

Facilitative Leadership in Managing and Empowering Street Vendors in Tasikmalaya City

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Abstract

The paradigm for structuring street vendors is not to eliminate the existence of small businesses which are a real form of people's economy. Paradigm change as a burden is transformed into an asset. In its implementation, it does not follow the guidelines for structuring and empowering street vendors. This research aims to examine and analyze the factors of facilitative leadership in the contingency model of collaborative governance by elaborating on collaborative governance that brings together and directs stakeholders and the private sector in structuring street vendors (PKL). The research method used is a descriptive qualitative approach with case study methods and data collection techniques using literature studies, interviews, observations, FGDs, and triangulation. The research results found that the need for an "Executor" Leader according to experts is that collaborative abilities are very important for Execution. Facilitative Leadership has a very important role in the Initial Conditions dimension. The new findings in this research place elements of the leader's background together with power asymmetries and a history of cooperation/conflict as a basis that can hinder or support the collaborative process that is built. Facilitative leadership has a very important role in the institutional design dimension.

Keywords: Facilitative Leadership, Collaborative Governance, Street Vendor Arrangement, Street Vendor Empowerment.

A. INTRODUCTION

Based on the constitution in the preamble to the 1945 Constitution of the Republic of Indonesia, the fourth paragraph states that one of the objectives of the Indonesian state is to advance general welfare. In principle, state development is aimed at creating general prosperity and social justice for all Indonesian people, one of which can be achieved by carrying out fair and equitable national development throughout Indonesia (Arifin & Yuniar, 2020). As mandated by the 1945 Constitution of the Republic of Indonesia, it is expressly stated in Article 27 paragraph (2) that "Every Indonesian citizen has the right to work and a living worthy of humanity". Meanwhile, Article 28 Letter A emphasizes that "Everyone has the right to defend his or her life and living" (Ichwan et al., 2020).

In Indonesia, one of the efforts to maintain life and existence is to work in the informal sector as a street vendor. Doing business in the informal sector is an option because it does not require large capital. However, the choice of doing business in the informal sector proves that in times of crisis, they can still survive, it can be said that their existence is very necessary so that the wheels of the economy can keep turning, even on a "small" scale (Malasan, 2019).

Empowering street vendors is an effort carried out by the government, regional government, business world, and society synergistically in the form of growing the business climate and business development of Micro, Small, and Medium Enterprises so that they can grow and develop into strong businesses that are independent in both quality and quantity of business. The principle of empowerment is to foster independence, togetherness, and entrepreneurship to work on one's initiative (Surya et al., 2020). Empowerment aims to create a balanced, developed, and just national economic structure to grow and develop the ability of MSMEs to become strong and independent businesses, increasing their role in regional development, creating jobs, equalizing income, and economic growth, and alleviating people from poverty. The empowerment paradigm is a human development paradigm, namely people-centered development which is a development process that encourages community initiatives rooted from below (Ferine et al., 2023).

The paradigm for structuring and empowering street vendors is not to eliminate the existence of small businesses which are a real form of the people's economy. Paradigm change as a burden is transformed into an asset. The widespread encroachment of public spaces such as sidewalks, slow lanes, and city parks is not without reason. They do not have access to adequate resources. Whether we admit it or not, the existence of street vendors can reduce unemployment and poverty (Ciliberto et al., 2021).

Over the past few decades, new forms of government have emerged to replace adversarial/contradictory and managerial ways of policy-making and implementation. Collaborative governance has been known as bringing together public and private stakeholders collectively. Forum with public bodies to engage in consensus-oriented decision-making (Dung et al., 2022).

The importance of collaboration space in regional government development concerning issues of planning and empowerment, as long as it still occupies public space and results in slums and traffic jams. In resolving this problem, there is often a commotion, the government does so for reasons of urban planning, while street vendors feel that their right to earn an income has simply been taken away. They think the government is just expelling them without thinking about their fate (Agyabeng et al., 2023).

Tasikmalaya City, like other cities, is also facing problems related to the presence of street vendors, spread across 21 roads and at several points in the city center. Street vendors in Tasikmalaya City have not been organized, seem chaotic, and disrupt the function of roads and sidewalks. The Regional Government issued "Tasikmalaya Mayor Regulation Number 60 of 2015 concerning the Arrangement of Street Vendors on Parts of Jalan Cihideung, Tasikmalaya City". The Cihideung road section in the Cihideung sub-district has the potential to disrupt traffic, beauty, and aesthetics as well as peace and public order, so it needs to be reorganized. Handling problems is the responsibility of all sectoral Regional Work Units (SKPD) within the Tasikmalaya City Government. The Implementer (leading sector) in the Arrangement and Empowerment of Tasikmalaya City Street Vendors is the Tasikmalaya City Department of Cooperatives, MSMEs, Industry and Trade. The Jalan Cihideung and Jalan Pasar Rail zones are the heart of the oldest economic center of Tasikmalaya City, so they have high historical value for residents. Whereas a strategic trade center that is of great interest to business people, both formal and informal, in carrying out its business activities it is hoped that it can synergize with the community and other business worlds.

Departing from this background, the author intends to research Facilitative Leadership in Collaborative Governance for the Arrangement and Empowerment of Street Vendors in Tasikmalaya City.

B. LITERATURE REVIEW

1. Public Administration

Administration is a science that studies various processes, activities, and dynamics of human cooperation. Cooperation is a key concept in administration, while the object of administrative science is organization in the broadest sense. In its development, the essence of administration as collaboration can be seen from contemporary administrative concepts such as network management, collaborative management, governance, digital governance, and the like. These concepts explain other forms of cooperation that have emerged due to the increasingly complex challenges faced by modern society (Castañer & Oliveira, 2020). The initial views of public administration scientists regarding the political dichotomy of administration emerged at the beginning of the development of public administration science. This view argues that public administration is the study of how policies are implemented. Appleby defines public administration as public leadership directly responsible for executive action. In democracies, public administration is concerned with leadership and executive action in terms of respecting and contributing to the dignity, value, and potential of citizens (Peters et al., 2022). Clapp explained that public administration is a public instrument so that a democratic society can be realized. This understanding implies that the political element is very strong in public administration because this discipline is related to how the principles of justice, freedom, and economic opportunity can be realized in a democratic country (Kim, 2021).

As explained by W.F. Willoughby public administration is the study of how political values are implemented. Nicholas Henry concluded that organization and management theory and everything related to the governance of public affairs is the focus of the discipline of public administration. Although some scholars disagree with the focus and locus of public administration, history has proven that what Henry said is true

regarding the rise and stability of public administration programs on various campuses that teach the principles of separation of powers, public policy, and public service (Bozeman et al., 2023).

In its development, public administration has been interpreted more broadly. Public administration studies also study various functions of decision-making, planning, formulating goals and objectives, fostering cooperation with parliament and community organizations to obtain people's support, stabilizing and changing organizations, mobilizing and supervising employees, leadership, communication, control, and other functions, implemented by the executive and other public institutions (George et al., 2019). Not only limited to these various functions, Frederickson added that public administration studies also examine public values which serve as guidelines for state management. Furthermore, Nigro and Nigro added that this includes studying the roles of the private sector and society in providing public services. This is based on the fact that the meaning of public is broader than the meaning of government (Funck & Karlsson, 2020).

2. Collaborative Governance

Government governance that uses the principle of collaboration has recently emerged as an alternative concept in administering government at the local level when the problems faced by regional governments are increasingly complex, while the bureaucracy as the sole implementing actor is increasingly struggling and shackled with all the limitations and pathologies that plague it. Collaboration in governance is defined as the process of facilitating and implementing multi-organizational role arrangements for problems that cannot be solved by a single organization (Wang & Ran, 2023).

In general, governance refers to complex decision-making processes in the political, social, and economic fields. Broadly, it involves public policy decision-making and management processes and structures that include constructive partnerships between the state, the private sector, civil society, and ordinary citizens. It may involve all levels of government to implement public demands that would otherwise be unattainable (Unceta et al., 2019).

Collaborative governance refers to modes of policy and service delivery that are shifting from government- or market-centered settings to settings in which public, private non-profit and private business actors are jointly involved in and responsible for policymaking and service delivery. To create public value that would otherwise be unattainable. Collaborative governance refers to trends, eras, practices, paradigms, and holistic frameworks. Effective collaborative governance must be accountable, must lead to public value and effective outcomes, and, in many countries, must be democratically legitimate (Bierbaum et al., 2022).

A good start to exploring the concept of collaborative governance is the article by Ansell and Gash entitled "Collaborative Governance in Theory and Practice". Ansell and Gash define collaborative governance as follows: "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" (Fanelli et al., 2020). This definition emphasizes six important criteria: (1) forums are initiated by public bodies or institutions; (2) forum participants include non-state actors; (3) participants are directly involved in decision-making and are not simply "consulted" by public bodies; (4) the forum is held formally and meets collectively; (5) the forum aims to take decisions by consensus (even if consensus is not achieved in practice); and (6) the focus of collaboration is on public policy or public management (Banerjee et al., 2020).

This definition of collaborative governance offers a new perspective on the state and how decision power is shared. This varies along different dimensions according to who is collaborating and how this collaboration is organized. Theoretically, the concept of collaborative governance is described as a governance model that brings multiple stakeholders together in a common space with diverse public institutions to advance consensus-oriented decision-making. Because the concept originates from many diverse local experiments, the literature in the area has a loose character. Collaborative governance, then, seeks to transform conflict situations into more cooperative ones (Prentice et al., 2019).

Ansell and Gash's definition assumes that public institutions are the initiators of typical collaborative governance. However, to be considered "collaboration," it requires the participation of non-state actors. This representation means the inclusion of key interest groups and the representation of all relevant interests in a particular policy area. Stakeholders refer to both citizens participating in decision-making as individuals and citizens' participation in organized groups (interest groups, social movements, and neighborhood associations, to

cite a few). Collaboration implies mutual communication and the ability to influence policymaking (Batory & Svensson, 2019). In other words, it implicates the working relationship between government and non-government actors. Standards for collaboration should include: participation of non-state stakeholders and guarantees that participation is not merely consultative. In this sense, the participation process must be collective, as public institutions and (non-state) stakeholders meet to make decisions. Community consultation can be a useful management tool, but it is not collaborative because it does not involve multilateral deliberation (Bisong, 2022).

3. Facilitative Leadership

According to Sutrisno, leadership is a process of directing and influencing activities related to the tasks of group members. Meanwhile, according to Fahmi, leadership is a science that comprehensively examines how to direct, influence, and supervise other people to carry out tasks according to planned orders. Leaders in organizations have a very important role, not only internally for the organization concerned but also in dealing with various parties outside the organization, all of which are intended to increase the organization's ability to achieve its goals (Nabella et al., 2022).

Leadership is a process where individuals influence groups to achieve common goals. This understanding was sharpened by Hirst, Mann, Bain, Pirolamerlo, & Richver who argued that leadership must influence members, considering the importance of leadership for the effectiveness of an organization and observational learning about leadership is a process that develops over time (Bagga et al., 2023).

In every organization, whether large or small, there can be changes in conditions, shifts in personnel, conflicts arise, errors occur that need to be corrected, and completely unexpected things arise. Facing such developments or problems requires quick and accurate decision-making so that the organization can run smoothly, leaders must be agile in making decisions about what must be done and must know why it is being done, when, where, how, and who should carry it out (Bedford, 2020).

Decision-making is one of the most essential elements in organizations and management. Decision-making is not only a leadership function but also a process of participation by all members to improve management functions. For leaders, decision-making is a function that cannot be avoided, because without decision-making the leadership function cannot be carried out and the management function cannot run well to realize organizational goals (Abubakar et al., 2019).

The era of decentralization has brought regional governments to become important actors in the administration of government, the authority given to regional governments makes them important actors who will determine the fate and face of regional progress. The dynamics of regional community development which is influenced by globalization, advances in information technology, community development, and economic growth, and on the other hand the inability of local bureaucracy to keep up with these developments is a serious challenge for regional governments to always have the initiative in providing services to their communities (Talitha et al., 2020). This challenge automatically becomes a challenge for local leadership to always innovate in decision making which is limited by normative rules to build local capacity to spur local economic development, openness, and accountability (Surya et al., 2021).

Using the principle of collaboration at the local level of government is said to be the best alternative when local governments face increasingly complex challenges. On the other hand, the growth of partnerships between the public and private sectors, the increasing importance of the role of non-governmental organizations, and the growth of the spirit of volunteerism in the community means that the collaboration process can thrive by using these strengths. Collaborative leadership becomes important when the activities carried out involve inter-governmental relations (local-regional-national), and inter-organizational relations, between sectors and when they involve international-scale organizations (Ali et al., 2021).

One of the main themes in collaborative practice according to Osborne is leadership. Emerson added that leadership is part of the capacity for joint action in the practice of collaborative governance. Leadership in collaboration takes the form of a network rather than a hierarchy. This means that each party is in the same position (Sancino et al., 2022). The relationship between the parties involved is more of a coordination function than a command function. This is different from the hierarchical pattern which usually prioritizes command. The actor's position is structurally the same. There is nothing above or below. The coordination lines are not vertical. Each

has different duties but is in the same position. Duties and responsibilities are carried out periodically (Christensen et al., 2023).

Collaborative leadership grows as an effort to provide services to the entire community without exception amidst the limitations of public organizations/bureaucracies. On the other hand, the development of non-governmental and private organizations, the very progressive progress of information technology, and the increasingly high level of education and public awareness have created opportunities for the government to invite them to work together (Bautista-Chavez & James, 2019). Collaborative leadership is needed when government administration involves many actors and is cross-sectoral or cross-border. Sharing information, and responsibilities, being aware of each other's limitations, and maximizing the authority they have requires a type of leadership that can accommodate all of this to achieve a common goal, namely the best service for the community. Collaborative leadership is a process, mechanism, and characteristic required by regional heads in administering their government (Li & Jay, 2023).

C. METHOD

In this research method, researchers use a qualitative approach, which can be used to understand data sources obtained through human or social interaction. Next, the researcher will provide a careful description of the phenomenon that occurs regarding Facilitative Leadership in Collaborative Governance for structuring and empowering street vendors in Tasikmalaya City. The types of data in this research consist of primary data and secondary data. Primary data was obtained directly from informants through interviews resulting from focused discussions (Focus Group Discussion) and direct observation results. The analysis of facilitative leadership for structuring and empowering street vendors carried out so far by SKPD in Tasikmalaya City as well as the collaborative process carried out so far will use qualitative data analysis steps, followed by the preparation of facilitative leadership based on the theory of Anshel and Gash. The final result of the analysis is to produce facilitative leadership in the Collaborative Governance model to handle problems in structuring and empowering street vendors in Tasikmalaya City. Furthermore, this facilitative leadership will be studied in a group discussion forum (FGD) to add input from stakeholders who handle the problem of structuring and empowering street vendors and then this facilitative leadership will be tested in a simulation (Rukhmana et al., 2022).

D. RESULT AND DISCUSSION

1. Collaborative Governance in the Arrangement and Empowerment of Tasikmalaya City Street Vendors

In Indonesia, the principles of Collaborative Governance are stated in substance in the preamble and body of the 1945 Constitution with the hope that implementing Collaborative Governance will result in a better government that places the community as part of determining government or state policy so that the government's level of tolerance towards the community will be higher. This dream is not only aimed at the government but also at various organizations, both business organizations and other public organizations (Nugroho et al., 2023).

The Indonesian government needs to apply Collaborative Governance Principles in realizing the development of the PKL Management and Empowerment program. Collaborative Governance is a model of managing, organizing, and handling problems by involving various stakeholders in a network or group. This collaboration is related to a clear cooperative relationship, with trust balanced by commitment, structure, and institutional capacity. Collaborative governance in government management has become a necessity in government practice, especially in the current era. There are reasons behind the birth of collaboration in various government agencies or institutions. The collaborative government process does not just appear by itself, but it is the result of the initiative of several actors who promote coordination or cooperation to solve problems faced by the public.

The increase in the number of street vendors in the area has had an impact on the smooth flow of traffic, aesthetics, and cleanliness as well as the function of urban area infrastructure, so it is necessary to organize street vendors; Street vendor activities as one of the people's economic businesses that operate in the informal sector trade business need to be empowered to improve and develop their business (Aromal & Naseer, 2022).

To realize the PKL Arrangement and Empowerment program in Tasikmalaya City. The Mayor and SKPD who are in charge of street vendor affairs together with the DPRD are obliged to organize and empower

street vendors. Guidance in structuring and empowerment, as intended, includes a) data collection; b) planning to provide space for informal sector activities; c) facilitating access to capital; d) institutional strengthening; e) technical coaching and guidance; f) facilitation of cooperation between regions; and g) developing partnerships with the business world. The program for structuring and empowering street vendors is prepared in the RPJMD following the provisions of laws and regulations governing regional development planning.

The Mayor and SKPD who are in charge of street vendor affairs together with the Tasikmalaya City DPRD, do not yet have a way out or solution for street vendors in realizing the PKL Arrangement and Empowerment program in Tasikmalaya City; although the Head of the Tasikmalaya City PUTR Service, H Dudi Mulyadi, explained that from the start his party had created a concept for the Cihideung road arrangement. Based on a feasibility study (FS) and Detailed Engineering Design (DED). "So in principle, it has been conceptualized before the implementation of development," is different from the answer of the Regional Assistant (Asda 2) as Head of the Team for Structuring and Empowering PKL; H Tedi Setiadi said that the KUMKM Perindag Service had coordinated with the PUTR Service, this was to design a concept for arranging the Cihideung road for the placement of 231 traders. "It's still in the review process," he said.

Using the principle of collaboration at the local level of government is said to be the best alternative when local governments face increasingly complex challenges. On the other hand, the growth of partnerships between the public and private sectors, the increasing importance of the role of non-governmental organizations, and the growth of a volunteer spirit among the community means that the collaboration process can thrive by using these strengths. Collaborative leadership becomes important when the activities carried out involve inter-governmental relations (local-regional-national), and inter-organizational relations, between sectors and when they involve international-scale organizations.

This condition reflects that the Mayor and SKPD who are in charge of PKL affairs together with the Tasikmalaya City DPRD have not seen any efforts, actions, initiatives, or endeavors (initiatives) to start resolving PKL problems and create a collaborative forum in realizing the PKL Arrangement and Empowerment program in Tasikmalaya City. Either to fulfill their own goals or to comply with mandates, including court orders, laws, or regulations governing the allocation of regional funds for the Street Vendor Arrangement and Empowerment program in Tasikmalaya City.

Collaborative Governance can be said to be one type of governance. This concept states the importance of a condition where public actors and private actors (business) work together in certain ways and processes that will produce legal products, rules, and policies that are appropriate for the public or society. This concept shows that in administering government. Public actors, namely the Mayor and SKPD who are in charge of street vendor affairs together with the Tasikmalaya City DPRD along with private actors, namely business organizations or companies, are not separate entities and work separately but work together for the benefit of the community. More positively one might argue that the tendency towards collaboration arises from developments in science and institutional capacity.

Conceptually, to realize this collaboration, a perspective is needed starting from the development of a shared vision, high participation from the community, the creation of an extensive network, and the realization of mutually beneficial partnerships between stakeholders. This perspective is an effort to overcome existing conceptual gaps and at the same time to explain the achievements of collaborative intensity which are reflected in the partnership pattern that is formed as the highest intensity of collaborative governance. In this regard, it is necessary to provide empirical clarity as to whether this perspective can be the main characteristic of collaborative governance to realize an effective program for structuring and empowering street vendors.

The Mayor and SKPD who are in charge of PKL affairs together with the Tasikmalaya City DPRD formed a Coordination Team for the Management and Empowerment of PKL which is chaired by Regional Assistant 2 (Asda 2) whose members include the Head of the Regional Work Unit (SKPD) who is in charge of PKL affairs directly responsible to the Mayor. The tasks of the coordination team are a) formulating policies and programs for fostering street vendors as outlined in regional development plan documents; b) recommending locations and/or areas where street vendors can do business; c) developing cooperation with other districts/cities; d) developing partnerships with the business world; and e) supervising and controlling the implementation of PKL development programs and activities. The Mayor of the SKPD who is in charge of street vendor affairs, in deciding to formulate a policy and program for developing street vendors, must listen to and consider the membership of

the Tasikmalaya City PKL Structuring and Empowerment coordination team, which consists of the SKPD which is in charge of PKL affairs, Business Actors and related associations. Mayor and Team Membership in developing partnerships with the business world to make decisions based on a hierarchical order. Coordination and communication with street vendors and the community is monologue, not dialogue, and is top-down.

The membership composition of the City Level PKL Management and Empowerment Team is responsible to the Mayor. Tasked with preparing policies and programs for fostering street vendors as outlined in regional development plan documents; The composition of team membership consists of a chairman, secretary, and members; The membership of the City Street Vendor Management and Empowerment Team is determined by the mayor, consisting of heads of regional work units, business actors and related associations. The City Street Vendor Arrangement and Empowerment Coordination Team is assisted by a secretariat which is functionally carried out by one of the work units within the Tasikmalaya City Regional Secretariat.

The Mayor and SKPD who are in charge of street vendor affairs together with the Tasikmalaya City DPRD carry out monitoring and evaluation of the arrangement and empowerment of street vendors in their area. Monitoring and evaluation are carried out at least 2 (two) times a year and/or at any time if necessary. The Mayor submits a report on the results of the implementation of the Arrangement and Empowerment of Street Vendors to the Governor, with a copy submitted to the Minister. The report is submitted no later than the end of February of the following year.

2. Facilitative Leadership in the Collaborative Governance Model for Structuring and Empowering Tasikmalaya City Street Vendors

Leadership is widely seen as an important element in bringing parties to the table and in guiding them through negotiations and negotiations to prevent problems that may arise from the collaborative process. In the Collaborative Governance model, the intention is not to design strategies to solve problems but to create strategic synergies between stakeholders that will lead to innovative solutions, which can be carried out to realize the Arrangement and Empowerment of Tasikmalaya City Street Vendors.

Ansell and Gash's framework is systemic, in the sense that it pays attention to the initial context of the collaborative setting, focusing heavily on the actual processes within that setting and the dynamics they produce. The model has four broad variables—initial conditions, institutional design, leadership, and collaborative processes.

a. Starting Conditions

The problem of structuring and empowering street vendors requires adjustments and seeing how implementation is carried out in the field. The mayor is required to organize and empower street vendors, taking into account the limited financial capacity of the Tasikmalaya City regional government, it is necessary to provide development opportunities for the community, stakeholders, and the private sector to collaborate according to the guidelines. Doing business in the informal sector is an option because it does not require large amounts of capital and global business competition is tight, but street vendors have proven that in times of crisis, they can still survive and are needed so that the wheels of the economy can keep turning even on a "small" scale and contribute to reducing unemployment.

Various literatures reveal that many collaboration processes fail due to differences in views between stakeholders and stakeholders. These differences in views are based on bitter experiences experienced by stakeholders where local emotional issues arise which affect trust and mutual suspicion of each other, resulting in the perception of mutual hostility (Zimmermann et al., 2021).

Tasikmalaya City, like other cities, is also facing problems related to the presence of street vendors, spread across 21 roads and at several points in the city center. Street vendors in Tasikmalaya City have not been organized, seem chaotic, and disrupt the function of roads and sidewalks. The Mayor of Tasikmalaya stipulates regulations regarding the arrangement of street vendors on parts of Cihideung Street. Since the arrangement of street vendors on some of the Cihideung roads in Tasikmalaya City is no longer following the aim of creating a clean, beautiful, orderly, safe city with adequate and environmentally friendly urban facilities and infrastructure, the Tasikmalaya Mayor Regulation needs to be revoked.

The impact of the repeal of the Tasikmalaya Perwali is that street vendors in the Jalan Cihideung section do not have legal certainty. Handling problems is the responsibility of all sectoral Regional Work Units (SKPD)

within the Tasikmalaya City Government. Cihideung is the heart of the oldest economic center of Tasikmalaya City, so it has high historical value for residents. Whereas a strategic trade center that is of great interest to business people, both formal and informal, in carrying out its business activities it is hoped that it can synergize with the community and other business worlds.

In general, participation can be interpreted as the right of community members to be involved in the decision-making process at every stage of development, starting from planning, implementation, and supervision. The community is not just a beneficiary or mere object, but rather a subject of development. The implementation strategy for participation is achieved by involving stakeholders in sharing information, formulating goals, determining policies, allocating funding sources, operating programs, and distributing the benefits obtained.

Street vendors, the community, and stakeholders are involved in socialization activities for PKL arrangements with guarantees that will be achieved if collaboration is implemented. The involvement of all parties will have many benefits. The weaknesses of the Tasikmalaya city government can be covered with general community involvement, for example, programs regarding the arrangement and empowerment of street vendors, this is always discussed so that the shortcomings and limitations of the government or community can be identified so that they can find solutions together. Socialization of the PKL structuring and empowerment program with stakeholders offers benefits that can be taken from this program. The benefits gained by street vendors by structuring and empowering street vendors and stakeholders can move the economy of street vendors and the general public. The benefits offered by the government, street vendors, business actors, and local communities to participate were welcomed enthusiastically, although in its implementation street vendors, business actors, and the community were still confused about what the Tasikmalaya city government was doing, stakeholders did not have the power to participate much. In other words, stakeholders cannot be directly involved in the decision-making process

In the process of collaborative governance and developing a program for structuring and empowering street vendors in Tasikmalaya City, it cannot be denied that there are things that can trigger conflict between collaborative actors; starting from demanding a balance of roles, followed by an imbalance of resources and technical capabilities in the field, which is something that always triggers conflict. The role of a collaborative mediator can always take a position as a mediator for those in conflict.

However, the conflict that is always feared in the collaboration process in Tasikmalaya City does not occur because between stakeholders, including government, community, street vendors, and the private sector, there is high interdependence. As Ansell and Gash argue, conflict can give rise to the initiative to participate in collaborative governance when they feel that they cannot achieve their goals without engaging in a collaborative process with other stakeholders whose interests conflict. The existence of mutual dependence will support collaboration even when the parties conflict.

b. Institutional Design

The Institution of Informal Sector Traders (PKL) includes a unity of elements and their networks which are developed in an organized manner, including the Central Government, regional government, private sector, non-governmental organization associations, and the general public. Meanwhile, the institutional elements of Informal Sector Traders (PKL) are components that carry out the institutional functions of MSMEs including industrial and trade cooperatives, regulations, and operational mechanisms that are integrated towards achieving goals in the field of Informal Sector Traders (PKL). RI Presidential Decree No. 125 of 2012 concerning Coordination of the Arrangement and Empowerment of Street Vendors, and Minister of Home Affairs Regulation No. 41 of 2012 concerning Guidelines for the Arrangement and Empowerment of Street Vendors.

Participation in collaborative governance can be seen in the cooperation built between the government and street vendors, or between the government, street vendors, the community, and the private sector in realizing the PKL Arrangement and Empowerment program in Tasikmalaya City. In organizing participation in the relationship between structuring and empowering street vendors, the President has issued Presidential Decree No. 125 of 2012 concerning Coordination of Structuring and Empowering PKLs and Permendagri No. 41 of 2012 concerning Guidelines for Structuring and Empowering PKLs, explaining that Governors and Regents/Mayors are obliged to organize and empowerment of street vendors. Guidance in structuring and empowering street vendors includes data collection; development of plans for providing space for the informal sector; facilitating access to capital; strengthening institutional development and technical guidance; facilitation of cooperation

between regions; and developing partnerships with the business world. Regent/Mayor Empowers Street Vendors through increasing business capacity; facilitating access to capital; facilitation of trade assistance; institutional strengthening; facilitating increased production; processing, network development and promotion; and technical coaching and guidance.

Basic rules for carrying out the PKL Arrangement and Empowerment program. The President has stipulated Presidential Regulation of the Republic of Indonesia Number 125 of 2012 concerning Coordination of the Arrangement and Empowerment of Street Vendors and this was followed by the Minister of Home Affairs of the Republic of Indonesia with Minister of Home Affairs Regulation Number 41 of 2012 concerning Guidelines for the Arrangement and Empowerment of Street Vendors.

The rules for carrying out the development of the City PKL Arrangement and Empowerment program in Tasikmalaya are dominated by the regional head's regulations. This agreement was built on deliberations between the SKPD in charge of PKL affairs and the Regional Head, this is based on existing regulations. Every Tasikmalaya City Street Vendor Arrangement and Empowerment program, especially those related to prioritizing common interests, involves the private sector as executors in carrying out the program by carrying out intensive communication with street vendors and community institutions. However, this rule is only a mayor's regulation, not an agreement between collaborating actors, and has not been made legally formal, so the positions between actors are regulated based on the mayor's regulations.

Concerning the Arrangement and Empowerment of Street Vendors, the word regulation is a tool for the government to ensure that stakeholders continue to behave within the established policy corridors for the Arrangement and Empowerment of Street Vendors (Guo et al., 2023). So in carrying out collaborative governance in developing the PKL Structuring and Empowerment program in Tasikmalaya City, there are standard rules that are implemented and agreed upon between the government, PKL, the private sector, and the community. However, the rules of the game are not made formally legally, or in writing, but these rules are made orally and based on the program of rules for structuring street vendors that develops in society in general.

In the collaboration process, mutual openness (transparency) is required in every activity carried out, be it budget transparency, program transparency, or profit transparency for each stakeholder so that awareness arises of the importance of collaboration in the PKL Management and Empowerment program. Each actor in the Tasikmalaya City Street Vendor Structuring and Empowerment program needs each other's information related to the program that will be implemented. So that any limitations or shortcomings in implementing the program are known to all actors involved. Transparency in building collaboration is carried out based on mutual respect between collaborating actors, being open to each other regarding budgets and the advantages and disadvantages of collaboration. Transparent means that we are open to each other and don't hide anything, the government, street vendors, the private sector and the community must be in line.

c. Facilitative Leadership Including Empowerment

In the Tasikmalaya City planning program and the pedestrian program which automatically requires street vendors to be moved, the local government has not prepared a new location intended for street vendors. Finally, the pedestrian program for pedestrians which had an impact on tourism visits was occupied again by the old street vendors. Spatial planning is not limited to the spatial planning process alone, but more than that includes the process of space utilization and controlling space utilization. Regional governments are required to plan the provision and utilization of infrastructure and facilities for pedestrian networks, public transportation, informal sector activities, and disaster evacuation spaces, which are needed to carry out the function of the city area as a center for socio-economic services and a center for regional growth. Article 28.c (UU No.26/2007). Implicitly in this article, the city government is mandated to plan and provide space for informal sector activities, including street vendors. Bryson and Crosby expressed the importance of leadership in planning (in the sense of planning as an "organization of hope", something that makes hope rational), and researched distributed leadership in planning in shared-power situations.

It is impossible to eliminate street vendors from activities in public spaces, their existence is a complement to all elements of public life, especially in commercial areas. It's just that in the arrangement it needs to be placed side by side with space for area circulation activities, namely pedestrians and roads with the alternative of creating a new public space where all public activities take place by prioritizing optimizing space for pedestrians (Mehanna & Mehanna, 2019). The concept of structuring and empowerment applied to

Tasikmalaya City street vendors does not yet have a "sense of crisis" and does not yet have an ideal form that is applied in the field. It is not surprising that up to now the image that has emerged regarding the arrangement and empowerment of street vendors is only limited to the control aspect, not following the "Guidelines" for the arrangement and empowerment of street vendors.

Collaborative leadership grows as an effort to provide services to the entire community without exception amidst the limitations of public organizations/bureaucracies. On the other hand, the development of non-governmental and private organizations, the very progressive progress of information technology, and the increasingly high level of education and public awareness have created opportunities for the government to invite them to work together. Collaborative leadership is needed when government administration involves many actors and is cross-sectoral or cross-border. Sharing information, and responsibilities, being aware of each other's limitations, and maximizing the authority they have requires a type of leadership that can accommodate all of this to achieve a common goal, namely the best service for the community. Collaborative leadership is a process, mechanism, and characteristic required by regional heads in administering their government.

The Tasikmalaya City Government, in the PKL Structuring and Empowerment program, created a team headed by the Regional Assistant (Asda 2) and the Head of the Industry and Trade UMKM Cooperative Service as the leading PKL sector and related SKPDs such as the Transportation Department, Social Services, Tourism Department, Manpower Office, Subdistrict Head, and Village Head. They all report directly to the Mayor as the person in charge. Asda 2 and Kadis KUMKM Perindag are facilitative leaders between the government, DPRD, street vendors, the private sector, and the community, because the position of team leader can establish dialogic communication with various sources. Communication should not be difficult to implement considering that this nation's culture allows for this, namely the atmosphere of dialogic communication within various stakeholder groups in the City of Tasikmalaya.

d. Collaborative Process

Collaboration process variables are the core of the collaborative governance model. Meanwhile, initial conditions, institutional design, and leadership are presented as supporters that provide important contributions to the collaboration process. In the collaboration process cycle, good communication is needed to carry out negotiations to reach an agreement (face-to-face dialogue). Communication is an important medium in forming and developing individuals for social contexts (Mukhlis & Perdana, 2022).

In Tasikmalaya City, regarding face-to-face meetings regarding negotiations to reach an agreement, it turns out that the PKL Structuring and Empowerment program involved all elements starting from the government, PKL, the private sector, and the community. Face-to-face dialogue was held in the City Government Hall to discuss matters relating to the development of the PKL Structuring and Empowerment program, and how these PKLs could develop and be promoted by having a suitable place and having legal certainty. Face-to-face dialogue brings together stakeholders who are actors in developing the PKL Structuring and Empowerment program in a forum. Meetings held in this forum are held irregularly and incidentally following the needs and policies of each forum. In this case, the proposal for a meeting is submitted by one or more members of the government or organizer. In this first stage, each member of the forum should participate to produce decisions and further actions in collaboration. Because this stage is the beginning that determines the next action in a forum. Apart from that, it is necessary to appoint a leading sector whose function is to control the course of dialogue. In this case, the leading sector is the KUMKM Industry and Trade Service, and Regional Assistant II is Chair of the PKL Structuring and Empowerment team which is the supporting sector of the Tasikmalaya city government.

Building trust in the collaboration process is not just about negotiations but also about how to build trust and commitment between collaboration actors. Building trust and commitment cannot be seen as a separate stage from dialogue and negotiation, but the process of building trust and commitment is inherent in how to carry out the face-to-face dialogue phase itself.

The essence of collaboration in developing the PKL Arrangement and Empowerment program in Tasikmalaya City is to build trust and commitment based on justice. When a collaboration satisfies all actors, of course, it is a form of commitment. Maintaining commitment is an important foundation for building trust in any relationship. Fulfilling commitments is building trust in collaboration. When commitments begin to be violated by one party, this will of course result in a decrease in the level of trust. When trust has been broken, it is not easy to rebuild that trust.

Commitment from stakeholders in collaborating is an important factor in the success of the collaboration process, although implementing this commitment is sometimes full of dilemmas. The commitment of the government, street vendors, the private sector, and the community in reaching an agreement on the PKL Arrangement and Empowerment program is the first step in carrying out collaboration, this commitment can be in the form of agreements that benefit all collaborating parties. This collaboration can have economic value and can provide welfare for street vendors and the general public, not just an ordinary ceremonial activity. There is private involvement with one goal, namely developing a program for the Management and Empowerment of Street Vendors, committed to maintaining cleanliness and developing trade with local wisdom, and the government's commitment to supporting both facilities and infrastructure for the comfort of consumers and visitors as well as the street vendors themselves.

Every organization or community group that has the same interest in achieving certain goals must be based on a clear vision and mission in facing the future. Likewise, in managing a matter that involves various stakeholders, such as the PKL Structuring and Empowerment program, relationships of understanding will be well established if it is based on a shared vision.

In this context, a common understanding of the targets of the program is needed to realize the Arrangement and Empowerment of Street Vendors. The target is so that street vendors have a place to sell and have legal certainty which has an impact on increasing consumers which will automatically increase income, and the government will increase Regional Original Income (PAD); with the large number of consumers making transactions and increasing the number of tourist visits, both foreign and local, and increasing tourism infrastructure facilities by a certain amount by mutual agreement.

In the City of Tasikmalaya, it is clear that before carrying out a program for structuring and empowering street vendors, they must first discuss and give each other an understanding of what is known, and what kind of potential they have; so that it can be identified what the real problem is, the problems faced by the informal trader sector such as street vendors are problems of location, funding and promotion and the readiness of human resources who are experts in the field of micro business.

E. CONCLUSION

The PKL Arrangement and Empowerment Program in Tasikmalaya City with the concept of Collaborative Governance involving the Private sector and Stakeholders has not been running effectively, this is indicated by the still being found obstacles and problems that hinder the realization of the PKL Arrangement and Empowerment program in Tasikmalaya City. Ansell and Gash only place facilitative leadership on the "collaboration process" dimension of the "model framework" they developed. This research found that the figure of "Facilitative Leadership" has a very important role in the "Initial Conditions" dimension and in the "Institutional Design" dimension to facilitate the collaboration process in the Collaborative Governance model to realize the Street Vendor Arrangement and Empowerment program in Tasikmalaya City. Facilitative leadership has a very important role in the working definition of collaborative governance in the "forum initiated by public bodies or institutions" dimension in the PKL Arrangement and Empowerment program in Tasikmalaya City. This research also found that the figure of Facilitative Leadership needs to be added to the figure of "Executive Leadership" which will have a very important role in the working definition of collaborative governance in the dimension of "forums initiated by public bodies or institutions" to realize the Street Vendor Arrangement and Empowerment program in Tasikmalaya City. The figure of "Executor Leadership" is that the greatness of a leader lies not in his ability to create a vision, program, or roadmap, but in his ability as an Executor.

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