

## **Traditional Economic Space Management System in Pasar Raya Padang, West Sumatera Post-Earthquake 2009**

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### **Abstract**

*The Pasar Raya Padang suffered various dynamics and changes since the West Sumatera earthquake 2009. Many studies had been conducted by academicians and researchers, but no study offering the model of economic space govern at Pasar Raya Padang according to traders' needs. This paper was conducted by qualitative approach offers the models of traditional economic space govern in the city of Padang. This research had been conducted since 2015 in Pasar Raya Padang. The data were collected through in-depth interviews, focus group discussions (FGD), observation and document study. The result is that the traders as the primary market stakeholders want to have the model of economic space govern integrated over the system, the infrastructures, and market layout. The traders intend to have Pasar Raya Padang that still uses traditional system but the physical buildings that are set up as a modern market with complete facilities.*

**Keywords:** *economic space management, market system, market place*

## INTRODUCTION

In the aftermath of the 2009 earthquake, Padang Pasar Raya, West Sumatera has experienced many changes and developments. Nonetheless, the changes have not only been as a result of the natural disaster (an earthquake in this case) (Martono, 2011), but also other factors that include technology, ideology, competition, conflict, politics and economy, and strain on structures that emanated from the changes (Vago, 1996). That said, politics and economy is the most important factor that has influenced the changes that have affected Padang Pasar Raya. Political factors have been manifested in various policies, which were intricately linked to economic interests as well. Dynamics have been punctuated and driven by the process of implementing policies of the municipality administration in the rehabilitation and reconstruction of the Pasar Raya market after the disaster. In fact market traders rejected the policy citing incompatibility with their needs as well as not in line with the existing regulatory framework on disaster management (Firdaus, 2014). This is despite the fact that changes that have been implemented with respect to re-vamping physical structures and the market layout have been under the management of disaster management authority (Zusmelia & Firdaus, 2015).

The policies relate to the reconstruction of the premises within the framework of investment for traders. The buildings, which were planned to be reconstructed under such an arrangement included *Inpres* I building (1st and 2nd floors), *Inpres* II building (2nd floor which was destroyed by the disaster the 1st floor, which suffered minor damages, *Inpres* III, 1st and 2nd floors, both of which sustained slight damages), Phase VII building (minor damages). The policy adopted by the municipality administration was to tear down all the remaining structures and rebuild them. Nonetheless, after reconstruction of the market premises, traders were opposed to the policy adopted by the municipality administration that required them to pay prior to using stalls they considered their own. Traders' opposition was based on the notion that reconstruction of the market had

been done within the context of disaster management, hence should not impose extra costs to former users. In fact traders would have preferred the state of market structures after the earthquake that were half destroyed to pay the municipality administration to obtain access to their stalls (Firdaus, 2014).

Ariesta's study (Ariesta, 2014), shows that conflicts that underpin Pasar Raya Padang dynamics and changes put into confrontation interests of the authorities (government) and those public (traders). To that end, it was deemed necessary to involve a third party in resolving the conflicts that emerged. *Komnas HAM RI* became the mediator between Padang municipality administration and Pasar Raya traders. The mediation, which was conducted in Jakarta, reached an agreement on 8 November 2011. However, some provisions of the agreement in general, and those on construction and lay out of Pasar Raya Padang have yet to be implemented. The main problems that have obstructed the implementation of the agreement include lack of compatibility of interests of city government and those of Pasar Raya Padang market traders, and differences in perspectives between the city government and Pasar Raya Padang market traders with regards to technicalities of reconstructing the market. Incompatibility between the two sides was a result of poor coordination between the municipality and the market traders and secondly absence of a participatory planning process that fully involved market traders.

The lack of coordination between the government as policy implementers and market traders as the constituents slowed down the development process. Moreover, even those physical structures that were completed, were not based on the requirements of traders. Ideally, the government makes policies that are tailored toward maintaining economic political, social, cultural stability underpinned by the desire to improve people's welfare (Sudirman, 2011). In the case of Pasar Raya Padang market, the policy that was implemented by not involving the participation of traders in the planning process, sowed seeds of conflicts that later emerged during the policy implementation process. In any case, a good policy pro-

cess requires the involvement of key state and non-state stakeholders in planning, implementation and monitoring and evaluation stages (Nurhidayati, 2013; Seltzer & Mahmoudi, 2013). That was absent in the terms of the agreement on implementing the rehabilitation and the reconstruction of Pasar Raya Padang.

There is little doubt that assets that are centers of economic activities in urban settings are lucrative hence drawn various interests from various sources. The larger the number of people or groups of people who have access to the space, the larger the strain that is imposed on the space (Basundoro, 2013). Some studies show that conflicts and competition between the government and the public (private) are common in the management of urban space. Fitting examples of tensions that have characterized contestations in Indonesian urban space include the struggle of mothers of Manokwari, Papua (Suryawan, 2011); conflicts that emerged during the expansion of city space in Surabaya city (Aminah, 2015); and Babat market revitalization into a modern market in Lamongan that drew strong opposition from traditional merchants (Zunaidi, 2013).

To avert unhealthy rivalry for economic assets in urban space, culture and local wisdom can serve as important elements in the economic management of urban space (Suryanto, Djunaedi, and Sudaryono, 2015). Members of society can for example become integral to the governance process in designing and implementing branding (Eshuis, Klijn, & Braun, 2014). The objective of this study was to understand the dynamics and changes in Pasar Raya Padang from socio-historical perspective, in order to explore public perceptions and views on organizing and managing a traditional market. The results of the study are expected to contribute new perspectives and understanding the spatial management model as it relates to a traditional market in Padang.

Policies can be categorized into two groups based on the underlying formulation process. First, policy is defined as the choice that power that is vested with public authority makes or does not make. This is the classical view of public policy over the

years. Secondly, policy is an outcome of structured interaction that involves complex horizontal relationships with the end result having to accommodate all stakeholders (Maddison & Denniess, 2009). Thus, the design and implementation of a participatory policy involves the second approach above. Such a policy leads to actions and activities that relate to alternatives in organizing the management and distribution of natural, financial, and human resources in the furtherance of public interest: members of the public, community, and citizens (Suharto, 2008).

Furthermore, a policy is an instrument of the government that involves state apparatus in the management of public resources (Suharto, 2008) in furtherance of urban development in this context. City development is a dynamic process that is fraught with various changes that are tailored toward creating better living conditions for residents (Firdaus, 2016). Therefore, sustainability of policies in the management of natural and human resources and interactions between both requires a participatory planning process (Poerwanto, 2005). Thus, policy formulation can be understood as an instrument of the government to manage both natural and human resources for the advancement of the city with the overarching aim of enhancing citizen welfare.

Practically, the development process often ignores people who are not actively involved in development programs. Nonetheless, noninvolvement in development programs often generates protests and conflicts of interest that ultimately detrimental to interests of the less powerful groups. Frequent eviction of small traders in Indonesian Urban areas is strong evidence of that, and essentially reflects inequality in urban development (Irianto, 2014; Rini, 2012). Hence, for inclusive urban development that is devoid of conflicts, the designing of development policies must be as participatory as possible (Nurhidayati, 2013).

Policies in the development process should reflect the situation and condition of local societal context. This is because, a policy is a product of the interaction of actors with diverse perspectives, ability, preferences, and perceptions (Rhodes, 2007).

However, in the political economy approach, the government plays an important role in market development. Organizations, groups, and institutions are parts of the state in modern capitalist society that makes and applies rules and regulations that influence economic interaction within a specific geographic area (Fligstein, 1996). Therefore, formulating and implementing policies on market development should not be the monopoly of the government. On the contrary, the policy on the development of Pasar Raya market should involve all components of society that are directly involved and affected by the market.

Simply defined, a market is a medium where exchange can take place. Oxford English Dictionary defines the market as “the meeting or congregating together of people for the purchase or sale of provisions or livestock, publicly exposed, at a fixed time or place; the occasion or time during which such goods are exposed for sale.. it is also the company of people at such a meeting” (Root, 2007). In general, a market can be understood as an organization that organizes and coordinates all the activities in it (Estudillo, Sawada, Kajisa, Fuwa, and Kikuchi, 2010; Root, 2007). From another perspective, a market is considered a situation where goods and services are sold to customers at a price that is paid for with money (Fligstein, 1996).

Based on the above definitions, a market can be viewed from two perspectives, *inter alia*: as a place and as a system. A market, according to the Oxford Dictionary, is a place where buying and selling occurs. This concept refers to the market as is generally understood by most people. It is the place where meeting between sellers and buyers to exchange a good or a product with another material occurs. Thus, a market in this context is a physical space. Meanwhile, based on the business dictionary, a market as a system is a social network that permits interaction between buyers and sellers. In addition, McConnell, Brue and Flynn adds that a market system constitutes a gigantic communications system. Through changes in prices and profits, a market system communicates information about changes in such basic matters as consumer tastes and elicits appro-

priate responses from businesses and resource suppliers (McConnell, Brue, and Flynn, 2009). As a market system, a market can be interpreted as a mechanism or system that governs everything in the market. Moreover, a market is an economic system as well as ways of life, an embodiment of nature and diversity of economic activities that affects all aspects of society. As a system, a market is also considered a socio-cultural universe that self-containing and complete (Geertz, 1989). To that end, a market is not only limited to the physical space where the process of buying and selling takes place, but also as an integral part of a social system in communities around the market.

In West Sumatra a market is commonly known as the “*nagari*” market. Effendi defines a market as a place in the local village where trade of goods that represent output from economic activities in Minangkabau, especially those who live in rural areas occurs (Effendi, 1999). Shalihin in a more detailed account, elucidates that a market as the “*pakan*” in Minangkabau tradition is the center of economic activities of both traditional and modern *Minang* people. “*Pakan*” (market) is somewhat different from traditional markets outside Minangkabau. Such differences are decipherable in both institutional and structural settings from an institution perspective, every village have markets which where traders from local market exchange merchandise with the local population as consumers. The naming of the market as ‘*nagari*’ was aimed at integrating it with the village and society where it is located. Meanwhile, with respect to the structure vantage point, a market cannot be separated from the structure of the village where it is located because the “*nagari*” market is an asset of the villages it serves. Therefore, the “*nagari*” market is owned and controlled by the village. Thus, a “*nagari*” market has the characteristics of a village where it is located, hence close relationship with the village, local population, and local government (Shalihin, 2014).

Pertaining to features of markets in Minangkabau, Effendi identified into two types that are distinct but complementary: informal and formal. Informal features refer to the local concept of the market, which

embodies temporal and spatial aspects. In addition, formal characteristics are determined hence influenced by government regulation which in part is influenced by the administrative and spatial planning considerations. Formally, there are two types of “*nagari*” (village) market, interalia: type A and type B markets. A Type A market is one that serves only one village hence is considered common property of that village, while type B market is one that is managed by two or more villages in one district (Effendi, 1999). In other words, type B market is also known as a union market, i.e. a market that managed by several villages.

It is thus evident that Effendi’s description of the concept of the “*Nagari*” market is based on the concept in the Minister of Home Affairs regulation No.42/2007 on the Management of Village Markets. In the regulation, markets are classified into two, those that fall into the category of village markets and others that are categorized as inter-village markets.

Based on regulatory framework on traditional markets, which include the Presidential Decree No.112 / 2007, Regulation No. 41/ 2007, Regulation No. 20/ 2012, and regulation No. 70/ 2013, a traditional market is defined as a place that is built and maintained by the public, private, cooperative, non-governmental; as local places of business activities in the form of shops, kiosks, stalls and tents, or other similar names, that are owned or managed by small-medium traders on small scale, where buying and selling process occurs through bargaining. This definition covers the overall views of the market both from the perspective as a physical space and system. With respect to the physical structure of a market, it falls under the management of the government, private sector, cooperatives, or Non-governmental organizations (NGOs). Meanwhile, with respect to market as a system, it encapsulates the entirety of all activities that relate to buying and selling in the traditional market that takes place through bargaining between sellers and the buyers.

This paper postulates that traditional market covers the entirety of space where economic activities occur through tradition-

al systems. Thus, traditional economic space is not limited to the concept of a market as a market place, but also more importantly as a market system. Therefore, the scope of discussion is broader than the reach of the market in the context of arena where transactions occur. The aforementioned perspectives are based on Geertz’s argument that a market is not a special field with storks and wards which are located in the middle of the city, where people are allowed to engage in small talk and gossip any time. On the contrary, a traditional market refers to an entirety of a plethora of activities that involve producing, selling and purchasing activities on a small scale.

## RESEARCH METHODS

The article used qualitative research methods in collecting and analyzing data which were collected using interviews, focus group discussions (FGD), observation and document analysis (Miles & Huberman, 1992). The scope of the study was Pasar Raya Padang, and covered the period since 2015. The research received funding from the Directorate General of Higher Education.

## DISCUSSION AND RESULT

### *Physical and Structural Development of Pasar Raya Padang after The Earthquake*

The Pasar Raya Padang is not a newly constructed market, but the process of developing it has been evolving for a very long time even before the colonial era in West Sumatera. Colombijn noted that The Pasar Raya Padang then Kampung Jawa (now Pasar Raya) was one of the four markets, in addition to Gadang Market, Tanah Kongsu, and Belakang Tangsi that were competing in the city of Padang in the middle of the 19th century. The development of the market is attributable to city government in the middle of the 20th century (Colombijn, 2006). Pasar Raya Padang has also been beset by various developments, which ranged from the development process in the early days, fires in 1928 and 1955, to the height of its glory in the 1990s. Based on accounts of people who paid visits to Sumatera, and hap-

pened to visit Pasar Raya, expressed the sense of organization and order they saw. Pasar Raya was a pilot at the time (*interview of male traders, July 2015*). The construction of the market and the development process involved the participation of all citizens, which instilled deep sense of ownership of the market. This was especially so during the reconstruction and development process that occurred in the wake of the 1955 fires that devastated the market.

However, during the reformation era, a spate of uncontrolled freedom of access to the market space had serious effects on Pasar Raya. Empty spaces and streets which were deliberately designed not to be used as stalls and stores for aesthetic reasons, were gradually filled up with street vendors without much opposition. The spate of such activities soared over time. To make matters worse, parking attendants also carved up some of the market space as a parking lot. Small traders have also contributed their part to making the market disorderly. In a word, the market is today characterized by disorder and disorganization, largely due to activities of parking attendants and small traders that do not follow existing rules on space use and management.

Besides, the reformation era has been characterized by rising frequency of conflicts between traders and the government. The conflicts have to a large extent been attributable to rehabilitation and reconstruction program that did not meet expectations of traders, established new rules and procedures on ownership and use of market space. Attempts to resolve the conflicts using mediation process were made, with the agreement being signed on November 8, 2011 in Jakarta by representatives of Padang municipality and Pasar Raya Padang traders. Under the terms of the agreement, traders from “*inpres*” II, III, IV, and the city government agreed that the old market building was to be torn down and replaced by new modern buildings; traders were to be allowed to occupy their stalls without having to pay; during the construction phase, the city government was supposed to provide temporary space for traders to conduct their activities; traders would occupy their stalls once the new buildings were completed; the construc-

tion process would be conducted in consultation with representatives of the traders’ organization.

The mediation agreement which was facilitated by Indonesian Commission on Human Rights served as reference during the rehabilitation and reconstruction of Pasar Raya Padang. Nonetheless, Padang city budget available was no enough to finance the reconstruction of the entire market (“*Inpres*” II, III, and IV) in one fiscal year. Consequently, it was resolved that the reconstruction efforts would be done through a multiyear process with *Inpres* II development executed first, completion and improvement of *Inpres* I market. Reconstruction efforts were to be based on terms of “*Inpres*” I mediation agreement.

By 2016, the *Inpres II* Pasar Raya Padang market development had been completed. This was marked by the handing over of the completed part of the market by the Head of the Department of Industry, Trade, and Mines (*Disperindagtamben*) Padang to the Head Office of Pasar Raya Padang Market on February 26, 2016. *Inpres II* building comprises four floors of which the basement contains 228 stalls, the first floor has 360 plots and marble table plots. Meanwhile, second floor has 406 units, Floor III and IV are used as a parking lot.

The process of placement of traders back into the *Inpres II* building was executed by market officials using a lotting mechanism. The first phase of allocating space for occupants of *Inpres II* building, second floor was done at the market office on Sunday March 6, 2016, while allocating space for traders in *Inpres II* building, floor 2 that involved 436 traders and consisted of 222 former *Inpres I* traders and 214 former *Inpres I* traders. Allocation of space for traders on the 1st floor of the *Inpres I* was held on Wednesday, March 9, 2016, which involved 379 traders.

The development of *Inpres III* began in the middle of 2016 with the symbolic construction of the security fence on July 27, 2016. The first foundation stone was laid by the Mayor of Padang City on September 1, 2016, accompanied by traders who used to occupy the former *Inpres III* building. Trad-

ers who used to conduct their activities in *Inpres* III were given space on the street that lies between *Inpres* II and IV buildings. Meanwhile, other traders were allocated space on Sandang Pangan Street. Today as this paper was being written, the first Floor is already completed, uplifting the second floor is also ongoing, and the construction of the surface of *Inpres* IV is also still underway.

Besides problems with the construction of the physical premises of the market, the layout of Pasar Raya Padang has come in for criticism due to the fact that it is not well integrated. One clear evidence of this is the congestion and disorder that one finds along Pasar Baru Street (in front of the shopping phase I-VII). Street vendors, who are supposed to open their activities between 14:00 p.m. and 24:00 a.m. open their stalls far before that at 12:00 p.m. By opening their stalls before 14:00 p.m. contributes to making the street very crowded and disorderly. What makes this worse is the practice of some of the traders to open several stalls that sell various merchandise that range from fruits, clothes, children's toys, accessories and so on. The already congested space by traders is compounded by pedestrians and vehicles that jostle for space along the market street making it not a decent sight to see.

Yet another problem lies in Sangang Pangan section of the market. The Sandang Pangan Street, which falls under the management of the Department of Transportation also serves as city bus route for travelers toward the East of Padang city. Public transportation vehicles are supposed to travel through the last section of Sandang Pangan Street, make a round about former City Hall offices towards the mini station, and eventually exit on the right side of Padang Police officet. Meanwhile, the other section of Sandang Pangan street, in front of the *Inpres* I and II is fully filled up with traders and their merchandises. Thus, there is no empty space left for other uses with the exception of pedestrians, who are forced to find their way through busy traders with their merchandise.

### ***Principal Problems that relate to Economic***

### ***Space in Pasar Raya Padang***

Padang municipality has yet to complete the construction of the physical structure of the market. For instance, construction of *Inpres* II building has not been completed because the third and fourth floors are in the finalizing stages of completion. The same applies to the new *Inpres* IV building, which is still largely incomplete, with just the foundation completed. Besides, construction of *Inpres* III section of the market has just begun. In addition to the physical structure of the market that is still incomplete, ground floor of *Inpres* II experiences inundation; the size of market stalls and kiosks that is smaller than those in place before the market was devastated by 2009 earthquake; and some parts of market building that were not in line with expectations and needs of traders. Yet some, if not all, of the above problems could have been avoided had there ample coordination between contractors and traders in designing and construction of market buildings. Nonetheless, lack of coordination between those charged with constructing the buildings and users, many traders have already begun to improve their stalls to suit their expectations, thanks to permission they obtained from market management authorities. Another problem is the disjointed infrastructure as epitomized by the mini bus terminal that is adjacent to the former City Hall offices (basic public transportation) is still just a transit terminal for public transportation route towards the east of the city.

Failure to finish the construction of the physical structure of the market has generated uncertainty for traders, especially those who were placed in temporary operating shelters. This because traders who are still using temporary shelters to operate their stalls are susceptible to impromptu eviction, and losing their spaces at the worst. Such state of uncertainty has affected their trade as reflected in their decision not to stock a lot of merchandise, which affects their revenues. Moreover stocking few merchandise is based on their previous experience that moving from one location to another requires not to have a lot of much merchandise to avoid the huge transportation and storage cost involved.

The layout of the new Pasar Raya market is another problem. Prior to the devastation of the Old market, it has an integrated design and layout with one part connected with other sections. Thus, all the physical facilities in the market were integrated and interconnected. The two streets, M. Yamin street on the right side and Pasar Raya street on the left side, that connect the market to the Bagindo Aziz Khan street, which is the city main street used to be interconnected, which makes entry and exit from the market easy. Moreover, M. Yamin street was also connected to the intersection of Bagindo Aziz Khan street and Proklamasi street that leads to the center of the market on Mulia boulevard toward the shopping center on Pemuda street passing via Hang Tuah street. Meanwhile, Pasar Raya street connects to the intersection of Sudirman, Bagindo Aziz Khan, and H. Agus Salim street (known as Simpang Kandang) toward the center of the market toward Mulia T-junction on Pasar Raya street; as well as connecting with M. Yamin street from Mulia boulevard toward Pasar Baru street at Mulia T-junction which is the Pasar Baru junction between Pasar Raya street and Permindo street. Lastly, M. Yamin street and the Pasar Baru street are connected by Sandang Pangan street that traverses *Inpres* I, II and III toward I-VII shopping center.

The market has many alleyways and corridors that pedestrians can use to walk through and around the market. However, while vehicles can use some of the alleyways, most are too small as they were designed for pedestrians. Alleyways are alternative entry and exit points into and out of the market.

Besides the vital importance of having an integrated network of streets to and from the market, the existence of detached market building blocks that are connected by alleys creates space for traders and their merchandise as well as ample room for pedestrians to walk through different blocks of the market as well as bringing in and out merchandise by both traders and customers. Existence of ample space for movement is essential for both buyers and sellers to move merchandise to and from the market. Ease of movement of goods or the lack thereof, impacts on the

time required for every transaction, which in turn affects the quantity and quality of purchases and revenue earned by traders. This is in effect what transpired in a FGD with some market traders ... *"The more open space and corridors there are in the market, the larger the number of people can buy and sell in the market"* (FGD with Traders).

The market structure, which has been lucidly described above is based on a design that was developed by Thomas Karsten in 1933. The design comprises large blocks each of which has stalls inside and shops along the streets, the City Hall in the east of the market, and the public transport terminal on the western side of the market. The details of the design were refined in 1941 (Colombijn, 2006). However, after the 2009 earthquake the arrangement of the market has been undergoing changes so fast that many stakeholders have become worried about what the future holds for them, thus uncertainty about their fate as traders in the market.

Thus, despite the fact that the basic design of the market has not undergone fundamental change, utilization of space in the market has created uncertainty for many. Sandang pangan street which used to connect M. Yamin Street to Pasar Baru Street is no longer operational and serving the role of the route used by public transportation to transport people toward and from the market. This is because the road was closed with space being used for storing traders' merchandises with tacit permission of market management officials. Even Pasar Raya Street is no longer accessible by vehicles due to the fact stretches of the street have been carved up by traders for their use. Meanwhile Pasar Baru Street, traders and parking attendants are occupying half of the street with the result that the street has become narrow, which has led to frequent congestions at every intersection. Traffic jam, and congestion are today common occurrences in all intersections especially during afternoon hours.

With the current market layout, there are at least three major areas where congestion is frequent and severe. Mulia T-junction is one such area, because it is the center of

Pasar Raya market. The second area is the Fountain Boulevard, which is also the midpoint of the Pasar Raya. The third area is the Sandang Pangan intersection, which lies in front of the former City Hall office. The three areas above are the meeting points of various public transportation routes to and from the market. Absence of mass public transportation such as bus services is considered to be the principal factor that is attributable to frequent and severe congestion in the three areas above. Moreover, public transportation terminal is not sufficient given the large number of people moving to and from the market. Consequently, public transportation vehicles often resort to using some stretches of the streets as location to pick up and drop off passengers, contributing to commotion and congestion in the process. The existence of a city bus sub-station near the former City Hall offices, does not help to resolve the problem due to its lack of facilities because it is still under construction.

Located in the city center, Pasar Raya market which is the largest in Padang municipality still faces some key problems that are attributable to absence of a bus sub-station, poor management of PKL street traders, and lack of sufficient, integrated and connected parking area. Lack of ample space for parking and trading has on many occasions induced traders and parking attendants to use space that was designed for other purposes to display their merchandise and parking services, respectively. Consequently, the quality of space use and management has suffered. Crowding and congestion have become common occurrences, with detrimental effects to market traders and customers.

### ***Traditional Economic Space Management System in Pasar Raya Padang***

The national policy on markets encourages the empowerment and development of traditional markets. This is evident in policy outlines that are enshrined in laws and regulations on traditional markets in Indonesia. The development of traditional markets has a number of aims that include: a) instituting order, organization, safety, cleanness, and health; b). improve public services; c). propel traditional market into the prime position as engines of local economies; and d). enable traditional markets to become competi-

tive with modern shopping centers. The scope of the empowerment and the management drive covers traditional markets that are owned, built, or managed by local governments. Thus, the management and development of traditional markets falls under the purview of the authority vested in local governments.

Pasar Raya Padang is one of the fifteen traditional markets in the city of Padang that are managed by Padang municipality administration. Pasar Raya Padang is also the largest market in Padang municipality, and serves as the supplier of merchandise to other traditional markets in the municipality. Thus, Padang municipality is the principal player in the management of economic space for Pasar Raya market. To improve economic space management, one model that can be used is the sectoral planning model, specifically one that was developed by Anis Chowdhury and Colin Kirkpatrick (1994). While sectoral planning model deal with individual production sectors, and can be used to test the consistency and feasibility of the general goal, special models are designed to handle a particular aspect of the entire planning process (Chowdhury and Kirkpatrick, 1994).

Whatever model is used, whether sectoral or special, based on an assessment of traders' perceptions, they urge for using traditional system in the management of the traditional market whilst supported modern physical facilities. Traditional systems should be the basis on which transactions, market interactions, and the layout of merchandise in the market are made. Basing market transactions on the traditional system would mean determining prices of merchandise between sellers and buyers by haggling or bargaining process. To traders, bargaining process has an intrinsic value that deserve preserving as an integral part of the market. While traditional interactions relate to the ability of relationships among traders on one hand and between traders and shoppers that are mutual and cordial. In other words buying and selling in market is not only about the merchandise that underlies the process, but also more importantly the interactive dialogue and communications that transpires between the two parties to the

transaction. All such relationships occur during the bargaining process. Lastly, the layout of merchandises in traditional market that is based on traditional patterns where various commodities are displayed without price tags as is the case in modern markets. Putting price-tags on merchandises inhibits the bargaining process and attendant interaction between sellers and buyers.

By adopting traditional market system in conducting transactions, displaying merchandise, and fostering interactions among parties to transactions within the context of modern physical facilities is expected to enhance competitiveness of traditional markets. Modern physical facilities in general include lighting systems, sanitation facilities, spatial management system, parking system, and technological system. With the market equipped with a wide range of good systems, visitors will feel safe, comfortable, and satisfied with their visits. That way, the ultimate goal of empowering and developing traditional markets as described above will be have been achieved. Moreover, with refurbishing and the existence of a traditional systems in conducting transactions, will pay way for improved capacity for market traders to undertake their activities to an even higher level.

Nonetheless, for the above market management model to be effective, there is need for good coordination and cooperation among relevant local government institutions that include but not limited to market division, Transportation division, Commerce division and Public Works division. This is why the role of heads of every municipality institution is important as coordination and cooperation of subordinates and across local government institutions largely depends them.

## CONCLUSION

City development as an arena that supports activities of the population creates a complex laboratory of life that is in constantly changing (Amado, Santos, Moura & Silva, 2010). The market as a part of the reality in urban areas and an economic space is a part of that complexity. A market is not only an arena for buying and selling merchandise but is also an amalgam of economic

institution that influences various social aspects of the population, especially those that have direct contacts with it on a regular basis.

Thus, the construction, management and arrangement of Pasar Raya as an asset of Padang municipality should base its strategy on areas that are delineated in regulations that should be issued by the mayor on market governance as economic space. Moreover, the policy must be based on the needs and requirements of traders and the city residents, that is the market management and arrangements should be based on traditional systems that are supported by modern physical facilities.

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