

Policy Implementation for the Arrangement and Management of MSME Traders in the Coastal Area of Tanjungpinang City

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ABSTRACT

This article examines the implementation of policy on the arrangement and management of MSME traders in the coastal area of Tanjungpinang City, with a specific focus on Tepi Laut as a strategic public space, tourism icon, and local economic corridor. The main problem addressed in this study is the absence of an integrated management system that can balance trader livelihoods, spatial order, public comfort, coastal cleanliness, and tourism attractiveness. This study employed a qualitative descriptive approach using primary and secondary data collected through interviews, observation, policy documents, trader data, government reports, and relevant literature. The findings show that policy implementation remains constrained by weak spatial arrangement, fragmented institutional coordination, limited facility support, unclear trader-management mechanisms, and insufficient participatory involvement of MSME traders. The analysis also indicates that MSME trader arrangement should not be understood merely as a matter of control or relocation, but as a governance process that integrates economic empowerment, public-space management, tourism development, and environmental sustainability. The proposed integrated governance model emphasizes four main components: spatial integration, operational integration, participatory integration, and sustainability integration. This model is expected to help local government develop a more orderly, inclusive, competitive, and environmentally responsible system for managing coastal MSME traders. The study concludes that sustainable coastal MSME management in Tanjungpinang requires stronger coordination, clear zoning, trader participation, adequate infrastructure, and continuous monitoring to support both local economic growth and coastal tourism quality.

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Introduction

The implementation of policies for arranging and managing MSME traders in the coastal area of Tanjungpinang City is a strategic issue within public administration, urban governance, and local economic development. Coastal public spaces such as Tepi Laut Tanjungpinang are not only physical spaces for tourism and public recreation, but also socio-economic arenas where informal and semi-formal traders seek livelihoods, interact with visitors, and contribute to local economic circulation. However, without clear spatial

arrangement, licensing control, institutional coordination, and trader participation, the presence of MSME traders can create problems related to public order, spatial congestion, environmental cleanliness, visitor comfort, and the decline of waterfront aesthetics. Therefore, this article positions the issue of coastal MSME trader management as a policy implementation problem that requires a balance between economic inclusion, spatial order, and sustainable public-space governance (Rahayu et al., 2025; Zhou et al., 2025; Li et al., 2022).

In the context of Tanjungpinang, MSME traders in coastal areas are important economic actors because they support daily livelihoods, expand informal employment, and strengthen the attractiveness of urban tourism spaces. Their existence is closely linked to the dynamics of local trade, culinary activity, waterfront visitation, and the broader structure of small-scale entrepreneurship in Indonesian cities. Recent studies show that MSME distribution is strongly influenced by accessibility, infrastructure, digital connectivity, consumer concentration, and the spatial configuration of urban activity centers. This means that the concentration of traders in Tepi Laut Tanjungpinang should not be seen merely as a disturbance to urban order, but as a manifestation of local economic adaptation that needs to be governed through fair, inclusive, and spatially sensitive policy instruments (Widita et al., 2024; Miranda et al., 2025; Lee et al., 2025).

The coastal character of Tanjungpinang makes this issue more complex because the waterfront area functions simultaneously as an economic corridor, tourism icon, public space, and environmentally sensitive zone. Coastal tourism areas often face pressures from increasing visitor flows, commercial activities, infrastructure demands, waste generation, and competing interests among government, traders, tourists, and local communities. In such a context, policy implementation cannot rely only on administrative control or trader relocation; it must also consider how the waterfront is experienced by residents and visitors, how tourism governance is organized, and how destination management can maintain the balance between economic benefit and environmental quality. Thus, the arrangement of MSME traders in the coastal area must be understood as part of sustainable waterfront governance rather than a narrow technical issue of trader placement (Mejjad et al., 2022; Bichler, 2021; Reinhold et al., 2023).

The urgency of this study lies in the fact that many local policies fail not because the regulatory framework is absent, but because implementation is fragmented, poorly coordinated, and insufficiently responsive to field realities. In the management of MSME traders, policy implementation involves multiple actors, including local government agencies, enforcement units, trader groups, tourism stakeholders, nearby communities, and sometimes private-sector actors. Each actor has different interests, authority, resources, and perceptions of the coastal area. Therefore, the success of the policy depends on whether government institutions are able to build coordination, communicate policy standards clearly, allocate resources effectively, and create collaborative mechanisms that do not marginalize traders as policy targets. This makes collaborative governance and inter-

organizational implementation highly relevant for analyzing the Tanjungpinang case (Bianchi et al., 2021; Afandi et al., 2023; Masuda et al., 2022).

Another important aspect is the need to ensure that policy implementation does not only emphasize order, but also produces justice, participation, and environmental responsibility. If traders are arranged without consultation, the policy may generate resistance, reduce income opportunities, and weaken the legitimacy of local government. Conversely, if traders are left unmanaged, coastal public space may become congested, waste problems may increase, and the tourism image of Tanjungpinang may be negatively affected. Recent governance studies emphasize that stakeholder participation, public involvement, and horizontal coordination among local institutions are crucial for improving policy outcomes, especially in issues that involve public space, environmental quality, and community livelihoods. For this reason, the arrangement and management of MSME traders should be designed as a participatory policy process, not merely as a top-down administrative intervention (Newig et al., 2023; Vitálišová et al., 2021; Armstrong et al., 2023).

Field data in the research proposal show that the coastal trading area of Tanjungpinang has a concrete concentration of MSME traders in at least two major selling locations, namely Jalan Tanah Merah and Jalan Hang Tuah. This distribution indicates that the policy problem is not abstract, because the government must respond to actual trader density, location-based competition, visitor movement, and the need for clear spatial allocation. In this regard, the urgency of policy implementation is related not only to legal compliance, but also to the protection of livelihood security and the prevention of conflict over public space. Studies on street vending and informal trading show that vendors often occupy strategic urban spaces because such locations provide access to consumers, mobility, and survival opportunities, while at the same time creating governance challenges for public authorities (Haque, 2025; Fourie et al., 2024; Nogueira, 2022).

Table 1. Number of MSME Traders in the Coastal Area of Tanjungpinang City by Selling Location

No.	Selling Location	Number of Traders
1	Jalan Tanah Merah	148
2	Jalan Hang Tuah	90
	Total	258

Source: Dinas Perdagangan dan Perindustrian Kota Tanjungpinang, 2025

Based on the issue and urgency described above, this article offers an implementation-oriented approach that examines how the policy for arranging and managing MSME traders is translated into action in the coastal area of Tanjungpinang City. The discussion focuses on policy standards, institutional coordination, available resources, implementer commitment, trader response, and the socio-economic and environmental conditions surrounding the policy. This approach is important because implementation studies increasingly emphasize that policy success depends on institutional capacity, policy

integration, stakeholder perception, and the ability of local governments to adapt general regulations to specific territorial conditions. Therefore, this article seeks to contribute scientifically by connecting policy implementation theory with the empirical reality of MSME trader governance in a coastal urban setting (Breuer et al., 2023; Domorenok et al., 2021; Perlaviciute et al., 2025).

The originality of this article lies in its focus on the intersection between coastal public-space governance, MSME trader management, and policy implementation in Tanjungpinang City. Previous studies have generally discussed street vending, informal economic activity, public-space conflict, or tourism governance separately, while this article integrates these dimensions into a single analytical framework centered on the implementation of local policy. By examining the arrangement and management of MSME traders in Tepi Laut Tanjungpinang, the article is expected to provide both theoretical and practical contributions: theoretically, it enriches public administration studies on policy implementation in coastal urban areas; practically, it offers policy insights for local government in designing trader management that is orderly, participatory, economically supportive, and environmentally sustainable.

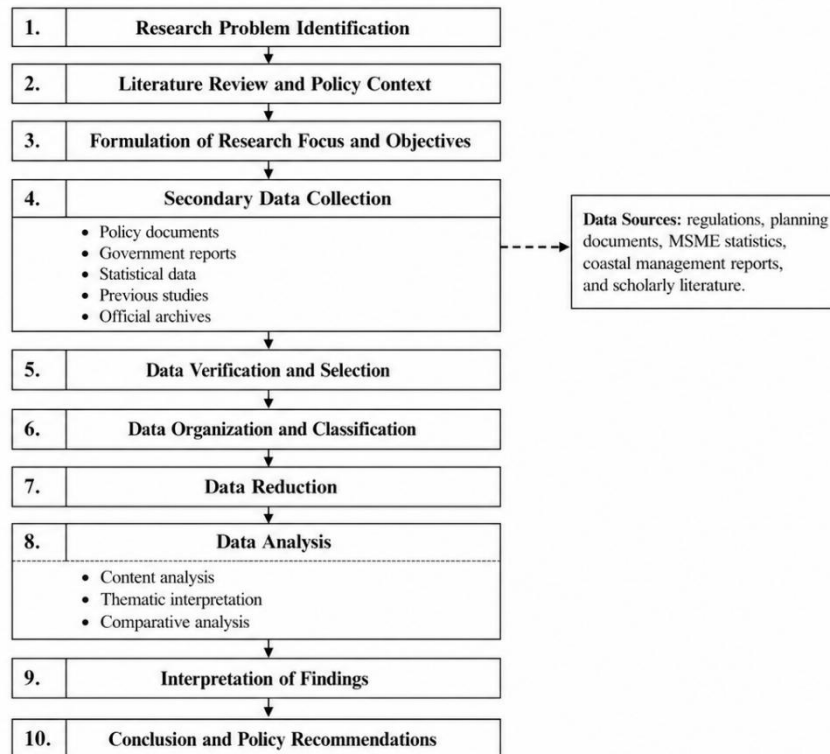
Method

This study employed a qualitative descriptive design to examine the implementation of policy on the arrangement and management of MSME traders in the coastal area of Tanjungpinang City, with Tepi Laut Tanjungpinang serving as the primary research location. The qualitative approach was selected because the study seeks to understand policy implementation as a contextual, institutional, and social process involving government actors, traders, and relevant stakeholders. The object of the study is the policy of arranging and managing MSME traders, while the research focus is directed toward the extent to which the policy contributes to spatial order, economic development, tourism value, and community welfare in the coastal area of Tanjungpinang. The research framework also follows the six implementation dimensions of Van Meter and Van Horn, namely policy standards and objectives, resources, inter-organizational relations, characteristics of implementing agencies, socio-economic and political conditions, and implementer disposition (Creswell & Creswell, 2023; Yin, 2018).

Data were collected through primary and secondary sources. Primary data were obtained through in-depth interviews with relevant government officials, field officers, MSME traders, community figures, academics, and other stakeholders, supported by direct observation of trading activities, spatial arrangement, interaction between traders and authorities, and the practical effects of policy implementation in the Tepi Laut area. Secondary data were collected from policy documents, local regulations, mayoral or regional government documents, evaluation reports, MSME data, coastal zoning maps, statistical reports, media reports, and previous studies related to MSME trader management and coastal public-space governance. Data analysis was conducted through qualitative procedures

involving data reduction, data display, thematic categorization, interpretation, and conclusion drawing to identify implementation patterns, institutional constraints, trader responses, and policy impacts (Miles et al., 2020; Braun & Clarke, 2021).

Figure 1. Secondary Data-Based Research Method Process and Data Analysis Flow



Source: Author, 2026

The research procedure was carried out systematically by first identifying the policy problem, mapping relevant actors, collecting primary and secondary data, classifying data based on the dimensions of policy implementation, and analyzing the relationship between policy objectives and field realities. Secondary data were used to strengthen the empirical context, verify interview and observation findings, and provide documentary evidence regarding regulations, trader distribution, spatial planning, and institutional responsibilities. The validity of the findings was maintained through source triangulation, comparison between interview results and documentary data, and repeated interpretation of field evidence to ensure that the conclusions were consistent with the research objectives. Through this procedure, the methodology provides a clear basis for explaining how the policy for arranging and managing MSME traders is implemented, what factors support or hinder its implementation, and how the policy affects economic, social, spatial, and environmental conditions in the coastal area of Tanjungpinang City.

Results and Discussion

1. Policy Implementation and Spatial Arrangement of MSME Traders in the Coastal Area

The results of the secondary-data analysis show that the implementation of policy on the arrangement and management of MSME traders in the coastal area of Tanjungpinang City is closely related to the use of Tepi Laut as an economic, tourism, and public-space corridor. The research proposal identifies Tepi Laut Tanjungpinang as an urban coastal area connected with tourism landmarks, public movement, and small-scale trading activities, while also noting that the growth of MSME traders has not been followed by adequate spatial organization and management mechanisms. This condition indicates that the policy problem is not merely the presence of traders, but the absence of a consistent spatial system capable of balancing livelihood needs, public order, visitor comfort, and waterfront aesthetics (Think et al., 2025; Peimani & Kamalipour, 2024).

The implementation gap is visible in the way trading activities occupy strategic coastal spaces without a fully integrated arrangement of location, circulation, facilities, licensing, and supervision. In policy terms, the arrangement of MSME traders should be understood as a process of translating regulatory objectives into practical spatial order, but the findings suggest that this process still faces constraints in enforcement consistency and field-level adaptation. When spatial regulation is applied unevenly, traders may interpret policy as a restrictive instrument rather than as a mechanism for improving business certainty and public-space quality (Pulliat, 2024; Addi, 2024).

The concentration of MSME traders in Tepi Laut also demonstrates that coastal trading spaces emerge because of economic opportunity, visitor concentration, accessibility, and the symbolic value of the waterfront as a city icon. Therefore, relocation or control-oriented policy alone is insufficient if it is not supported by formalized zones, infrastructure, sanitation facilities, circulation routes, and trader participation. A more adaptive policy approach is needed because street-vending and informal-trading spaces often operate through negotiation between formal rules and informal survival strategies.

The analysis also indicates that the spatial arrangement of MSME traders should be connected to the broader function of Tepi Laut as a tourism and public-recreation area. If trading activities are not organized, they may reduce visual quality, obstruct pedestrian movement, increase waste accumulation, and weaken the image of the coastal area as a tourism icon. However, if traders are managed through inclusive zoning and facility provision, their presence can strengthen local identity, provide affordable consumption spaces, and support the social vitality of the waterfront.

The available data in the research proposal show that MSME traders are concentrated in two main selling locations, namely Jalan Tanah Merah with 148 traders and Jalan Hang Tuah with 90 traders, producing a total of 258 traders. This number illustrates the scale of the management challenge faced by the local government because the policy must respond

not only to trader placement, but also to operational control, competition among similar businesses, cleanliness, visitor comfort, and the need for a clear managing institution.

Table 2. Spatial Arrangement Findings of MSME Traders in the Coastal Area of Tanjungpinang City

Aspect Analyzed	Empirical Indication	Policy Implication
Trader concentration	MSME traders are concentrated in Jalan Tanah Merah and Jalan Hang Tuah	Requires location-based zoning and trader mapping
Spatial order	Traders are not fully arranged in an integrated spatial system	Requires designated selling zones and circulation control
Public-space function	Tepi Laut functions as a tourism icon, public space, and economic corridor	Requires balance between trading activity and waterfront aesthetics
Operational management	Trader management is not yet supported by a clear one-door mechanism	Requires integrated institutional coordination
Environmental concern	Waste, cleanliness, and visual disorder affect coastal attractiveness	Requires sanitation, waste control, and environmental supervision

Source: Processed from the research proposal data and secondary analysis.

Based on the table, the policy implementation process should prioritize the development of clear selling zones, trader identity registration, business-type classification, and operational rules that can be understood by traders and enforced consistently by the government. Spatial arrangement should not be interpreted as removing traders from public space, but as reorganizing them into a more orderly system that protects business continuity while restoring the tourism and environmental function of the waterfront.

2. Institutional Coordination and Policy Management Mechanism

The results show that institutional coordination is a central factor in the implementation of MSME trader arrangement policy in Tanjungpinang’s coastal area. The management of traders involves more than one local government unit because it intersects with trade affairs, tourism development, public order, spatial planning, environmental management, and community relations. Without a clear coordination mechanism, each institution may work based on its own authority, resulting in fragmented action, overlapping responsibilities, weak supervision, and inconsistent communication with traders.

The policy problem becomes more complex because Tepi Laut is not only an economic site but also a public and tourism space. Therefore, the implementing agencies must possess sufficient analytical, organizational, and collaborative capacity to identify trader needs, map spatial problems, coordinate enforcement, and provide practical solutions in the field. Institutional capacity is especially important because a policy may already have a regulatory basis, yet still fail when the implementing apparatus lacks resources, data, operational procedures, or shared institutional commitment.

The findings also indicate that the management of MSME traders requires a collaborative governance approach involving government agencies, trader groups, local communities, tourism actors, and possibly private-sector partners. Collaboration is needed because the arrangement of traders directly affects livelihoods, public comfort, tourism attractiveness, and coastal environmental quality. A purely top-down model may produce temporary order, but it may also generate resistance when traders feel excluded from the decision-making process or when relocation threatens their access to customers.

From the perspective of implementation management, trader participation should be institutionalized through regular dialogue, consultation forums, complaint mechanisms, and joint monitoring. Such participatory mechanisms can help local government understand the practical realities of traders, including peak selling hours, types of products, storage needs, access to water and electricity, and waste-management constraints. Participation also strengthens policy legitimacy because traders are more likely to comply when rules are explained transparently and negotiated through a fair process (Uster, 2025; Cho, 2025).

The secondary-data findings suggest that the absence of a single integrated management channel may contribute to unclear trader placement, weak enforcement, and competition among traders over strategic locations. A one-door management mechanism is therefore necessary to connect registration, zoning, facility allocation, cleanliness obligations, monitoring, and sanction procedures. This mechanism does not have to eliminate the role of existing agencies, but it should integrate their functions under a coordinated policy-management structure. (McNaught, 2024; Kim, 2023).

Table 3. Institutional Coordination Matrix for MSME Trader Management in Tepi Laut Tanjungpinang

Actor/Institution	Main Function	Implementation Gap	Recommended Coordination Mechanism
Trade and Industry Office	Trader data, business guidance, market management	Trader data may not be fully integrated with spatial control	Integrated trader registration and business-type mapping
Tourism Office	Destination image, visitor comfort, tourism events	Tourism events may increase trader concentration without long-term arrangement	Joint event-based trader management plan
Public Order Agency	Enforcement of public order and local regulations	Enforcement may be perceived as restrictive if not preceded by dialogue	Persuasive enforcement and staged compliance mechanism
Spatial Planning Agency	Zoning and public-space utilization	Selling points may not fully follow spatial allocation	Coastal micro-zoning for MSME activity

Actor/Institution	Main Function	Implementation Gap	Recommended Coordination Mechanism
Environmental Agency	Cleanliness, waste control, environmental quality	Waste management may not be integrated with trader operations	Waste-management obligation and facility provision
Trader Groups	Compliance, self-organization, communication	Limited bargaining position and participation	Trader forum and co-management agreement
Community and Visitors	Public-space users and tourism consumers	Comfort and accessibility may be disrupted	Public feedback and visitor-comfort monitoring

Source: Processed from secondary analysis.

The table shows that policy implementation requires an institutional arrangement that connects authority, responsibility, and field operations. The most relevant management direction is not merely enforcement, but co-management, where the government provides rules and infrastructure while traders participate in maintaining order, cleanliness, and operational discipline. This approach can reduce conflict, improve compliance, and strengthen the sustainability of MSME activities in the coastal area.

3. Economic, Social, and Tourism Implications of MSME Trader Arrangement

The implementation of MSME trader arrangement policy has direct economic implications because traders in Tepi Laut operate in a strategic location with strong consumer flow, tourism appeal, and public accessibility. The findings indicate that the coastal area provides livelihood opportunities for local residents, but these opportunities must be supported by clear management so that economic benefits do not create spatial disorder. MSME development in Indonesia is increasingly shaped by innovation, entrepreneurship, and market adaptation, which means local policy should help traders improve business quality rather than merely regulate their physical presence.

A better arrangement policy may improve economic certainty for traders by clarifying selling locations, reducing conflict over strategic spots, and creating a more predictable business environment. When traders know where they may operate, what rules they must follow, and what facilities are available, they can plan their business more effectively. In this context, spatial arrangement should be linked to broader MSME strengthening, including licensing assistance, digital payment adoption, product development, and access to business training (Trinugroho et al., 2022; Affandi et al., 2024).

The social implication of the policy is reflected in the relationship between traders, visitors, local communities, and government officers. If traders are placed without considering social interaction patterns, policy may produce tension, especially when some traders feel disadvantaged by zoning decisions or unequal access to consumers. Conversely, a fair and transparent arrangement can reduce jealousy among traders, minimize informal

claims over public space, and create a more orderly environment for both sellers and buyers. (Zuhroh et al., 2025; Kurniasari, 2025).

The tourism implication is equally important because Tepi Laut Tanjungpinang functions as a visual and symbolic gateway to the city. MSME traders can strengthen tourism attractiveness by offering local food, souvenirs, services, and cultural experiences, but uncontrolled trading activity may reduce aesthetic quality and visitor comfort. Therefore, the policy should position traders as part of the tourism ecosystem, not as external disturbances, by integrating them into waterfront branding, event management, and local economic promotion (Lestari et al., 2024; Irjayanti et al., 2024).

Environmental implications emerge from the relationship between trading intensity, waste generation, cleanliness, and coastal visual quality. The research proposal notes that unmanaged trading activities may contribute to reduced cleanliness and weakened waterfront aesthetics, which means environmental discipline should become part of trader management. This can be done through waste sorting, shared cleaning schedules, trader obligations, provision of bins, and supervision during high-visitor periods. The policy should not only answer where traders may sell, but also how they can become more competitive, how the waterfront remains clean and comfortable, and how the local government can ensure that the coastal economy grows without reducing public value.

4. Toward an Integrated Governance Model for Sustainable Coastal MSME Management

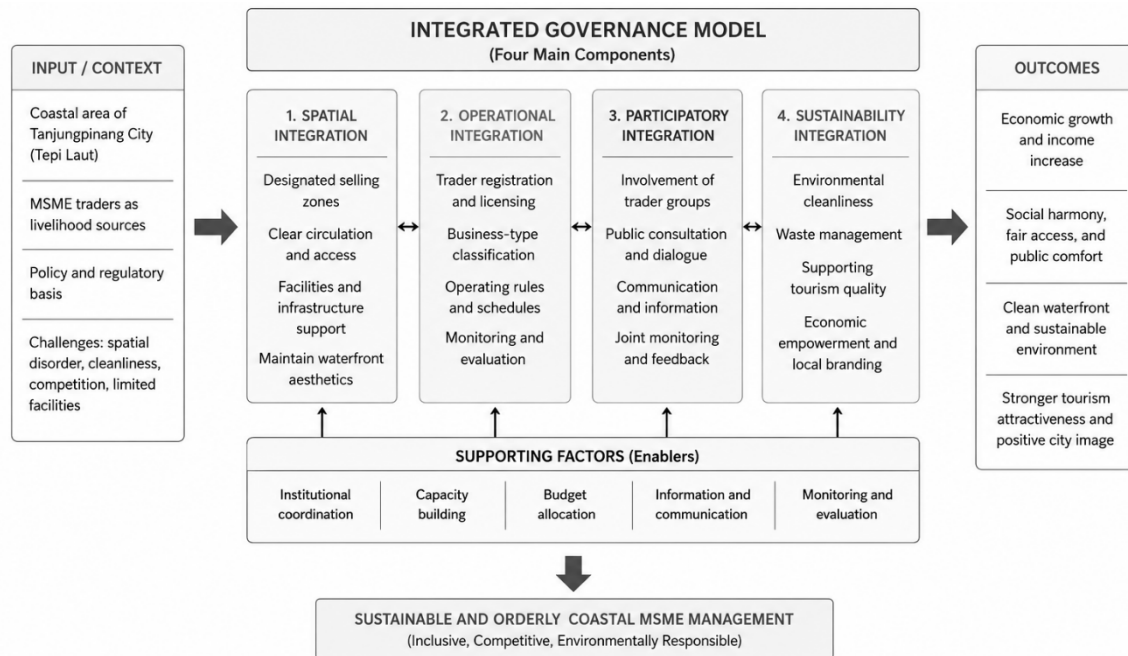
The discussion of findings indicates that the arrangement and management of MSME traders in Tanjungpinang's coastal area should be directed toward an integrated governance model. This model must combine spatial planning, trader empowerment, institutional coordination, tourism management, and coastal environmental protection. Coastal tourism areas are vulnerable to pressure when economic activities grow without adequate management, so MSME policy should be treated as part of coastal sustainability rather than a narrow administrative matter.

The first component of the model is spatial integration, which requires the designation of legal and functional selling zones based on pedestrian circulation, visitor concentration, safety, sanitation access, and waterfront aesthetics. Spatial integration can prevent scattered selling patterns and create a more organized relationship between traders, public facilities, tourism landmarks, and coastal open space. This approach is relevant because urban waterfronts are increasingly understood as socio-ecological spaces that require planning models capable of balancing economic activity, public access, and environmental resilience (Marzio et al., 2025; Yu et al., 2025).

The second component is operational integration, which includes trader registration, licensing support, business-type classification, facility allocation, sanitation obligations, operating hours, and monitoring procedures. Operational integration is necessary because unmanaged trading activity may become unstable, mobile, and difficult to supervise, especially when traders move according to visitor crowds. A clear operational system can

reduce uncertainty while helping traders comply with rules without losing their livelihood opportunities (Huebner, 2025; Louarn et al., 2025).

Figure 2. Integrated Governance Model for Sustainable Coastal MSME Trader Management in Tanjungpinang City



Source: Author, 2026

The third component is participatory integration, which means that traders and affected stakeholders should be involved in policy communication, planning, implementation, and evaluation. Participation is important because coastal governance often involves unequal power relations between government, economic actors, communities, and resource users. When participation is weak, policy may appear legitimate administratively but fail socially because target groups do not feel represented in the implementation process (Das et al., 2024; Al Mahrizi et al., 2024).

The fourth component is sustainability integration, which links trader management with destination quality, coastal cleanliness, waste control, and long-term tourism resilience. Tanjungpinang’s waterfront cannot be treated only as a place for commercial activity because it also carries cultural, environmental, and symbolic value for the city. Therefore, the governance model should place MSME traders within a sustainable tourism framework where economic growth, social order, and environmental quality are managed simultaneously.

The proposed model emphasizes that successful implementation depends on the ability of local government to move from fragmented control toward coordinated, participatory, and adaptive governance. This means establishing clear zones, creating a one-door management mechanism, involving trader groups, improving facilities, strengthening

environmental supervision, and evaluating policy outcomes periodically. Through this integrated model, MSME traders can remain part of the coastal economy while Tepi Laut Tanjungpinang is maintained as an orderly, attractive, and sustainable public-tourism space.

Conclusion

The implementation of policy on the arrangement and management of MSME traders in the coastal area of Tanjungpinang City shows that the policy has not yet been fully implemented in an integrated and systematic manner. The main objective of arranging MSME traders in Tepi Laut Tanjungpinang can be achieved if the local government strengthens spatial zoning, trader registration, licensing support, facility provision, and routine supervision. Therefore, the implementation of this policy should not only focus on controlling traders, but also on creating a fair and orderly trading system that supports public-space management, coastal tourism, and local economic activity.

The policy also has important implications for economic, social, and environmental conditions in the coastal area. Proper management of MSME traders can increase business certainty, reduce conflict among traders, improve visitor comfort, and maintain the image of Tepi Laut Tanjungpinang as an important tourism icon. However, these objectives require stronger coordination among government agencies, trader groups, communities, tourism actors, and law enforcement institutions.

Based on these conclusions, the arrangement and management of coastal MSME traders should be directed toward an integrated governance model that combines spatial, operational, participatory, and sustainability dimensions. The local government needs to establish a clear management mechanism, provide adequate infrastructure, improve communication with traders, and conduct continuous monitoring and evaluation. Through this approach, Tanjungpinang City can develop a coastal MSME management system that is orderly, inclusive, economically productive, environmentally responsible, and supportive of sustainable tourism development.

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