
5-19-2022

The Process of Collaboration in Regulating Street Vendors in Bandung City

Kurniadi Kurniadi

Bina Nusantara University, kurniadi003@binus.ac.id

Ema Sumarna Mr

Padjadjaran University, Bandung, Indonesia, hema1966.es@gmail.com

Follow this and additional works at: <https://nsuworks.nova.edu/tqr>

 Part of the [Development Studies Commons](#), [Other Public Affairs, Public Policy and Public Administration Commons](#), [Public Administration Commons](#), [Quantitative, Qualitative, Comparative, and Historical Methodologies Commons](#), and the [Social Statistics Commons](#)

Recommended APA Citation

Kurniadi, K., & Sumarna, E. (2022). The Process of Collaboration in Regulating Street Vendors in Bandung City. *The Qualitative Report*, 27(5), 1439-1455. <https://doi.org/10.46743/2160-3715/2022.5458>

This Article is brought to you for free and open access by the The Qualitative Report at NSUWorks. It has been accepted for inclusion in The Qualitative Report by an authorized administrator of NSUWorks. For more information, please contact nsuworks@nova.edu.



The Process of Collaboration in Regulating Street Vendors in Bandung City

Abstract

The development of the city of Bandung, as a service and trade centre in the province of West Java, Indonesia, is experiencing problems with the complexity of urban planning, including congestion and a slum environment, one of which is street vendors (abbreviated in Indonesian as Pedagang Kaki Lima/ PKL). Street vendors in the city of Bandung grow and develop, followed by process of changing economic and social characteristics. Street vendors, basically the informal sector, are slowly shifting as if to become the formal sector with considerable capital support and more robust economic and social networks. On the one hand, the existence of street vendors acts as a driving force for the small-scale urban economy, but on the other hand, it appears as a cause of urban chaos. To overcome this problem, the Bandung City Government, through a special task force (which in Indonesian is called Satgasus PKL), involves street vendors associations to work together in structuring street vendors in Bandung City. This study aims to explain how the task force as a policy maker provides space for street vendors as beneficiaries by collaborating to solve urban problems and obstacles and challenges. The indicator used is the collaboration process between organizations by Huxham and Sev Vangen (1996). There are six processes: managing aims, compromise, communication, democracy and equality, power and trust, determination, commitment, and stamina. This study uses qualitative methods obtained through observation, literature review, and in-depth interviews. The results show that the open public space has not been optimally utilized by the task force and street vendors to solve the problem of structuring street vendors in the city of Bandung. Due to differences in motivation and orientation in structuring objectives, the dominance of the task force in the division of roles, communication barriers, distrust between the two parties, and low endurance to continue to collaborate.

Keywords

street vendors, Bandung City, qualitative methodology

Creative Commons License



This work is licensed under a [Creative Commons Attribution-NonCommercial-Share Alike 4.0 International License](https://creativecommons.org/licenses/by-nc-sa/4.0/).

Acknowledgements

I would like to express my gratitude to all lecturer colleagues at Bina Nusantara University, fellow students from the doctoral program in public administration at Padjadjaran University who have encouraged me to continue working in various researches.

The Process of Collaboration in Regulating Street Vendors in Bandung City

Kurniadi Kurniadi¹ and Ema Sumarna²

¹Entrepreneurship Department, Bina Nusantara University, Jakarta, Indonesia

²Graduate Program in Public Administration, Padjadjaran University, Bandung, Indonesia

The development of the city of Bandung, as a service and trade centre in the province of West Java, Indonesia, is experiencing problems with the complexity of urban planning, including congestion and a slum environment, one of which is street vendors (abbreviated in Indonesian as Pedagang Kaki Lima/PKL). Street vendors in the city of Bandung grow and develop, followed by process of changing economic and social characteristics. Street vendors, basically the informal sector, are slowly shifting as if to become the formal sector with considerable capital support and more robust economic and social networks. On the one hand, the existence of street vendors acts as a driving force for the small-scale urban economy, but on the other hand, it appears as a cause of urban chaos. To overcome this problem, the Bandung City Government, through a special task force (which in Indonesian is called Satgasus PKL), involves street vendors associations to work together in structuring street vendors in Bandung City. This study aims to explain how the task force as a policy maker provides space for street vendors as beneficiaries by collaborating to solve urban problems and obstacles and challenges. The indicator used is the collaboration process between organizations by Huxham and Sev Vangen (1996). There are six processes: managing aims, compromise, communication, democracy and equality, power and trust, determination, commitment, and stamina. This study uses qualitative methods obtained through observation, literature review, and in-depth interviews. The results show that the open public space has not been optimally utilized by the task force and street vendors to solve the problem of structuring street vendors in the city of Bandung. Due to differences in motivation and orientation in structuring objectives, the dominance of the task force in the division of roles, communication barriers, distrust between the two parties, and low endurance to continue to collaborate.

Keywords: street vendors, Bandung City, qualitative methodology

Introduction

The existence of the informal sector cannot be separated from development policies that are more concerned with the urban sector so that people migrate from villages to cities in search of a better life (Manning & Effendi, 1996). According to Blunch (2001), the informal sector in urban Indonesia absorbs around 77.9 % of non-agricultural employment, the highest compared to other countries such as India (73.7 %), Pakistan (67.1 %), the Philippines (66.9 %), or Thailand (51.4 %). This high percentage of informal sector workers stems from Indonesia's economic crisis starting in 1997 (Blunch, 2001).

Many previous studies on street vendors have been carried out in various countries, with various focuses, ranging from studies on the characteristics of street vendors (Brata, 2010;

Carpenter, 2018; Reid et al., 2010), resistance to street vendors (Panwar & Garg, 2015; Young, 2017), to policies, including the factors that influence failure in policy implementation, policy impacts, policy evaluations, policy implementing actors, and street vendors' responses to policies (Asmuni & Hakim, 2014; Kasmad & Alwi, 2016; Sethuraman, 1991).

Sethuraman (1991) mentions that the factors that influence the failure of a policy are (1) the government's approach is still supply-side-oriented, namely, the regulation, arrangement, and assistance to street vendors are carried out without communication and cooperation with street vendors themselves, (2) implementation of policies and programs for street vendors is full of with the involvement of various "guidance" officers and (3) the control and control of street vendors is based more on the involvement of the government in project implementation rather than the spirit of building the informal sector as one of the people's economic bases. Sethuraman (1991) and Kasmad and Alwi (2016) stated that the ineffectiveness of the PKL empowerment policy in Makassar was caused by the lack of capacity of the apparatus, as well as the nature of its implementation which was still bureaucratic, instead of being responsive to the aspirations of street vendors. The two studies above emphasize the internal factors that cause the failure of structuring and coaching policies on street vendors.

Similar conditions also occur in the city of Bandung. The problems caused by the existence of street vendors in the city of Bandung are not much different, such as a slum environment, disruption of sidewalk functions, congestion, and so on (Mauludy, 2018; Ramdhani, 2018). In addition, the characteristics of street vendors in the city of Bandung from year to year, continue to shift both from an economic and social perspective. From an economic perspective, some of them do not describe micro-enterprises, some even use cars (Ispranoto, 2018), or some earn above the regional minimum wage per month (Suharto, 2002). From a social perspective, several studies show that street vendors in the city of Bandung are not a single standing entity. They are incorporated into several organizations either bound or not tied to the location where they trade or joined with community organizations that do not specifically deal directly with street vendors (Ramadhan & Hermawati, 2017; Setia, 2009).

This situation urges the city government to make policies regarding street vendors in the form of controlling, relocating, structuring, coaching, and so on, as outlined in the Bandung City Regional Regulation Number 4 of 2011 concerning the Arrangement and Guidance of street vendors. With the issuance of the regional regulation, the Bandung City Government can form a working group that focuses on solving street vendors' problems and is called a special task force (which in Indonesian is called Satgasus PKL) for street vendors. The members of the PKL task force consist of several regional apparatuses within the Bandung City Government, which are directly related to the arrangement of street vendors and are led by the deputy mayor. They work in their respective fields regulated in Bandung Mayor Regulation Number 888 of 2012.

However, in practice, these policies have not been able to handle the problem of street vendors optimally (Asmuni & Hakim, 2014; Ispranoto, 2018; Suharto, 2002). Asmuni and Hakim (2014) state that policy failures are caused by policy inputs, including the issue of implementing human resources that are minimal in quantity and work responsibilities that are not focused on street vendors. Budgets for controlling and structuring street vendors are not in the APBD projections (Regional Revenue and Expenditure Budget in Indonesian are called APBD), formal guidelines are incomplete, and ineffective communication between implementing agencies. Meanwhile, external constraints in controlling and structuring street vendors include the latest political conditions that place street vendors as parties with high bargaining power in an electoral manner. In addition, from a social perspective, street vendors are considered a marginal group where selling is the last resort of the many other businesses that they cannot afford. Meanwhile, policy actors generally have their perspective on street

vendors' policies. However, this perspective has intersections that become common ground, including relocation, firmness, and discipline in enforcing regulations.

The various studies above show that the problem of street vendors can no longer be called a simple problem. Problems arise from street vendors' characteristics, which can no longer be called small businesses (Hermawati et al. 2019; Ispranoto, 2018; Suharto, 2002) or about structuring and coaching by the government in the context of policy.

To enrich the scope of research on public policy, this research will take a collaborative process approach between organizations. This issue becomes critical as one of the steps to reformulate the relationship between the government and street vendors. One of the causes of the various problems of street vendors in urban areas, as studied by previous research, is the gap (gap) between the government and street vendors in understanding and implementing street vendors' structuring policies. This gap can be reduced through a collaborative process to create a harmony of action in solving everyday problems.

The collaboration process is built on the understanding that the government cannot solve existing problems independently. For that, the government must share, understand and integrate understanding between sectors to find the right solution (Robinson, 2015). In the context of collaboration between sectors, Robinson (2015) states that in modern times, public managers cannot manage and solve problems on their own due to the heterogeneity of social categories (such as race, gender, ethnicity), and the complexity of the problem itself. Public managers must have the ability to share, understand, and integrate the knowledge of problems with the public to find standard solutions that benefit all. Moreover, public managers must protect the public interest and keep it moderate so that neither one dominates the other. With the opening of public participation, the multi-sectoral dialogue will be created so that the government's task is to protect the interests of many parties and ensure that no party dominates (Denhardt & Denhardt, 2007).

In structuring street vendors, the Bandung City Government formed an organization called a special task force for street vendors who are required to cooperate with representatives of street vendors in carrying out their duties and functions. In this context, the PKL representative is a community organization formed by its initiative or joining an existing organization (Ramadhan & Hermawati, 2017) as a PKL association and led by a chairperson who is the coordinator. The cooperation between the Task Force and PKL will be assessed using indicators of the collaboration process between organizations (Huxham & Vangen, 1996) which formulate six things, namely:

1. Managing aims.
2. Compromise.
3. Communication.
4. Democracy and equality.
5. Power and trust.
6. Determination, commitment, and stamina.

The six processes that are passed to understand this collaboration are very relevant to the conditions of street vendors in the city of Bandung. In these six processes, it is explained that each member of the collaboration has a common goal. Huxham and Vangen (1996) argue the first thing in collaboration is a common goal. The management of policy objectives is in line with the implementation of regulations issued, namely policies considered by the public to know. However, the PKL Task Force should also understand that it is very likely that without socialization and dissemination, street vendors do not understand the purpose of structuring street vendors.

The second process aims to compromise, so that differences in work styles, norms, and organizational values do not cause divisions. Compromise in structuring street vendors in the city of Bandung is very important to obtain a mutual agreement between the task force and street vendors in realizing policy formulations that benefit both parties. Compromise is a middle way to lead to a better PKL arrangement policy in Bandung City.

The third process is communication. With intensive and effective communication, collaboration can run better. Communication is an essential element in resolving a conflict in the arrangement of street vendors. Conflict occurs because one party feels right based on the existing rules, while the other party is considered the wrong party. As a result of conflict, of course, damage to the relationship between the task force and street vendors impacts the sustainability of the collaboration.

The fourth process is democracy and equality. Democracy and equality encourage street vendors in Bandung City to exercise their right to express opinions in the decision-making process, which concerns their interests, either directly or indirectly. The involvement of street vendors to influence government decision-making can be done spontaneously or organized or formally or informally.

The fifth process is power and trust. The power and trust approach in structuring street vendors (PKL) in Bandung is based on the government's role as the holder of power and the level of public trust. The power and trust approach are carried out so that the arrangement of street vendors in the city of Bandung involves various public interests so that it is what is expected by all parties and benefits the government, street vendors, and the community. The power approach in structuring street vendors in the city of Bandung must show responsive and sensitive power (power) to what is the need for public services, especially in structuring street vendors. Meanwhile, the trust of street vendors will grow when the task force has the power to provide opportunities for street vendors to participate (participate) in policy formulation.

The six collaboration processes between the task force and street vendors are essential from a theoretical point of view to complement previous research (described in the introduction), which examined the arrangement of street vendors only from one side. The collaboration process will illustrate various problems from both sides and how the two interact to find solutions. As the dominant party because of its function as a regulator, the Task Force is required to be more open by listening to the aspirations and encouraging the participation of street vendors so that there is a more proportional division of roles. Various findings from this research that have not previously been revealed are expected to be input for the task force and street vendors in Bandung to improve their collaboration to make it more collaborative.

Method

This study uses a qualitative methodology with a descriptive research objective. This qualitative methodology is used to provide a broader perspective for researchers to analyze facts and phenomena from the collaboration process between the Task Force and PKL. The researcher's background as a government official who has been a member of the Task Force tries to act objectively in data processing so that the results of this research can be one of the considerations in preparing an appropriate and implementable policy recommendation for the Bandung City government. The data collection process was conducted through observation, literature review, and in-depth interviews. In-depth interviews were conducted to explore comprehensive information from the respondents' experiences as stakeholders, which were conveyed orally in opinions and personal perceptions. The information conveyed will be recorded and then transcribed in written form. This interview was conducted with several members of the PKL task force and representatives of the PKL association. The Satgas members interviewed are PKL Satgas members who have strategic positions within the

Satgasus institutional structure and long experience structuring PKL. The Satgasus members interviewed came from various Regional Apparatus Organizations. Namely the Development Planning, Research and Development Agency, Spatial Planning Service, Public Works Service, Civil Service Police Unit, Cooperatives, Small and Medium Enterprises Service, Regional Sanitation Companies, Culture and Tourism Office, Department of Communication and Information, Department of Population and Civil Registry, Economic Section of the Regional Secretariat, Regional Market Company, as well as sub-districts and sub-districts that have experienced street vendors arrangement.

The topics interviewed were related to the implementation of Regional Regulation No. 4 of 2011 concerning the Arrangement and Guidance of PKL, the interaction of the Task Force and PKL in structuring street vendors, as well as cases of structuring street vendors that were considered successful and not successful in the city of Bandung. Representatives of street vendors associations interviewed came from 10 street vendors locations with the most numbers in Bandung City, are the most influential figures, and have long been involved in the structuring process. Namely the PKL associations in Malabar, Cihampelas, Cikapundung Barat, Kosambi, Monumen Perjuangan, Taman Sari, Basement Alun-Alun, BIP Basement, Cibadak, and Cicadas. Topics interviewed included the experience of structuring street vendors, interaction with the PKL Task Force, and the impact of the arrangement on the social and economic life of street vendors. The interview process is carried out by first agreeing on a meeting plan and ensuring the security of the respondent's data to create a comfortable atmosphere during the interview.

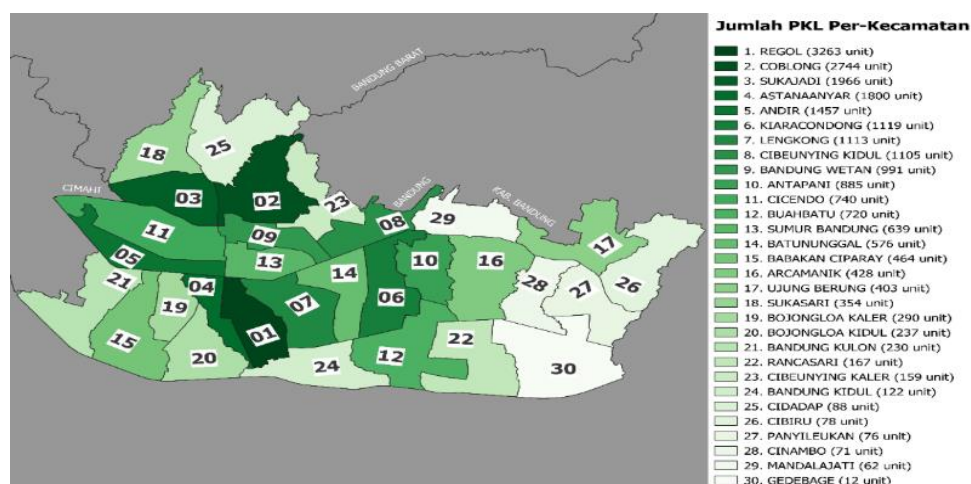
The purpose of this study is to explain the arrangement of street vendors in Bandung, which is then described based on six collaborative processes between the task force and the association of street vendors in the city of Bandung according to Huxham & Vangen (1996). This collaboration process will be explained descriptively through the delivery of facts and social phenomena based on the results of observations, literature reviews, and in-depth interviews.

Results and Discussion

The data collection results from Bappelitbang Bandung City (2018) state that, in 2015, the number of street vendors in Bandung City reached 22,359 street vendors spread over 30 sub-districts, as shown in Figure 1.

Figure 1

Distribution of Street Vendors in Each Sub-District in the City of Bandung



Note. Development Planning Agency, Bandung City Research and Development, 2015

Figure 1 shows that the concentration of street vendors in Bandung City is dominant in the southern and central areas towards the north of Bandung City, with the highest numbers respectively in Regol District (3,263 street vendors) and Coblong District (2,744 street vendors). The concentration of street vendors in these two sub-districts is due to many crowded points, such as the Great Mosque of West Java Province, Dalem Kaum Street, Dewi Sartika Street in Regol and Astana Anyar Districts, and the Struggle Monument, Cihampelas Street, and the Bandung Zoo in Coblong District. These crowded points are commonly used as shopping destinations for Bandung residents, or local tourists from outside the city of Bandung.

The lowest concentration points for street vendors in Bandung, based on the results of a 2015 survey (Bappelitbang Bandung City, 2018), are in Mandalajati District (62 street vendors) and Gedebage District (12 street vendors). These two sub-districts are in the eastern part of Bandung City and are the result from regional expansion. The Mandalajati District is a division of the Cicadas District, which became Antapani District (now) in 2006 by the Bandung City Regional Regulation Number 06 of 2006. concerning the Expansion and Establishment of Sub-District and Sub-District Working Areas within the Bandung City Government, a new District was formed, namely the Mandalajati District. Mandalajati is a residential area, and there are not many businesses in the business sector. Meanwhile, Gedebage is a sub-district formed from the expansion of the Rancasari District. These two sub-districts have not yet had a well-organized infrastructure, so there are not many trading areas and crowded centres, so street vendors are rarely found.

The paradigm shift in the arrangement of street vendors in the city of Bandung was marked by the stipulation of Regional Regulation Number 4 of 2011 concerning the Arrangement and Guidance of Street Vendors. Through this policy, the government has begun to reorganize street vendors through various regulations and the formation of a Special Task Force led by a Deputy Mayor consisting of many regional apparatus organizations (in Indonesian, it is called OPD). The following is an overview of the contents of these regulations, which are presented in the table below:

Table 1
Overview of Regional Regulation no. 4 Year 2011

Poin	Notes
Establishment of the PKL Task Force	<ul style="list-style-type: none"> ● Chaired by the Deputy Mayor. ● It consists of many regional work units related to street vendors. ● The Task Force's main objective is to plan, organize, control, and supervise street vendors.
The characteristics of street vendors	<ul style="list-style-type: none"> ● Street vendor stalls should be easy to dismantle or move. ● Street vendors are sellers who use public facilities as the central place to sell.
Classification of street vendors	<ul style="list-style-type: none"> ● By commodity, time of sale, kiosk, and location
Zoning regulations	<ul style="list-style-type: none"> ● It consists of three zones (red, yellow, and green). ● A red zone is a place where street vendors are prohibited from selling. ● The yellow zone is where street vendors can operate depending on the situation. ● The green zone is where street vendors can carry out business activities.
Rights and obligations	<ul style="list-style-type: none"> ● Rules and punishment mechanisms for sellers and buyers for not complying with the rules.

The mandate of Regional Regulation Number 4 of 2011 regarding forming a PKL structuring team was followed up with the issuance of Bandung Mayor's Decree Number 511.23/Kep.499 DisKUKM/2017, dated April 13, 2017, concerning the Special Task Force for Structuring and Guiding Street Vendors (PKL). This PKL Task Force is a combination of various Regional Apparatus Organizations (OPD) that work according to their respective main tasks, functions, responsibilities, and authorities, which are divided into four sections: (1) planning, (2) structuring, (3) coaching, and (4) supervision, control, and law enforcement are described in detail in the following table:

Table 2

Fields, Tasks, and Details of OPD in the Policy for Structuring Street Vendors in the City of Bandung

Areas	Tasks	OPD involved
Planning	<p>a. Prepare planning for structuring and fostering PKL in the Regions in the RPJMD/RKPD on the proposal SKPD</p> <p>b. Carry out an inventory of PKL data and technical potential in the context of Structuring and Fostering PKL.</p> <p>c. Formulate, coordinate, and propose materials for determining the Red Zone, Yellow Zone, and Green Zone for street vendors.</p>	- Development Planning, Research and Development Agency
Arrangement	<p>a. Carry out the placement and arrangement of street vendors in the Green Zone and/or Yellow Zone.</p> <p>b. Carry out arrangements at certain PKL locations that have the potential to be used as shopping tourism objects.</p> <p>c. Creating and installing signage in each zone, the implementation of which is assisted by the local Camat and Lurah.</p>	- Department of Population and Civil Registration - Spatial Planning Service - Public Works Service - PD. cleanliness - Districts and Villages
Coaching	a. Carry out socialization of Regional Regulations and Mayor Regulations along with other provisions related to street vendors and plans for the	- Department of Cooperatives, Micro, Small and Medium Enterprises - Department of Trade and Industry - Department of culture and tourism - PD. Market - District and output

	<p>arrangement and placement of street vendors.</p> <p>b. Carry out training or technical guidance on business management for street vendors.</p> <p>c. Become a resource facilitator funding for street vendors.</p> <p>d. Issuing and managing IDs for street vendors</p> <p>e. Promote the location of street vendors that have been designated as shopping tourism objects. -</p>	
Supervision, Control, and Law Enforcement	<p>a. Carry out the formulation of legal aspects as material for consideration to support the implementation of the arrangement and development of street vendors.</p> <p>b. Provide advocacy and legal considerations on legal issues that arise in the context of structuring and fostering street vendors.</p> <p>c. Supervise and control the implementation of the arrangement and development of street vendors.</p> <p>d. Act against violations committed by street vendors.</p>	<p>- The regional Secretariat</p> <p>- Civil service police Unit</p> <p>- Districts and Villages</p>

Overview of Regional Regulation No. 4 Year 2011

In terms of street vendors, according to Ramadhan and Hermawati (2017), almost all street vendors in Bandung are members (at least) of one community organization. Some organizations are grassroots, meaning they are self-established, and some are existing community organizations. These organizations are usually founded based on their sales locations or the products' similarities. The organization's primary role is to maintain the safety and comfort of street vendors' activities. This relationship gives street vendors in Bandung City have bargaining power when they are intervened by government policies (Setia & Rahardjo, 2009).

Collaboration between the task force and street vendors in the city of Bandung is carried out to share roles and share ideas and ideas to solve street vendors' structuring problems. Formal interactions in regular meetings between the task force and street vendors are carried out at least twice a year. The intensity of this meeting depends on the availability of the PKL Task Force budget allocated in the Bandung City Budget or through CSR funding. In the last two to three years, the Satgasus meetings with street vendors have focused on several structuring locations, namely Cicadas Street Vendors, Malabar Street Vendors, Tamansari Cihampelas, and West Cikapundung Street Vendors. The collaboration between the task force and street vendors will then be described based on the following process.

Managing Aims

Based on the literature review, the purpose of structuring street vendors in the city of Bandung is to create security, cleanliness, and order in the city. As stated in the third article of regional regulation no. 4 of 2011 that the purpose of establishing this Regional Regulation is to: (a) create a safe, clean, and orderly City of Bandung, (b) strengthen the city of Bandung as a tourist destination. According to the PKL Task Force, this goal has been understood both organizationally and individually, although it has not been implemented effectively in the process of achieving it. The first factor that hinders the achievement of the objectives of structuring street vendors is the weak coordination among members of the task force. As stated by the Office of Cooperatives, Small and Medium Enterprises as secretary of the PKL task force:

That is why one of the agencies cannot complete the settlement of street vendors, so a task force is formed. Why was the task force formed? In order to facilitate coordination, this task force is led by a deputy, the problem is that if there is an invitation to a meeting from us (the Cooperatives, Small and Medium Enterprises Service) it will be different from the invitation from the deputy. If the deputy is at least the head of the division that comes, many head office heads will come. The invitation is ours, most of all those who come or even the staff who do not understand, happened. The settlement of street vendors cannot be completed by one agency.

Based on the quote above, the activities of technical meetings discussing street vendors are rarely attended by all core members of the Task Force unless the invitation is on behalf of the deputy mayor as the head of the task force. The second factor is that the PKL Task Force does not yet have a medium and long-term action plan document as a guide for structuring street vendors. The third factor is the overlapping of duties and authorities among members of the Task Force, such as structuring the Malabar Street vendors' sidewalks between the Spatial Planning Service and the Public Works Service. The fourth factor is the high dependence of members of the task force on the initiative of the head of the task force (deputy mayor) in structuring street vendors such as street vendors in Cicadas, street vendors in Cihampelas, and street vendors in Malabar.

Based on the results of interviews with street vendors associations, most street vendors want an arrangement based on economic considerations, namely the certainty of the sustainability of their business, as stated by representatives of street vendors in Malabar:

Because the relocation (arrangement) for several parties was excellent and said it was a success. However, for the street vendors themselves, it even made it bankrupt, the turnover went down, so they said which side of success and success were a success, success and success should not be harmed, everyone should benefit, that is what I know.

They collaborate to ensure that their business can be legally recognized by the government even though. On the other hand, it is a cause of city disorder such as selling using the entire sidewalk area (Kosambi Street Vendors, Cicadas Street Vendors, West Cikapundung Street Vendors), selling in the city park area. (Struggle Monument Street Vendors) and selling in the basement parking area of the shopping center (Alun-alun Street Vendors and Bandung Indah Plaza Basement Street Vendors). As stated by representatives of Malabar Street vendors:

This is the chronology; I once came to the government to convey the vision, mission, and program of the street vendors association so that there is no relocation, but how we use the field or sidewalk to sell.

The difference in the objectives to be achieved by the two parties in structuring street vendors is an obstacle to the sustainability of collaboration. Several times the arrangement of street vendors through relocation plans did not go well because of the refusal of street vendors. The reason for the refusal of street vendors is the reduced turnover and profits of their businesses, such as the plan to relocate the Cicadas Street Vendors, Bandung Indah Plaza Basement Street Vendors, and Kosambi Street Vendors. Of the nine locations used as research locations, there was one location for the arrangement of street vendors where the relocation of street vendors was successfully carried out, namely the relocation of street vendors in Tamansari.

At first, the relocation of the Tamansari street vendors was not facilitated by the task force (through socialization and dialogue). What they received was a warning letter to dismantle their stalls immediately. They carry out negotiations and even resistance to demolition efforts through their association. Efforts to negotiate to continue to be carried out by street vendors with the head of the PKL Task Force and the rector (coincidentally, the location of street vendors is on campus). After several negotiations, they finally agreed to be relocated with the design of the place to sell made by the PKL task force.

Compromise

The compromise between the task force and the association of street vendors is an adjustment step to make a mutual agreement to make differences as strengths to achieve goals. The difference between the two parties can be seen in the formation of their respective organizations. Based on observations and literature review, the task force is a formal organization whose duties, functions, and favourable laws regulate work procedures. The workings of the Task Force are established by a clear hierarchy of authority and command structure and are regulated in the form of regional regulations and mayoral regulations. The Association of Street Vendors was formed informally. However, there are associations of Street Vendors that have registered their organizations to be formal such as the association of Malabar Street Vendors. The formation of the Street Vendors association itself was carried out independently without the government's involvement. They come together to form membership for their group. The formation of the Street Vendors association is a forum to convey their aspirations, complaints, and difficulties in selling to be submitted to the PKL task force.

The formation of the two organizations with different backgrounds makes the collaboration process a big challenge. Moreover, this occurs in several locations for structuring street vendors such as Bandung Indah Plaza Basement Street Vendors, Alun - Alun Street Vendors, Cibadak Street Vendors, Cihampelas Street Vendors, Street Vendors of the Monument of Struggle, and Street Vendors of Kosambi. So far, both parties have not found the correct formulation to agree on, so they are still working on their own. The reason is that each party has not understood the workings and organizational culture of the other party. The task force is bound by structured formal rules, while the Street Vendor Association is an informal organization that does not yet have standard rules for running its organization. As stated by representatives of Bandung Indah Plaza Street Vendors:

We have not been able to participate in the arrangement because we do not know the rules, the agreement with the landowner. Finally, we met by inviting three parties, namely the landowner, the task force, and the street vendors

themselves. Then we formed an organization, and we also studied regional regulations, mayoral regulations taught by the Legal Aid Institute. We also held discussions with the Legal Aid Institute and held a public dialogue at the Indonesia Meng suing Building.

One of the successful arrangements of street vendors in the compromise process is the arrangement of Malabar Street Vendors, Cicadas Street Vendors, Tamansari Street Vendors, and West Cikapundung Street Vendors. In the case of the Malabar Street Vendor Arrangement, the arrangement was carried out without relocation but on a sidewalk with strict requirements and bound by an agreement in which there must be regular data collection carried out by street vendors so that the number does not continue to increase, selling tents cannot be permanent, and selling locations must be pedestrian friendly.

Communication

The communication built between the task force and the association of street vendors is one way to reduce differences in understanding the purpose of structuring street vendors. This communication is built between the task force and the association of street vendors and within their respective internal environments. Based on observations, a case of failure to organize street vendors due to a lack of communication in the internal environment of street vendors is the arrangement of street vendors in the Bandung Indah Plaza basement. In the case of the arrangement of the Bandung Indah Plaza Basement Street Vendors, the communication between the Task Force and the Association of Street Vendors from Community Organizations was not transparent. Even the street vendors do not know the agreement between the task force and its association was. As a result, the Bandung Indah Plaza Basement Street Vendors are divided into two groups. The first group followed their association (to be relocated) while the other group acted against it. This is because the Street Vendor association internally cannot communicate properly with its members until it is considered part of the government's arm.

One form of communication that has been successfully established between the task force and the association of street vendors in Bandung is the success of the task force and the association of street vendors in embracing the business world through Corporate Social Responsibility (CSR) funds. As stated by representatives of Malabar Street Vendors:

At that time, the Cooperatives, Small and Medium Enterprises office advised looking for CSR. This CSR cannot be requested by the task force but must be directed by the street vendors, and I submitted a CSR to PT. Sosro, and finally, thank God, Sosro succeeded at that time and wanted to organize the Malabar Park.

This CSR fund is used as a source of funding for arranging street vendors for the manufacture of tents or street vendors' carts. This communication can be established well because both can understand their respective interests. The Task Force has an interest in public peace and order, and street vendors are interested in the sustainability of their business. Good communication can resolve conflicts that can give birth to the best agreements, such as structuring Malabar Street vendors, Cicadas Street vendors, and West Cikapundung Street vendors.

Democracy and Equality

Democracy and equality in structuring street vendors in Bandung provide space for equality and representation between the task force and street vendors. The task force's role in deciding on structuring street vendors can no longer be dominant because it will become the main obstacle to structuring street vendors. In the case of structuring the Cicadas Street Vendors, the task force has taken repressive actions against street vendors. As a result, this area has been challenging to manage for decades, although it was finally resolved through a very long dialogue process. As stated by representatives of Cicadas Street Vendors:

After a long time, the arrangement of the Cicadas Street Vendors has not been resolved. Finally, a letter from the Civil Service Police Unit reads that the 7 x 24 hours Street Vendor area must be empty. At the same time, neither I nor we as the city government have ever invited traders but only statements in newspapers, on TV, at least not one-sided because we also feel that the people of Bandung have the right to determine our lives. After negotiations were carried out, Mang Oded, the mayor who wanted to organize his city, sent Kang Yana as head of the task force, and immediately went down to Cicadas Street Vendors. Moreover, thank God there is an agreement.

The process of structuring the Cicadas Street Vendors is the solidity of the performance of the PKL Task Force and the Cicadas Street Vendors association. The Public Works Service carried out pavement repairs, and the Fire and Disaster Management Service cleaned the sidewalks before installing new tents. Meanwhile, the demolition of the stalls of street vendors was carried out by the traders independently. This proves that the traders are more open to cooperating with the Bandung City Government, so the process of structuring the Cicadas Street Vendors runs smoothly.

Meanwhile, in other locations for street vendors, namely Malabar Street Vendors, the task force and street vendors associations can perform their roles optimally. The PKL Task Force as a representative of the government, plays a role in formulating a framework of cooperation between the association of street vendors and the business world. Meanwhile, the association of street vendors plays a role in negotiating with the business world to determine funding plans related to structuring street vendors. Both parties act under their authority, and their actions are accountable to the organization and its members.

Power and Trust

Based on the results of observations, the management of power by the task force in structuring street vendors in the city of Bandung has not been running democratically. This is due to the low effort of the PKL task force to encourage public participation (e.g., community institutions or organizations, business actors, and academics) in the decision-making process for structuring street vendors. Even if there is public participation, most of it is a public initiative, not based on the encouragement of the PKL task force, such as the involvement of the business world and academics in structuring Malabar Cicadas West Cikapundung Street Vendors. The involvement of the business world in structuring street vendors is driven more by the business community's initiative with the association of street vendors to work together in the context of alternative funding other than government funding. This collaboration was then conveyed to the Street Vendors' task force through the Cooperatives, Small and Medium Enterprises Service and, at the same time, requested technical assistance from the Spatial Planning Office to make plans for the arrangement of the street vendors' tent designs and the

concept of public space. The installation of tents for street vendors was carried out by the Task Force and Malabar Street Vendors, together with funding assistance from CSR.

The task force has not yet optimally managed its power, resulting in the government's low trust in street vendors. According to street vendors associations, Cihampelas Street Vendors, Bandung Indah Plaza Basement Street Vendors, Alun Square Basement Street Vendors, Kosambi Street Vendors, and Struggle Monument Street Vendors, the role of the task force in structuring street vendors has not succeeded in changing lives. their economy gets better. As stated by Bandung Indah Plaza Street Vendors:

He even went bankrupt (after the arrangement). Just look at it now. I have only been able to sell a few since this morning. I was selling DVDs in Bandung Indah Plaza mall and after being banned from selling in front of the entrance, my sales ended up at a loss. I asked the government for compensation, how much he said, I said 20 million rupiahs. Then he said, OK, I will do it later. However, in reality, only 5 million rupiahs were liquidated.

Determination, Commitment and Stamina

Based on the observations, in this process, the arrangement of street vendors in the city of Bandung is still limited to an unwritten agreement between the two parties. The built commitments are very vulnerable to disputes and conflicts because they cannot be used as a basis for structuring street vendors in the long term. Commitments built without formal documents impact the difficulty of reaching a determination. The collaboration built by both parties could not last long due to low stamina to achieve common goals.

The collaboration between the task force and the association of street vendors in several locations did not result in a sustainable collaboration. Collaboration occurs only in the process of socialization and arrangement and then ends at the post-arrangement stage. The task of coaching and training after the arrangement of Street Vendors that the PKL task force should carry out does not run sustainably, as does the commitment of the Street Vendors association to maintain order and environmental comfort. Several locations for street vendors, which were previously managed by the task force, ended up becoming slum locations. Such as Teras Cihampelas Street Vendors, Bandung Indah Plaza Basement Street Vendors, Alun - Alun Basement Street Vendors, Kosambi Street Vendors, and the presence of these street vendors again became the cause of the chaos. City. As stated by the Office of Cooperatives, Small and Medium Enterprises:

The weakness is, if we have made arrangements, if we lack supervision, we lack this, we lack that... Sometimes they like to be negligent... sometimes cleanliness and comfort are not paid attention to, because they like to add to selling stalls, so the area becomes slums again... many are like that, even though they have been arranged it does not mean they are safe, if they are slum again, they will be brought under control again by the civil service police unit. We are committed to street vendors, so they cannot act freely.

Based on the findings by using six indicators of the collaboration process, it is obtained that the success of structuring street vendors in the city of Bandung is strongly influenced by the performance of the association of street vendors. Street vendors who collectively managed to fix the structure and how it works in the organization became the main factor of success in the collaboration process. This becomes an input for stakeholders in the arrangement of Street

Vendors in Bandung City in making a policy and becomes a novelty and an entry point for further research to dig deeper into how the PKL association can improve its organization.

The collaboration process in structuring street vendors in the city of Bandung has not run optimally because of the 10 locations for structuring street vendors; less than half of them have succeeded in carrying out the collaboration process. Judging from the process of managing aims, the task force and PKL associations have not been effective in collaborating because there has been no initiative to create a common goal. Judging from the compromise process, collaboration has not been effective because both parties have not understood the differences in the way of working and the other party's organizational culture. Judging from the communication process, collaboration only went well in a few locations marked by the success of embracing the business world for funding the arrangement of street vendors. Judging from the Democracy and equality process, collaboration is only effective in two locations for structuring street vendors, namely PKL Malabar and PKL Cicadas, because the task force has acted as a facilitator and negotiator for street vendors associations. Judging from the Power and Trust process, collaboration has not been able to solve the problem of structuring street vendors because the task force has not managed its power democratically. Hence, the level of trust for most street vendors is still low. Judging from the determination, commitment, and stamina process, collaboration has not been effective because there is no clear and legal commitment for both parties, so a determination is not formed, which ultimately reduces stamina for a sustainable collaboration process in the long term.

References

- Asmuni, & Hakim, A. (2014). Evaluation of informal sector economic policy: Controlling street vendors in Jember Regency. *Journal of Reform*, 4(1), 1–7. DOI: 10.33366/rfr.v4i1.43
- Bappelitbang Bandung City. (2018, April 2). *Several street vendors in the district*. Retrieved April 2nd 2022 from <https://www.bappelitbang.bandung.go.id/v2/>
- Blunch, N.-H., Canagarajah, S., & Raju, D. (2001). The informal sector revisited: A synthesis across space and time. *Social protection The World Bank*, (0119), 1-31. https://www.researchgate.net/publication/237246418_The_Informal_Sector_Revisited_A_Synthesis_Across_Space_and_Time
- Brata, A. G. (2010). Vulnerability of urban informal sector: Street vendors in Yogyakarta, Indonesia. *Theoretical and Empirical Researches in Urban Management*, 5(5), 47-58. <https://www.researchgate.net/publication/41653462>
- Carpenter, D. M. (2018). Street vending in the United States: A unique dataset from a survey of street vendors in America's largest cities. *Cityscape: A Journal of Policy Development and Research*, 20(3), 245–256. <https://www.huduser.gov/portal/periodicals/cityscpe/vol20num3/article13.html>
- Denhardt, J. V., & Denhardt, R. B. (2007). *The new public service*. M.E. Sharpe, Inc.
- Hermawati, R., Abdoellah, O. S., Gunawan, B., & Riawanti, S. (2019). The social movement of street vendors to maintain their business places in Bandung. *Society, Culture and Politics*, 32(1). <https://doi.org/10.20473/mkp.V32I12019.1-15>
- Huxham, C., & Vangen, S. (1996). Working together: Key themes in managing relationships between public and non-profit organizations. *International Journal of Public Sector Management*, 9(7), 5–17. <https://doi.org/10.1108/09513559610153863>
- Ispranoto, T. (2018). *Wawali Yana asked to order PKL cicadas and Moko Bandung*. News.Detik.Com. <https://news.detik.com/berita-jawa-barat/d-4240446/wawali-yana-diminta-tertibkan-pkl-cicadas-dan-moko-bandung>
- Kasmad, R., & Alwi. (2014). Analysis of local government capacity building network in empowering street vendors policy implementation in Makassar City, Indonesia.

- European Journal of Research in Social Sciences*, 2(2), 29–40.
- Manning, C., & Effendi, T. N. (Eds.). (1996). *Urbanization, unemployment and the informal sector in cities/editors, Chris Manning and Tadjuddin Noer Effendi*. Indonesian Obor Foundation and UGM Center for Population Research and Studies [by] Gramedia.
- Mauludy, M. F. (2018). *The arrangement of the Cicadas Street vendors is temporary before the relocation*. Mind-People.Com. <https://www.minded-rakyat.com/bandung-raya/pr-01302594/penataan-pkl-cicadas-berharga-sementara-before-relocation-432081>
- Panwar, M., & Garg, V. (2015). Issues and challenges faced by vendors on urban streets: A case of Sonipat City, India. *International Journal of Engineering Technology, Management, and Applied Sciences*, 3(2), 71–84. <https://www.researchgate.net/publication/280310189>
- Ramadhan, D. M., & Hermawati, R. (2017). Behind street vendors stall - A case study on how organizations play a role in implementing policies. *Proceedings of the International Conference on Administrative Science (ICAS 2017)*, 43(Icas), 74–77. <https://doi.org/10.2991/icas-17.2017.17>
- Ramdhani, D. (2018). *Problem controlling street vendors, Bandung City Government accused of selective cutting*. Regional.Kompas.Com. <https://regional.kompas.com/read/2018/06/09/19132221/jual-penertiban-pkl-pemkot-bandung-dituding-tebang-select>
- Reid, D. M., Fram, E. H., & Guotai, C. (2010). A study of Chinese street vendors: How they operate. *Journal of Asia-Pacific Business*, 11(4), 244–257. <https://doi.org/10.1080/10599231.2010.520640>
- Robinson, M. (2015). *From old public administration to the new public service implications for public sector reform in developing countries*. United Nations Development Program (UNDP) Global Center for Public Service Excellence. <https://www.undp.org/publications/old-public-administration-new-public-service>
- Sethuraman, S. V. (1991). *Informal sector in developing countries*. Indonesian Torch Foundation.
- Setia, M. R. (2009). *Urban informal economy: A case of street vendors in Bandung City*. Akatiga. <https://www.neliti.com/id/publications/568/economy-informal-perkotaan-a-case-about-pedagang-kaki-lima-di-kota-bandu>
- Setia M. R., & Rahardjo, U. (2009). A dynamic world: A case study of informal workers in the City of Bandung. *Journal of Social Analysts*, 14(1), 65–79. <https://www.neliti.com/id/publications/539/dunia-yang-dinamis-studi-case-para-pekerja-informal-di-kota-bandung>
- Suharto, E. (2002). Human development and the urban informal sector in Bandung, Indonesia: The poverty issue. *New Zealand Journal of Asian Studies*, 4(2), 115–133. https://www.researchgate.net/publication/228607752_Human_Development_and_the_Urban_Informal_Sector_in_Bandung_Indonesia_The_Poverty_Issue
- Young, G. (2017). From protection to repression: the politics of street vending in Kampala. *Journal of Eastern African Studies*, 11(4), 714–733. <https://doi.org/10.1080/17531055.2017.1378448>

Author Note

Kurniadi is currently a permanent lecturer at Bina Nusantara University and actively create reference books and independent research. In addition, he is active as a reviewer in Indonesian journals and is a member of various professional organizations. Please direct correspondence to kurniadi003@binus.ac.id.

Ema Sumarna is with the Graduate Program in Public Administration, Faculty of Social and Political Sciences, Padjadjaran University, Bandung, Jawa Barat, Indonesia and currently working as Regional Secretary at the Bandung City Government, West Java, Indonesia. Please direct correspondence to hema1966.es@gmail.com

Acknowledgements: We would like to express my gratitude to all lecturer colleagues at Bina Nusantara University, fellow students from the doctoral program in public administration at Padjadjaran University who have encouraged me to continue working in various researches.

Copyright 2022: Kurniadi Kurniadi, Ema Sumarna, and Nova Southeastern University.

Article Citation

Kurniadi, K., & Sumarna, E. (2022). The process of collaboration in regulating street vendors in Bandung City. *The Qualitative Report*, 27(5), 1439-1455. <https://doi.org/10.46743/2160-3715/2022.5458>
