



Policy analysis of sustainable traditional market management

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ABSTRACT

Background: SNI People's Market is a national standard in the construction and management of trade facilities. The Healthy Market implementation policy serves to regulate the health of the market environment. The policy of implementing SNI for People's Market and the policy of organizing Healthy Market are expected to be the guidelines in managing people's market. However, in reality, not all public markets in DKI Jakarta implement the two policies. The purpose of the research is to analyze the condition of public markets in Perumda Pasar Jaya in terms of SNI criteria for Public Markets and Healthy Markets, and analyze the implementation of SNI for Public Markets and Healthy Markets and based on the assessment of the central government and local government. **Methods:** The research method used is a combination of quantitative and qualitative methods using a qualitative approach that combines descriptive statistics and a comparison matrix. **Results:** The research results based on field observations show that the condition of public markets in Perumda Pasar Jaya has limitations in the provision of facilities that are a requirement in the implementation of SNI for Public Markets and Healthy Markets. In addition, the implementation of SNI People's Market and Healthy Market has obstacles in its implementation from the point of view of the central government and local government.

KEYWORDS: healthy market; people's market; SNI for people's market; sustainable traditional market

1. Introduction

Traditional markets in Indonesia still dominate in number. Based on data from BPS, the percentage of traditional markets is 89%, shopping centers are 4%, and modern stores are 7% (BPS, 2018). However, the amount of competition is getting tighter in getting consumers between traditional markets, supermarkets, and malls. Based on Ministry of Trade Regulation No. 37/2017 concerning Guidelines for the Development and Management of Trade Facilities, the nomenclature of traditional markets has been changed to people's markets. The definition of a people's market in the regulation is a certain area where buyers and sellers meet, either directly or indirectly, with the process of buying and selling various types of consumer goods through bargaining. However, traditional markets, which in this study are called people's markets, are identical to smelly, shabby and dirty. The arrangement of merchandise in the people's market is not neat, the distance between stalls is too narrow, and for the best price of goods consumers have to bargain because of price variations between traders (Arianty, 2013).

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People consider modern shopping centers to provide a more comfortable, clean, and hygienic shopping atmosphere (Ayuningsasi, 2012). The development of modern shopping centers according to Djau (2009) in Andriani and Ali (2013) can marginalize the existence of people's markets. In Pasar Legi Surakarta, there was a 50% decrease in the income of people's market traders after the development of modern shopping centers (Andriani & Ali, 2013). A pleasant shopping atmosphere can be conditioned by aromas and music (Morrison et al., 2011).

Lack of sales promotion, low level of security, rampant issues of goods products that use harmful chemicals, cheating in sales activities cause consumers to switch from public markets to modern shopping centers (Ayuningsasi, 2012). Some people's market buildings need to be renovated, lack of cleanliness of toilets, lack of provision of worship facilities, lack of modification of merchandise presentation, lack of guidance to traders so that traders have not been able to do promotions to attract consumers (Sasanto & Yusuf, 2010). The problems of the people's market are the lack of awareness of Berish and Healthy Living Behavior (PHBS) (Sulistyo & Cahyono, 2010; Nainggolan & Supraptini, 2012; Hasana, 2018; Efendi & Syifa, 2019), the presence of salted fish with formalin (Surahman et al., 2019), unmanaged waste (Rahayu & Sukmono, 2013; Prabowo et al., 2017), zoning that needs to be reorganized (Halim & Herlambang, 2020), the potential for fire (Wismantoro, 2013), the lack of a traders' association (Nurhayati, 2014), the lack of market management (MURNI, 2008; Iqbal, 2017). This cannot be seen from one scientific side only, so it will be categorized as an alternative research problem solving (Anjani et al., 2018) in terms of 3 environmental, economic, and social factors.

Decreasing consumer interest in shopping at people's markets is an important problem because the majority of people's markets are owned by Micro, Small, Medium and Cooperative Enterprises (MSMEs) traders which are certainly the driving force of the people's economy in contrast to modern shopping centers which are mostly owned by business people with large capital. Therefore, there is a need for a public market management strategy. People's market management has been directed to meet the standards as stipulated in the Indonesian National Standard (SNI) 8152: 2015 on People's Market. This standard is prepared as a guideline in managing and building all public markets in Indonesia. The policy for the implementation of the People's Market SNI is regulated in the Regulation of the Minister of Trade number 37 of 2017 concerning Guidelines for the Development and Management of Trade Facilities. Another policy that applies to the people's market is the Decree of the Minister of Health of the Republic of Indonesia Number 519/Menkes/SK/VI/2008 concerning Guidelines for the Implementation of Healthy Markets. The definition of a Healthy Market is a market condition that is clean, comfortable, safe, and healthy in providing safe and nutritious food for the community (Ministry of Health, 2008).

In reality, not all public markets in DKI Jakarta have implemented these two policies. When viewed from the year of its stipulation, the Healthy Market implementation policy was stipulated in 2008 and the People's Market SNI implementation policy was stipulated in 2015, but the achievement results are very low until 2021. In DKI Jakarta, there are 153 public markets managed by Perumda Pasar Jaya. Based on data from the Ministry of Trade (2015) and the Ministry of Health, in DKI Jakarta there are 17 public markets that have SNI certificates, 5 public markets have undergone the Healthy Market program, and only 2 public markets have SNI certification and are classified as Healthy Markets. However, there are still 133 public markets that do not have SNI certificates at all and have not implemented the Healthy Market implementation policy. Markets that do not have SNI and are not yet Healthy Markets are almost 87% in Perumda Pasar Jaya. Based on these expectations and realities, the research focus in this study is to analyze the condition of public markets in Perumda Pasar Jaya in terms of SNI criteria for Public Markets and Healthy Markets, and to analyze the implementation of SNI for Public Markets and Healthy Markets and based on the assessment of the central government and local government.

2. Methods

2.1 Study area

This research was conducted for 9 months, starting from October 2020 to June 2021. The place of research in the DKI Jakarta area with field observations carried out in 4 public markets managed by Perumda Pasar Jaya, namely Pasar Koja Baru, Pasar Johar Baru, Pasar Lenteng Agung, and Pasar Slipi. The reasons for choosing a research site from 4 public markets that represent the administrative city area in DKI Jakarta are:

1. Pasar Koja Baru in North Jakarta represents a market with a new building that already has a People's Market SNI certificate and has implemented the Healthy Market policy.
2. Pasar Johar Baru in Central Jakarta represents a market with a new building that does not yet have a People's Market SNI certificate and has implemented a Healthy Market policy.
3. Pasar Lenteng Agung in South Jakarta represents a market with a new building that does not yet have a People's Market SNI certificate and has not implemented a Healthy Market policy.
4. Pasar Slipi in West Jakarta represents an old building market that does not yet have a People's Market SNI certificate and has not implemented a Healthy Market policy.

2.2 Data collection

The data required in this research are primary and secondary data. This research uses primary data, namely collecting data directly by involving informants in semi-structured interviews (Gillham, 2005) and filling out questionnaires. Interview guidelines were used to gather information from informants in the ministry, DKI Jakarta Provincial Government agencies, Perumda Pasar Jaya, market heads, market management associations, and certification auditors. Questionnaires were used to gather information from traders and buyers.

Primary data was also obtained from direct observation at the research site by taking measurements, photo documentation of the location, and filling in checklist sheets. Secondary data used in this research comes from report data obtained from government agencies involved in this research. The data used is data that applies or occurs at the time of the research (cross sectional). The questionnaire used a Likert scale (Oh, 2001).

Table 1. Data collection methods

No	Data	Data Type	Data Collection	Basic Method
1	Condition of the people's market	Primary	Observation	Qualitative
2	People's Market SNI	Primary	Interview	Qualitative
		Secondary	Government agency data	Quantitative
3	Healthy Market	Primary	Interview	Qualitative
		Secondary	Government agency data	Quantitative

2.3 Data processing and analysis

The data processing method was carried out by making a comparison matrix, summarizing the results of interviews and calculating questionnaire data using SPSS.

Descriptive statistics are used to display field data in the form of frequencies or percentages that can be presented in graphical form (Djamba & Neuman, 2014).

Table 2. Data processing and analysis methods

No	Data	Data Processing	Data Analysis
1	Condition of the people's market	Creating a comparison matrix	Comparison matrix and descriptive statistics
2	People's Market SNI	Summarize the results of the interview	Comparison matrix
3	Healthy Market	Summarize the results of the interview	Comparison matrix

3. Results and Discussion

3.1 Condition of people's market

Field observations using the assessment form SNI 8152: 2015 People's Market and the Environmental Health Inspection (IKL) form from the DKI Jakarta Provincial Health Office. Based on the results of observations in the field, comparison data is made, namely the weighting of the suitability of the condition of the people's market in the 4 markets that are the research locations in terms of SNI People's Market criteria. The results of the calculation of the suitability of the conditions of the people's market at the research location show that Koja Baru Market in the technical requirements section, the percentage value of the main suitability is 100%, the supporting suitability is 60% and in the management requirements section the percentage value of suitability is 100% so that this market is categorized as meeting Quality 1 because this market has SNI. The other three markets have not met the criteria listed, meaning that there are still many facilities in Pasar Johar Baru, Pasar Lenteng Agung, and Pasar Slipi that must be met if they are to achieve SNI certification.

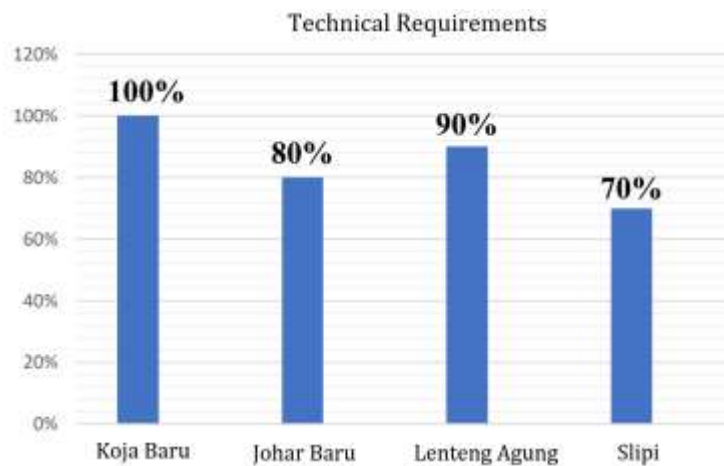


Fig 1. Percentage of people's market condition based on the main conformity of the people's market SNI

The calculation of the main conformity value on the technical requirements of the People's Market SNI is compared in the form of a bar graph. The condition of the people's market used as the research location shows that Koja Baru Market as a market that has been certified with SNI is true proven to have fulfilled 100% of the main conformity, Lenteng Agung Market which was once proposed to be a candidate for the SNI market, fulfills 90% of the main conformity. This was followed by Pasar Johar Baru at 80% and Pasar Slipi at 70%. The requirement for an SNI market is that the main conformity must be

100% fulfilled. This shows that Lenteng Agung Market is indeed worthy of being proposed to become an SNI market by completing the lack of existing facilities. Limitations in the availability of room facilities are an obstacle because the assessment in the People's Market SNI is expected that the market building can fulfill it, but if it has not been fulfilled, it can use the existing room.

The Market Environmental Health Inspection Form consists of 126 assessments but in this research only 124 criteria were assessed because tests involving bacteria in the laboratory were not carried out and health checks for TB patients among traders were also not carried out. Filling in data related to disease-causing vector animals is done through an interview process with the manager. Based on the calculation of the suitability value based on the Healthy Market criteria, a percentage of the condition of the people's market used as the research location is made, which shows that Pasar Koja Baru as a market that has received the Healthy Market title fulfills 75% of the criteria so that it is included in the Basic Healthy Market.

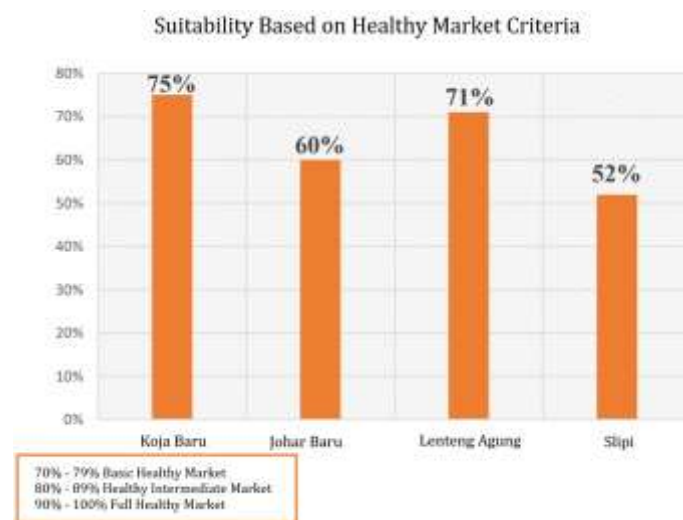


Fig 2. Percentage of People's Market Condition Based on Healthy Market Criteria

Pasar Johar Baru, which was once awarded the Healthy Market title, only fulfills 60% of the criteria and Pasar Slipi only fulfills 52%. Lenteng Agung Market, which has a new building, although it is not included in the Healthy Market predicate, can fulfill 71% of the criteria so that it can be projected to become a Healthy Market in the next period. Market buildings with new buildings, such as those in Koja Baru Market and Lenteng Agung Market, have proven to be very influential on the fulfillment of Healthy Market criteria. This is in line with research conducted by Hari et al. (2014) that market buildings and material use greatly affect hygiene and must be supported by traders who practice PHBS. This statement is also supported by research conducted by Zarnuzi (2020) that PHBS applied in public markets can be seen from the behavior of traders who do not litter, wash their hands with soap, and do not smoke while selling. Among the 4 research locations, there are still traders who litter and sell while smoking.

Markets that have SNI are standardized by certification bodies, in this case involving certification auditors, while Healthy Markets are carried out environmental health inspections by Puskesmas sanitarian personnel which are carried out on a scheduled basis. People's markets with SNI are not always categorized as Healthy Markets, but the criteria for fulfilling Healthy Markets can be done because considering that markets with SNI already have several standard facilities that are complete and have criteria in accordance with Healthy Markets.

3.2 Implementation of sni for people's market and healthy market based on assessment of central government and local government

a. Assessment of the central government

The central government involved in this research plays a role in making policies in the preparation of SNI for People's Markets, namely the Ministry of Trade 76 University of Indonesia and in the preparation of Healthy Market policies, namely the Ministry of Health. The parameters used in this assessment are matters related to the objectives, implementation, obstacles, and expectations in achieving the policy. The purpose of the preparation of SNI People's Market is for the management, development, and empowerment of the people's market community so that the people's market becomes a competitive trading facility that has competitiveness, provides protection for consumers, and has local wisdom on the products traded. The voluntary application of the People's Market SNI is regulated in Law No. 20 of 2014 concerning Standardization and Conformity Assessment that SNI can be applied voluntarily by business actors, ministries/government agencies, or local governments. Certified public markets in Indonesia based on data submitted by Ditstandalitu amounted to 46 public markets out of 15,657 public markets in Indonesia so that the percentage is 0.029%.

Based on the explanation from the Ministry of Trade's Ditstandalitu that several markets in Surakarta (Solo) that have been certified have changed, namely the market has become more visitors because it looks cleaner, safer, there is a parking arrangement, and the zoning is tidier. This increases the visits of people who come to shop for their daily needs, of course, because the people's market is different from the mall where visitors can come just for shopping tours just to look at the goods in the shop window. The same thing was also stated by the Ministry of Trade's Ditstandalitu that in the UPB Kramat Jati Market in Jakarta, which has SNI, there has been an increase in visitors seen from the number of vehicles parked.

Based on document analysis of the requirements in the People's Market SNI and Healthy Market guidelines, the results are similar in several respects. In its implementation, both are implemented in the same place, namely the people's market. The Directorate of Environmental Health of the Ministry of Health carries out guidance and supervision of Healthy Markets. Based on the Informant's explanation, the Healthy Market program originated from the avian influenza virus pandemic and is currently undergoing revision when Indonesia is also in a Corona virus pandemic condition. The Healthy Market Policy issued by the Ministry of Health in 2008 was revised in 2020. Initially, Healthy Markets were regulated in the Decree of the Minister of Health number 519 of 2008 concerning Guidelines for the Implementation of Healthy Markets and are currently regulated in the Minister of Health Regulation number 17 of 2020 concerning Healthy Markets. The number of public markets in Indonesia based on the 2020 Directory of Markets and Trade Centers issued by BPS is 16,175 public markets so that those included in the Healthy Market are 0.06% and 1 of them is Cibubur Market, East Jakarta which is under the management of Perumda Pasar Jaya. The Healthy Market Policy is national in nature but its implementation is only in the form of an appeal so there are no sanctions for public markets that have not implemented the policy.

b. Local government assessment

The Office of Industry, Trade, Cooperatives, Small and Medium Enterprises (PPKUKM) conducts activities that are coordinated with Perumda Pasar Jaya by supervising weighing equipment which is carried out at least once a year either based on a schedule that has been made or on the initiative of the Market Head's submission. The guidance of people's market traders in 153 Pasar Jaya is the authority of Perumda Pasar Jaya while traders who are in the fostered location market (lokbin) are under the guidance

of the PPKUKM Office because it is a combination of SME traders in the local area. In addition to calibration activities, monitoring of the price of basic necessities is also carried out, but the determination of prices is returned to the development of market prices, in this case the Kramat Jati Main Market is the determinant of the price of necessities because the price has been determined from suppliers of necessities from vegetable producing areas, while the price of rice is determined from PIBC (Cipinang Rice Main Market). The Department of Health (DHO) conducts Environmental Health Inspections (IKL) in all public markets in DKI Jakarta. Based on the assessment, Pasar Koja Baru is among the markets that meet the environmental health requirements of the assessment in 2019, 2020, and 2021. Activities carried out by the Health Office in the environment of Perumda Pasar Jaya's public markets take the form of supervision. The construction of a new building will be meaningless if the traders' habit of practicing PHBS can cause the market environment to return to slum and dirty. Building design is important because it ensures that the market is healthy for both traders and visitors. In revitalized markets, usually the poultry slaughtering area has a drain and the floor is dry. Health promotion that has been carried out by the DKI Health Office is in the form of counseling, installation of banners, writing through running text.

The Food Security, Marine and Agriculture Agency (KPKP) conducts supervision of products in the market, namely fresh food products only while packaged products are not. Processed food products such as tofu, tempeh, meatballs are supervised by the Food and Drug Monitoring Agency (BPOM). The KPKP Agency's activity stages include scheduling supervision in 1 year for livestock and fishery products in each administrative city area in 5 markets, both public and modern markets. The findings of this supervision were fresh food containing pesticides and formalin. If this is found in a sample of traders, it will be traced from the trader where the supply comes from and then traced who the business actor is. The sanction given is that the merchandise is confiscated and given a warning, if it happens three times in a row selling formalin goods then Perumda Pasar Jaya will no longer allow the trader to sell in the market. The KPKP Agency will give appreciation in the form of banners to markets that are free of hazardous materials so that buyers are more confident that the products they buy are healthy and safe for consumption. The KPKP Agency also educates the public about the characteristics of healthy food ingredients that can be checked from the condition of the eyes of the animals being sold.

The Environmental Agency (LH) in carrying out tasks related to public markets is based on DKI Jakarta Regional Regulation Number 3 of 2013 concerning Waste Management. The activity carried out by the LH Service is socialization to each market to carry out its waste management. Based on data from each market, the amount of waste that is transported every day from each market's TPS is transported to Bantar Gebang TPST. Waste sorting activities have been carried out in 4 research locations, one of which is Slipi Market. Waste segregation is carried out at the TPS location because the bins provided at the kiosks are used as one for all types of waste. The janitor will conduct waste segregation after the waste is collected at the TPS.

The Investment and One-Stop Integrated Service (PMPTSP) Office performs its main duties and functions in the realm of marketing related to building licensing and business licensing, namely in the issuance of a Certificate of Functioning Feasibility (SLF) for market buildings that are in the process of construction and after the market is built, the issuance of Micro and Small Business Permits (IUMK) for market traders is facilitated by the Motorized Permit Shuttle (AJIB) service with online-based services.

Assessment of the implementation of the People's Market SNI policy and the Healthy Market policy from both the central and local governments has their own objectives and obstacles so that coordination between these government agencies is needed. In addition, the work program carried out by each stakeholder is not specific to the area of improvement, there are no indicators of success based on the stages, the task of improvement is not specific to whom, it is less realistic to be realized in public markets that have limited building infrastructure, there is no time limit when all targets must be achieved. This is explained in the SMART theory formulated by Doran (1981) that a policy

management must use the SMART concept (Specific, Measurable, Assignable, Realistic, and Time-related). The People's Market SNI policy which is voluntary and the Healthy Market policy which is advocacy are "mandatory but voluntary" policies. This is explained by Santosa (2010) that policies like this can apply a system of incentives and disincentives in environmental economic instruments in the form of rewards

4. Conclusions

The condition of public markets in Perumda Pasar Jaya has limitations in the provision of facilities that are a requirement in the implementation of SNI for Public Markets and Healthy Markets. This is because: (1) not all market buildings in Perumda Pasar Jaya have been revitalized physically, (2) markets that have been built have not met the size standard (prototype), (3) the market was built before the SNI for People's Market and Healthy Market was prepared.

The implementation of SNI People's Market and Healthy Market has several obstacles in its implementation, including the lack of commitment of market managers in implementing mandatory but voluntary policies, the lack of independence of market communities in implementing PHBS, inadequate market building facilities according to SNI People's Market and Healthy Market standards, limited building maintenance allocation costs, and weak coordination between related agencies. The implementation of this policy is considered not yet optimally implemented so that a form of intervention is needed, namely implementing an incentive and disincentive system for market managers who are committed to carrying out market management in accordance with SNI People's Market and Healthy Market.

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All authors fully contributed to the writing of this article

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Not applicable.

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Not applicable.

Conflicts of Interest

The authors declare no conflict of interest.

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