

The Penta-Helix Approach in Implementing the Policy of Revitalizing Traditional Markets in Tanjungpinang City

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ABSTRACT

Traditional markets are crucial centers for trade and economic activities within the community. However, the rise of modern markets has led to a decline in the popularity of traditional markets among the public. Therefore, revitalization policies for traditional markets are necessary to enhance their quality and provide significant benefits to the community. This study employs a descriptive qualitative research method with a post-positivist approach. The findings indicate that the Penta-Helix approach is effective in implementing revitalization policies for traditional markets in Tanjungpinang City. The Penta-Helix model can engage five key actors: the government, industry, academia, society, and media, in formulating, executing, and evaluating the revitalization programs for traditional markets in Tanjungpinang. The impact of revitalizing traditional markets in Tanjungpinang is quite significant, including increased visitor numbers, improved environmental health, enhanced product quality, job creation, and heightened community pride in their traditional markets. The implementation of revitalization policies involves reorganizing merchandise, providing cleaning services, controlling product quality, developing local products, and introducing derivative programs. Strong support and commitment from local government and all stakeholders are essential in overcoming challenges such as political factors, limited resources, and a lack of public awareness. Recommendations emphasize the need for proactive efforts and active roles from local government and all stakeholders in executing effective and sustainable policies.

Keyword: Penta-Helix Approach, Implementation, Policy



INTRODUCTION

Markets serve as a key venue where sellers and buyers come together. In the market, sellers offer a variety of goods, such as food, beverages, clothing, fruits, vegetables, fish, meat, and many other items. Buyers, on the other hand, visit the market to purchase the goods they need or simply to explore items that catch their attention (Lukito, 2018). Additionally, markets facilitate interaction between sellers and buyers. Sellers aim to provide affordable prices and quality

goods, while buyers seek to obtain the best prices for products that meet their needs (Giantari et al., 2018; Prastyawan & Isbandono, 2018).

Markets are also known as a place for more economical shopping. Generally, the prices of goods in markets are lower than in stores or supermarkets (Adishakti, 2002). This is because market sellers can negotiate prices more flexibly and are not burdened by the overhead costs associated with store or supermarket leases. Historically, markets have existed since ancient times and have become an integral part of human life as a place for trade. Despite the emergence of modern stores and online shopping platforms, markets continue to play a crucial role in meeting the daily needs of society (Reily, 2019).

Traditional markets, or public markets, are of significant importance to the community as they serve as the primary source for daily necessities. They also play a critical role in supporting local economies and creating employment opportunities for small- and medium-scale traders. However, traditional markets face challenges, such as inadequate infrastructure and poor sanitation standards. Therefore, it is imperative for the government and relevant stakeholders to continually strive to improve the conditions of traditional markets to maximize their benefits for the community (Laretna, 2002).

The reorganization of traditional markets is essential to enhance their orientation toward buyers and to mitigate the perception that traditional markets are poorly organized spaces. One way to ensure that traditional markets continue to grow and contribute to regional economies is through revitalization efforts (Mangeswuri & Purwanto, 2010). According to Regulation of the Ministry of Public Works No. 18 of 2010, Article 1, revitalization is defined as "efforts to enhance the value of an area through redevelopment that improves its previous functions. A revitalization plan includes documents outlining the primary revitalization objectives as part of the study and conceptual development process, as well as the preparation of detailed implementation plans, construction activities, management, and marketing (Alvaro & Zahara, 2018).

Revitalization of traditional markets represents a quality improvement of public spaces carried out by local governments in collaboration with the community and private sector. The goal of revitalization extends beyond merely improving the physical structure of markets. It also encompasses market management, including the organization of vendor stalls, market levy systems, parking arrangements, cleanliness, vendor training, vendor involvement in market management, and empowerment of market products to make them more appealing to buyers, as well as the enhancement of market security (Khotimah et al., 2017).

Effective management of traditional markets, combined with active participation from both local governments and the community, can yield positive impacts on the sustainability of these markets and their competitiveness with modern marketplaces (Sukriswanto, 2012). However, revitalization must be carefully planned, as poor execution can result in adverse effects. Revitalization initiatives aim to establish a structured market management system to ensure that the implementation aligns with predetermined frameworks and avoids conflicts of interest (Engkus, 2020).

Often, revitalization efforts are not accompanied by a clear market structure, leading to ineffective management. This is one of the reasons for traders' lack of responsiveness to market revitalization programs. The revitalization of traditional markets is essential for creating public spaces that prioritize comfort. However, if not well-planned, these initiatives can pose risks (Arums, 2016; Putra & Rudito,

2015). Today, traditional markets are becoming increasingly significant due to their accessibility to all societal groups (Sandharini & Marom, 2016).

Revitalized traditional markets can stimulate economic growth in surrounding areas and reduce unemployment levels. Stable supply chains provided by market traders ensure that the public can easily access essential goods at affordable prices. Additionally, revitalization can enhance the quality of goods and services offered by traders, thereby increasing consumer trust in these markets. Moreover, revitalization efforts help preserve local culture and traditions, which represent the wealth and identity of a region. For this reason, the revitalization of traditional markets should be prioritized as part of regional economic development strategies (Kim & Lee, 2015; Sentanu et al., 2021).

Table 1. Target Budget Allocation for Traditional Market Revitalization Based on Classification Type in 2019

No	Market Type	Budget
1	Type A	Rp. 11.5 Billion
2	Type B	Rp. 7.7 Billion
3	Type C	Rp. 5.8 Billion
4	Type D	Rp. 3.6 Billion
5	Type E	Rp. 1.1 Trillion

Source: Ministry of Trade, 2019

The success of traditional markets lies in their ability to sustain their existence as centers of economic activity for the surrounding community. Traditional markets have managed to survive amidst competition from modern retail establishments such as minimarkets and supermarkets. They also provide opportunities for small-scale traders and support the local economy. In certain cases, traditional markets have even become culinary tourism destinations, offering regional food and beverages. Moreover, traditional markets serve as social hubs where community members can interact and strengthen social bonds (Rosmayanti, 2018).

Regional policies aimed at revitalizing traditional markets focus on improving and expanding market infrastructure, enhancing service quality, and increasing the quality of goods sold in these markets (Hidayat, 2018). Additionally, these policies prioritize the potential of local MSMEs (Micro, Small, and Medium Enterprises) to participate in the revitalization process. MSMEs play a critical role as suppliers of high-quality local products, thus boosting the competitiveness of traditional markets (Azizah, 2016). In implementing these policies, local governments collaborate with various stakeholders, including market administrators, traders, and MSME actors. This collaborative approach aims to ensure that the revitalization of traditional markets positively impacts the local economy and contributes to a sustainable food sector (Anggreini, 2018).

The community of Tanjungpinang has expressed strong support for the progress of the New Tanjungpinang Market revitalization project, which is scheduled to begin this year with funding from the national budget (APBN). Furthermore, the government, upholding the principles of good governance, emphasizes the importance of fairness. As this is a traditional market, not a modern one, justice and equity are paramount considerations (Legowo et al., 2009). The Penta-Helix approach, adopted in implementing the revitalization policy for the Tanjungpinang People's Market, is a strategic method that involves the collaboration of all relevant stakeholders in developing the market. This approach engages five key actors—government, business sector, academia, society, and

media—in formulating, implementing, and evaluating the revitalization program for the Tanjungpinang People's Market.

The government plays a crucial role in providing adequate facilities and infrastructure to support trading activities within the market. The business sector is expected to contribute by establishing enterprises around the market area, thereby stimulating regional economic growth. Academia can offer valuable insights and recommendations for improving the revitalization program and conduct research on the policy's impacts on the community and surrounding environment. The public should also be actively involved as users of the market, helping to optimize the market's role as a friendly and comfortable shopping destination. Meanwhile, the media serves an essential function in disseminating information and monitoring the program's progress, ensuring transparency, fairness, and public awareness. By involving all five actors within the Penta-Helix framework, the implementation of the Tanjungpinang People's Market revitalization policy is expected to proceed effectively. It aligns with the broader goals of regional development, which include enhancing community welfare, driving economic growth, and fostering a conducive investment climate.

RESEARCH METHOD

Descriptive qualitative research with a post-positivist approach is a research method aimed at describing and interpreting social phenomena from the perspective of subjects or participants (Groff, 2004). The post-positivist approach emphasizes the importance of interpretation and subjectivity while acknowledging that research is inherently influenced by the researcher's background and perspective (Clark, 1998). Consequently, this method is conducted in ways that enable researchers to understand how participants perceive and experience the social phenomena under investigation.

One of the advantages of descriptive qualitative research with a post-positivist approach lies in its ability to explain complex social phenomena within a broader context while considering the perspectives of the subjects (Miles et al., 2014). In complex social and cultural contexts, this method allows researchers to develop a deeper understanding of human values, norms, attitudes, and behaviors, as well as the factors influencing them. By focusing on the participants' perspectives, this approach facilitates the production of more nuanced and contextual understandings of social phenomena. However, this method also presents challenges, particularly in terms of generalizability. It often generates data that require significant time and effort to analyze. Despite these limitations, the descriptive qualitative method with a post-positivist approach remains a powerful tool for examining and interpreting social phenomena in depth.

RESULT AND DISCUSSION

1. Impact of the Revitalization of Traditional Markets in Tanjungpinang City

Traditional markets serve as hubs of trading activities where the community fulfills its daily needs. These markets also act as venues for fostering social and cultural interactions among individuals. However, traditional markets are often perceived as dirty and unattractive, deterring potential visitors. Therefore, revitalizing traditional markets can be an ultimate solution to improve their quality and, consequently, enhance the local economy. Tanjungpinang, a city in the Kepulauan Riau Province, is home to several long-standing traditional markets. Unfortunately, these markets have experienced a decline in quality due to insufficient attention from the local government and market management,

particularly in maintaining cleanliness and comfort. To address this issue, the Tanjungpinang City Government initiated a revitalization program for its traditional markets starting in 2019, with the aim of improving their quality and making them more appealing to visitors.

The impacts of traditional market revitalization in Tanjungpinang have been significant. One of the most visible effects is the increase in the number of visitors to these markets. This can be attributed to the modernized and more attractive appearance of the markets, as well as better organization of vendors. Enhanced facilities, such as larger and more comfortable kiosks, have also contributed to a more pleasant shopping experience. Consequently, the increased foot traffic has led to a rise in the turnover of market vendors, representing a major positive outcome of the revitalization efforts.

Additionally, the revitalization has had a positive impact on environmental health. Previously known for their unsanitary and litter-filled conditions, Tanjungpinang's traditional markets have become cleaner and better maintained. Market management has provided adequate trash bins, enabling vendors and visitors to dispose of waste more easily and responsibly. This improvement has significantly contributed to the cleanliness and overall environmental quality of the markets. Another benefit of the revitalization is the improvement in the quality of products sold in these markets. This is achieved through a selection process for vendors, allowing only those with high-quality and hygienic products to trade. Furthermore, market management has provided entrepreneurship training and business skills development for the vendors. As a result, the vendors have become more professional and capable of offering better-quality products.

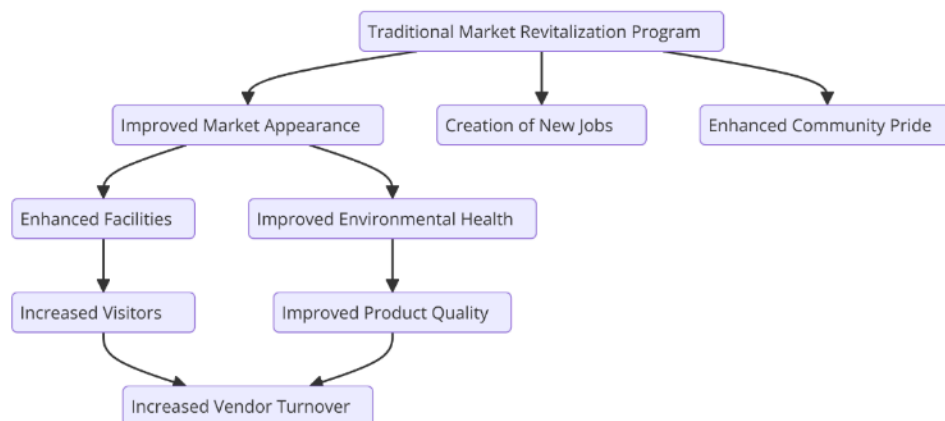


Figure 1. Revitalization process and its impacts on traditional markets
Source: Author, 2024

The revitalization has also created new job opportunities for the local community. Many new vendors have started businesses in the revitalized markets. Moreover, the addition of supporting facilities, such as enhanced security and lighting, has opened employment opportunities for locals as security personnel, market staff, and maintenance workers. Another notable impact of the revitalization is the increased sense of pride among Tanjungpinang residents towards their traditional markets. Previously regarded as dirty and unappealing, these markets are now seen as clean, organized, and aesthetically pleasing. This transformation has encouraged greater community participation in maintaining the cleanliness and appeal of their markets.

In conclusion, the revitalization of traditional markets in Tanjungpinang has brought significant and far-reaching benefits for the community. The most prominent positive impact is the boost to the local economy through increased vendor turnover and the creation of new job opportunities. Moreover, the revitalization has enhanced environmental health, improved product quality, and fostered a stronger sense of pride and participation among the local population. Thus, revitalization programs represent a crucial step toward elevating the quality of traditional markets and delivering tangible benefits to the community.

2. Revitalization of the People's Market in Tanjungpinang: A Strategy to Improve Public Services and Economic Prosperity

The people's market (*pasar rakyat*) is an essential public service that helps the community meet its daily needs. However, the rapid pace of modernization has led to a decline in the popularity of traditional markets, causing them to be increasingly abandoned by consumers. This trend has resulted in a deterioration in the quality of the people's markets as shopping destinations, which in turn negatively impacts the local economy surrounding these markets. Therefore, it is crucial to implement revitalization strategies for the people's markets to optimize their usage and provide substantial benefits to the community.

Tanjungpinang, the capital of the Kepulauan Riau Province, is one of the largest cities in the region with a significant economic resource base. As the provincial capital, Tanjungpinang is home to numerous people's markets, one of which is the Tanjungpinang Market. This market, the largest in the city, serves as a major shopping hub for local residents. However, the market has become increasingly inadequate due to poor management and insufficient facilities. Therefore, it is necessary to develop a revitalization policy for the people's market in Tanjungpinang to improve and enhance the quality of this vital public space.



Figure 2. Vice President Visits Tanjungpinang City Market After Revitalization
Source: tanjungpinangkota.go.id

The revitalization policy for Tanjungpinang's people's market must be strategic and consider all related aspects. The first priority should be the reorganization of the market's goods to create a more orderly and efficient

environment for vendors and consumers. Additionally, adequate facilities must be addressed, including parking, accessibility, restrooms, and other essential infrastructure. These facilities should meet the diverse needs of the public, ensuring that the market becomes not only a place to shop but also a space for social interaction and community engagement. Moreover, cleanliness services in the market should be a top priority in the revitalization policy. This can be achieved by implementing clean and healthy management practices, with particular attention to sanitation and public health. Regular and timely waste management and cleaning are essential.

The revitalization policy must also ensure the quality of goods being sold in the market. In this regard, it is important to implement monitoring and quality control measures. The local government should actively guide and train market vendors to improve the quality of the products they sell. Furthermore, the development of local products should be promoted to increase the market's appeal and attract more visitors. The promotion of local products will help strengthen regional identity while boosting the local economy.

To revitalize the people's market as an attractive destination, the Tanjungpinang local government should develop engaging and appealing programs that can draw visitors. This could include organizing regular cultural events, such as performances of traditional arts and music, within the market. The revitalization of Tanjungpinang's people's market must also involve active participation from market vendors, civil society, and the broader community as key stakeholders at every stage of the process. Civil society and the general public should be included in outreach programs to reintroduce the market as a vibrant, accessible, and beneficial place for all.

Furthermore, during the implementation of the revitalization policy, the local government must anticipate potential problems and social conflicts that may arise. Effective communication between the local government, civil society, market vendors, and the general public is essential for addressing any issues that may emerge. It is crucial that the Tanjungpinang government pays attention to the needs and interests of all parties involved in the revitalization process. By addressing all of these factors, the revitalization of the people's market in Tanjungpinang can provide significant benefits to the community by improving the quality of the market and contributing to the overall economic prosperity of the region.

3. Penta-Helix Approach in the Revitalization Policy of the People's Market in Tanjungpinang

The people's market (pasar rakyat) plays a crucial role in Indonesia's economy, as it is a primary source of food and essential goods, particularly for lower-income communities. Revitalizing the people's market is a key effort to enhance the economic vitality of this sector. The Penta-Helix approach can be applied to formulate policies for revitalizing the people's market. The Penta-Helix approach is a collaborative model that involves five key actors: the government, industry, academia, civil society, and media. This approach emphasizes the interdependent and interconnected relationships between these actors. The Penta-Helix model has been successfully implemented in various development projects around the world and is currently being developed in Indonesia. For example, research on the potential of the people's market in Tanjungpinang, Riau Islands, has highlighted various issues, such as weak regulations, poor cleanliness, inadequate services, and insufficient infrastructure. In this context, the Penta-Helix

approach can be applied to guide the revitalization policies for the people's market in Tanjungpinang.

a. Government

The government plays a central role in providing regulations and policies that guide the revitalization of the people's market in Tanjungpinang. Policies made by the government must be based on the principles of quality public services, protecting public interests, and being vital for economic development. The policies should be feasible and tailored to the conditions of the Tanjungpinang people's market. The government should also provide access and support for industry and civil society to participate in the development of the market.

Furthermore, the government must ensure that the necessary infrastructure and facilities required to support trade activities in the people's market are properly implemented. This includes ensuring safety and health standards within the market, such as maintaining cleanliness and ensuring the quality of goods sold. Additionally, the government should foster partnerships with market stakeholders to improve product quality and promote Tanjungpinang's people's market more widely. These partnerships could include training, technical assistance, and access to broader domestic and international markets. By implementing sound policies and providing adequate support, it is hoped that Tanjungpinang's people's market can develop into a bustling trading hub, offering significant economic benefits to the surrounding community.

b. Industry

The industry plays a key role in contributing to the economy by accelerating the development of technology and providing quality products. The industry can also support the development of the Tanjungpinang people's market by enhancing the quality and qualifications of the workforce and expanding the market's function as a venue for selling industrial products. In this regard, industries can provide environmental standards that are beneficial to the owners of the Tanjungpinang market. Moreover, industry can contribute to the development of the necessary infrastructure and facilities for the market. For instance, providing adequate and safe transportation facilities can facilitate the distribution of industrial products to the market.

Industries can also help improve the quality of locally sold products, enhancing the competitiveness of the people's market compared to modern retail markets. However, the environmental impact of industrial activities must be carefully considered in the development of Tanjungpinang's people's market. Industries must meet good environmental standards, such as reducing harmful emissions, improving waste management systems, and managing natural resource use sustainably. These efforts are intended to protect the surrounding environment and ensure long-term economic sustainability for the Tanjungpinang community.

In this context, the industry and the people's market in Tanjungpinang can mutually support each other by considering social, economic, and environmental aspects in their development. Industry can help boost the economy through the production of quality products and an improved workforce, while the people's market can help promote industrial products and increase local market competitiveness. This collaborative approach can generate both economic and social benefits for Tanjungpinang.

c. Academia

Academia plays a vital role in researching, producing knowledge, and developing programs that can accelerate development and enhance the quality of the people's market. Academics can provide support in developing policies related to market and industry development in Tanjungpinang. Additionally, academics can collaborate with the government and business sectors to provide training and education for the public to improve their skills and knowledge related to the people's market industry.

Academics can also conduct research and studies to understand the needs and challenges faced by the people's market and its related industries in Tanjungpinang, offering more accurate and effective solutions for market development and growth. Academia can further partner with private entities to innovate and develop products that enhance competitiveness and add value in the market. Through their role and contributions, academics can become strategic partners for the government and the community, speeding up development and improving the economic welfare of Tanjungpinang.

d. Civil Society

Civil society plays an important role in developing the people's market in Tanjungpinang as both a shopping hub and a tourist destination. Communities that regularly visit the people's market can actively promote it. Market owners can organize meetings with local residents to discuss issues and complaints and explore solutions to improve the market's quality. Moreover, the public can increase their involvement by shopping regularly at the people's market, supporting local products, and providing feedback to market owners on product quality and overall market comfort. Civil society can also help maintain cleanliness and order in the market by properly disposing of waste and refraining from damaging or stealing items. With greater community engagement, the Tanjungpinang people's market is expected to grow and attract more visitors, which will have a positive impact on the local economy and improve the welfare of the surrounding community.

e. Media

The media plays a crucial role in promoting the Tanjungpinang people's market and raising public awareness about its existence. Media can also push the government to support the market and inform the public about ongoing programs aimed at developing the market. The Penta-Helix approach offers a comprehensive solution to address the challenges faced by the people's market in terms of economic development. This approach can be applied in implementing policies for revitalizing the people's market in Tanjungpinang. The success of the Penta-Helix implementation depends on the awareness of all actors and ensuring the fulfillment of environmental standards. The government must actively optimize and finance the implementation of these policies to ensure public services reach their intended goals and benefit the community.

CONCLUSION

Based on the research findings, it can be concluded that the Penta-Helix approach is effective in the implementation of the revitalization policy for the people's market in Tanjungpinang. The study indicates that the Penta-Helix approach successfully integrates various stakeholders, including the government, the public, higher education institutions, businesses, and the media, into the policymaking process. This approach also provides an opportunity for the

community to directly participate in the policy process, thereby enhancing transparency and accountability in the revitalization efforts. When applied to the revitalization policy of the people's market in Tanjungpinang, the Penta-Helix approach has produced positive results.

The local government has been successful in establishing effective communication and coordination among all stakeholders, ensuring that the policy implementation is carried out efficiently. Furthermore, public participation in the policymaking process has increased their involvement in regional development and provided more accurate solutions to the issues faced. Several factors have contributed to the success of the Penta-Helix approach in the implementation of the revitalization policy. First, there is strong support and commitment from the local government and all stakeholders. Second, effective coordination and communication among stakeholders have been established. Third, adequate investment and resources are available for policy implementation. Lastly, there has been effective public participation in the policy process.

However, there are several challenges that need to be addressed in implementing the Penta-Helix approach in the revitalization policy. First, political factors, such as vested political interests or disagreements among stakeholders, may hinder the policy's implementation. Second, limited resources or insufficient budgets can constrain the policy's execution. Third, a lack of public awareness regarding the importance of the revitalization of the people's market may hinder their participation in the policy process. To overcome these obstacles, significant efforts are needed from the local government and all stakeholders to implement the Penta-Helix approach effectively in the revitalization policy.

The local government must provide strong support and commitment in coordinating all stakeholders. All stakeholders must actively participate in the policymaking process and ensure that sufficient resources are available for its execution. Moreover, efforts should be made to raise public awareness about the importance of revitalizing the people's market and motivate them to actively participate in the policy process. Overall, the Penta-Helix approach is an effective method for implementing the revitalization policy of the people's market in Tanjungpinang. However, the success of the policy implementation also depends on the support and participation of all stakeholders. Therefore, active efforts and involvement from the local government and all stakeholders are necessary to ensure effective and sustainable policy implementation.

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