While the new facilities attracted more customers and provided traders with safer, cleaner environments, the prolonged relocation period during reconstruction significantly reduced traders' income and forced some to leave the market permanently (Damasyah & Abidin, 2022). This case highlights the double-edged nature of revitalization policies: while they aim to increase long-term welfare, they may inadvertently disrupt short-term livelihoods if not carefully managed.

Another important finding comes from research in East Java, where local government policies emphasized collaborative governance in revitalization projects. Haryono and Sentanu (2022) demonstrated that stakeholder collaboration—between government, traders, and local communities—was essential for ensuring that revitalization programs genuinely improved trader

welfare rather than marginalizing them (Haryono & Sentanu, 2022). Without active participation, policies risk being top-down measures that overlook the real needs of small traders.

Taken together, the evidence indicates that traditional market revitalization policies can be effective in enhancing trader welfare when they combine infrastructure improvements with inclusive governance and socio-economic support. Physical renovations alone may increase customer appeal, but without trader empowerment—such as affordable stall rents, digital literacy programs, and participatory decision-making—benefits remain unevenly distributed. As Purwanti (2017) noted in her study of border-area markets between Indonesia and Malaysia, revitalization must be tailored to local socio-economic conditions to ensure both competitiveness and inclusiveness (Purwanti, 2017).

Challenges in Policy Implementation

The implementation of traditional market revitalization policies in Indonesia continues to encounter multifaceted challenges that undermine their effectiveness. Financial constraints remain one of the most persistent issues, as many local governments lack adequate funding to modernize market facilities comprehensively. Revitalization projects often require significant capital for infrastructure upgrades, sanitation improvements, and stall reorganization, which are difficult to sustain without continuous financial support. For example, the revitalization of Beran Market in Ngawi Regency, East Java, faced delays and partial completion due to budget limitations, forcing traders to continue operating in inadequate conditions despite government intervention.

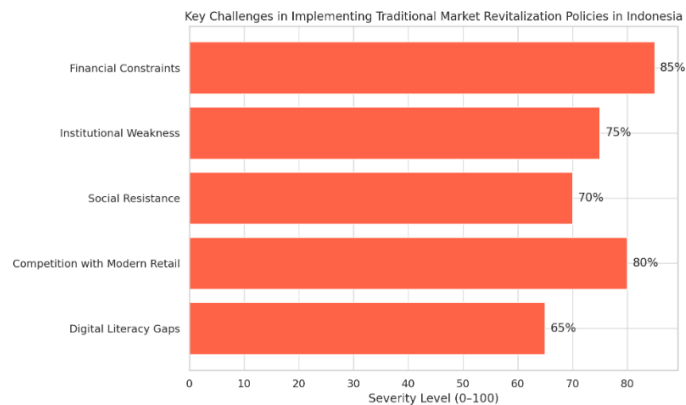


Figure 2. Key Challenges in Implementing Traditional Market Revitalization Policies in Indonesia

Beyond financial issues, institutional weaknesses also hinder effective policy implementation. Coordination between national and local governments, as well as among different agencies, often remains fragmented, leading to inconsistent enforcement and overlapping regulations. A study on the revitalization of Bancar Market in Purbalingga demonstrated that while traders reported an increase in turnover after modernization, weak policy integration and bureaucratic inefficiencies created uncertainty in rent allocation and trader participation (Ramdan et al., 2025). This lack of coherent governance has frequently resulted in policies that appear promising on paper but are misaligned with the practical needs of traders on the ground.

Social resistance further complicates policy implementation. Traders often perceive revitalization as a threat rather than an opportunity, especially when they are excluded from decision-making processes. The case of Johar Market in Semarang illustrates this tension vividly. Traders formed resistance groups to reclaim their long-established rights after being displaced during revitalization, highlighting the imbalance of power between the state and civil society in market

governance (Azahra, 2025). Such conflicts reveal that policies designed to improve market conditions may unintentionally marginalize traders if they fail to incorporate participatory approaches.

Another challenge comes from the competitive pressures of modern retail and supermarkets. Even after revitalization, many traditional markets struggle to compete with modern outlets that offer fixed pricing, cleaner facilities, and more diverse products. In Tulungagung's Pasar Senggol, revitalization improved physical infrastructure, but traders still reported declining consumer loyalty as shoppers increasingly turned to modern retail centers (Ginari, 2025). This suggests that revitalization alone cannot address structural inequalities in retail competition unless accompanied by broader regulatory frameworks that protect traditional markets.

Digitalization, while often proposed as a solution, presents both opportunities and obstacles. The case of Oro-Oro Dowo Market in Malang highlights these complexities. Although the adoption of digital-based healthy market innovations improved transparency and hygiene standards, many traders struggled with digital literacy, limiting their ability to adopt online platforms and e-payment systems effectively (Sapitri et al., 2025). As a result, digital interventions risk widening inequalities among traders, benefiting those who adapt quickly while leaving behind those with limited technological capacity.

Overall, the evidence demonstrates that while revitalization policies hold promise, their implementation is challenged by financial constraints, weak institutional coordination, social resistance, structural competition, and digital literacy gaps. Without addressing these interlinked challenges, revitalization may improve physical infrastructure but fail to deliver sustainable welfare improvements for small traders.

Impacts on the Welfare of Small Traders

The revitalization of traditional markets in Indonesia has had a profound yet uneven impact on the welfare of small traders. On the one hand, improved infrastructure, better sanitation, and more organized management have enhanced customer experiences, leading to increased foot traffic and higher sales. For instance, the revitalization of Sukawati Market in Gianyar, Bali, demonstrated that modernized facilities and cleaner spaces attracted more tourists and local buyers, which in turn boosted traders' income and enhanced their economic resilience (Saraswati et al., 2025). Traders who had previously struggled with inadequate facilities found that safer and more hygienic market spaces not only increased consumer trust but also elevated their social and professional standing within the community.

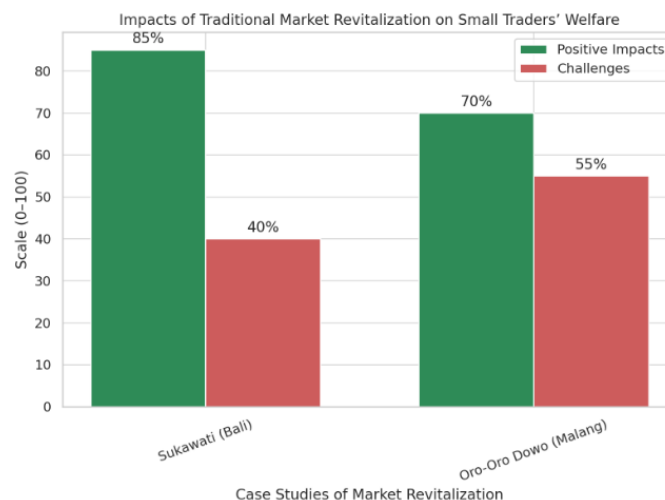


Figure 3. Impacts of Traditional Market Revitalization on Small Traders' Welfare

At the same time, revitalization efforts have brought unintended challenges that complicate welfare outcomes. While traders in Sukawati benefited economically, some expressed concerns over increased operational costs, including higher stall rents and stricter management regulations. These costs sometimes offset the benefits of greater consumer demand, particularly for traders with low capital reserves. A similar pattern was observed in Oro-Oro Dowo Market in Malang, where digital-based “healthy market” innovations were introduced. While the program improved transparency, hygiene, and customer satisfaction, many traders with limited digital literacy struggled to adapt to cashless payment systems and online promotion strategies, leaving them at risk of being marginalized despite overall market improvements (Sapitri, Khuluqiah, & Darasita, 2025).

The mixed outcomes highlight that revitalization policies cannot be evaluated solely on physical or infrastructural achievements. Welfare improvements are strongly mediated by factors such as affordability, inclusiveness, and the availability of capacity-building programs for traders. Without addressing these socio-economic dimensions, revitalization may inadvertently exacerbate inequalities among traders. Those with more capital and higher adaptability often thrive in newly revitalized environments, while vulnerable groups remain at the margins, struggling to survive in increasingly competitive markets.

These cases illustrate that while revitalization policies hold significant potential for improving trader welfare, their success depends on comprehensive implementation that balances physical modernization with social and economic empowerment. A holistic approach—one that integrates infrastructure development, fair pricing of stalls, and training in digital skills—is essential to ensure that welfare gains are both equitable and sustainable for all small traders.

Synthesis and Critical Insights

Various traditional market revitalization projects in Indonesia show that physical improvements—such as infrastructure modernization, better hygiene, and digital payment systems—alone are not enough to ensure traders' welfare. The case of Oro-Oro Dowo Market in Malang illustrates this: while digital innovations improved the market's image, traders with low digital literacy were left behind (Sapitri, Khuluqiah, & Darasita, 2025).

The success of revitalization depends heavily on inclusive governance, trader empowerment, and supporting measures like training and financial access. Without these, modernization benefits consumers but risks marginalizing vulnerable traders. Therefore, revitalization should be seen as a multidimensional process that balances physical transformation with social equity and economic empowerment.

CONCLUSION

This study concludes that traditional market revitalization policies in Indonesia can significantly improve trader welfare when physical infrastructure development is combined with inclusive governance and socio-economic empowerment. While market modernization enhances consumer trust and strengthens competitiveness, the uneven distribution of benefits highlights the importance of participatory approaches and trader empowerment.

Practical suggestions include:

1. Local governments should integrate trader participation in the planning and implementation of revitalization projects.
2. Training programs on digital literacy and financial management are essential to ensure equitable adaptation among traders.

3. Affordable stall pricing and accessible financing mechanisms should be prioritized to prevent the exclusion of low-capital traders.

Limitations of this research stem from its reliance on secondary data, which may not fully capture the lived experiences of traders across diverse market contexts. The absence of primary fieldwork also limits the depth of insights into micro-level dynamics, such as household income shifts or social resilience.

Research implications suggest that future studies should employ mixed methods, combining qualitative interviews with quantitative impact assessments to evaluate the long-term welfare outcomes of revitalization policies. Comparative studies between regions with different governance models could also provide valuable lessons for developing inclusive and sustainable market strategies.

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