

# Collaborative Governance in Development and Empowerment of Street Vendors in Cirebon City

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**Abstract**—This research is based on the existence of a problem, namely the mushrooming of street vendors (PKL) in the city of Cirebon which causes traffic jams and disturbs the order and beauty of the city. The proliferation of street vendors is a complex issue, so that guidance and empowerment need to be done through collaborative governance because it involves several Regional Work Units (SKPD) in the Cirebon City Government and PKL Communication Forums. The purpose of this study is to describe and analyse collaborative governance in fostering and empowering street vendors in the city of Cirebon as well as the obstacles during the collaborative governance in fostering and empowering street vendors in Cirebon City. The research method used is a qualitative method deploying descriptive analysis, while data collection is done by interview, observation, literature study, and documentation. The results of the research, the collaborative governance in fostering and empowering street vendors in Cirebon City, are not optimal because the street vendors in Cirebon City have not yet been completely resolved. The obstacles faced in collaborative governance in fostering and empowering street vendors in Cirebon City are constraints related to economic, legal, socio-cultural, and political aspects.

**Keywords**—*collaborative governance; empowerment; street vendors*

## I. INTRODUCTION

Cirebon is one of the cities in West Java Province which is very strategically located, the intersection of traffic flows between the Provinces of West Java and Central Java. This condition causes the city of Cirebon from year to year gaining very rapid development in various fields. The city of Cirebon is also the centre of economy, trade and services in eastern West Java. The economic growth of Cirebon City in 2018 was 5.79% or greater than the economic growth rate of West Java at 5.29% and the National level of 5.07%.

The rapid development of Cirebon City, on the one hand is a proud achievement, but on the other hand has caused various problems that must be addressed immediately. One very crucial problem is the emergence of traffic congestion on several main roads around the city of Cirebon. This traffic jam is not only due to the increase in the number of motorized vehicles and undisciplined road users but also because of the proliferation of street vendors crowding on the sidewalks along the main roads such as Jalan Kartini, Siliwangi, Wahidin, Cipto, Sudarsono

and Pemuda. The proliferation of street vendors also disrupts public order which can reduce the interest of tourists to visit the city of Cirebon, even though the Cirebon City Government is promoting Cirebon as a tourist destination city.

To overcome this problem, the Cirebon City Government has carried out various policies to foster and empower street vendors, namely establishing an orderly traffic area, establishing prohibited zones for street vendors, collecting street vendors, controlling street vendors, and relocating street vendors. The policy involved related agencies including the Civil Service Police Unit, the Transportation Agency, and the Office of Trade, Cooperatives and Small and Medium Enterprises. PKL itself has an organization as a forum for communication, namely the PKL Communication Forum and the likes.

The existence of various organizations involved shows that in the development and empowerment of street vendors in Cirebon City, it should be done collaboratively between various organizations through effective collaborative governance. However, the fact shows that street vendors in Cirebon City have never been resolved completely because there are several obstacles in implementing the collaborative governance.

## II. RESEARCH METHODS

The study was conducted using a qualitative method in the form of a case study strategy. The research location is in Cirebon City, West Java Province, Indonesia. Data collection is done by means of literature studies, observations, and interviews. Informants in this study were officers of the Cirebon City Civil Service Police Unit, officers of the Cirebon City Transportation Agency, officers of the Cirebon City Office of Industry, Trade, Cooperatives and Small and Medium Enterprises, Chairman of the Cirebon PKL Forum, and several street vendors. Data analysis is done through the stages of data reduction, data display, and verification and conclusion. While testing the validity of the data is done by triangulation technique.

## III. RESULTS AND DISCUSSION

Collaboration occurs if two or more organizations work together to achieve more creative goals in a shorter time than if

the organization works alone [1]. Whereas the notion of collaborative governance according to Ansell and Gash is "A governing arrangement for non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets [2]. Although collaborative governance involves actors outside the state / government, public institutions / government still play a very important role. While Emerson and Nabatchi defines collaborative governance as "The processes and structures of public policy making and management that engage people across the boundaries of public agencies, levels of government, and / or the public, private, and civic spheres in order to carry out public purpose that could not otherwise be accomplished" [3].

Collaborative governance is carried out to achieve public goals that cannot be carried out by a self-defence organization [3]. The decision to do or not to do collaborative governance is based on the question, "Will it be able to realize better outcomes if collaborations are conducted?" If the answer is "yes", collaboration must be done by involving private collaborators (involving private collaborators). But if the answer is "no", then the government conducts itself directly (direct government production) [4].

Collaborative governance in fostering and empowering street vendors in Cirebon City can be seen from the presence of several regional offices that handle street vendors in accordance with the main tasks and functions of each agency. While organizations outside the local government involved are PKL Communication Forums. Collaborative governance needs to be done in fostering and empowering street vendors because street vendor issues can be resolved well if various relevant and interested organizations collaborate in them. By collaborating, the guidance and empowerment of street vendors can be done more optimally than if the organizations work individually.

The term governance in collaborative governance is different from the term government. The concept of government refers to a management organization based on the highest authority (state and government), while the concept of governance involves not only the government and state, but also the role of various actors outside the government and the state, so that the parties involved are also very broad [5]. Governance refers to the notion that power is no longer solely owned or is a matter of government. Governance emphasizes the implementation of governing functions jointly by the government and other institutions, namely NGOs, private companies and citizens [6].

Components involved in government are only one, namely government institutions as subjects, while the components involved in governance are the government sector, private sector, and society. The nature of the relationship in government is hierarchical, namely the governing government is above, while the citizens of the governed state are below. The nature of relations in governance is heteristic, namely there is equality of position and only differ in function. The expected effect in government is citizen compliance, while the expected effect in governance is citizen participation [7].

Another difference between government and governance is the nature of decision making. Government decision making is top down, namely decision making is only determined from above and the people only need to carry it out. So, the people are not involved in decision making at all, so that decisions do not reflect the people's aspirations. Whereas decision making in governance is bottom up, which is determined from the bottom up. So, people's involvement is more dominant, so decisions reflect their needs and will encourage their full involvement and commitment to implement them [8].

According to Ansell and Gash, there are several factors that must exist in collaborative governance, including clarity of rules, participation, face-to-face dialogue, commitment, mutual understanding, and leadership [2]. The question is whether these factors have been built into collaborative governance in fostering and empowering street vendors in Cirebon City? Are the characteristics of governance that have been described previously already realized in the guidance and empowerment of street vendors in the city of Cirebon? These things will be described below.

One important factor that must be present in collaborative governance is clarity of rules. The Government of Cirebon City since 2016 has had a Regional Regulation (Perda) that regulates street vendors, namely Regional Regulation No. 2 of 2016 concerning the Arrangement and Empowerment of street vendors. In the regulation, 9 obligations for street vendors have been stipulated, namely: a. has TDU (Business Registration); b. comply with statutory provisions; c. comply with the time of business activities at the temporary location determined by the Mayor; d. maintain the beauty, order, security, cleanliness and health of the business environment; e. placing and arranging merchandise and / or services and merchandise in an orderly and orderly manner; f. does not interfere with traffic and public interest; g. surrender the place of business or business location without demanding compensation in any form, if the business location is not occupied for 15 days or at any time the location is needed by the City Government; h. occupying a place or location of business determined by the City Government in accordance with the TDU owned by the PKL; and i. put a TDU sign that has been determined in the form of a sticker on the trading facility so that it is visible to the officer who supervise [9].

Referring to the Regional Regulation there are 13 bans for PKL, which are prohibited: a. conduct business activities in public spaces that are not specified for the location of street vendors; b. remodel, add and change the functions and facilities that exist in the place or business location of street vendors that have been determined and / or determined by the Mayor; c. occupy the land or location of street vendors for residential activities; d. move place or location and / or transfer TDL PKL without the knowledge and permission of SKPD in charge of Micro Business; e. has more than one TDU; f. leave and / or allow PKL business facilities and infrastructure at the location; g. abandon and / or leave blank the location of the place of business without continuous activities for 15 days; h. trade in illegal goods and goods / services that are prohibited by legislation; i. conduct business activities by damaging and / or changing the shape of sidewalks, waterways, green lines, public facilities, and / or buildings in the vicinity; j. use the

road body for the place of business, except as stipulated for the scheduled and controlled street vendor location; k. Street vendors whose business activities use vehicles are prohibited from trading in parking ban places, temporary stops, or sidewalks; l. trade or lease PKL business places to other traders; and M. build a business place permanently.

Based on the above description, Regional Regulation No. 2 of 2016 clearly regulates the prohibition on street vendors. However, the formulation of the Perda itself is mostly done in a top down manner because the PKL Communication Forum is almost never involved in its formulation. After the Regional Regulation was implemented, the prohibitions for street vendors were also often violated by street vendors, especially the prohibition on conducting business activities in public spaces that were not specified for street vendors. This rule violation was caused by the lack of awareness and participation of PKL as well as weak commitment and law enforcement by the Satpol PP apparatus against street vendors who committed violations. In addition, there are practices of buying and selling sidewalks for street vendors by certain individuals. Satpol PP officials are often helpless against these individuals.

Through the regulation, the Cirebon City PKL Structuring and Empowerment Coordination Team has been formed consisting of the Department of Trade, Cooperatives and SMEs, Public Works and Spatial Planning, Transportation Agency, Sanitation and Gardening Agency, Tourism Office, Civil Service Police Unit, Camat, Village Head and Regional Office of Berintan Market in Cirebon City. It was this coordination team that collaborated in fostering and empowering street vendors in Cirebon City. However, in the meetings of the coordination team, PKL Communication Forums that represented the interests of street vendors were almost never involved, so that the policies and decisions taken related to the problem of street vendors were more top down. The performance of the coordination team is also considered to be not optimal because the street vendors' problems in the city of Cirebon have never been completed until now.

In order to order street vendors, the Cirebon City Government has established six road segments as Traffic Ordered Areas (KTL), namely Jalan Siliwangi, Wahidin, Kartini, Pemuda, Cipto Mangunkusumo, and Jalan Sudarsono. On the six road segments, it must be free from street vendors. The ultimate goal of KTL is to increase tourist visits to the city of Cirebon because with orderly and free street vendors protocols are expected to attract tourists to visit the city of Cirebon.

To realize the KTL, Cirebon City Satpol PP officers since the end of 2018 have conducted face-to-face control, guidance and socialization to street vendors on the six road segments. The Department of Trade, Cooperatives and SME officials have also conducted PKL data collection, collaborated with local village officials, conducted persuasive approaches face-to-face with street vendors, and provided shelter to relocate street vendors.

These efforts have indeed shown encouraging results. On the six roads, now it is free of street vendors, although there are still some street vendors who try to vent themselves to sell again if there is no raid from Satpol PP. This shows a lack of

awareness, participation and commitment from street vendors. Whereas the shelter provided for street vendors is assessed by PKL as not representative, so there are not many buyers coming. However, the road agency that has been free from PKL has now become a wild parking lot and the apparatus seems to have left it. This gives the impression that the Cirebon City Government is acting discriminatively by expelling street vendors but allowing illegal parking to grow.

Fostering and empowering street vendors in Cirebon City through collaborative governance is not optimal because there are many obstacles in its implementation. The main obstacle is because the profession as street vendors for some people is the only main source of livelihood. This causes the street vendors to maintain their livelihoods with all their might, even if they violate applicable regulations. This was made worse by the still weak law enforcement against street vendors who committed violations. The apparatus also did not dare to face the people who traded the sidewalks for street vendors. Street vendors themselves only obey regulations if there is a raid. Policies related to street vendors are also more top down and the leadership of the Mayor is not optimal as a regional head. The Mayor has been trying less to do a persuasive but firm approach to street vendors.

#### IV. CONCLUSION

In fostering and empowering street vendors, Cirebon City Government still emphasizes the government approach, not governance. Coaching and empowerment of street vendors is still mostly done with a power approach through top down policy making that demands compliance, not PKL participation. Street vendors as elements of society are still positioned as objects, not subjects who participate in decision making.

Collaborative governance in the development and empowerment of street vendors in Cirebon City has been running but not yet optimal. Clarity of rules as a basic element that must exist in collaborative governance has been fulfilled but not yet optimal in law enforcement. The coordination team as a collaboration forum has been formed but the team's performance is considered not optimal. The coordination team meetings also almost never involved the PKL Communication Forum. Face-to-face dialogue between the Government of Cirebon City and street vendors has been carried out but is not supported by awareness / understanding, participation, and commitment from the parties involved, especially street vendors.

Obstacles in realizing collaborative governance in fostering and empowering street vendors in Cirebon City are constraints related to economic aspects (street vendors as the main source of livelihood), legal aspects (weak law enforcement), socio-cultural aspects (street vendors only obey regulations only if there is a raid), and political aspects (policies that are top down and not optimal leadership of the Mayor).

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