



Institutional Oversight and Challenges in Public-Private Partnership: The Cibitung Main Market Revitalization Case

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ABSTRACT

This study aims to evaluate the implementation of the revitalization program of Pasar Induk Cibitung by applying Kadarman's (2001) control theory, which includes three essential functions: setting standards, measuring performance, and correcting deviations. The research addresses emerging problems in the cooperation between the regional government and private partner, particularly delays in project completion and public service delivery. A qualitative descriptive method was used, involving in-depth interviews, documentation review, and literature analysis. The study reveals that the set standards in physical development, service management, and trader accommodation have not been met. Performance measurements indicate inconsistencies in target achievements and low satisfaction among market users. Moreover, the lack of responsive corrective actions has prolonged unresolved issues, leading to operational stagnation and declining stakeholder trust. The findings underscore the importance of effective supervision mechanisms and institutional commitment to ensure the revitalization goals serve the public interest. This study contributes to improving project oversight practices and informing policy development in the context of public-private partnerships.

Keywords: *Local Government; Public-Private Partnership; Performance Measurement; Revitalization; Supervision.*

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INTRODUCTION

Traditional markets play a strategic role in sustaining local economies, particularly as centers for the distribution of essential goods at affordable prices. Among them, central markets serve as major hubs that connect producers with small-scale traders, supporting both supply chains and grassroots livelihoods (Yaqin et al., 2023). Yet, over time, traditional markets have been increasingly overshadowed by the rapid growth of modern retail, which offers cleaner, more organized, and customer-friendly environments. In response to this shift, the government has initiated market

revitalization programs aiming to improve infrastructure, management, and public services within traditional markets (Laode, et al., 2022; Lestari et al., 2022).

One prominent example is the revitalization of the Cibitung Central Market in Bekasi Regency, which is carried out through a public-private partnership scheme, specifically a Build Operate Transfer (BOT) model. Due to regional budget constraints, the local government partnered with PT Cipako, the appointed developer, to fund and execute the project with an investment value of approximately IDR 200 billion (Engkus, 2021). The overarching goals include aligning the market with national infrastructure standards, improving distribution efficiency, and increasing local revenue through retribution.

Despite these promising objectives, the project's execution has triggered public concerns. Traders have voiced dissatisfaction over vague pricing policies for kiosks and stalls, while consumers complain about burdensome parking fees. Prolonged delays in construction have disrupted daily trade, and reports indicate that many long-time traders were left without proper relocation, raising fears of social exclusion and economic displacement (Alvina & Harsasto, 2020).

In light of these tensions, the role of the Bekasi Regency Trade Office becomes increasingly critical. As the government agency mandated to oversee trade activities, it bears responsibility not only for regulatory compliance, but also for protecting public interest throughout the revitalization process (Ridzal, et al., 2022; Artina & Diana, 2023). Inadequate supervision risks undermining the project's legitimacy and effectiveness, potentially exacerbating social inequality and stakeholder mistrust.

This study, therefore, seeks to investigate how Bekasi Regency Trade Office exercises its supervisory role in the revitalization of the Cibitung Central Market, and how effective is this oversight in addressing implementation challenges and safeguarding public interest.

LITERATURE REVIEW

Theori Of Supervision

Supervision is a critical aspect of organizational management, designed to ensure that activities align with the established plans and objectives. According to De Carlo et al. (2020), supervision is essential in creating an environment where positive behaviors from supervisors can enhance employees' work engagement and overall performance. Holmes et al. (2022) further elaborate on this by noting that supervision, leadership, and management, while distinct, are complementary functions that play a pivotal role in ensuring that organizational activities align with set plans and goals. Their study emphasizes the importance of leadership efforts in verifying that the outcomes of subordinates' work are in line with established objectives.

Klasmeier et al. (2021) describe supervision as a systematic process that identifies deviations from set standards and implements corrective measures, emphasizing the role of leadership in maintaining effective and efficient organizational practices to achieve goals. This process includes three main steps: establishing clear standards, measuring performance against those standards, and correcting any deviations from the set standards. The standards include physical, monetary, and time-based aspects.

Physical standards relate to the quality and specifications of the objects or facilities used in activities, monetary standards ensure the financial resources are allocated and used efficiently, and time standards ensure activities are completed within set deadlines (Cao et al., 2021). Measuring performance involves collecting data to evaluate whether the results are in accordance with the established standards, and when deviations are found, corrective actions are implemented (Petrowski et al., 2023). Supervision can be direct, where leaders personally observe the activities, or indirect, where supervision is carried out through reports or other forms of communication (Wanyama & Eyamu, 2021).

In the context of the revitalization project at Pasar Induk Cibitung, this theoretical framework becomes highly relevant. The supervision conducted by the Bekasi Regency Trade Office illustrates how performance standards, especially in terms of infrastructure improvement (physical standards), allocation of revitalization funds (monetary standards), and the project timeline (time standards) must be clearly set, evaluated, and corrected when discrepancies are found. The case study highlights how delays in completing infrastructure or ineffective waste and parking management reflect a deviation from expected outcomes, thereby requiring corrective steps by the supervising agencies, in accordance with Kadarman's framework.

Definition of market

In accordance with the Minister of Trade of the Republic of Indonesia's No. 53 of 2008, a market is defined as a place for buying and selling goods that involves multiple parties. Various experts have provided additional insights into the concept of a market. Market is a public facility where simple shopping occurs, consisting of kiosks, stalls, or open spaces in a specific area, primarily aimed at meeting the basic needs of the community. Chakraborty (2024) defines a market as a space where interactions between sellers and buyers take place, with sellers offering goods or services in exchange for money, and buyers using money to acquire what they need.

Paithankar, Bhatia, & Tank (2024, p. 43) expands the definition by explaining that a market is the meeting point of supply and demand, where both buyers and sellers interact, and the range of goods and services offered can vary from necessities like rice and vegetables to services such as transportation or labor. In general, the market is a strategic place for economic transactions, where buying and selling activities take place that are mutually beneficial for both parties. Markets serve three key functions: distribution, price formation, and promotion (Coyne et al., 2022). As a distribution hub, the market facilitates the smooth transfer of goods and services between sellers and buyers.

The market also serves as a place where prices are formed through negotiation between the buyer and the seller. Additionally, markets play a vital role in promoting goods or services to potential customers, using various promotional tools like banners, brochures, or exhibitions, which ultimately help attract customers and generate sales.

In the revitalization of Pasar Induk Cibitung, the definition and function of a market as a public facility became central. The project aimed not only to improve physical infrastructure but also to reinforce the market's role as an accessible and comfortable space for economic exchange. The expectations of both traders and visitors reflect the need for the market to fulfill its function as a clean, organized, and service-oriented environment. This aligns with Gewa et al.'s (2021) perspective, which

emphasizes the market as a meeting point that should be well-maintained to support both economic and social activities. Their study highlights the critical role of market environments in fostering community interaction and ensuring sustainable economic transactions.

Definition of revitalization

Revitalization is a strategic effort to restore and optimize the function of a particular space or object to meet contemporary needs. This concept is applied to areas, buildings, or markets that have deteriorated or become underutilized over time, with the aim of restoring both their structural and functional integrity to serve the community effectively. According to Chang and Lin (2022, p. 7230), revitalization is the process of restoring the vitality of spaces or objects that hold significant meaning for society. It goes beyond mere restoration; it re-engages the community and enhances the contribution that these spaces make to daily life. The case of the Cibitung Central Market, which has been under revitalization efforts, aligns with this view. The market has been an essential hub for community trading, and revitalizing it ensures its continued role in supporting local economic activity and serving the public's needs.

Further developing this notion, Horbliuk and Dehtiarova (2021) explain revitalization as a significant transformation that goes beyond gradual improvement and aims to bring about a major change in the condition of a space. This concept is evident in the Pasar Induk Cibitung revitalization, where efforts have focused not only on repairing the physical structure but also on introducing new elements that aim to improve operational efficiency, market distribution, and public services. This dramatic shift in approach is essential given the previous challenges the market faced, such as inadequate facilities and outdated infrastructure.

Ragheb and Ragheb (2021) describe revitalization as focusing on areas that were once thriving but have since experienced decline. This aligns closely with the situation at Cibitung, where the market was originally a vital economic center but had become increasingly inefficient and degraded over time. Their approach emphasizes the integration of physical, economic, and social aspects of revitalization, something that is central to the ongoing efforts at Cibitung. The project is not just about improving buildings; it's about rejuvenating the local economy and ensuring that the market continues to be a central point of commerce for the community.

In this context, revitalization involves not just updating infrastructure but also addressing the broader social and economic issues, such as the concerns raised by traders regarding space allocation and fees. These elements point to the need for a holistic approach to revitalization that considers the various dimensions of community impact, economic performance, and long-term sustainability.

Revitalization is a multifaceted process, and a successful revitalization effort requires the consideration of multiple interconnected aspects. The following diagram illustrates the main components of revitalization:

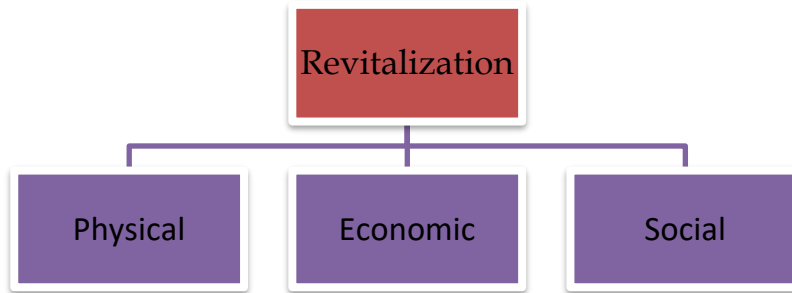


Figure 1. Components Of Revitalization by Danisworo and Martakusomo (2002:15)

Physical Intervention: At the core of the revitalization of Pasar Induk Cibitung, physical improvements have been prioritized. These include upgrading the building structures, enhancing the market environment, and introducing better signage and green spaces. The goal is to ensure that the market not only meets modern standards of cleanliness and safety but also promotes a sustainable environment, as reflected in the physical redesign of the area.

Economic Rehabilitation: The economic rehabilitation aspect focuses on reviving market activities through the renovation of the market's physical layout, introducing better facilities, and encouraging a more diverse set of economic functions. By improving infrastructure and creating a space that supports mixed-use activities, the revitalization aims to reinvigorate local commerce, attract new investors, and create more opportunities for small traders.

Social and Institutional Revitalization: This component aims to strengthen social cohesion within the community and ensure that revitalization efforts are sustainable. In the case of Pasar Induk Cibitung, this involves addressing issues such as fair trader relocation, managing the expectations of both traders and consumers, and strengthening the role of the local government in overseeing the project's execution. By involving local institutions and ensuring broad community engagement, the market revitalization project aims to create a more dynamic and inclusive space for all stakeholders.

METHODS

This study employed a qualitative research method, as defined by Perreault and McCarthy (2006, p176), who describe qualitative research as an approach intended to explore phenomena in depth and within their real-life context. This method was selected because the study aims to understand the mechanisms of supervision in the revitalization project of Pasar Induk Cibitung from various perspectives, particularly those of government, market actors, and service users.

The research design used is a case study, which, according to Faisol (1999, p.22), involves an intensive, detailed, and comprehensive examination of a specific case. A single intrinsic exploratory case study was chosen for this research. Referring to Yin (2018), exploratory case studies are useful for answering "how" and "why" questions. In

this context, the study seeks to reveal how supervision is carried out by the Department of Trade of Bekasi Regency and why certain supervisory practices are more or less effective in a public-private cooperation project such as this one. The intrinsic nature of the case study emphasizes that the research focus lies in deeply understanding the specific context of Pasar Induk Cibitung, not in producing generalizable conclusions.

The data used in this study consist of primary and secondary sources. In accordance with Sugiyono (2012, p.137), primary data refer to data obtained directly from original sources, while secondary data are derived from materials that have been previously processed and documented by others. Primary data in this research were obtained through field observations and in depth interviews with selected informants, while secondary data included documents such as government regulations, project reports, academic publications, and news articles relevant to the revitalization project. To reach the appropriate sources, this study used a snowball sampling technique, which is effective for identifying individuals with significant involvement and insight into the revitalization process, especially when the target population is not easily mapped. The researcher began by interviewing key informants who then referred others based on their knowledge and participation in the project. The criteria for selecting informants included direct involvement in planning, implementation, supervision, or utilization of the market post-revitalization.

The fieldwork for this research was conducted at four primary locations: the Bekasi Regency Department of Trade, the Pasar Induk Cibitung revitalization site and the UPTD Pasar Induk Cibitung. These locations were selected based on their strategic roles and relevance to the case under study. Observations at these sites allowed the researcher to record physical improvements, supervisory practices, and community interactions that occurred following the revitalization. To facilitate the interviews, the researcher used semi-structured interview guides. This approach enabled informants to express their views freely while still addressing key aspects of the research focus such as the setting of standards, performance measurement, and correction of deviations in supervision. The flexibility of the semi-structured format allowed the researcher to follow up on unexpected yet relevant responses during the interviews. The following table summarizes the number and categories of informants involved in this study:

Tabel 1. Table of Informant Selection

| Informan | Number of Informan | Description |
|----------------------------------|--------------------|--------------------------------------------------------------|
| Department of Trade | 2 | Official responsible for market infrastructure oversight |
| UPTD Cibitung Main Market | 1 | Market operator representative involved in daily supervision |
| Traders in Cibitung Main Market | 3 | Traders from different kiosk types and strategic zones |
| Visitors in Cibitung Main Market | 3 | Regular market visitors (2 women, 1 man) |
| Total | 9 | |

Altogether, eight informants were interviewed, providing diverse perspectives on the supervision process from planning through implementation and after use stages.

Their insights formed the basis for analyzing the effectiveness of market revitalization from both institutional and public service viewpoints.

RESULT AND DISCUSSION

Supervision of the Trade Office

In the revitalization project of Pasar Induk Cibitung, the Bekasi Regency Trade Office plays a vital role in overseeing and managing the project. As the responsible agency for market activities and trade in Bekasi Regency, the Trade Office actively ensures that the revitalization project is carried out according to the established standards. This interview reveals the steps taken by the Trade Office in setting standards, measuring performance, and addressing deviations found during the project. The Trade Office works collaboratively within a cross agency monitoring team, established to ensure that the revitalization project complies with regulations and maximizes benefits for the public (Tanjung & Syarvina, 2022)

Tabel 2. Department of Trade’s Assessment on Supervision and Coordination in the Revitalization of Pasar Induk Cibitung

| Aspect | Findings |
|-----------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Setting Standart | <ul style="list-style-type: none"> - The revitalization was guided by the national policy for modernizing traditional markets. - Aimed to increase market comfort, hygiene, and safety. |
| Evaluating Perfomance | <ul style="list-style-type: none"> - Considered the physical development satisfactory. - Acknowledged delays in project completion and absence of formal BGS supervisory team. |
| Identifyng Challenges | <ul style="list-style-type: none"> - Faced coordination gaps with the private partner and other agencies. - Limited authority in monitoring technical and financial aspects. - No direct enforcement mechanism for compliance from the developer. |

a. Setting Standards

The Bekasi Regency Trade Office sets various standards as guidelines for the revitalization of Pasar Induk Cibitung. These standards cover physical, technical, administrative, and socio-economic aspects of the market. From a physical standpoint, the standards focus on repairing various building damages, such as leaking roofs, damaged floors, corroded columns, and a drainage system that does not function optimally. Additionally, the Trade Office considers visitor comfort as an essential indicator, including the condition of toilets, parking facilities, and prayer rooms. As part

of its oversight, the Trade Office is actively involved in a special team formed by the Regent to ensure that the project proceeds according to schedule and meets the established standards. The Trade Office monitors project progress intensively by evaluating the development reports submitted by the developer. The success of the revitalization is not only measured by the physical condition of the buildings but also by the level of satisfaction from vendors and the community, as well as its function in enhancing socio-economic activities. (Zabielaitė-Skirmantė et al., 2023)

b. Performance Measurement

The Trade Office conducts performance measurement periodically through direct field inspections. UPTD Pasar is responsible for structural oversight and makes visits tailored to the needs and conditions of the project (Irawati & Midiyanti, 2022). The Trade Office ensures that the rights of both old and new vendors are protected during the revitalization process. The developer's performance is evaluated by comparing the work outcomes with the established standards, such as the quality of the building structure, public facilities, evacuation systems, and electrical installations. If discrepancies are found, the developer is required to make immediate corrections. The Trade Office uses the project planning documents as a reference to evaluate whether the project's progress aligns with the planned schedule. Additionally, feedback from the community is gathered through the Pedestrian Trader Communication Forum (FKP), which serves as a communication channel for complaints and suggestions. The Trade Office coordinates with various technical agencies such as the Public Works Department, the Environmental Agency, and the Fire Department to ensure that each phase of the construction complies with the applicable regulations.

c. Addressing Deviations

If discrepancies between the construction results and the established standards are found, the Trade Office, as part of the cross-agency collaboration team, immediately requests the developer to make corrections. While the Trade Office has a role in monitoring, decisions regarding penalties, such as fines or delays, are made collectively within the collaboration team. If there is a delay in the project, the Trade Office evaluates the causes of the delay. If the delay is due to external factors such as weather, it is understandable; however, if it is caused by the developer's negligence, they are required to create an acceleration plan. One concrete action taken by the collaboration team was imposing a fine of IDR 4 billion on the developer for delays and non-compliance with the obligation to contribute to the Regional Original Revenue (PAD). In addition, public reports received through the FKP or directly to the Trade Office are promptly addressed with on-site inspections and coordination meetings with the supervisory team, involving vendor representatives, NGOs, and community groups. Ongoing evaluations of corrective actions are carried out to prevent legal issues and ensure that the market's management aligns with expectations and applicable regulations.

Traders' Assessment of the Revitalization of Pasar Induk Cibitung

The traders' assessments are a crucial aspect in understanding how well the revitalization project of Pasar Induk Cibitung has addressed the needs and expectations of local business actors (Cahyani et al., 2022). Based on the interview results, traders expressed various responses regarding the revitalization, covering the establishment of standards, project performance, and challenges faced throughout the process.

Table 3. Traders' Perception of Market Conditions Before and After the Revitalization of Pasar Induk Cibitung

| Aspect | Findings |
|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Standart | <ul style="list-style-type: none"> - Expected cleaner, more organized, and comfortable trading spaces. - Hoped for affordable rental fees and legal certainty in kiosk ownership. |
| Evaluating Performance | <ul style="list-style-type: none"> - Appreciated physical upgrades like better roofing and improved layout. - Disappointed by unmet promises, poor zoning, and unequal stall allocation. |
| Identifyng Challenges | <ul style="list-style-type: none"> - Lacked clear communication about relocation and construction timelines. - Temporary stalls were inadequate (muddy, small, and lacked facilities). - Revenue declined during the transition period. |

a. Establishing Standards

In general, traders welcomed the revitalization plan with great expectations that the market would become a more proper, clean, and comfortable place to do business (Saragih & Meak, 2022). Their expectations were shaped by information from both market managers and government officials, who conveyed that the market would be rebuilt with modern facilities and improved infrastructure. One trader stated that they were promised a more organized and cleaner place, unlike the previous muddy conditions. Another added that the revitalization was expected to make the market tidier and more supportive of their business in the long term.

Beyond physical improvements, traders also placed high hopes on rental stability and legal certainty regarding kiosk or stall ownership. They hoped that the revitalization would not only enhance the market's appearance but also take into account the economic capacity of small and medium traders. Therefore, the standards expected by the traders covered physical aspects, comfort, safety, and economic aspects such as rental affordability and legal clarity (Kepirianto et al., 2019).

b. Evaluating Performance

Once parts of the market began operating again, some traders started to evaluate the outcomes of the revitalization. Several acknowledged that the building conditions had improved, with no more leaking roofs and functioning drainage systems. They mentioned that the market was more organized compared to before.

However, some traders expressed dissatisfaction with non-physical aspects. Issues such as unequal stall allocation, mismatches between promised and actual stall locations, lack of timely information, and suboptimal zoning arrangements were raised. One trader stated they had not received a stall despite having paid, while another felt that their assigned location was not strategic. These concerns led some traders to conclude that the revitalization performance had not yet fully met their expectations.

c. Identifying Challenges

Traders also faced significant challenges during the revitalization process. A major issue was the lack of communication and socialization from the market management. Many traders felt they did not receive clear or timely information regarding construction schedules, relocation plans, or the mechanism for stall allocation.

Cost related issues were another concern, particularly regarding rental fees and payments for new spaces, which remained unclear in terms of ownership status. Additionally, during construction, traders experienced a drop in revenue as they were forced to operate in temporary stalls that were considered inadequate. These temporary spaces were cramped, muddy during rain, and lacked basic facilities such as proper toilets and sufficient parking. Some traders mentioned losing customers due to the unfavorable business environment. These challenges reveal communication and planning gaps that need to be addressed to ensure the revitalization process is not only technically sound but also supportive of trader comfort and business continuity.

Theoretically, these findings align with Kadarman's concept of supervision, which emphasizes not only the identification of deviations but also the responsibility of administrators to guide, communicate, and support the actors involved in policy implementation. In the context of this case, the lack of proper communication channels and inadequate information dissemination indicates a weakness in this supervisory function. Supervision should not be merely evaluative, but also corrective and facilitative.

Furthermore, within the framework of Public-Private Partnership (PPP), the protection of MSMEs (Micro, Small, and Medium Enterprises) must be treated as a key component of public interest. As regulated in Government Regulation No. 28 of 2020 concerning the Management of State Property, and further strengthened by Presidential Regulation No. 38 of 2015 on PPP in Infrastructure Provision, social safeguards must be integrated in PPP projects to ensure that vulnerable economic groups are not marginalized. The traders' concerns in this case highlight how the absence of concrete mechanisms to safeguard MSMEs can lead to unintended social and economic exclusion.

Thus, the traders' responses to the revitalization project of Pasar Induk Cibitung reveal not only the technical and procedural shortcomings of the implementation but also the theoretical necessity of embedding supervision and protection principles in every stage of a PPP. This underscores the importance of designing participatory mechanisms, such as formal trader representation in project oversight bodies, to ensure that development outcomes align with community needs and regulatory intent (Tures, 2023).

Visitor Assessment of the Revitalization of Pasar Induk Cibitung

The perspectives of visitors provide valuable insights into the effectiveness of revitalization efforts at Pasar Induk Cibitung, especially in terms of comfort, public service quality, and day to day user experience (Andrianto et al., 2023). Field

observations and interviews with visitors revealed a combination of optimism, appreciation for certain improvements, and persistent concerns about key facilities and service management. Visitors generally acknowledged that the physical condition of the market had improved, particularly in building structures and layout, which now appear more modern and organized.

However, they also noted that these changes did not fully address basic service expectations. Issues such as poor parking management, lingering cleanliness problems, and the lack of an accessible complaint mechanism remained unresolved. Moreover, visitors expressed that while infrastructure was modernized, operational issues such as traffic flow, sanitation, and responsiveness of management continued to detract from their overall experience.

Table 4. Visitors’ Evaluation of Market Services and Public Facilities Post-Revitalization

| Aspect | Findings |
|-----------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Setting Standart | <ul style="list-style-type: none"> - Expected a cleaner, more modern, and family-friendly environment. - Looked for better public facilities: toilets, prayer rooms, parking, and seating areas. |
| Evaluating Perfomance | <ul style="list-style-type: none"> - Noted improvements in lighting, kiosk arrangement, and general cleanliness. - Still observed poor parking and drainage conditions. |
| Identifyng Challenges | <ul style="list-style-type: none"> - Faced traffic congestion and unmanaged vehicle flow. - Sanitation near waste areas remained problematic. - No formal complaint system or active monitoring. |

a. Setting Standards

Before the revitalization, visitors held negative perceptions about the market’s condition, especially regarding sanitation, muddy pathways during rainy days, and inadequate public amenities. They hoped the revitalization would bring significant changes transforming the space into a cleaner, modernized, and more accessible public market. As a central market, they expected Pasar Induk Cibitung to serve as a benchmark for other regional markets, equipped with proper signage, prayer rooms, rest areas, and facilities that support the traditional shopping experience in a cleaner and more dignified setting.

b. Evaluating Performance

Post revitalization, most visitors acknowledged positive transformations in the physical infrastructure. The market now appeared brighter, with more organized stall arrangements and improved basic facilities such as toilets and walkways. Nonetheless, visitors observed that several problems persisted. The market still experienced water puddles during heavy rains, and vehicle parking remained disorganized due to the

absence of traffic staff, despite parking fees being collected. While they appreciated that vendors remained friendly and familiar, they believed the revitalization had yet to fulfill the full scope of service improvements they had anticipated.

c. Identifying Challenges

Despite the upgrades, recurring challenges were evident. Visitors cited ongoing traffic congestion and poorly managed parking areas during peak hours, leading to delays and discomfort. Hygiene problems also lingered in parts of the market, particularly near food and waste areas, raising concerns about sanitation and maintenance. Moreover, the absence of an accessible reporting or complaint system prevented visitors from conveying concerns directly. Instead, responses from management often came only after public attention or viral complaints on social media. This reactive approach led many visitors to call for more structured and proactive supervision, including on-site staff to monitor conditions and address issues in real time.

These findings indicate that the revitalization efforts have not fully translated into comprehensive improvements across all aspects of public service. Although physical upgrades were acknowledged, shortcomings in parking management, cleanliness, and the absence of a formal complaint system reflect weaknesses in the supervisory function during project implementation. This aligns with Kadarman's (2001) theory of supervision, which emphasizes that supervision is not merely administrative or technical but serves as a corrective mechanism to ensure alignment between planned objectives and real-world execution.

In this context, the market's response to public feedback appears more reactive than proactive, signaling a lack of embedded oversight mechanisms. Effective supervision, as Kadarman argues, must be preventive and continuous, not sporadic or event-triggered. Therefore, the absence of a structured complaint channel and the weak day-to-day operational control suggest that monitoring and responsiveness have yet to become core priorities in the post-revitalization phase.

These insights reinforce that the success of a market revitalization project cannot be measured solely by visible infrastructure improvements. It also depends critically on the institutional capacity to ensure inclusive participation, responsiveness to user needs, and consistent supervision. The perspectives of visitors as the daily users of public facilities highlight the importance of establishing a more integrated and adaptive supervision framework to sustain the intended benefits of revitalization in the long term (Pineda, 2022).

DISCUSSION

Setting Standards

In a market revitalization program, setting standards is a crucial initial phase that serves as a foundation to guide the implementation of physical development as well as a more structured and professional market governance (Rusmana et al., 2021). The Bekasi Regency Government, through studies involving related regional agencies, assessed that the previous condition of the market was no longer feasible as a central market. Physical damage to the building such as leaking roofs, non-functional drainage

systems, and minimal sanitation facilities became the basis for the need to improve infrastructure quality and services.

This revitalization was carried out through a partnership with the private sector using the Build-Operate-Transfer (BOT) scheme, which allows investors to build and manage the market for a specified period before handing it over to the local government (Vassileva & Ignjatijević, 2020). The partner company in this project is PT Citra Prasasti Konsorindo (Cipako). Under the BOT scheme, the second party is granted the right to manage the built asset for 30 years, with evaluations conducted every five years. During the cooperation period, the investor is obligated to contribute an annual fixed amount of IDR 4 billion to the local government and hand over 10% of the total investment value (estimated at IDR 150 billion) as a contribution to government operations.

The legal basis for the use of regional assets is regulated in Government Regulation No. 27 of 2014 on the Management of State/Regional Owned Goods and its amendments. In addition, Minister of Home Affairs Regulation No. 19 of 2016 on Guidelines for the Management of Regional Owned Goods provides a legal basis for local governments to collaborate with third parties. In this case, the partner is granted the right to build, manage, and contribute to local revenue from the asset utilization during the contract period.

The standard-setting for revitalization not only focuses on physical aspects but also considers social aspects, particularly the protection of existing traders (Pratami et al., 2019). The Bekasi Regency Trade Office, although not the main supervisory authority, is involved in the Regional Cooperation Coordination Team (TKKSD). The agency plays a key role in providing input on trader needs, zoning concepts, and ensuring that existing traders are prioritized for returning to the revitalized market. Thus, the effort to set standards reflects the local government's intention to present a modern market without neglecting small business actors who have long contributed to the local economy (Irwansyah, 2020).

Measuring Performance

The performance measurement of the Pasar Induk Cibitung revitalization was carried out by evaluating the physical development results, implementation of rights and obligations in the cooperation agreement, and the extent to which the project supports improved public services and regional original revenue (PAD). Physically, the market structure appears more organized, supporting facilities are more complete, and the overall appearance is more modern than before. However, there are still complaints from several traders regarding kiosk sizes, which are deemed smaller than before, as well as zoning implementations that are considered inconsistent with established trading patterns.

The Bekasi Regency Trade Office, as part of the Monitoring and Evaluation Team (Timonev), carries out limited oversight of the project's implementation. The Trade Office tries to ensure that existing traders receive their rights to return and secure appropriate trading spaces. However, the absence of the Regional-Owned Goods Team (BMD Team) or BOT Team, which should coordinate asset management and oversight, has weakened and limited the effectiveness of this supervision.

In terms of administrative and financial performance, it was found that PT Cipako had not fully met its obligations. Several facilities under the company's responsibility,

such as five damper units, one loader unit, and a 1,000 square meter area for waste management, had not yet been realized. Additionally, the annual contribution of IDR 4 billion, which should be part of PAD, had not been paid on time. This indicates weak contract enforcement and a lack of government firmness in collecting obligations from the private party.

The evaluation also noted delays in the construction process. The project was initially targeted for completion within a specific timeframe, but its realization was behind schedule. This delay directly impacted traders, who had to wait longer before resuming normal business activities. Moreover, the absence of an effective periodic evaluation mechanism from the local government made it difficult to respond to emerging problems during the implementation phase.

Correcting Deviations

Deviations in the implementation of the Pasar Induk Cibitung revitalization project are issues that must be promptly addressed by the local government. One of the most prominent deviations was the inconsistency in the kiosk payment mechanism for traders. Initially, payments were to be made through a banking system but were later switched to a cooperative without open socialization or local government involvement. This change caused confusion and mistrust among traders regarding the legality and validity of the payment process.

In addition, delays in construction and contribution payments from the investor also represent deviations from the standards set in the agreement. The slow construction progress not only hinders the return of market activities but also potentially causes social and economic losses for the traders. The unpaid annual contribution also reflects weak contract enforcement and lack of sanctions for private parties violating agreements.

One factor contributing to these deviations is the absence of a BOT Team or Regional Owned Goods Team, which should play a central role in overseeing, recording, and controlling the use of public assets. Without this team, the supervision structure becomes imbalanced and lacks authority. In this situation, the Trade Office can only perform limited monitoring, especially regarding operations and traders' rights, without having the capacity to take firm action against the partner company.

The Bekasi Regency Government needs to take concrete steps to address these deviations. The formation of a BOT Team must be expedited to ensure systematic and professional oversight. Additionally, there needs to be a regulation that redefines the payment mechanisms, contribution reporting, and sanctions for non-compliance by private parties. The Trade Office also needs to be more actively involved in the supervisory structure to guarantee the sustainability of small businesses within the revitalized market. As stated by Wanyama and Eyamu (2021) emphasize that effective supervision is critical in ensuring that outcomes align with established goals and objectives, which is central to the success of organizational or academic tasks.

CONCLUSION

This study underscores the critical role of inter-agency coordination in the supervision of public asset management through partnership schemes, as evidenced by the revitalization project of Pasar Induk Cibitung. Although the Department of Trade is

not the primary supervisory body, its active participation in the coordination team demonstrates the broader need for inclusive oversight mechanisms particularly to protect small-scale traders who are directly impacted by such large scale infrastructure projects.

The absence of a formal and consistent supervisory body, such as the BGS (Build, Operate, and Transfer) Team combined with the private partner's failure to meet its contractual obligations, reveals governance shortcomings that can jeopardize the intended benefits of public-private partnerships. These weaknesses underline the necessity of not only setting clear standards but also enforcing them through continuous performance evaluation and transparent reporting.

From a practical perspective, this study contributes to a deeper understanding of how sustainable infrastructure development must be supported not only by technical and physical improvements but also by strong institutional oversight that prioritizes public accountability and equity. In this context, it becomes essential to institutionalize the role of stakeholders especially those representing affected communities through clearly defined supervisory mandates and legally binding mechanisms.

Furthermore, this study recommends the establishment of a multi-stakeholder supervisory team with legal authority to oversee compliance throughout the project lifecycle, ensuring that the responsibilities of each agency are well-defined and effectively coordinated. This should include the integration of trader representatives into monitoring structures to reinforce bottom-up accountability and responsiveness to grassroots concerns. Local governments are also encouraged to develop regional regulations mandating periodic performance audits for infrastructure projects involving public-private partnerships, to maintain alignment between contractual outcomes and community needs.

These insights offer a valuable policy reference for similar revitalization initiatives across other regions, where stronger governance and inclusive supervision can enhance the success and social impact of public private infrastructure cooperation. The case of Pasar Induk Cibitung thus provides a meaningful lesson in ensuring that development is not only ambitious in scope but also accountable in execution..

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