

# EVALUATION OF LOCAL GOVERNMENT POLICY IN MANAGING THE BINJAI TAVIP MARKET: CHALLENGES AND PROSPECTS

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## Abstract

This study aims to evaluate local government policies in managing Tavip Market in Binjai by highlighting the challenges faced and potential policy prospects for improving market management effectiveness. The evaluation was conducted based on regulatory aspects, infrastructure, and the roles of stakeholders involved. The results indicate that policy implementation still faces various obstacles, including a lack of outreach to traders, suboptimal supervision, and limited market infrastructure that hinders management effectiveness. Furthermore, coordination between local government, market managers, and traders still needs to be improved to create a more organized, safe, and comfortable market environment. Supervision conducted by the Binjai City Manpower, Industry, and Trade Office has been carried out in accordance with existing regulations, but has not been optimal in encouraging vendor compliance with the established rules. The disposition or attitude of policy implementers also influences implementation effectiveness, with commitment and a strong understanding of the implementers being key to successful market management. Stakeholder involvement, including vendors and the surrounding community, is also crucial in maintaining order and comfort in the market. To improve the effectiveness of the management of Binjai's Tavip Market, this study recommends strengthening regulations through the stricter implementation of Binjai Mayoral Regulation Number 35 of 2016, improving market infrastructure to make it more adequate, and increasing stakeholder participation in market management through a collaborative approach. Furthermore, policy dissemination to traders needs to be improved so they better understand and comply with applicable regulations. With more targeted policies, strong synergy between related parties, and adequate infrastructure support, it is hoped that Binjai's Tavip Market can develop into a modern, clean, and highly competitive traditional market, thereby improving the welfare of traders and providing broader benefits to the people of Binjai City.

**Keywords:** *Policy Evaluation, Market Management, Tavip Binjai Market, Challenges, Prospects*

## 1. INTRODUCTION

Markets play a strategic role in driving regional economic growth and community welfare (Todaro & Smith, 2020). As centers of trade, traditional markets are the primary venue for community economic activity, especially for small and medium-sized traders (Suryani, 2018). The Indonesian government regulates the management of traditional markets through Minister of Home Affairs Regulation Number 20 of 2012, which is then implemented by regional governments according to their respective needs. Market management involves various parties, including the government, market managers, traders, and the community, with the goal of creating orderly, healthy, and safe markets. Traditional markets remain a vital part of the local economy, although they are beginning to be squeezed by modern markets. According to 2020 data, there are 16,235 traditional markets in Indonesia, with the largest distribution in East Java, Central Java, and North Sumatra. In Binjai City, there are 10 traditional markets, with Binjai Kota District having the largest number. Market management in Binjai is regulated by Binjai Mayoral Regulation No. 35 of 2016, which covers planning, coordination, cleanliness, and supervision of market facilities. However, market management remains unprofessional. For example, Tavip Market, which burned down in 2016, has not been rebuilt, leaving vendors selling on the roadside, causing traffic jams. In 2023, the market building was razed, but the land remains abandoned with no clear direction for further development. Infrastructure issues in traditional markets remain a serious issue, particularly in terms of cleanliness and suboptimal waste management, as well as limited parking for visitors. Many vendors at Tavip Market still dispose of waste into the river due to the lack of waste collection facilities. The garbage piled up on the banks of the Bingai River, which flows through Tavip Market in

## EVALUATION OF LOCAL GOVERNMENT POLICY IN MANAGING THE BINJAI TAVIP MARKET: CHALLENGES AND PROSPECTS

Nasti Hasyim Nasution et al

Pakan Binjai Village, Binjai Kota District, Binjai City, North Sumatra Province, not only creates an unpleasant odor but also disrupts the aesthetics of the riverbanks. This situation has caused concern among local residents because the river water, which they normally use for daily activities, such as washing clothes, has become contaminated. Ironically, relevant authorities have not shown serious concern in addressing this issue. The Binjai City Manpower, Industry, and Trade Agency is considered to be less than optimal in monitoring the area around Tavip Market, as evidenced by the increasing amount of waste every day. Furthermore, the lack of waste disposal facilities after market activities have concluded further exacerbates the situation. Therefore, policies are needed that comply with applicable regulations so that waste management and market infrastructure can run effectively.



Figure 1 Tavip market conditions

In North Sumatra Province, there were 899 markets in 2020, consisting of traditional markets, shopping centers, and supermarkets. According to data from the Indonesian Market Directory (2021), the number of markets and trade centers in the province continues to experience dynamic growth. Binjai City, previously a municipality within North Sumatra Province, has a trade sector as a key driver of its economic growth. As of 2022, there were 10 markets in Binjai City, with Binjai Kota District having the largest number of markets, with 14. Meanwhile, other districts, such as South Binjai, East Binjai, North Binjai, and West Binjai, each have only one market. Of the 14 markets in Binjai Kota District, 10 are Class III, while the other four are Class II. The management of traditional markets in Binjai City is the responsibility of the Binjai City Government as a form of public service to the community. Good market management can increase revenue from market fees, while ineffective management can lead to dissatisfaction among traders and consumers. If facilities and infrastructure are inadequate, customer satisfaction will decline. Therefore, a government strategy is needed to manage traditional markets more optimally.



Figure 2 Tavip market conditions

According to data from the Central Statistics Agency (BPS) of Binjai City in 2024, the Manpower, Industry, and Trade Office of Binjai City is responsible for the management of 10 traditional markets spread across five sub-districts. Efforts to improve the quality of traditional markets are carried out by referring to Binjai Mayor Regulation Number 35 of 2016, which regulates the following aspects of market management: - Preparing and implementing

# EVALUATION OF LOCAL GOVERNMENT POLICY IN MANAGING THE BINJAI TAVIP MARKET: CHALLENGES AND PROSPECTS

Nasti Hasyim Nasution et al

activity plans. Coordinating with relevant parties in market maintenance, including maintaining order and security. Managing market cleanliness and ensuring that supporting facilities are maintained. Providing direction to traders to use market facilities in accordance with applicable regulations. Supervising the use of market facilities.

Despite having a clear organizational structure and duties, the management of Tavip Market is considered unprofessional. This is evident in the slow pace of rebuilding the market building following the 2016 fire. The 2016 fire at Tavip Market destroyed the second and third floors due to an electrical short circuit. This incident left hundreds of vendors without a place to sell. However, to date, no concrete steps have been taken to rebuild the market, leaving the building abandoned. As a result, vendors affected by the fire have relocated to nearby locations and rebuilt shops along the roadside. This situation has caused severe congestion, as the newly established shops take up space that should have been used for vehicular traffic.



Figure 3 Tavip market conditions

Another challenge in managing the Tavip Binjai Market is the ineffective implementation of policies. Coordination between local governments, market managers, and traders often hinders achieving better management goals (Santoso, 2020). Furthermore, legal and regulatory aspects of market governance are also important factors that need to be examined to ensure the sustainability and effectiveness of implemented policies (Wahyudi, 2021). This study aims to evaluate the policies implemented by the local government in managing the Tavip Binjai Market. This evaluation will cover challenges faced in policy implementation and future prospects for improving market development. Therefore, this study is expected to provide recommendations for the local government to optimize the management of the Tavip Binjai Market to support regional economic growth and improve community welfare.

## Research purposes

This research aims to:

1. Analyzing the implementation of Regional Government policies in managing the Tavip Binjai Market.
2. Identifying challenges in managing the Tavip Binjai Market from the aspects of regulation, infrastructure, and stakeholder roles.
3. Formulate policy recommendations and prospects to improve the effectiveness of the management of the Binjai Tavip Market.

## 2. Literature review

### 2.1 Public Administration

Public administration is a crucial aspect of traditional market management, involving the coordination of resources and policy implementation by local governments. Chandler and Plano (in Keban, 2014) define public administration as the effort to organize and coordinate public resources to formulate and implement policies. Pfiffner and Presthus (in Syafiie, 2006) also emphasize that public administration is the implementation of policies established by political representative bodies. Public administration also encompasses government efforts to provide services to the public (Kristiadi, 1994). In the context of market management, public administration plays a role in planning, infrastructure management, regulation, and coordination between stakeholders to create a conducive trading environment. According to Siagian (in Waluyo, 2007), public administration comprises a series of activities carried

## EVALUATION OF LOCAL GOVERNMENT POLICY IN MANAGING THE BINJAI TAVIP MARKET: CHALLENGES AND PROSPECTS

Nasti Hasyim Nasution et al

out by government officials to achieve national goals. In the context of the Tavip Binjai Market, public administration includes regulating traders, improving facilities, and creating regulations that support the sustainability of the traditional market.

### 2. Implementation of Public Policy

Public policy implementation is a crucial stage in market management carried out by local governments. Van Meter and Van Horn developed a Policy Implementation Model that highlights various factors that influence the success of a policy's implementation (Ali & Alam, 2012). These factors include: Policy Size and Objectives: The success of policy implementation depends heavily on the clarity and realism of the policy's size and objectives. According to Agustino (2006), policies that are too idealistic are difficult to implement, especially if they are not aligned with local social and cultural conditions. Resources: Policy implementation requires sufficient resources, both in terms of budget, manpower, and facilities and infrastructure (Ali & Alam, 2012). In the management of the Tavip Binjai Market, these resources include market facilities, management staff, and supporting regulations. Inter-Organizational Communication: Policy effectiveness depends on good communication between local governments, market managers, and traders. Effective communication can increase stakeholder support and participation in policy implementation (Ali & Alam, 2012). Characteristics of Implementing Agents: Organizational structure and inter-agency coordination significantly influence policy implementation. Rigid bureaucratic structures often become an obstacle in market management (Ali & Alam, 2012). Attitudes of Implementers: The attitudes of government officials and market managers towards policies also play a role in successful implementation. If implementers have a positive attitude and support the policy, implementation will be more effective (Ali & Alam, 2012). Social, Economic, and Political Conditions: External factors such as social, economic, and political conditions also influence policy implementation. Economic instability and social dynamics can be obstacles in managing traditional markets (Ali & Alam, 2012).

### 3. Traditional Market Management

Traditional markets are centers of trade that play a vital role in the community's economy. Good market management must consider regulatory aspects, infrastructure, and stakeholder participation. According to Suryani (2019), the main challenges in managing traditional markets in Indonesia include: a mismatch between regulations and market needs; budget constraints and inadequate infrastructure; lack of coordination between local governments and traders; and competition from more organized modern markets. To address these challenges, policies are needed that strengthen traditional markets with a more adaptive approach to economic and social changes.

### 4. Policy Prospects in Traditional Market Management

Future policy prospects for traditional market management need to be directed at increasing market competitiveness through infrastructure modernization, more flexible regulations, and increasing the role of digital technology in market management. According to Setiawan (2021), effective policies for traditional market management should include: Market revitalization by improving facilities and infrastructure. Strengthening the role of local governments in supporting traders. Using digital technology for market management and product marketing. Increasing synergy between the government, market managers, and the community. With the right policy implementation, traditional markets like Binjai's Tavip Market can develop into more modern and competitive trading centers without losing their traditional values.

## 3. RESEARCH METHODS

This study uses a descriptive qualitative approach to evaluate local government policies in managing Tavip Market in Binjai and identify challenges and prospects. This approach was chosen to understand policy implementation, the effectiveness of market management, and its impact on traders, farmers, and consumers. The research was conducted at Tavip Market in Binjai, with participants including traders, farmers as suppliers, consumers, market management, and the local government. Informants were selected purposively to ensure the data obtained was relevant to the research. Data collection was conducted through three main methods. First, in-depth interviews with traders, farmers, market managers, and local government officials to understand the policies implemented and their challenges. Second, participant observation was conducted to directly observe market activity, distribution patterns, and infrastructure conditions. Third, a documentary study collected secondary data such as market regulations, government reports, and related trade data. Data were analyzed descriptively using a thematic approach, encompassing data reduction, data presentation, and conclusion drawing. This analysis grouped

information based on key themes, such as policy effectiveness, management challenges, and market development prospects. The results are presented in a descriptive narrative format to provide a comprehensive overview of the local government's management of the Tavip Binjai Market.

### **3. RESULTS AND DISCUSSION**

#### **1. Analysis of the implementation of Regional Government policies in the management of the Tavip Binjai Market.**

The management of the Tavip Market in Binjai City is carried out by the Manpower, Industry and Trade Service of Binjai City, in accordance with Binjai Mayor Regulation Number 35 of 2016.

##### **a). Preparation and Implementation of Work Plans**

Market management is based on Standard Operating Procedures (SOPs), which cover 12 key aspects, including levy management, cleanliness, security, and maintenance of market facilities. Of these 12 SOPs, levy management is one of the most effective, encompassing levy collection, monitoring, depositing into the regional treasury, and managing arrears.

##### **b). Managers Involved**

The parties involved in the preparation and implementation of SOPs include:

- The Head of Service approves the SOP.
- The Head of Trade Division evaluates and improves the SOP.
- The Head of the Market Management Section is responsible for preparing and implementing SOPs and coordinating with officers in the field.

##### **c). Implementation of Activities**

In 2023, reconstruction of Tavip Market, which burned down in 2016, began, with a construction period of 330 days and a budget of Rp76.6 billion from the 2023 State Budget. The main challenges in implementing this policy were constraints in procuring funds and building materials. However, by early 2024, the reconstruction of Tavip Market was underway as planned.

##### **d) Coordination with related parties**

Coordination with related parties in maintaining order and security of the Tavip Market in Binjai City has been carried out in accordance with the Regulation of the Mayor of Binjai Number 35 of 2016. Market order officers coordinate with agencies such as the police, TNI, Satpol PP, and the Transportation Agency to ensure the smooth running of economic activities and the protection of market assets from various threats.

However, research findings indicate that market management still faces challenges. Management has not yet provided facilities to ensure market cleanliness, safety, and comfort, in accordance with standards set forth in other regional regulations. One major issue is the lack of parking facilities, which causes visitors to park their vehicles on the roadside, leading to congestion around the market. Consequently, efforts to protect and maintain Tavip Market to maintain order and security remain suboptimal, particularly in providing facilities that support an orderly and comfortable market environment for vendors and visitors.

##### **e). Supervision of the Use of Tavip Market Facilities in Binjai City**

###### **1). Provide Directions to Traders**

Providing guidance to vendors to ensure proper use of market facilities is an ongoing process that requires commitment from all parties. However, implementation of this guidance has not been optimal, as the Tavip Market management staff in Binjai City have not carried out their duties as mandated by Binjai Mayoral Regulation No. 35 of 2016.

Currently, outreach to vendors has not been carried out effectively, so they still require guidance from market management. With a more effective approach, it is hoped that vendors' awareness and responsibility in maintaining market facilities will increase. This is crucial to ensuring that Tavip Market remains a conducive, safe, and comfortable environment once the market building is completed.

###### **2). Supervision of the Use of Market Facilities**

The Binjai City Department of Manpower, Industry, and Trade is responsible for overseeing the management of the Tavip Market in Binjai City. This oversight aims to ensure the traditional market is properly managed and remains safe, clean, and comfortable for the public.

Based on the research results, the Head of the Market Management Section (Junior Expert Trade Analyst) has conducted oversight of the Tavip Market management in accordance with Binjai Mayoral Regulation Number 35 of

## EVALUATION OF LOCAL GOVERNMENT POLICY IN MANAGING THE BINJAI TAVIP MARKET: CHALLENGES AND PROSPECTS

Nasti Hasyim **Nasution et al**

2016. This oversight involves collaboration with relevant agencies, traders, and community organizations. The results of the oversight are then reported to the Head of the Binjai City Manpower, Industry, and Trade Office to ensure market management continues to comply with regulations.

### 3). Implementer's Attitude towards Market Management Policy

The successful implementation of traditional market management policies is greatly influenced by the attitudes and commitment of those implementing them. The implementers' disposition, namely their attitude and awareness of the policy, plays a crucial role in the success of public policy implementation (Winarno, 2007). In the context of the Tavip Market in Binjai City, implementers accepted the established policy and strived to implement it responsibly. They demonstrated their commitment by participating in various field activities, such as conducting area patrols. Based on the analysis, the implementers' positive attitude toward this policy was a major supporting factor in the successful management of the Tavip Market.

## 2. Identify challenges in managing the Tavip Binjai Market from the aspects of regulation, infrastructure, and stakeholder roles.

The management of Tavip Market in Binjai City faces various challenges, including regulatory aspects, infrastructure, and stakeholder roles. From a regulatory perspective, the implementation of Binjai Mayoral Regulation No. 35 of 2016 has not been optimal, as evidenced by minimal dissemination of regulations to vendors and weak oversight of their compliance with market facilities. Lack of firm law enforcement has also led to various violations, such as indiscriminate use of facilities and disorderly trading, which continue to occur frequently without clear sanctions.

In terms of infrastructure, market facilities are still inadequate to support comfortable and orderly trading activities. Problems such as poor drainage systems, lack of parking, and limited public facilities are major obstacles. Furthermore, the unfinished construction of the Tavip Market building has resulted in vendors still operating in temporary locations under less-than-ideal conditions, impacting the comfort of both vendors and buyers. Meanwhile, in terms of stakeholder engagement, there is still a lack of synergy between market management and vendors. Ineffective communication leads to low vendor participation in maintaining order and cleanliness in the market. Furthermore, the involvement of community organizations and the private sector in supporting market management remains limited, even though collaboration with various parties could improve market management effectiveness, both in terms of funding and education for vendors.

Table 1: Identification of challenges in managing the Tavip Binjai Market based on regulatory, infrastructure, and stakeholder role aspects:

Aspect	Challenge
Regulation	- Minimal socialization of regulations to traders. - Weak supervision and enforcement of regulations.
Infrastructure	- Market facilities are inadequate (poor drainage, limited parking space). - The construction of the market building is not yet finished.
Stakeholder Roles	- Lack of communication between market managers and traders. - Minimal involvement of community organizations and the private sector.

Overall, challenges in managing Binjai's Tavip Market include weak regulatory implementation, limited infrastructure, and a lack of synergy among stakeholders. Addressing these issues requires a more integrated approach, including increased regulatory oversight, accelerated infrastructure development, and strengthened collaboration between the government, traders, and the community to create a more organized, comfortable, and sustainable market.

## EVALUATION OF LOCAL GOVERNMENT POLICY IN MANAGING THE BINJAI TAVIP MARKET: CHALLENGES AND PROSPECTS

Nasti Hasyim Nasution et al

### 3. Policy prospects to improve the effectiveness of the management of the Binjai Tavip Market.

Table 2: Policy recommendations and prospects to improve the effectiveness of the management of the Binjai Tavip Market:

Aspect	Recommendation	Policy Prospects
Regulation	- Increase the socialization of Binjai Mayor Regulation No. 35 of 2016 to traders and the public.	- There are stricter regulations regarding obligations and sanctions for violators of market rules.
	- Optimize supervision by forming a special team to enforce the rules.	- Strengthening technology-based monitoring systems to increase transparency.
Infrastructure	- Accelerate the construction and renovation of market facilities to make them more comfortable and functional.	- Increase regional budget allocation for the development of traditional markets.
	- Provide a wider parking area and a better drainage system.	- Partnership with the private sector for investment in the development of market facilities.
Stakeholder Roles	- Improve coordination between the government, traders and the community in market management.	- Establishment of a regular communication forum between market managers and traders.
	- Involve community organizations and the private sector in supporting market activities.	- Strengthening the role of cooperatives and MSMEs in supporting the market ecosystem.

This table provides strategies that can be implemented to improve the management effectiveness of the Tavip Binjai Market. The management of the Tavip Binjai Market offers potential policies that can be implemented to improve the effectiveness and efficiency of market operations. These policy prospects cover regulatory aspects, infrastructure, and the roles of stakeholders contributing to market management.

#### 1). Strengthening Regulations and Enforcement of Rules

Clear and firm regulations are a key factor in creating an orderly and comfortable market environment. One step that can be taken is to increase the dissemination of Binjai Mayoral Regulation No. 35 of 2016 to traders and the surrounding community. Furthermore, policies are needed to strengthen the monitoring system for traders' compliance with market facilities. The local government can establish a special team tasked with ensuring compliance with regulations and imposing sanctions on violators to improve discipline in market management.

#### 2). Improvement of Market Infrastructure and Facilities

Good market infrastructure will enhance the comfort of vendors and visitors. Therefore, potential policy options include accelerating the construction and renovation of market facilities to make them more modern and functional. Some aspects that need attention include improving drainage systems to prevent flooding, reorganizing kiosks for better organization, and providing adequate parking areas to alleviate congestion around markets. The government can also partner with the private sector to support investment in the development of more sustainable market facilities.

#### 3). Optimizing the Role of Stakeholders in Market Management

Effective market management also depends on synergy between local government, traders, and the community. Therefore, regular communication forums are needed between market managers, traders, and community organizations to discuss issues and find joint solutions. The government can also encourage the formation of trader cooperatives to serve as a forum for more professional and independent market management. Furthermore, support from MSMEs and financial institutions can be strengthened to increase the competitiveness of traders through access to capital and business training. By implementing these policies, the management of Tavip Market in Binjai is expected to be more effective, creating a safe, comfortable, and conducive market for all parties. Successful implementation of these policies requires a joint commitment from the local government, traders, and the community so that Tavip Market can develop as a more modern and highly competitive economic center.

#### 4. CONCLUSION

The management of Tavip Market in Binjai still faces various challenges, particularly in terms of regulations, infrastructure, and stakeholder engagement. Existing regulations have not been fully implemented, market infrastructure still requires improvements to enhance comfort, and synergy between the government, traders, and the community needs to be strengthened.

To improve market management effectiveness, strategic measures are needed, such as strengthening regulations and enforcement, improving market infrastructure and facilities, and optimizing the role of stakeholders in market management. With targeted policies and commitment from all parties, Binjai's Tavip Market can develop into a more orderly, modern, and highly competitive market, benefiting both traders and the community as a whole.

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## EVALUATION OF LOCAL GOVERNMENT POLICY IN MANAGING THE BINJAI TAVIP MARKET: CHALLENGES AND PROSPECTS

Nasti Hasyim Nasution et al

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