

# Public Participation in the Management of Traditional Markets from the Perspective of Local Governance: A Case Study of Panorama Market in Bengkulu City, Bengkulu Province

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## ABSTRACT

**Background:** Regional economic development necessitates a complex process involving various initiatives and collaboration between the government and the local community to enhance employment opportunities and community welfare. The COVID-19 pandemic has significantly impacted the trade sector, mainly traditional markets, which have experienced a decline in the number of traders and turnover. Traditional markets, which play a crucial role in the distribution of local products and the provision of employment, need help with management and must compete with modern shopping centers.

To sustain and enhance the competitiveness of traditional markets, professional management and revitalization are required, adhering to health, hygiene, and safety standards. Additionally, adaptation to digitalization is essential despite posing challenges in maintaining the traditional characteristics of these markets. Success in managing traditional markets necessitates active participation and collaboration between the central government, local government, the private sector, and the community. This reflects the concept of local governance, which involves multiple actors in addressing local issues.

**Research Methods:** This study employs a qualitative descriptive method to analyze public participation in managing traditional markets in Bengkulu City. Data were collected through in-depth interviews with stakeholders, including market traders, market managers, and local government officials. Direct observations were also conducted to understand the market management dynamics better. Data analysis was carried out thematically to identify patterns of participation and the factors influencing them. This approach allows the researcher to explore the experiences and perceptions of market participants and identify barriers and opportunities for enhancing public participation.

**Theoretical Review:** This research draws on the theories of public participation and local governance in managing traditional markets. Public participation involves the active engagement of the community in the decision-making processes that concern their interests. This theory emphasizes the importance of information openness, transparency, and commitment from all parties to achieve optimal outcomes.

Meanwhile, local governance refers to managing public resources by local governments involving various stakeholders such as the community, the private sector, and non-governmental organizations. This approach highlights the importance of collaboration and partnership in creating market management more responsive to community needs. By understanding and applying the principles of these two theories, it is expected that the management of traditional markets can be more effective and sustainable, especially in facing challenges such as the COVID-19 pandemic.

**Result and Discussion:** This study employs a descriptive research design with a qualitative approach. Data were collected through interviews, field notes, and other documents. This research aims to comprehensively and thoroughly understand the phenomenon of public participation in the management of Panorama Market in Bengkulu City from the perspective of local governance: the research procedures involved snowball and purposive sampling, triangulation of data collection, and inductive data analysis. In this study, the researcher was directly involved in the research setting through both field observations and social interactions with the research subjects. The qualitative method was chosen because the research problem still needs to be clearly defined, and sufficient data must still be provided. This method allows for a broader and deeper depiction of the social processes being studied.

**Conclusion:** This study demonstrates that public participation and local governance play crucial roles in managing traditional markets, particularly during the COVID-19 pandemic. Collaboration between the government, the community, and the private sector is critical to effective and sustainable management. By applying the principles of public participation and local governance, the management of traditional markets can be enhanced to face future challenges better.

**Keywords:** Participation, policy, local governance, government

## INTRODUCTION

Regional economic development is a process that encompasses the establishment of new institutions, the development of alternative industries, the enhancement of workforce capacity to produce better goods and services, the identification of new markets, and the growth of existing enterprises. The primary goal of regional economic development is to increase the number and variety of employment opportunities for the local community. Therefore, local governments and communities must collaborate in undertaking these development initiatives.

Since the COVID-19 pandemic, which began in Wuhan, China, and spread worldwide, including Indonesia, various sectors of life have been impacted, particularly the trade sector. In February 2020, there was a significant decline in labor absorption across various sectors: agriculture, forestry, and fisheries decreased by 29.04%, wholesale and retail trade by 18.63%, and manufacturing by 14.09%. Traditional markets are one of the sectors greatly affected by the COVID-19 pandemic. The economy among traditional market traders has declined since the first confirmed COVID-19 case in Indonesia on March 2, 2020. Market traders are strategic partners for Rural Banks (BPR), as more than 50% of BPR account holders are market traders. Therefore, sustaining and developing traditional markets is crucial.

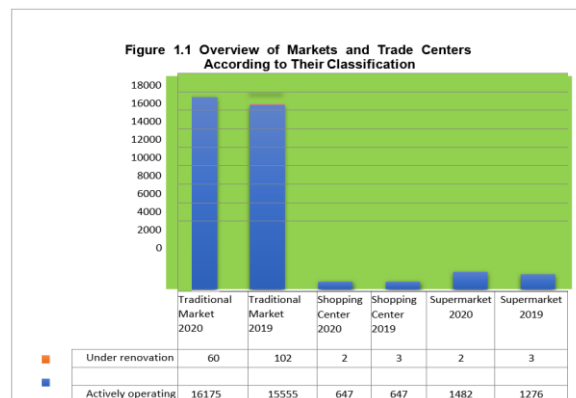


Figure 1. Overview of Markets and Trade Centers According to Market Classification

Source: Market and Trade Center Directory, BPS, 2020, p. 11

This research aims to comprehend public participation in managing traditional markets from the perspective of local governance, mainly focusing on the Panorama Market in Bengkulu City, Bengkulu Province. The study also intends to provide recommendations for local governments in addressing issues related to traditional market management and forming management models that align with the desires of traders to withstand challenges posed by capitalism, globalization, and modernization. This research is anticipated to offer practical benefits as an alternative discourse for local governments, policy-makers, and observers of traditional market issues. The findings of this research can also serve as recommendations for the Department of Industry and Trade of Bengkulu City in learning to address issues related to traditional market management.

In this context, public participation is paramount to ensure the success of traditional market management. Public participation in the management of traditional markets involves the presence of the community in decision-making processes and the implementation, monitoring, and evaluation of activities carried out. This research also identifies various factors that support and hinder public participation. Supporting factors include the community's willingness, ability, and opportunity to engage. Conversely, hindering factors encompass a low understanding of the importance of participation and government dominance in setting development programs without involving the community.

It is hoped that the Bengkulu City Government can enhance community participation through various efforts such as involving the community in activities, conducting socialization and coaching, and participating in discussion activities. Thus, it is expected that public participation in managing traditional markets can be more optimal and supportive of regional economic development.

## LITERATURE REVIEW

### Previous Research Findings

In this section, previous relevant studies are utilized to comprehend public participation in managing traditional markets from the perspective of local governance. Although not many studies are directly related to previous studies, some studies on public participation serve as references. One such study is about empowerment through participation in local government in Bangladesh, which demonstrates how community participation shifts from representative mechanisms to direct participation in governance processes. This study evaluates the relationship between participation and local community empowerment, indicating that although community participation in local government institutions exists, its effectiveness in empowerment still needs to be improved.

### Public Participation Theory

Public participation entails the active involvement of the community in decision-making processes that affect their lives. This participation encompasses various forms, ranging from direct involvement to participation through representation. Participation not only aids local governments in gaining feedback from the community regarding service provision but also revitalizes democratic processes with genuine empowerment (Carley, 2006). Conyers (1991) delineates three reasons why community participation holds significant importance. First, community participation is a tool to obtain information about the community's conditions, needs, and attitudes; with their presence, development programs and projects succeed. The second reason is that communities will trust development projects or programs more if they feel involved in the preparation and planning process since they will understand the ins and outs of the project and have a sense of ownership over it. The third reason for widespread participation in many countries is the belief that it is a democratic right for the community to be involved in developing their

society. This aligns with the concept of man-centered development, which aims to improve human fate. Public participation is essential as it enhances transparency, accountability, and government responsiveness to community needs. In managing traditional markets, public participation can be realized through various activities such as community meetings, surveys, and public consultations. This allows the community to express their opinions on market management and implemented policies, aligning them with community needs and desires.

### **Local Governance Theory**

Local governance refers to the administrative system involving local governments in resource management and policy implementation at the local level. Effective local governance must be able to respond to the local community's needs and involve them in decision-making processes. This concept emphasizes the importance of cooperation between the government, the private sector, and the community in creating a conducive economic and social development environment. Conceptually, 'governance' is a general concept encompassing various phenomena (Pierre and Peters, 2000, p.14). Although there are many different definitions, there is a somewhat common understanding that the term local governance refers to something that is more or less a poly-critical system in which various actors are involved in the local public decision-making process (Stoker, 2000: 3; Leach and Percy-Smith, 2001: 2-5; Van Kersbergen and Van Waarden, 2001: 24-5; Benz, 2004).

### **Theoretical Framework**

This research utilizes public participation and local governance theories to construct a conceptual model for managing traditional markets. This model integrates findings from previous research with theoretical concepts to create a more comprehensive approach to understanding and enhancing public participation in managing traditional markets. The first stage involves analyzing the level of development participation in Panorama Market management using Yadav's theory, which encompasses four forms of participation: 1) decision-making, 2) activity implementation, 3) monitoring and evaluation, and 4) utilization of results. The second stage analyzes supporting and hindering factors from public participation in market management. The third stage analyzes government efforts to enhance public participation.

### **Supporting and Hindering Factors**

This research also identifies factors that support and hinder public participation in managing traditional markets. Supporting factors include community willingness, community capacity, and opportunities provided by the government. Meanwhile, hindering factors include a need to understand the importance of participation, government dominance in decision-making, and a need for more political will from the city government.

## **METHODS**

### **Research Type and Approach**

This study employs a descriptive research design with a qualitative approach. Data collected are not numerical but derived from interviews, field notes, and other documents. Qualitative research methods are grounded in postpositivism philosophy with naturalistic research objects. The key instrument in this research is the researcher, who collects data through snowball and purposive sampling. Data collection involves triangulation, and data analysis is inductive, focusing on the generalization of meanings.

### **Qualitative Approach**

According to Moleong (2014), qualitative research aims to understand the phenomena experienced by research subjects holistically and descriptively in the form of words and language in a natural context.

Qualitative research procedures generate descriptive data through written or oral expressions of observed attitudes. Data analysis is conducted inductively with the researcher as the vital instrument.

Qualitative methods are utilized to elucidate social phenomena, particularly those related to culture and human behavior. This research encompasses investigations of programs, events, activities, processes, or a group of individuals bound by specific time and activities. The researcher gathers comprehensive information using various data collection procedures.

**Research Participants**

Participants in this research are purposively selected, meaning they are deemed to possess relevant knowledge or experience regarding the research topic. Participant selection continues until the saturation point is reached, where the information provided becomes repetitive, and no new data are obtained.

**Data Sources**

Data for this research are obtained from both primary and secondary sources. According to Lofland and Lofland, as cited in Moleong (2006; p. 157), primary or primary data sources in qualitative research are words and actions, while additional data or secondary data sources include documents and others. Interviews are conducted with traders, market managers, and other relevant parties at Panorama Market in Bengkulu City.

**Research Focus**

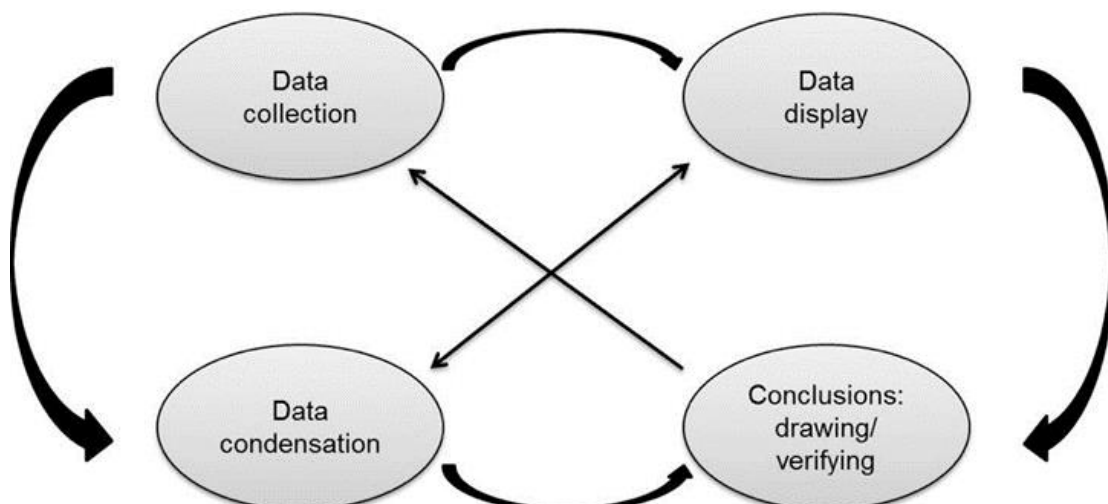
This research focuses on public participation in managing traditional markets, particularly at Panorama Market in Bengkulu City. This study explores how public participation occurs in various stages, from planning and implementation to evaluating and utilizing market development outcomes.

**Research Location**

This research was conducted at Panorama Market in Bengkulu City, which was chosen because it is one of the significant traditional markets in the city. This location is selected to understand the dynamics of public participation in managing traditional markets at the local level.

**Data Collection Methods**

Data is collected through in-depth interviews, participatory observation, and document studies. In-depth interviews are conducted with various informants involved in market management. Participatory observation involves the researcher directly participating in daily market activities. Document studies entail the analysis of various documents related to the management of traditional markets.



**Figure 2. Components of Miles and Huberman's Data Analysis**



### **Data Analysis Method**

Data analysis is conducted qualitatively using an inductive approach. The collected data are analyzed to discover patterns and themes relevant to public participation in market management. The analysis process involves stages of data collection, data reduction, data presentation, and concluding/verification. The analyzed data are then compared with existing theoretical frameworks to ensure the validity of research findings.

### **Miles and Huberman's Data Analysis Components**

In this study, the author employs the interactive model proposed by Miles and Huberman (1984) as described by Sugiyono (2013, p. 183), consisting of three types of analysis activities (data reduction, data presentation, and concluding) and the data collection itself constitutes a cyclical and interactive process:

- 1. Data Reduction:** This process involves condensing the collected data to make it easier to analyze. Irrelevant data or data deviating from the research topic are eliminated to ensure the relevance of the data used.
- 2. Data Presentation:** The condensed data are presented in a structured and easily understandable format. This presentation includes brief descriptions, diagrams depicting the relationships between variables, and flowcharts to provide a clear overview of the research findings.
- 3. Drawing Conclusions/Verification:** Initial conclusions derived from data analysis are then verified through data triangulation and comparison with existing theoretical frameworks.

## **RESULTS AND DISCUSSION**

### **The Process of Public Participation in Market Management**

This research examines public participation in the management of Panorama Market in Bengkulu City through four stages: decision-making, implementation of activities, monitoring and evaluation, and utilization of development outcomes. Yadav (1980), as cited in Theresia (2014), identifies these four stages as integral to participation in development activities.

#### **Decision-Making Stage**

At this stage, the community can express their ideas and thoughts regarding the development. Community proposals are conveyed individually through organizations like the Rafflesia Market Trader Forum at Panorama Market. However, not all traders are actively and critically involved in this process. Public policies are expected to address public issues faced by the community.

#### **Implementation Stage**

The implementation of activities at Panorama Market is managed by the MP Group, which is selected through a selection process. Community participation at this stage is evident from their involvement in various activities carried out at the market. However, in some cases, the government still determines program priorities without involving the community and traders.

#### **Monitoring and Evaluation Stage**

Monitoring and evaluation of market activities are based on reports from the community to the Department of Industry and Trade of Bengkulu City. Market regulation is carried out through cooperation between the MP Group, the Public Order Agency (Satpol PP), the police, and the Department of Transportation. This indicates community participation in ensuring market management adheres to regulations.

#### **Utilization of Development Outcomes Stage**

Panorama Market has various facilities, such as 538 kiosks, 800 stalls, and 1,500 pavements. Other facilities include toilets, waste disposal areas (TPS), parking areas, cleanliness officers from the

Department of Environment, security personnel from Satpol PP, electricity, clean water, and a fire extinguishing station. Market management is carried out by the Panorama Market Technical Implementation Unit (UPTD) under the auspices of the Department of Industry and Trade of Bengkulu City.

### Supporting and Inhibiting Factors of Participation

#### Supporting Factors:

1. **Community Willingness:** The community strongly desires to engage in market management. They actively provide input and participate in various activities organized.
2. **Community Capacity:** The skills and knowledge of the community regarding market management support their participation. Training and socialization efforts conducted by the government help enhance these capacities.
3. **Community Opportunities:** Opportunities for involvement in market management processes are widely available. The government provides forums and mechanisms for the community to express their aspirations.

#### Inhibiting Factors:

1. **Understanding of Participation:** Limited understanding among the community regarding the importance of participation in market management is a significant obstacle.
2. **Government Political Will:** A lack of government support for community participation hinders progress. Government dominance in determining development programs often sidelines community aspirations.

### Efforts to Enhance Participation

To enhance community participation, the local government of Bengkulu City has undertaken several efforts:

1. **Community Engagement:** Involving the community in every stage of market management, from planning to evaluation.
2. **Socialization and Training:** Conducting regular socialization and training sessions to increase awareness and understanding among the community about the importance of participation.
3. **Presence in Discussions:** Government presence in discussion activities allows the community to express their grievances and aspirations directly. This also instills confidence in the community that the government will consider their ideas and suggestions.

### Empirical Model and Propositions of Research Findings

This study has generated an empirical model of public participation in market management from the local governance perspective. The model illustrates that effective public participation requires collaboration between the government and the community at all stages of market management. Additionally, the research has yielded several minor and significant propositions reflecting the main findings and practical recommendations to enhance public participation in managing traditional markets.

### CONCLUSION AND RECOMMENDATION

This study concludes that public participation in managing the Pasar Panorama of Bengkulu City has prog-

ressed through various stages with varying levels of involvement. Some key conclusions from this research are as follows:

**Decision-Making Stage:** The community can participate in market management decision-making. This participation is facilitated through discussions involving traders and community organizations. However, not all traders are actively involved, and there is still a reliance on government policies without maximal community participation.

**Implementation Stage:** The implementation of market activities is managed by the MP Group selected through a selection process. While the community participates in market activities, the government often needs more community input to determine priority programs.

**Monitoring and Evaluation Stage:** Monitoring and evaluation are conducted based on reports from the community to the Department of Industry and Trade. Market regulation is carried out through cooperation among various parties, including the MP Group, Public Order Agency (Satpol PP), police, and the Department of Transportation.

**Utilization of Development Results Stage:** The market has various facilities and infrastructure managed by the Market Panorama Technical Implementation Unit (UPTD Pasar Panorama). These facilities demonstrate efforts to meet the needs of the community and traders.

**Supporting and Hindering Factors of Participation:** Supporting factors include the community's willingness, ability, and opportunity to participate. Hindering factors include the community's need for more understanding of the importance of participation and insufficient support from the government.

**Government Efforts:** The Bengkulu City Government has involved the community through socialization, training, and participation in discussions. However, these efforts must be enhanced to ensure broader and more effective community participation.

## Recommendation

Based on the findings, the following recommendations are proposed:

- 1. Enhancing Community Engagement:** The government should implement strategies to encourage more active participation from all community segments, ensuring inclusivity and diversity in decision-making processes.
- 2. Strengthening Communication Channels:** Establishing effective communication channels between the government and the community can facilitate better understanding, transparency, and trust, leading to more meaningful participation.
- 3. Capacity Building:** Providing continuous training and capacity-building programs for government officials and community members can improve their understanding of participation's importance and enhance their collaborative decision-making skills.
- 4. Institutionalizing Participation Mechanisms:** Formulating clear policies and guidelines that institutionalize community participation in market management processes can ensure consistency and sustainability in fostering public involvement.
- 5. Regular Monitoring and Evaluation:** Implementing a systematic monitoring and evaluation framework to assess the effectiveness of public participation initiatives can help identify areas for improvement and adjust strategies accordingly.

Overall, by implementing these recommendations, the Bengkulu City Government can promote a more democratic, inclusive, and practical approach to market management, leading to better outcomes for both the community and the local economy.



## Recommendations

Based on the research findings, several practical recommendations are proposed to enhance public participation in managing the Pasar Panorama, including:

- 1. Providing Participation Space:** The government needs more space for the community to participate in formal and informal discussions. This includes allowing traders and market visitors to propose programs that meet their needs.
- 2. Reducing Manipulation:** By involving the community in development implementation, the chances of manipulation can be minimized. Effective communication between the government, the community, and trader organizations must be established and maintained.
- 3. Creating Criticism and Suggestions Platforms:** The community and traders need to be provided with platforms to provide criticism and suggestions through both electronic and non-electronic media. This ensures that the public can effectively monitor market development and management.
- 4. Provision of Facilities and Infrastructure:** Existing facilities must be well maintained. The community should be encouraged to actively participate in maintaining market facilities.
- 5. Transparency of Information:** The government should provide sufficient information about market management programs. This enables the community to be more involved in decision-making and policy-making, reducing apathy towards the government.
- 6. Training and Discussions:** Traders and the community need to be engaged in regular discussions and training activities. This will improve their communication skills and ensure their aspirations are effectively communicated.
- 7. Motivation for Participation:** The government must motivate the community to participate in discussion activities. Government openness and two-way communication can increase community trust that their ideas and suggestions will be seriously considered.

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