

# Traditional Markets Community Empowerment Model in Good Governance Approach

## (Studies of the Bunder Market Merchants Empowerment in Healthy Markets Program in Sragen Regency of Indonesia)

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### Abstract

This research on model of traditional markets community empowerment in good governance approach of Bunder Healthy Market Program in Sragen City is aimed to analyze, interpret and describe several objectives, which are: 1). the implementation of a Healthy Market Program; 2). the role of local government, private, and market community through Healthy Markets Program; and 3). develop an alternative model of market community empowerment in good governance perspective. This study used qualitative research method in which data were collected through observations, in-depth interviews, documentation and focused group discussion techniques. Qualitative data analysis was chosen as the technique of data analysis. The Bunder Market Community Empowerment Program is a partnership program among the three parties namely: Sragen Regency Local Government, private sector which was Yayasan Danamon Peduli (YDP) through its CSR, and the merchants of Bunder traditional market community by participating in the program. The findings showed that the process of market community empowerment through Healthy Market Program has been established successfully in governance perspective. It can be witnessed from the habitual changes of the market community, with in particular, has been heading toward health behaviors such as hygienic awareness and waste management.

**Keywords:** community empowerment, governance, healthy market.

### 1. Background Issues

The traditional market has been playing very important role in meeting societal needs, especially for the middle and lower classes of society. The majority of Indonesian people obtain their food stocks and other daily needs from traditional markets. Yet, traditional markets management, in general, are not geared to a healthy environment. It makes traditional markets growth in alarming disappointments. Traditional markets are often considered to be synonymous with a dirty, foul smelling, muddy, eventually becoming rundown, chaotic, and be as a breeding place for animal transmitters such as cockroaches, flies and mice. Traditional markets even had become an uncomfortable and unsafe to visit. The findings of several studies on traditional markets showed a decline in revenue of its merchants because consumers prefer to shop for their needs in retail or modern markets. For the 12.5 million merchants whose livelihoods are depended on traditional markets, the lack of specific attention to these conditions can threaten their livelihoods (<http://danamonpeduli.or.id/program/pasar-sejahtera/> (accessed on 20<sup>th</sup> Juli, 2012).

Market is a leading unit for entrepreneurs (especially Small and Middle Entrepreneurs, SME) and merchants to perform important contributions to the local economy, as well as an important part of the supply chain and logistics systems nationwide. Therefore, the continuous improvement of the quality of market and access to financing to market merchants will contribute to increase efficiency and national competitiveness. Therefore, the commitment and active participation of all stakeholders is needed in developing a healthy market. In the Decree of the Minister of Health of Indonesia No.519/2008 on Healthy Market Implementation Guidelines, the objective is to realize the market that is clean, safe, comfortable and healthy. In this line of duty, empowerment interventions are strongly required. Empowerment process should be set forth in a clear program of action accompanied by steps of empowering. Empowerment, especially economic empowerment, is meant to increase the degree of people's lives, well-being and balance in many facets of life.

To empower the traditional market community, it requires good governance approach for it involves several parties. Governance refers to the notion that power is no longer solely owned or becoming government affairs. Governance emphasizes the implementation of governing functions jointly by parties not only the government but also other institutions such as private (e.g. NGOs, private company) as well as citizens or community. Although the governance perspective implies the reduction in government's role(s) but the government as an institution cannot be left alone. Governance reform of public service delivery and development should be directed towards the development of governing rather than government. Having regards to the above conception, the government must be able to interact in harmony with civil society and private forces as consequences of

using governance approach. Best practices of governance are called good governance. World Bank defines good governance as organizing a responsible and solid development management in line with democratic principles and efficient markets, avoidance of incorrect allocation of investment funds, and the prevention of corruption both politically and administratively, run budgetary discipline and the creation of a legal and political framework for the growth of business activity (Mardiasmo, 2002:24).

Up until now, it is commonly witnessed that the dominance of the role of empowerment activities were undertaken by local governments by using the annual limited local budget. The local government acted in a central position both in planning and executing empowerment program(s). Therefore it is need the involvement of other parties in the activities of the traditional markets community empowerment. This paper tried to examine how traditional markets community empowerment through Healthy Markets Program was carried out in Sragen Regency; who was involved in the empowerment program; and what the most appropriate model of empowerment for traditional markets community empowerment in realizing a healthy market is.

## 2. Literature Review

By Minister of Trade Regulation No. 53 of 2008 on Guidelines for Planning and Development of Traditional Markets, Shopping Centers and Modern Stores, what is referred to as Traditional Market is: "a market which is built and managed by the Government, Local Government, Private, State-Owned Enterprises and Local-Owned Enterprises including cooperation with the private sector by providing business places such as shops, kiosks, stalls and tents owned/managed by small and medium merchants, non-government or cooperatives with small scale and small capital businesses where the process of buying and selling merchandise through bargaining. In addition, a healthy market, according to the Ministry of Health Decree No. 519 of 2008 on Guidelines for the Implementation of the Healthy Markets, is: "a clean, comfortable, safe and healthy market conditions through the cooperation of all stakeholders involved in providing safe and nutritious food for the community." The general goal of a healthy market itself is: the realization of the market which is clean, safe, comfortable, and healthy through the market community self-reliance. While the specific goals are:

1. Availability of markets with infrastructure that meets the health requirements;
2. The implementation of the manageable and sustainable markets; and
3. Clean, healthy and hygienic behaviors of merchants, managers and visitors/customers.

In this Decree, it is stated 6 (six) aspects of a market considered healthy, namely: 1) location liability; 2) spaces and buildings sanitation; 3) clean and healthy behavior; 4) security; 5) leisure; 6 ) other facilities provision. The purpose of market empowerment through healthy market program is the market establishment with the qualified health infrastructure, the implementation of market management that meets the requirements of health and sustainability, the realization of clean, healthy and hygienic behavioral from merchants, managers and visitors/customers.

Community empowerment approach is one of the alternative form of development that requires people be self-sufficient in meeting their needs. Community empowerment is actually referring to the word derived from English; 'power' which is defined as strength to act. Empowerment is an attempt to actualize the potential of the community. The concept of community empowerment includes the notion of community development, community-based development, and community driven development (Randy & Riant, 2007: 74-75). Empowerment paradigm emerged as a true answer to the unresolved gaps especially between the rural, remote and backward areas. According to Dahl (1973: 50), empowerment means giving power to influence or control. Humans as individuals and groups are entitled to participate to social decisions that involve their community.

Slightly different notion, expressed by Nadir (2009: 1-2), said that empowerment devised as "mentoring", so then the term is understood as: "The process of self-change in a participatory society to prosperity and independence". Empowerment objective is to develop rural community participation, the development of attitudes, the enhancement of knowledge and skills to be able to improve the well-being and independence." In this sense and principle, there are two important things that contain, at least, two dimensions, namely participation and independence.

1. Participation here is meant as community participation in which activities ranging from planning, implementation, monitoring and evaluation. Participation is categorized into two folds; *first*, passive participation in which people are only passively involved in the implementation phase of the program, and *second*, active participation in which people are actively involved in every stage of the program.
2. Self-reliance (independence):
  - a. Economic independence, marked by the ability to survive in difficult economic conditions and the ability to maintain a good level of economic conditions even to increase it; and
  - b. Intellectual independence, the capability to build the autonomous knowledge base by the communities to avoid the forms of ability domination.

Furthermore, Randy and Riant (2007: 117) added that empowerment is a thorough process, which is an active

process between motivator, facilitator, and community groups needed to be empowered by enhancing knowledge, skills, various facilities and opportunities to equally gain access on resources system in improving the welfare of society. In another word, empowerment should include enabling, empowering, protecting, supporting and foresting process within. Empowerment is also determined by the staging of community empowerment. According to Prijono and Vidyandika, (1996: 2), there are three stages of the process of community empowerment, namely: *firstly*, the initiation stage, whereas the empowerment at this stage comes from and by the government's initiatives, and for the people; *secondly*, the participatory stage, whereas the empowerment comes together from the government and the community; *thirdly*, the emancipation stage, whereas the empowerment comes from the people, by the people and for the people as well as be supported by the government and society.

In addition, Mardikanto (2010: 323) stated that community empowerment can also be drawn by a well known model of CSR (Corporate Social Responsibility). In Indonesia, it is called as Partnership Program or known as Community Development Partnership Program (*Program Kemitraan-Bina Lingkungan*, PK-BL). The World Business Council for Sustainable Development (WBCSD in Hopkins, 2007: 25), also defined that:

" CSR is the continuing by business to behave ethically and contribute to economic development while improving the quality of life of the workforce and their families, as well as of the local community and society at large..."

Broader understanding of CSR was also presented by Farmer and Hogue (In: Wahyudi & Azheri, 2008: 35) as follow:

" Social Responsibility action by a corporation are action that, when judged by society in the future, are seen to have been maximum help in providing necessary amounts of desired goods and service at minimum financial and social cost, distributed as equitably as possible".

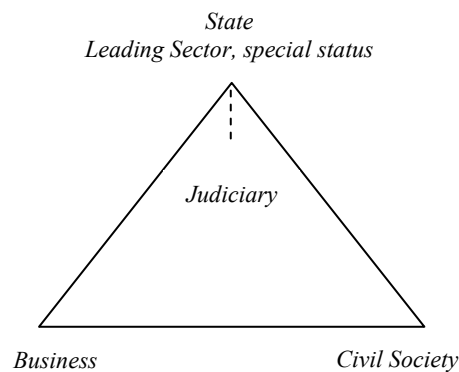
The implementation of CSR in Indonesian has been regulated in Law No. 40 of 2007 on Limited Liability Company. In this Law, especially in Article 74, CSR is defined:

" as the earnest efforts of the company to minimize negative impacts and maximize the positive impact of its operations in the realm of economic, social, and environmental, for all stakeholders, to achieve the goal of sustainable development."

Mulyadi (2003: 3) argued that there are some interests of a company to be engaged in CSR program(s). At least, there are three motives of the company's involvement in a CSR program, namely: 1) motive for maintaining the security of production facilities; 2) motive to abide employment contract and or regulation; and 3). moral motive to provide social services for local communities in where the company reside.

CSR itself is one of a kind of the governance practice. Eventually, the term governance is often associated with the concept of: power, state, regime, and government. Although governance is always associated with power, but in its development is no longer centered on the government, but begin to be shifted and distributed to among stakeholders, which are: Government, Private and Public (Community). Lately, the Government is no longer playing a single pivotal power role but gradually, together with Private and Public, is begin to play a partnership role. According to Kooiman (1994: 1-6), governance is: "a form or structure that emerged from the political and social system as a result of the interaction which is not only carried out by public actor but also by private actors whom together try to solve social problems or create opportunities, increase participation and put the normative basis for such activities."

As the term continues to be exploited, Good Governance, by UNDP is understood as the implementation of political authority, economic, and administrative management in the process of public affairs at various levels in the State. In the other hand, LAN (2000: 8) described good governance as the delivery of a solid and responsible governance as well as effective and efficient by keeping the synergy constructive interaction between domains: the State, the private and the society. The principles of good governance according to the UNDP (1997: 19) included: 1) participation); 2) rule of law; 3) transparency; 4) responsiveness; 5) consensus orientation; 6) equity; 7) effectiveness and efficiency; 8) accountability; and 9) strategic vision. Forms of interaction between state/government and the other actors for governance can be described, according to triangular model of Helu (1997: 2-4), as seen in Figure 1. Helu's triangular model in Figure 1 still puts the state (government) as the main actor who has a special status. The three actors are connected and have the same interests towards each other. Without it, the essence of governance has not been formed and the key to understanding governance is an understanding of the principles of good governance.



**Figure 1. Governance Model of Helu (1997)**

Community empowerment in good governance approach emphasize on partnership. Partnership is a synergistic cooperation between the various stakeholders that are mutually supportive and mutually strengthen each other 'live'. Wibisono (2007: 103) stated that there are three important principles in forming partnerships (tripartite partnership principle), namely: 1). the principle of awareness of the equity. In this principle, the relationship is not based on instead top down or bottom up approach, nor by power, but on a of mutual respect and trust relationship; 2). the principle of transparency. In this principle, It is necessary to avoid suspicion between partners; and 3). the principle of mutualism symbiosis. In this principle, the partnership must always be beneficial for all parties involved.

### 3. Materials and Methods

In studying the phenomenon in the field related to market community empowerment activities, this research used a qualitative approach. The research was done at Bunder traditional market in Sragen Regency during the last three trimesters (from April to November) of 2012. Data were collected by using observation, in-depth interviews, focus group discussions, and documentation Techniques. Data analysis techniques used was interactive analytical techniques (interactive models of analysis) which has three components: the data reduction, the data display, and conclusion drawing (Miles & Huberman, 1984). All needed materials were gathered either from Sragen Local Government as the public actor, Yayasan Danamon Peduli (YDP) as the private actor and Bunder Market merchants and customers as the society actor.

### 4. Results and Discussion: Community Empowerment in the Perspective of Good Governance

Related to healthy market program, it is started from the European Economic Community who concerned to the development of the health of civil society with the outbreaks of H5N1 bird flu virus in some countries such as Indonesia, India, Pakistan, Bangladesh, Thailand, Vietnam etc. The European Commission channeled their funds through the WHO (World Health Organization) and the cooperation with the Ministry of Health of the Republic of Indonesia since four years ago which aroused the idea of formation of a healthy market. it was then regulated by the Decree of Health Minister's Republic of Indonesia Number: 519/MENKES/SK/VI/2008. As the action followed the Decree, the establishment of pilot projects on traditional markets and healthy markets was carried out. Bunder traditional market of Sragen Regency, together with 9 other markets in 9 different districts/municipalities, was designated as a national pilot program of healthy market. Empowerment policies taken by Sragen local government in the implementation of healthy market program was done through a partnership mechanism involving three parties, namely the Sragen Local Government, (in this case was the Department of Commerce and the Department of Health of Sragen Regency as a leading sector), Yayasan Danamon Peduli (YDP) as the private actor and Bunder market merchants and customers as the community/society actor.

The program was aimed to revitalize Bunder traditional market into a healthy market. Department of Commerce of Sragen Regency built and rehabilitated the construction of Bunder market and its stalls in order to meet healthy market eligibility. In addition, the market is supported by other operational facilities such as managerial office, toilets at 6 points where each point has 4 units of toilet, markets financial office, security post; promotional space and space radioland. Department of Health of Sragen Regency did their parts in line of disseminating and educating about health and healthy living. With a helping hand from WHO, Department of Health of Sragen Regency assisted the provision of: 1). Cleanliness kits (garbage bins, 5 points sink with 3 faucets at each point), 2). Health coaching environmental sanitation (CLTS = Community Led Total Sanitation; MCK = Toilet and Wash Latrine; SPAL = Waste Water Sewer), 3). Control water quality, 4). Procure of Bunder

Market Medical Clinic, 5). Develop counseling and health promotion for managers, merchants and market visitors. 6). Develop environmental health surveillance including foodstuffs in order to create a healthy market and 7). Manage Radioland broadcast as a mean of providing education and health promotion.

The involvement of YDP in a healthy market program on Bunder market was as its CSR program. It was packaged in a prosperous market program by appointing "tofu and tempe stall and bandeng fish stall" as pilot stall. It was equipped with stall improvement, sanitary fittings (separate bins for organic and non-organic waste), water supply lines, and fund aid for radioland equipment, as well as training on healthy market. Beside physical assistances, empowerment programs provided by the Government and the YDP were also in the form of human resource capacity building through training and mentoring, for instance:

1. Training Program for Radioland healthy market Development (by YDP and the Department of Commerce. Participants: Bunder market managers and *paguyuban pasar* Bunder (Bunder market society);
2. Healthy Markets Management Training for stakeholders in Sragen. Participants: related Departments (Department of Commerce, BLH, DKK, Bappeda, Disnakkan), Bunder market managers, Bunder market merchants;
3. Health Markets Training for markets community with participatory methods. Participants: related Departments (Department of Commerce, Disnakkan, BLH, DPU, DinKes), Bunder market managers, Bunder market merchants;
4. Training of Hygiene Promotion and Sanitation Hygiene Practices including disinfection program of Wet Market. Participants: related Departments (Department of Commerce, Sanitarian, Disnakkan), Bunder market merchants, cleanliness officers and Bunder market janitors;
5. Community Markets Risk Management Activities using PHAST Method (Participatory Hygiene and Sanitation Transformation). Participants: related government authorities (Department of Commerce, Disnakkan, BLH, DPU, DinKes), Bunder market managers, Bunder market merchants;
6. Socialization of Prosperous Market Program in co-operation with YDP and the Department of Commerce. Participants: Bunder market managers; Bunder market merchants;
7. Fire Disaster Response Training. Participants: related Departments (Department of Trade, DPU and YDP). Participants: Bunder market managers; Bunder market merchants; and
8. Focus Group Discussion on Prosperous Market Program, the Department of Trade and YDP DP2D. Participants: Bunder market managers; Kader Prosperous Market; Bunder market merchants.

The markets community role, in this case Bunder market merchants, was limited to receiving empowerment program and to slightly changes in behavior (in terms of taking out the trash - whether not all of them can distinguish between organic and non-organic waste - not all merchants washed their hands at the sink). Especially for wet market merchants (e.g. fish, meat, chicken and tofu merchants), it has been much cleaner because there are channels for waste disposal. The impact of empowerment in terms of achieving independence, it seemed not yet to be realized. This was due to the nature of empowerment undertaken by the local government which was still in the initiation stage. At this stage, the empowerment came from the government, by and for the people. While the private sector (YDP) involved with their CSR programs as their 'moral motive to provide social services to local communities'.

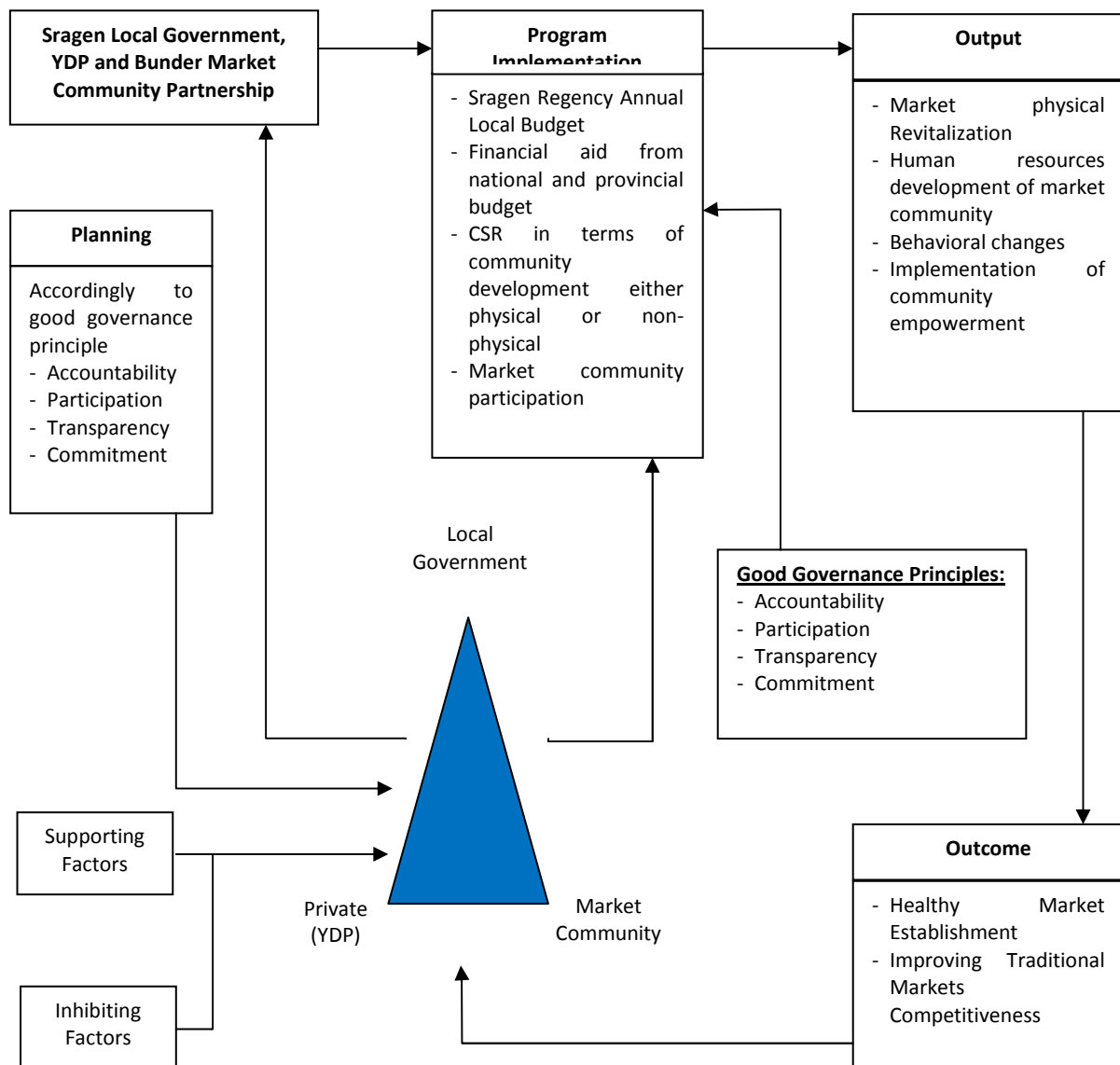
Bunder market merchant empowerment program seems yet not to use the principles of good governance. It is argued from all the empowerment programs that were planned and implemented by only the government and the YDP on their own without proper involvement of Bunder market community. This argumentation is assessed from the dimensions of good governance, as follows:

- a. Aspect of accountability. In one hand, empowerment done by the government through the revitalization of Bunder market still in initiation stage. It was facilitation role of the government, in terms of policy making and development administrator (organizing resource and providing technical assistance). In the other hand, YDP's CSR program was philanthropic in nature (infrastructure support, money, equipment) as well as in the form of capacity building (mentoring and training);
- b. Aspects of support and participation. The empowerment done by the government was as the support for physical development (e.g. buildings and other support facilities) and by YDP with its CSR program was as the company's participation in improving Bunder market merchants welfare by establishing healthy market;
- c. Aspects of responsiveness. The empowerment done by the government and YDP was as a response to the needs of Bunder market merchants to realize a healthy market and to make the traditional market more competitive;
- d. Aspect of transparency. Both Bunder market revitalization and YDP's CSR program whether in planning and budgeting did not involve any of Bunder market community. The society only just received its finished form, relief goods and services from government and YDF;
- e. Aspect of equality. Local government and YDP still put the community as beneficiaries, not as an equal footing partner; and

f. Aspects of commitment. YDP's CSR program was a firm commitment to participate as a corporate social environmental and social responsibility forms.

From the above description of the aspects, Bunder markets community empowerment with Healthy Market Program was not yet fully realized. There are several supporting and inhibiting factors to this. The supporting factors in the Bunder market empowerment by Healthy Markets Program include: 1). local government support, (both physical and non-physical revitalization and market merchant capacity building through mentoring and training; 2). YDP's commitment, in the form of CSR as a social responsibility for company environment within operational area; 3). Establishment of partnerships between government, YDP and market merchants. The inhibiting factors in the Bunder market empowerment by Healthy Markets Program are: 1). limited government funds which impact on revitalization program done gradually; 2). Low awareness from market community towards healthy behavior.

Implementation of empowerment must also continue to rely on the principles of good governance. Thus, it will produce the expected impact of empowerment. The impact of empowerment in this study is the realization of a healthy Bunder market and the increasing competitiveness of Bunder market as the traditional markets. In Figure 2 can be seen a proposed market community empowerment model in healthy market program.



**Figure 2. Model of Bunder Market Community Empowerment in Sragen Regency**

## 5. Concluding Remarks

Implementation of Bunder traditional market community empowerment of Sragen Regency through Healthy Market Program, which has been going on, seems to still show the dominance role of government and private actors, both in physical development and in market merchant capacity building. Role(s) of Bunder market society was only as an object of empowerment which receives program beneficiaries and as the result was a bit of a change in health behavior, particularly in the areas of cleanliness. The impact of empowerment has not fully reached on self-reliance so it was not been able to realize a healthy market and eventually be able to compete. This is caused by the process of empowerment that was not based on the principles of good governance, especially in the planning and implementing development programs which did not involve consultation with market traders as the third actor of governance. The lack of empowerment, in term of partnerships between actors especially with the Bunder market merchants, was not clearly visible from the role of market merchants. It was because they were positioned as the objects rather than the subjects of empowerment. The absence of an equal partnership between the three actors of governance led the empowerment program to not fully as expectations.

Creating empowerment is a shared responsibility of all three governance actors through balanced partnership mechanisms. Each activity of development programs need to be coordinated. The goals are to the occurrence of a synergistic process and to avoid any duplication and contradictions of the programs. Coordination and integration can be done between the local government and private actor as well as with the society. Thus the activity of empowerment occurs through a synergistic relationship between the local government, the private actor (YDP) and the market community in addition to the expected presence of the relevance between empowerment programs with the conditions, problems, needs and community resources. The results of this study suggested that in order to bring Bunder market into a healthy and prosperous market it is advised that: 1). counseling and health education is needed to be more intensely to increase awareness of market merchants; 2). socialization by market managers is strongly needed to introduce various existing facilities so that it can foster self-belonging and eventually can foster empowerment; 3). the shift of the empowerment program into participatory, using the principles of good governance, is ranging from planning and program implementation; and 4). Governments need to engage more equally with other governance actors both with private actor to channel their social responsibility and with traditional market community to empower themselves.

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