

Artikel jurnal internasional Collaborative Governance Based Post-Fire Pasar Klewer Management From Government Sector Perspective

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FILE	ARTIKEL__JURNAL_INTERNASIONAL.PDF (262.06K)		
TIME SUBMITTED	29-MAY-2020 08:17AM (UTC+0700)	WORD COUNT	6403
SUBMISSION ID	1333773139	CHARACTER COUNT	38623

1 Collaborative Governance Based Post-Fire *Pasar Klewer* Management From Government Sector Perspective

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ABSTRACT. The post-fire *Pasar Klewer* Surakarta has raised complex and critical problems, which need many stakeholders. In order to solve these problems a collaborative governance based management is necessary, thereby synergising government, civil society, and private sector. A qualitative approach and phenomenological method applied to this study to unsolve realities experienced by individuals. Research focus of this study was collaborative governance as a basis on which post-fire *Pasar Klewer* management was implemented from the government perspective. In doing so, this study examined governmental aspects, i.e. responsiveness, leadership, and empowerment. The selected research site, the post-fire *Pasar Klewer*, represented problems in research enquiry. To collect the data this study performed in-depth interviews with informants with adequate knowledge in the post-fire *Pasar Klewer* management. Surakarta Municipal Government executed its necessary authorities to gain supports from both civil society and private sector by an effective bureaucratic instruction in emergency and succeeded to accelerate the post-fire market recovery in such that the merchants could reactivate their commercial business. The government then shifted into a multi stake holder partnership (MSP) approach in the aftermath of the emergency.

Keywords: *Collaborative Governance, Government, Post-fire.*

I. BACKGROUND

Public administration has changed its way of thinking and of acting by 1990s. The “government” no longer becomes a central actor in governing. Instead, it has considered roles played by other non-governmental sectors in the governing process, or governance. Accordingly, the governing style has also changed from government-dominated to shared contribution from other sectors, while the government still becomes the leading sector (Sudarmo, 2011: 34-35).

Public administration locus from governance perspective no longer limits itself to governmental institutions, but outreaches any other institutions with a mission of creating public openness. Such organisations have an awareness of mutual problem-solving efforts and operation on behalf of public interest. The public concept in public administration does no longer mean institutional, but also open to public (Pesch, 2008).

In practice, public administration is value-bound. In other words, it is situational and conditional in nature owing to particular country where public administration applies. The situational and conditional aspects depend on value system and effects of contemporary important issues, such as democratisation, globalisation, and political, economic, social, and cultural issues.

Democratisation demand has caused growing concern of community to play larger role than before in government and development, being the determinant factor for the emergence of new institutions within society, civil society organisations, voluntary organisations and other non-governmental organisations. Government's role can now be shared to these newly born institutions. This phenomenon has enlarged the scope and cause of the tendency of the governmental role in Indonesia towards role simplification (Mardiana, 2011).

Globalisation has encouraged governments across the globe to improve their national efficiency. Governments in the third world countries, including Indonesia, have been motivated to reduce its involvement in several developmental activities and public services by delegating some of their roles to voluntary associations under market mechanism as the means to improve the national efficiency.

Political, economic, social, and cultural dynamics have also contributed to affect the government capacity to fulfill the society needs, where more needs have been beyond its capacity. Civil society and market capacity has raised a new height, leading to the needs for non-governmental institutions to take the role

in providing public and semi-public goods (Mardiana, 2011).

New public management as either methodology or ideology has broadly affected the public administration practices in countries in transition. The concept of governance began to gain attention and to grow as a practical form within public administration. The new emerging international organisations as well as political developments in New Zealand, Australia, and Great Britain played significant role in helping the concept to get into the spotlight. Furthermore, most countries have already departed from an era when the governments determined fundamental rules for implementing their public functions. This paradigmatic shift has directed most countries towards a co-equal relationship era, in which public sector, private sector, and civil society have the equal share in playing their roles (Rosenbaum, 2012).

Governance is celebrated as a concept of and an approach to management. Indeed, government is not a stand-alone player because it relates, even is advised by other actors, i.e. civil society and private sector. This concerted mechanism is believed to help achieve democracy and economic success (Rosenbaum, 2012). Governance is an interaction of interdependent multi stakeholders management (Stoker, 1998: 17).

Collaborative governance refers to institutions that promote interaction between government and non-government actors with status so that one-sided monopoly and domination do not have any place in policy-making or decision-making processes (Sranko, 2011). Citing Ansell and Gash (2007: 454), collaborative governance is "...a governing arrangement where one or

more public agencies directly engage 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."

The contemporary collaboration emerges as a strategic issue within governance paradigm, which, in turn, shifts towards government paradigm. Collaboration with other sectors help compensate the limited capacities of the government, while it remains the leading sector (Sudarmo, 2011: 37).

The government has the main responsibility for improving people welfare. An inclusive welfare tends to be successful when the government relinquish some of its decision-making authorities to local actors. Rondinelli (2007: 44) contends that decentralisation is a new model of governing the state through an authority distribution. Local levels have authorities to regulate and to govern their own territories by way of local autonomy, which aims at improving the inclusive people welfare. One of economic facilities that is useful for the people at large to improve their welfare is traditional market.

Traditional markets become economic facilities by which people seek to improve their welfare. A traditional market is the place where selling and buying activity occurs in which the actors perform a bargaining process (Sadilah et al., 2011). The Presidential Decree No. 112/2007 o³⁷ Management and Supervision of Traditional Market, Shopping Center and Modern Store defines traditional market as a market developed and managed by local governments, private sectors, state owned corporate bodies, and local owned corporate bodies, including those

having a co-operation with the private sectors in providing stores, kiosks, outlets, and shops owned and/or managed by retailers, medium size merchants, local community, or cooperatives, where they run small scale business with limited capital and facilitate a commodity bargaining process.

Traditional markets in Indonesia are characterised by poor conditions. The Center for Social, Economic, and Environmental Research and Development of the Ministry of Public Works (2011:2) reports that traditional markets are closely associated to dirty place, traffic jam, and crime scene. Market revitalisation affects many aspects of governance. Therefore, it must consider market management and distribution factors. The government must be more responsive to the traditional market survival under modern management concept in order to compete with modern markets.

In 2005, the Board of Directors of the Indonesia Market Merchants Union (*Dewan Pimpinan Pusat Ikatan Pedagang Pasar Indonesia, IKAPPI*) reported 285 market fires nationwide. Traditional markets as public buildings where many people and goods accumulate have a high risk of catching fire. Research findings on fire-prone markets have proven valid with the a fire that occurred at *Pasar Klewer* in 27 December 2014, causing physical damages of the market.

The fire at *Pasar Klewer* resulted in complex problems, not those related to economic aspects, but also social and cultural ones. The impacts of the *Pasar Klewer* fire included massive losses and total destruction of its merchandises. In response to this case, the Municipal Government of Surakarta had limited

capacities to resolve the post-fire problems.

The complex problems that arose after the fire have urged the need for a proper management. In this context, collaborative governance is considered the best solution, in which government, civil society, and private sector work in concert. This study posited collaborative governance as the research phenomenon, which became the problem-solving approach towards the successful post-fire management, creating clean, convenient, and safety marketplace. This is due to the fact that a market is not only the place where sellers meet the buyers in commercial activities. Instead, it is also the medium by which individuals socialise and institutionalise cultural values they must endure and sustain.

II. THEORETICAL REVIEWS

Previous studies proposed research findings in which stakeholders are actively incorporated in empowerment and leadership plays an important role in collaborative planning (Kristina Setyowati and Didik Gunawan S., 2013; Defny Holidin and Rilyan Shela Handini, 2013; Fikri Zul Fahmi et al., 2015). Other authors have also performed collaborative governance studies but in broader scopes, in which more specific loci, such as traditional markets, do not become the research focus (Emerson et al., 2011; Lacina, 2011; Chapman et al., 2010).

Other studies on collaborative governance present unclear focus because their objectives are to offer new concepts of theories based on previous literatures (Robertson PJ & Choi T, 2012; Morse, 2011; Seigler, 2009; Rosenbaum, 2011; Al-Habil, 2011; Bourgon, 2009;

Johnston et al., 2010; Buuren, 2009; Chris Ansell and Alison Gash, 2007). Whereas, Muhyi et al. (2017), who selects tourism sector as the research locus, extends the modelling scope of collaborative governance study by proposing a penta helix collaborative model. This model is composed of five different stakeholders, i.e. local government, business community, academia, civil society, and the media. The research locus was tourism industry, which needed participation and support from many concerned stakeholders

This study offered a different analysis from the previous ones, in which collaborative governance became the basis for the post-fire market management. The collaborative governance approach in this study collaborated government, civil society, and private sector in an interdependent stakeholders. The post-fire *Pasar Klewer* Surakarta as the research locus was in a great necessity of recovery and reactivation because of its strategic role in the local community.

Public administration is a process of organising and coordinating public resources and personnel to formulate, implement, and manage decisions within public policy (Chandler and Plano, 1998: 29-30). Public administration is a team co-operation within public environment, which comprises three different branches, i.e. judicial, legislative, and executive towards public welfare.

During the early 1990s the National Academy of Public Administration did no longer use the term public administration. Instead, it shifted to the term governance. In many modern literatures, governance is synonymous with public management and public administration. This term outreaches both public or private sectors in determining either

global or local orders and in understanding either formal or informal norms (Frederickson and Smith, 2003: 225).

Interplay between Governance and Public Administration, civil society and other private societies creates a strategic objective in modern countries²⁴ towards a new administration spirit. In the context of collective action, Ostrom (1990) contends that governance is a dimension of norms and orders that are mutually stipulated to regulate individual and collective behaviors.

Governance is celebrated as a concept of and an approach to managing because it tends to emphasise the facts that government also deals with its public sectors. In this sense, non-governmental sectors, i.e. private sector and civil society, even have a capacity to guide the government to create a more successful democratic and economic environment.

In terms of multi-stakeholder relation, collaboration is a concept of interorganisational relations, intergovernmental relations, strategic alliance, and multi-organisational networks (Agranoff, 2004). It implies a working group that work together towards mutual objectives in a cross-border and multi-sectoral endeavour (O'Leary and Bingham, 2007). Tadjudin (2000) defines collaboration as mutual actions towards collective satisfaction in a win-win situation. It deals with concert effort of two or more stakeholders in managing the same resources, which is difficult to achieve when worked on by any individual sector.

According to Bourgon (2009) the government has a limited capacity to accommodate many and complicated policy issues, such as global warming, monetary crisis, illiteracy, and racism.

Such issues need active participation from other sectors than the government, such as civil society, and contribution from vary stakeholders, while government policy remains the leading factor. Acknowledging the need for strengthening collectivity, more national governments have become aware of new ways to empower non-governmental sectors.

Vigoda (2002) offers critical and empirical criticism for new materialism, which hampers the significance of civil action and participation by posing overwhelming suppression on the idea of response power. Advance has directed itself towards the strengthening of partnership between government and public administration institutions, civil society, and other social actors, such as private and third-party sectors. Alternative interaction between government, civil society, and private sector within collaborative governance framework becomes more realistic for years to come.

Debates on the best ways of obtaining life outcome quality have tended to result in contradicting views, except those under particular, mutually accepted regulations or conventions. Rules, structures, and processes are determining aspects of the collaborative governance principles in a government. The key elements of the collaborative governance tend to differ from one co³⁶xt to the other (Bouvaird, 2012).

Ansell and Gash (2007) performed an analysis of 137 collaborative governance cases in many policy sectors. Their analysis resulted in important variables, which affected the form of governance that led (or did not lead) to collaboration. These variables includ³³ historical conflicts or co-operations, incentives for stakeholders to participate, unaligned

authority and unequal resources, leadership, and institutional design. Important factors in the collaborative process comprised interface dialogue, trust building, and mutual commitment and understanding. The collaborative process variables as the core model depend on predetermining condition, institutional design and leadership has an important contribution to the collaborative process. The predetermining condition dictates the fundamental state of trust, conflict, and social capital, which become resources and liability during which the collaboration process takes place. Institutional design determines fundamental rule that restricts collaboration. Whereas, leadership performs mediation and facilitation during the collaboration process.

Emerson et al. (2011) contend that collaborative dimensions legitimate problems and way of facing them. More importantly, as long as the government performs its duties, it will continue to implement programs and to provide services, so that, more budgets will be necessary. Continued activities are the results of political interest, decision, and choice made by one government regime to another on behalf of the public interest. Most of the activities benefit civil participation to improve performance and a better performance helps improve the quality of public policies.

DeSeve (2007) proposes eight elements that may affect collaboration, follows: structural networks, commitment to common purpose, trust among participants, governance, access to authority, distributive accountability and responsibility, information sharing, and access to resources. DeSeve (2007) uses these elements as parameters for how successful a network or a

collaboration occurs in the governance. In other words, an effective collaborative governance needs to direct its activities in line with these eight elements.

How successful is the collaborative governance will depend on the creation of a deliberative climate, which prioritises trust, mutual commitment, collective accountability, and willingness to take any risk. It depends with the eagerness of stakeholders to trust other stakeholders' interest, to commit to resources, and to locate collaborative goals above individual benefits. The stakeholders have to be ensured that the process is free of behind the scene manipulation and that the surveillance will play its role to check the disproportional effects of the strong stakeholders (Johnston et al., 2010).

III. RESEARCH METHOD

This qualitative study focused on discovering the meaning and process of many factors. Qualitative research aimed at finding out phenomenon according to holistic experience of the research subjects by a descriptive presentation in words and language of a natural, specific context by using scientific method (Moleong, 2014: 6). According to Creswell (2012), qualitative research comprises five different approaches, follows: (1) phenomenological, (2) grounded theory, (3) ethnography, (4) case study, and (5) narrative research.

This qualitative research on the collaborative governance as the basis for the post-fire *Pasar Klewer* management applied a phenomenological research method. According to Creswell (2012: 53) phenomenology examines how members of community describe the daily life in the real world, in particular how these individuals are aware of

generating meanings as the result of interaction with other individuals. Phenomenology aims at unearthing realities from the perspective of those who experience directly or those related to the natures of human experiences and the meanings embodied within.

A phenomenological study describes life experience of several individuals on a particular concept or phenomenon. It views human behaviours, statements, and deeds, as well as parts of a product of how they interpret their own world. The phenomenological qualitative approach bases its ration on emerging symptoms or phenomena and tries to explore what lie behind the phenomenon (Sobur, 2013).

This study focused on collaborative governance as a basis for the post-fire *Pasar Klewer* management from government perspective. The government perspective dealt with responsiveness, leadership, and empowerment aspects. Determining locus is an important research stage to limit the research scope and to sharpen the research discussion. This study selected the post-fire *Pasar Klewer* as the research locus because it represented complex and critical problems, in which local government could no longer play as a stand-alone player and needed collaboration with other stakeholders. The fire did not only cost economic loss, but also affected social and cultural domains. In addition to determining the research locus, this study also purposely selected the research informants, i.e. those with adequate knowledge about the post-fire *Pasar Klewer* management.

This study performed an interactive data analysis following Miles and Huberman (2014: 32-33), which deals with the following characteristics: (1) data collection is an activity of gathering

accurate data relevant to the research problem; (2) data condensation according to data selection, simplification, focusing, abstraction, and modification found within a corpus of the records collected from observation field, interviews, documents, and other empiric materials; (3) data presentation as a series of information that allows the researcher to draw conclusion and take action by examining the data presentation; (4) drawing conclusion or verification, in which the researcher seeks the meaning of objects, records regularity, patterns, explanation, possible configuration, causal flow and preposition.

According to Moleong (2014: 324), data validity needs a checking technique. The collected data must be subject to validity check by a triangulation technique. Triangulation deals with collecting data from different sources using the same technique. This study performed data or source triangulation with the purpose of maintaining data validity as well as minimising biased data. Since the study performed data triangulation, the researcher collected the data as well as tested their credibility using vary techniques of data collection and data sources.

IV. RESULTS AND DISCUSSION

The 2010-2025 Long-term Local Development Plan (*Rencana Pembangunan Jangka Panjang Daerah, RPJPD*) of Surakarta Municipality stipulated within the Local Decree No. 02/2010 acknowledges the vital role of commercial activity. Concerning this activity, the RPJPD has the following core targets: creating cultural, self-determined, advanced, and prosperous city, i.e. Surakarta, towards strong local

economy. Providing adequate local infrastructures and facilities, including traditional markets, help achieve the strong local economy.

Being one of the local icons of Surakarta, *Pasar Klewer* operates as a commercial site, which primarily offers clothes, e.g. *batik*. The Municipal Government of Surakarta gives priority to the existence, development, and sustainability of the traditional markets. The government proves its tendency by promoting a tagline of *Rerajut Ati*, a Javanese acronym composed of the terms *resik* (clean), *ramah* (generous), *jujur* (honest), *tertib* (in order), *aman* (secure), and *simpati* (sympathetic). This tagline implies a philosophical meaning, in which traditional markets do not only fulfill physical needs, but also accommodate social and spiritual interactions of the people in harmonious, peaceful, and convenient states.

Pasar Klewer as a traditional market plays its role as engineering local economy and as a social medium where both local people or visitors create a relationship and communication using commercial activity. *Pasar Klewer* is unique in its status as tourist spot, embodied into Surakarta historical and cultural sites, i.e. Surakarta Hadiningrat Palace, Masjid Agung, and Surakarta Square.¹

The collaborative governance based post-fire *Pasar Klewer* management was an effort of the local government to recover the market condition by incorporating civil society and private sector. The post-fire *Pasar Klewer* condition allowed the collaborative governance approach because it resulted in complex and critical problems, in which the local government could no longer become a stand-alone

player. Instead, other non-governmental stakeholders were necessary.

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The problems raised by the post-fire *Pasar Klewer* were so complex that they stimulated economic, social, and cultural issues. Once an organisation found itself in the middle of such situation, it needs a collaboration to solve the problems (Wanna, 2008: 3).

The post-fire *Pasar Klewer* raised critical problems due to its negative impact on the market community. The fire destroyed their assets and income in a relatively long term – until the market recovery. Johansson (2010: 371-392) contends that negotiating role of public policy makers is very important to determine change in direction of the policy. Stakeholders incorporation is necessary to manage the critical condition and to solve the problems.

The post-fire *Pasar Klewer* needed a collective management from stakeholders in interest of operation and activity of the market. The Municipal Government of Surakarta did neither have adequate capacity nor budget to solely manage the post-fire situation. Fendt (2010: 22) contends that an organisation needs to collaborate to finish particular job because collaboration will compensate the limited capacity of the government.

The Municipal Government of Surakarta had a strong awareness of the existence of *Pasar Klewer* as the place where low-to-medium economic communities make their living. *Pasar Klewer* has become one of leading tourist spots of Surakarta. As the tourist spot, *Pasar Klewer* contribute significantly to the local income of Surakarta. The local economy will face a serious problem once *Pasar Klewer* has been in trouble.

1. Responsiveness Aspect

The Municipal Government of Surakarta as the authorised sector showed its awareness of the impact of the fire suffered by *Pasar Klewer*. Saving life, assets, and business became the priority. The government gave this immediate response by saving approximately 43,000 lives suffering from the fire whose daily activity depended on the activities at *Pasar Klewer*, from upstream to downstream. Most of the fire victims were those of low to medium social classes whose vulnerability was high. The Municipal Government of Surakarta would lose income from the market retribution, which had a significant contribution to the Local Revenue (Pendapatan Asli Daerah, PAD) to the Municipal Government of Surakarta (Interview with the Mayor, July 2016). In addition to saving lives and assets, the Municipal Government of Surakarta also sought efforts to prevent the fire impacts, such as traffic jams and security disturbances.

The Municipal Government of Surakarta responded quickly to the fire at *Pasar Klewer*. The Mayor, who attended a wedding invitation, where he became *pambagyo harjo* (a representative of the event host in the wedding ceremony), when the market caught fire, suspended

his private interest to go to the fire scene to help put off the fire. He still wore *beskap* (Javanese traditional suit) when arriving at the fire scene. Such responsiveness was a good example of how leadership made the correct decision on an issue that affects public domain. In other words, the Municipal Government of Surakarta held a problem-driven principle (Donahue, 2004). Focus, concern, and concentration of the governmental actors in the collaboration during the market fire at *Pasar Klewer* indicated a strong responsiveness.

The quick response of the Surakarta Mayor in extinguishing the fire at *Pasar Klewer* accorded with the principle of local autonomy practice. Local government must take a prompt action to solves any problems within its administrative territory which affects the public interests, such as traditional market fire. Novita and Zainuri (2019) write that local government must be aware of any disasters in its administrative territory, not only during the disasters, but long before they potentially occur by making any anticipation effort.

2. Leadership Aspect

The Municipal Government of Surakarta committed to perform the post-fire *Pasar Klewer* reconstruction through efforts and hard work in order to collect fundings for the construction of the emergency marketplace, which was important for the merchants to continue their living. The government exploited all its authorities towards private sectors that had direct relations to the activities of *Pasar Klewer*. The private sector contributed financial aid for the emergency marketplace construction and proposed additional funding to the

provincial government. In case of the post-fire market reconstruction, the Municipal Government of Surakarta proposed the fundings to the national government (Interview with Head of Market Affairs Office, 20 July 2016)

In this case, the Mayor made policy and instruction to the officials at all levels to take strategic steps to safe life, assets, and business survival to optimise the policy. This policy acted as an aspirin to the fire victims to get out of misery and get back to business as usual as soon as possible. The policy became a moral booster for the suffering merchants. New energy and moral boost helped the merchants contribute to a conducive situation.

Policy implementation through strategic steps by the Surakarta Mayor was a form of quick responsiveness. The policy implied an intervention of the Surakarta Municipal Government to help reduce negative impacts of the fire on the merchants at *Pasar Klewer*. Local government needed to actively offer programs and policy interventions to prevent worse impacts of the fire, in particular during the new market construction and emergency marketplace (Rosyidi, 2016).

Along with the policy, rumors spread bad news that irresponsible hands intentionally set fire at *Pasar Klewer*. In the past two years before the fire, merchants and market communities were disturbed by initiative of market revitalisation program. Most of the merchants disagreed that the local government handed over its revitalisation program to the private sector. The merchant resisted the idea because the fear of potential higher price set by the private sector on kiosk loan and of the private sector's pure business

orientation, causing the loss of public value of the market.

The Municipal Government of Surakarta committed to seeking budgetary support from provincial government to provide emergency marketplace and national government to reconstruct the damaged market. The Municipal House of Representatives of Surakarta also committed to agreement mechanism on budget allocation. Whereas, the private sector had a commitment of providing special allocation of financial grant for the emergency marketplace. The commitment during meeting between these stakeholders resulted in a strategic decision to secure the post-fire market recovery.

The Mayor's commitment to rebuild the market after the fire indicated a motivation to contribute and to take efforts voluntarily in public service by responding to the fire victims. This attitude indicated a leadership capacity in managing public organisation since positive results will be impossible without such commitment. Skills, commitment and competency in performing the leadership duty is the key for any organisation to bringing about better life (Ismail et al., 2013).

The agreement mechanism process that preceded the budget is a difficult task because it must get permission by the Representatives and consider legal aspect. The legal impacts will always follow any decision to be made. However, one of fractions appealed the agreement mechanism preceding the budget for post-fire *Pasar Klewer* reconstruction because it believed that the Provincial Development Budget Plan and the CSR from the private sector were capable of financing the post-fire recovery.

In case of emergency marketplace, the government collected the funds from the Development Budget Plan of Surakarta Municipality. The need for adequate funding was to fulfill the construction masterplan, which demanded a representative emergency marketplace and because the private stakeholder believed that the emergency marketplace had to be attractive.

During the fire, the Mayor and his officials took over any responsibilities without coordinating with the Local Leadership Communication Committee (*Musyawahar Komunikasi Pimpinan Daerah, Muskompimda*). The coordination is important to share the government burdens, especially in security and tranquility. The Municipal Government of Surakarta needed to coordinate with the Local Police Department for the post-fire security. This effort might help the local government focus on the post-fire market recovery, i.e. saving life, assets, and market business sustainability.

3. Empowerment Aspect

The Municipal Government of Surakarta sought to maintain sustainability in any condition it encountered. *Pasar Klewer* had more than economic value for the city and its community and environment since it was also part of urban area and commercial empowerment. The competency and good relationship exercised by the Municipal Government of Surakarta by incorporating business sectors proved a local leadership ambition as a determinant factor towards collaboration for immediate construction of the emergency marketplace. The collaboration between the Municipal Government of Surakarta and private sectors, in particular investors, as well as

civil society (merchants at *Pasar Klewer*) did not take time to recover the market-related activities. By providing emergency marketplace, the commercial activities continued while the post-fire market had been recovered (Interview with Head of Local Development Plan Office, 26 July 2016).

Quick response and action of the Surakarta Mayor motivated the civil society, i.e. Surakarta citizens, and the private sector, to participate in to extinguishing the fire and securing the merchandises and assets. The citizens contributed human resources and foods and beverages during the fire fighting. Whereas, private sectors, i.e. leading corporations in Surakarta and the neighbouring areas, contributed fire brigade and experts. The fire fighting process lasted five days.

The Municipal Government of Surakarta continued its quick response and action the next day after the fire by holding a meeting led by the Mayor. Among the attendances, there were representatives from Local/Municipal Apparatus Work Unit (*Satuan Kerja Perangkat Daerah, SKPD*), House of Representatives, merchant union, and private sectors who committed to the problems related to the fire. The meeting discussed location, budget, and design for post-fire emergency marketplace. It took so much money to provide the emergency marketplace that the Municipal Government of Surakarta could no longer carry on alone. Therefore, contribution from other sectors became imminent. In this sense, a collaboration process that incorporated all concerned stakeholders was necessary.

The Municipal Government of Surakarta opened opportunity to the fire affected merchants to contribute their

opinion in the emergency marketplace location and construction. The merchants decided to relocate their marketplace at the Surakarta Hadiningrat owned Northern Royal Square (Alun-alun Utara), the same location as the fire-affected market. The Municipal Government of Surakarta agreed this proposal, but the square was only accessible under the agreement from the royal palace as the traditional leaders of the city. Problem soon arose due to between the Municipal Government and the Royal Palace quarrelled in conflicts, making it impossible to have effective communication. It was psychological tie between the palace and the common citizens (*Jav. kawula*) that resolved the problem because the king only listened to his people, while the municipal government still had to pay the rent.

Private sector has to maintain a good relationship with the Municipal Government for future business interest. The relationship is necessary for business expansion. Authority is necessary to collect the funding that accelerates the emergency marketplace and helps the merchants. The Municipal Government of Surakarta helped the merchants open the access to the banking sector for funding (Maria, 2014).

Private stakeholder had a significant contribution during the post-fire recovery by incurring 40 percent of the total budget for emergency marketplace. The funding from the private sector derived from the CSR and sacrificing allocation for other activities it had already planned before the fire incident. The municipal government played an important role, using the authority and power, by demanding the private sector to give its contribution. Banking sector helped relieve the merchants' burden by rescheduling the loan and special rate

scheme for capital loan. The government-private sector collaboration helped provide the necessary unconditional business capital for the merchants (Maria, 2014).

The Municipal Government of Surakarta with its authority as the asset owner of the Pasar Klewer facilitated necessary changes in spatial aspect of the market. In this case, the merchants did not have many choices, so they depended on the initiative of the local government.

The municipal government approached to the emerging issue by a bureaucratic instruction, thereby stressing on the contributive and effective actions from the private sectors to the reconstruction of the emergency marketplace. Once the emergency state had been recovered, the government should have changed the bureaucratic instruction to multi stakeholder partnership (MSP) to materialise the collaboration. The MSP approach referred to a multi-sectoral voluntary co-operative relation to achieve collective goals by sharing risk, responsibility, resource, and benefit (*Bappenas*, 2018).

The municipal government empowered the civil society and private sector because of its limited capacity to take down the complex problems due to the fire that occurred at *Pasar Klewer*. The private sector empowerment took the form of financial contribution, market design, and managerial training for business expansion. Whereas, civil society empowerment was important to anticipate any conflict because it allowed them to participate into the conducive market operation, a situation that helped achieve the optimal collaboration.

V. CONCLUSION

The Municipal Government of Surakarta initiated collaboration in the post-fire *Pasar Klewer* management. It made a strategic policy to prevent casualties, injuries, as well as to secure market business assets. Such policy was a practical awareness and responsiveness of the government towards the market survival and sustainability. The Municipal Government of Surakarta proclaimed that the fire at *Pasar Klewer* was an emergency situation, which needed a great deal of attention and, in turn, recovery. However, due to limited capacity, particularly in financial matter, the municipal government demanded active participation from all sectors outside the government.

Collaboration initiated by the Municipal Government of Surakarta began with apparatus internal empowerment, followed by civil society and private sector empowerment. A solid, coordinated, and integrated apparatus team was necessary to help empower the other stakeholders. The civil society empowerment was important to prevent conflicts, to create conducive situations, and to give them opportunity to participate in the market operation. Whereas, the private sector empowerment helped relieve the burdens by providing financial and managerial skills contribution.

The Municipal Government of Surakarta used its authority and power to gain supports from the civil society and private sector. Bureaucratic instruction proved to be an effective approach during emergency situation. The bureaucratic instruction based collaborative governance from the government perspective (i.e. empowerment, leadership, and empowerment) proved to accelerate the

business recovery of the merchants at the post-fire *Pasar Klewer*. Finally, the multi stakeholder partnership (MSP) approach was effective during the post-emergency situation.

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