

COLLABORATIVE GOVERNANCE AS A SOLUTION TO THE INTEGRATION OF LEMBURSITU MARKET AND TERMINAL SUKABUMI CITY

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Abstract

This research is motivated by the problem of suboptimal operation of the Lembursitu Market in Sukabumi City, which has been revitalized through the construction of the Jabar Juara People's Market, inaugurated in August 2022, and which meets the Indonesian National Standard (SNI 8152:2021). However, its implementation has not had a significant positive impact. The current market conditions are quiet and have not operated optimally, resulting in the revocation of the SNI label for the Lembursitu Market in Sukabumi City in 2023. Field findings indicate that many kiosks remain unoccupied, market activity is minimal, and the number of visitors remains low. Meanwhile, the condition of the terminal is also less supportive because the infrastructure is chaotic and unorganized. This condition indicates an imbalance in governance and a lack of synergy between the two public facilities. This study aims to examine the opportunities for integration of the Lembursitu Market and Terminal through a collaborative governance approach. This study employs a qualitative approach, utilizing data collection techniques that include observation, interviews, and documentation. The results of the survey show that meeting physical standards alone is not enough without being supported by effective market and terminal management. To optimize the integrated function of the market and terminal, collaborative cooperation between various parties is needed. By applying the principles of cooperative governance, as outlined by Ansell & Gash (2008), more effective integration can be achieved through open dialogue, increased trust between actors, and institutional design that supports sustainability between the market and the terminal. This study also highlights the importance of involving informal stakeholders such as traders and public transportation drivers, who have proven to be important in forming a practical and sustainable integration model.

Keywords: Collaborative Governance, Integration, Market, Terminal, Sukabumi City

1. Introduction

Along with the development of the times, human needs and lifestyles continue to change and improve, which encourages the need for facilities that can meet these various needs. One such facility is the market, serving as a place for buying and selling goods that cater to these needs. Traditional markets are one of the critical economic infrastructures that support the welfare of the community, especially micro and small business actors. In Indonesia, traditional markets not only function as a place for financial transactions but also as a social space that facilitates community interaction (Fatiha, 2023). The market is a meeting place where individuals exchange information and socialize. It is also a manifestation of the human social need to interact.



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Based on (Permendag, 2021) Concerning Guidelines for the Development and Management of Trade Facilities, Article 1 paragraph (2) explains that a market is a place of business that is arranged, built and managed by the government, regional government, private sector, state-owned enterprises and regional-owned enterprises, which can be in the form of shops, stalls and tents owned/managed by small and medium traders, community self-help, or UMK-M cooperatives with a process of buying and selling goods through bargaining. However, the management of traditional markets often faces various challenges, especially when they must be integrated with other public facilities, such as public transportation terminals.

Lembursitu Market in Sukabumi City is a real-life example of the complexity of integrating public facilities. The integration of the market with the transportation terminal has created various social issues, including traffic jams, fights, and extortion, which are detrimental to the community and disrupt social and economic activities in the market. Multiple reports and complaints from the community, both from the current period and several years ago, confirm the existence of ongoing problems related to the condition of the Lembursitu Terminal and Market in Sukabumi City. The main problem faced is not only in the physical or economic aspects but also in the weak public governance in the management of public facilities. The absence of a structured coordination system and low public participation indicates the failure of the government's administrative function in designing integrative public services. This can be seen based on opinions from the community on google.com regarding the Lembursitu Terminal and Market in Sukabumi City:

Table 1. List of Analysis Reviews of The Market and Terminal Community Lembursitu City Sukabumi

No.	Reviewer's Name	Status/Number Of Reviews	Review Time	Fill In The Comments
1.	Ayu Franesha	Local Guide (13 reviews)	2 years ago	turned into a market, but quiet.
2.	Najma 1098	Local Guide (576 reviews)	1 years ago	The market route is still empty.
3.	Akhmad Juhaemi	Not a Local Guide	1 years ago	The public transportation is a mess.
4.	Sulisyono	Local Guide (6 reviews)	3 weeks ago	The chaos on the road causes traffic jams.
5.	Riadi Akhizar	Local Guide (13 reviews)	2 years ago	There are many public transportation vehicles outside the lane, please fix them.
6.	Dankers 27	Local Guide (128 reviews)	10 months ago	Chaos creates traffic jams.
7.	Hendro Rusdiawan	Local Guide (102 reviews)	2 years ago	Public transportation vehicles parked carelessly cause traffic jams and disturb other



No.	Reviewer's Name	Status/Number Of Reviews	Review Time	Fill In The Comments
				road users.

Source: (Google.com, 2025)

Based on Table 1, public responses from Google.com indicate that the problem has been ongoing for a considerable time and has yet to receive an optimal solution. Public complaints include traffic congestion, irregular public transportation, and quiet and unattractive market conditions. This reflects that the problem of integration between the market and the terminal is not only technical but also concerns public governance that is not yet effective.

The impact of the merger between the Lembursitu Market and Terminal in Sukabumi City is visually apparent, with concerns regarding the physical condition. There are no clear boundaries or designated areas for arrival routes, departures, parking, and passenger waiting areas, resulting in overlapping activities with public vehicle traffic. Recognizing the complexity of the problem, market revitalization efforts have been undertaken through the West Java Provincial Government's program, with the construction of the Jabar Juara People's Market, which was inaugurated on August 8, 2022. The market has now met the Indonesian National Standard (SNI 8152:2021), by PERMENDAG No. 21 of 2021 concerning Guidelines for the Development and Management of Trade Facilities, Article 1 Paragraph (12) that the Indonesian National Standard (SNI) on Markets hereinafter referred to as SNI Markets is a Standard issued by the National Standardization Agency by having supporting facilities and infrastructure in the form of at least a management office, toilets, security posts, health rooms, breastfeeding rooms, worship rooms, fire extinguishing facilities and access, parking areas, temporary waste storage areas, clean water facilities, and electrical installations. To clarify the description above, it can be seen in the following image plan:

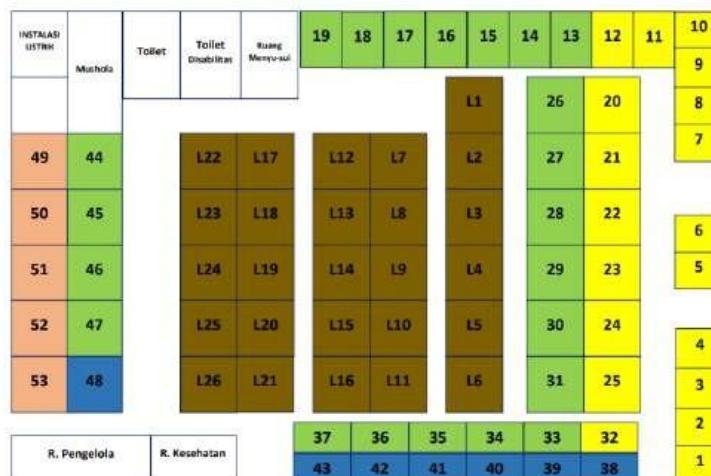


Figure 1. Layout of Lembursitu Market, Sukabumi City

Source: DISKUMINDAG, Sukabumi City, Trade Sector 2021

Based on Figure 1. The Layout of Lembursitu Market in Sukabumi City shows that the available facilities are by the provisions of the SNI standard, including the management office,



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toilets, security post, health room, breastfeeding room, prayer room, fire extinguisher facilities and access, parking lot, temporary waste storage, clean water facilities, and electrical installations. Although the infrastructure has met the SNI requirements (8152:2021), this market is experiencing severe operational constraints. The lack of trading activity and the suboptimal use of available facilities have prevented the market from functioning correctly. This condition ultimately led to the revocation of the SNI label for Lembursitu Market in Sukabumi City in 2023, indicating that meeting physical standards alone is insufficient without effective market management and operation.

Following the revitalization of the Jabar Juara Lembursitu Traditional Market in Sukabumi City, which underwent an infrastructure transformation, its implementation has not had a significant positive impact. The current market conditions are quiet and not operating optimally, resulting in several traders being forced to close their stalls due to financial difficulties. The complexity of this problem necessitates a collaborative governance approach that involves various stakeholders, including local governments, market managers, traders, communities, and terminal parties. The concept developed by (Ansell & Gash, 2008) emphasizes the importance of stakeholder involvement in the decision-making process to achieve common goals. The collaborative governance approach becomes relevant when public problems are highly complex and involve many parties with different interests.

Previous research (Rossyana, 2017) on collaborative governance in the traditional market revitalization program at Kawunganten Market, Cilacap Regency, indicates that the failure of conventional market revitalization is closely related to the inability to apply collaborative governance principles. However, there has been no in-depth study that specifically links market and terminal integration in an urban context, such as Sukabumi City, making this a novel contribution to this study. The collaborative approach provides a strong foundation for sustainable local economic development. Although there has been a shift in people's lifestyles towards digital, the results of observations and interviews with traders indicate that the decline in economic activity in Lembursitu, Sukabumi City, is more due to poor governance and non-participatory policy-making rather than merely the shift in online shopping behavior.

This study aims to analyze how the collaborative governance model can serve as a solution to integrate the Lembursitu Market and Terminal in Sukabumi City. By understanding the dynamics of multi-stakeholder collaboration, this study is expected to provide theoretical and practical contributions to the development of an integrated public facility governance model.

2. Methods

This study uses a descriptive qualitative approach to understand the complexity of the integration problems of the Lembursitu Market and Terminal in Sukabumi City. Qualitative methods are an approach to exploring and understanding the meaning of social or humanitarian problems based on the perspective of the individuals or groups involved (Creswell, 2023). Sampling employed a non-probability sampling technique, specifically the snowball sampling method. Researchers began with several key informants and then directed them to other relevant informants. As explained by (Sugiyono, 2021) snowball sampling is a sampling technique that



initially involves a small number of informants but then expands as new, relevant data sources are discovered. The informants in this study consisted of:

1. Officials of the Cooperatives, Micro, Industry and Trade Service (DISKUMINDAG) of Sukabumi City
2. Managers of the Technical Implementation Unit (UPT) of Lembursitu Market, Sukabumi City
3. Representatives of the Transportation Service that manages the Lembursitu Terminal, Sukabumi City
4. Market traders (active and those who have closed their businesses)
5. Public transportation drivers at the Lembursitu Terminal, Sukabumi City
6. Community leaders around the Lembursitu Market and Terminal

Data collection was conducted through three main techniques: (1) In-depth interviews with key informants, (2) Field observations to observe physical conditions and socio-economic interactions at the Lembursitu Market and Terminal, and (3) Documentation studies of regional regulations, management reports, and planning documents related to the Lembursitu Market and Terminal in Sukabumi City. The research instrument, in the form of a structured interview guideline, was developed based on the collaborative governance framework (Ansell & Gash, 2008), which encompasses initial conditions, institutional design, facilitative leadership, and collaborative processes. To ensure the validity of the data, this study uses source triangulation techniques (comparing the perspectives of various informants) and method triangulation (comparing the results of interviews, observations, and documentation studies). The central location of the study was carried out in the Lembursitu Market and Terminal area of Sukabumi City.

3. Results and Discussion

The study aims to examine the application of collaborative governance as an integrated solution to the governance problems of Lembursitu Market and Terminal in Sukabumi City. Based on the results of field observations and interviews with various stakeholders, several significant issues and potential collaborations were identified that require further optimization. This discussion is based on the Collaborative Governance theory from Ansell & Gash (2008), which consists of 4 main dimensions.

A. Existing Condition of Lembursitu Market and Terminal

Lembursitu Market was built through the "Jabar Juara People's Market" revitalization program and was inaugurated in August 2022. As a consequence, the Elf Pajampangan terminal, which was previously located in the area, was relocated to the Jalur Terminal. As a result, the mobility activities that initially attracted market visitors disappeared. This has a direct impact on the decreasing number of buyers and the quiet trading activities in the market. Year-to-year data show a consistent downward trend. In 2023, the kiosk occupancy rate was recorded at only 25%, based on a report from Sukabumi City Diskumindag. In 2024, the results of interviews with traders indicated that the average number of daily visitors was



less than 50 people, and the official SNI label was also revoked due to failure to meet the indicators of economic activity and cleanliness. This decline was confirmed by one of the informants who stated: "This market used to be alive because there was an Elf terminal. After being moved, visitors disappeared, income decreased, and many traders closed." (interview on February 18, 2025)

The physical revitalization of the market was well-executed, yet the lack of visitor traffic has led to a sharp decline in operational stalls and economic activity. Field observations revealed that in 2023, kiosk occupancy fell to just 25%, and by 2024, the average daily visitor count dropped below 50 people. Meanwhile, the new terminal infrastructure has not adequately supported accessibility, causing dissatisfaction among drivers and passengers. This situation reflects the complexity of governance failure rather than merely infrastructure inadequacy. To better understand the multidimensional issues and their alignment with collaborative governance theory (Ansell & Gash, 2008), the following table presents an analytical mapping of field findings against theoretical indicators:

Table 2. Analysis of Research Results Regarding Market Conditions-Lembursitu Terminal Based on Collaborative Governance (Ansell & Gash, 2008)

No.	Theory Indicators	Research Findings	Analysis
1.	Initial Conditions	The market has been revitalized but does not attract visitors only 25% of stalls are occupied (2023) and average visitors <50 people/day (2024).	Demonstrates weak initial prerequisites for collaboration, including a lack of synergy between market managers and transport stakeholders.
2.	Institutional Design	Market management by DISKUMINDAG and terminals by the department of transportation, without coordination or integrated regulation.	The absence of a joint forum or SOP results in the failure of integrated and sustainable area management.
3.	Facilitative Leadership	There is no neutral actor (e.g. academics/NGOs) that bridges between sectors.	The absence of a facilitative leader reduces the effectiveness of collaboration and triggers unilateral dominance in decision making.
4.	Collaborative Process	Participation of traders and public transport drivers was minimal only involved in the socialization stage.	Lack of space for substantive dialogue, reducing the sense of ownership and effectiveness of market and terminal integration policy implementation.

Source: (Processed by Researchers, 2025)



Based on the analysis in Table 2, it is evident that various governance-related factors constrain the integration of the Lembursitu Market and Terminal. These inhibiting elements are discussed further in the following section

B. Identification of Factors Inhibiting Integration

The study identified four main factors that hinder the integration between the Lembursitu Market and Terminal:

a) Institutional Fragmentation

The market and terminal are managed by two different agencies, DISKUMINDAG and the Sukabumi City Transportation Agency, with different goals and priorities. The absence of a coordination forum results in a lack of synergy in policy planning and implementation. One informant stated: "We have had several meetings, but different goals and budgets make it difficult to implement together." (Head of UPT Market, January 28, 2025)

The statement shows that despite efforts at inter-agency communication, differences in institutional orientation and the absence of a permanent coordination forum hinder the creation of synergy in policy planning and implementation. In this context, the researcher assesses that the lack of a structured collaborative mechanism increases the potential for overlapping authority and weakens the effectiveness of market and terminal integration. This is in line with the concept of institutional design in Ansell & Gash's theory, where the success of collaboration is primarily determined by the existence of mutually agreed rules of the game and a dialogue forum that functions regularly to bridge the interests of the parties.

b) Unplanned Comprehensive Terminal Relocation

The relocation of the terminal, although intended to provide spatial flexibility for market development, was conducted without an ex-ante participatory impact assessment. This unilateral decision reflects a top-down policy approach that neglects the principles of deliberative democracy, which are central to collaborative governance. The absence of early stakeholder mapping and risk analysis not only triggered economic displacement but also broke the organic socio-economic linkage between public transportation flow and market footfall. This indicates a failure to frame the integration issue not merely as a spatial or managerial problem but as a systemic governance failure. Informant 10 stated: "We thought the relocation was only temporary, but it turned out to be permanent. In the end, many lost their livelihoods." (Informant 10, transportation entrepreneur)

This statement highlights the weakness of the initial condition aspect in the implementation of collaborative governance. The absence of open communication since the early stages of planning has led to misunderstandings and socio-economic losses for affected stakeholders. In the context of Ansell & Gash's theory, unilateral decisions without building shared perceptions and without a comprehensive engagement strategy will reduce trust and weaken commitment to the collaborative process. Terminal relocation should be accompanied by impact analysis, public consultation, and mutual



agreement so that it can be accepted by all parties fairly and sustainably.

c) Low Participation of Non-Government Stakeholders

The limited involvement of non-governmental actors, such as traders and drivers, reveals a significant asymmetry in voice and influence during the policy formulation process. Based on field interviews, participation was ceremonial rather than substantive, lacking feedback loops or mechanisms for community input to shape planning outcomes. This directly contradicts the collaborative governance principle of 'inclusive process design,' which emphasizes not just the presence but the empowerment of grassroots actors in co-producing public value. This was expressed by one of the informants who stated: "The policy was taken for granted; we only know from socialization, not from being talked to." (Trader, interview February 16, 2025)

The statement suggests a lack of substantive inclusion, where community involvement is merely a formality. From the perspective of a collaborative process, the success of collaboration is determined by the active and equal involvement of all actors, including non-governmental actors such as traders, drivers, and residents. When participation is limited to post-decision socialization, the quality of the policy decreases, and a sense of ownership of the development program is not formed. Therefore, a regular and participatory dialogue forum is needed from the planning stage, not only in the implementation stage.

d) Absence of Formal Collaboration Mechanism

The existing coordination is ad-hoc and not institutionalized. There is no permanent forum or joint standard operating procedure (SOP) that regulates the integrated management of the market-terminal area. The absence of a formal collaboration mechanism is a significant obstacle to building cross-sector synergy. In the institutional design dimension, Ansell & Gash emphasizes the importance of an institutional structure that supports a sustainable collaborative process. Ad-hoc coordination tends to be reactive and does not produce integrated policies. Therefore, it is necessary to establish a permanent coordination forum that has cross-agency authority, as well as the preparation of joint SOPs for the management of market-terminal areas so that each party has clear guidelines and responsibilities.

C. Collaborative Governance Model Design

To address the problems above, this study recommends implementing a collaborative governance model tailored to the specific context of Sukabumi City. This model is designed by the principles of cooperative governance, as outlined by Ansell and Gash, and aims to foster cross-sector synergy among government, business actors, and the community. This model includes:

a) Multi-party Coordination Forum

A permanent forum comprising DISKUMINDAG, the Transportation Agency, DPRD, business actors, drivers, academics, and local media has been established to formulate integrated policies periodically. This forum aims to build intensive communication, form cross-agency agreements, and become a forum for inclusive dialogue that prioritizes



common interests.

b) Redesign of Integrated Governance

The restructuring of land functions, transportation routes, and economic activity zones is carried out to reintegrate the market and terminal into a mutually supportive public service ecosystem. This restructuring involves re-evaluating the physical design as well as re-arranging the flow of logistics and accessibility between facilities.

c) Facilitative Leadership

There needs to be a neutral actor, such as an academic or NGO, who acts as a facilitator in building trust, resolving conflicts of interest, and ensuring equal involvement of all parties in the decision-making process.

d) Activation of the Market-Terminal Area

Implementation of thematic programs such as monthly people's markets, culinary festivals, or UMKM bazaars, as well as providing incentives for public transportation that brings visitors to the market. This step aims to revive the area while creating active interaction between traders, buyers, and terminal users.

e) Utilization of Technology and Participatory Monitoring

The development of a digital-based information system is needed to support real-time monitoring of visitor data, transaction volume, and transportation operational activities. This system can also be integrated with community reporting channels, making the evaluation process more participatory and transparent. One informant said: "If the terminal can be returned or at least direct access from the terminal to the market can be made, I am sure conditions will improve." (Informant 13, interview 20 February 2025)

This model is expected to serve as the basis for integrative policies that not only address physical and structural issues but also foster sustainable social, economic, and institutional relationships. With contextually designed collaborative governance, market, and terminal development can be more adaptive, participatory and long-term oriented.

4. Conclusion

This study reveals that the integration of Lembursitu Market and Terminal in Sukabumi City has not been implemented optimally through a collaborative governance approach. Although physical revitalization has been carried out and the market has obtained SNI certification, the absence of integrative planning and cross-sector coordination has hurt the local economic ecosystem. Field data indicate that in 2023, kiosk occupancy is expected to reach only 25%, and in 2024, the average daily visitor count is projected to be less than 50 people. This decline was directly linked to the relocation of the terminal, which was not comprehensively planned and ignored stakeholder involvement, as expressed by informants. Based on the analysis of the Collaborative Governance model from Ansell & Gash (2008), it can be concluded that:

- a) Initial Conditions: The collaboration process begins with an imbalance of power, the absence of a coordination framework, and low levels of trust between parties, especially between government agencies and local business actors.
- b) Institutional Design: The institutional structure does not yet support the implementation of



collaborative governance. There are no regulations governing the integrated management of markets and terminals, and coordination between agencies is still ad-hoc without a permanent forum.

- c) Facilitative Leadership: Weak facilitative leadership is a barrier to building multi-party agreements. There are no neutral actors capable of bridging interests between sectors, such as academics or civil society organizations.
- d) Collaborative Process: Public participation, including traders, drivers, and the surrounding community, has not been actively involved in the decision-making process. Participatory mechanisms such as citizen forums or regular meetings are not yet formally available.

Overall, the failure of this integration is not only caused by changes in people's lifestyles but also by the government's weak role in building meaningful coordination, communication, and participation. Therefore, a collaborative governance-based integration model involving elements of government, business actors, academics, media, and the community needs to be designed and implemented immediately. This model is expected to not only be able to solve structural and functional problems but also build inclusive, adaptive, and sustainable terminal market area governance.

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