

# Collaborative Governance Based Post-Fire Pasar Klewer Management From Contributing Factor Perspective

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**Abstract.** Post-fire Pasar Klewer is in urgent need of proper management. After the fire, the market faces complex problems, such as critical conditions of the surrounding community, conflicts, while the government can not overcome without help from other stakeholders. A collaborative governance approach is considered capable of solving the problems. This study aimed at analyzing collaborative governance based post fire management of Pasar Klewer from the aspects of accountability, politics, conflict, and local wisdom. The study applied qualitative research with a phenomenological method. Phenomenological method was selected to discover holistic information according to subjective interpretations and experiences. The findings indicated that accountability and politics became supporting factors. Whereas, conflict aspect played as a control mechanism to sustain the public value of the market. Furthermore, local wisdom was in a unique position, in which it either supported or inhibited the process. Cultural values, which are opposite to egalitarianism, in the forms of *ewuh pakewuh* attitude and *patron-client* tradition became the inhibiting factors.

**Keywords:** collaborative governance, post-fire market, contributing factors.

## 1 Introduction

Fire in Pasar Klewer has caused multi-facet problems in economic, political, and social-cultural aspects. The direct economic impact is evidenced by the loss of income of thousands of people who make their living at the market. Efforts should have been taken to reduce the deteriorating and unexpected impacts. A collaborative governance based management is considered necessary.

Collaborative governance is believed to be the right approach to solve the multi-facet problems surrounding the post-fire Pasar Klewer. Many efforts have been taken with unsatisfactory results. Collaboration is therefore necessary to produce legitimate problem-solving outputs by putting weight on participation and mutual consent[1]. Furthermore, Ansell and Gash contend that collaborative governance has an adaptive nature, which helps create stability amid complexities due to interdependency among institutions and potential conflicts-of-interest. This approach is an effort to obtain political legitimacy [2].

The new Pasar Klewer is constructed in a cluster system, in which merchants are clustered by their kind of merchandise they sell. The system has created a new problem because gaps now

exist between the merchants. By operating in clusters, there is less room for direct, social contact, which has become the tradition among the merchants at Pasar Klewer. In other words, the cluster system has threatened the market local wisdom. According to Rajab local wisdom is a way-of-life, as well as knowledge and life strategy, that is manifested in activities of local society in response to many different problems.

The collaborative governance based management for the post-fire Pasar Klewer will be more appropriate by considering local wisdom. Emergency market, which is made available during the reconstruction of the former location, must sustain the tradition the locals have been preserving for generations. By doing so, the collaborative governance based management of the post-fire Pasar Klewer will create positive implications for all of its stakeholders.

### **1.1 Review of literature**

Government does not have capacity to accommodate policy issues as they become more complicated, such as global warming, monetary crisis, illiteracy, and racism. To solve the problems the government must work in concert with citizens and other stakeholders. Respect to collective powers has become inclined towards complementing modern methods into the traditional methods [3]

Huxham and Vangen introduce six critical factors that are necessary to help collaboration process work, as follows: (a) managing aims (determining intention, purpose, and target); (b) compromise (work method and style, norm, and culture); (c) communication to create knowledge and to avoid “tragedy of commons”; (d) democracy and equality (who is involved, egalitarian problem-solving process, and mutual responsibility); (e) power and trust (equality and self-control based contribution); and (f) determination commitment and stamina (being determined to get the jobs done as expected during the mutual agreement)[4].

Emerson introduce a contextual framework that determines contributing factors, which support collaboration [5]. The framework consists of essential collaborative governance dimensions, as follows: (a) leadership for help sustain resources for collaborative governance; (b) powerful incentives dealing with internal contributors (problem, resource necessity, interest, and options) and external contributors (situational and institutional crises, threats, and opportunities); (c) interdependence in case of particular individuals or organizations are not capable of solving the problems without collaborative actions; and (d) uncertainty, in which internal resolution is inadequate to reduce, to share, and to distribute risks.

Stakeholders have to feel secure that all that get involved within the process have equal opportunities to affect decisions and believe that these decisions tend to be more effective by collaboration. An open and trusted process contains “voice effects,” as mentioned in the procedural justice literature. The “voice effects” concept means a strong tendency of an individual to consider a process is legitimate when it has reasonable opportunity to affect him or her before the decision has been made.

## **2 Methodology**

This collaborative governance based post-fire management of Pasar Klewer, Surakarta Municipality, applied a phenomenological method. In phenomenology, one analysis how the members of society describe their world daily, in particular those who have awareness of creating the meaning of their interaction with the other individuals [6]. The phenomenological

method was used for discovering holistic data of what the individuals felt and experienced to gather the original data for the research interpretation.

The study focused on collaborative governance as the basis on which the post-fire Pasar Klewer was to be managed from contributing factors such as accountability, local wisdom, conflict, and politics. The location was selected because it represented complex and critical problems that the local government could not be solved without contributions and participation from another stakeholders. The issues dealt with economic, social, and cultural aspects affected by the market fire.

The study applied an interactive model of analysis as proposed by Miles, Huberman and Saldana[7]. Research data were collected by triangulation, which was subject to a credibility test by multiple techniques of data collection and data sources.

### **3 Finding and Discussion**

Research findings from the perspectives of accountability, local wisdom, conflict, and politics during the observation are described in the following paragraphs.

#### **3.1 Accountability**

Change in governmental system from centralistic to decentralised natures has given citizen participation opportunities to help create a better shape of government. Accountable and transparent principles in governmental activities are necessary to accommodate people's will. A responsible government is the one that manages to create accountability. The Municipal Government of Surakarta has been doing its duties and functions in reconstructing the post-fire Pasar Klewer under the accountability principle. Budget preparation, provision, and use have been performed under the guidance of the ongoing laws. Reports from the Supreme Court, Board of Financial Surveillance (BPK), and National Committee for Corruption Prevention (KPK) concerning the post-fire Pasar Klewer reconstruction budget frauds and manipulation have proven no such misconduct.

The Municipal Government of Surakarta had proven its responsibility and transparency in collaborating to reconstruct the post-fire Pasar Klewer. It gave opportunities to private sectors and civil society to access any policy to made. The transparency aspect was being evidenced during the relocation process to the newly reconstructed market outlets. The private sector voluntarily made a financial contributions. In other words, they did not pursue compensation and special treatment at Pasar Klewer. Merchants were relocated precisely to the post they formerly operated. Also, street-fighters merchants were also facilitated in particular area. The policy on reducing the number of kiosks and outlets were implemented transparently and consistently under the mutual agreement with the Pasar Klewer Merchant Union (HPPK) without cooperation between the local government and the merchants.

The Municipal Government of Surakarta played its role in planning and using the budget. It had the authority to manage the post-fire Pasar Klewer by issuing policies and providing programs in accountable and transparent manners. Reports to the public concerning the market reconstruction created trust from the civil society and the private sectors, helping the successfully collaboration. Accountability and transparency were the two driving forces for the cooperation performed by the Municipal Government of Surakarta. It was in line with Bourgon, who contends that accountability is a process to implement governmental authority in terms of

public accountability due to of system outreach [3]. The implementation and preservation of mutual accountability becomes more possible when many actors participate.

### 3.2 Local Wisdom

Local wisdom is a series of local ideas that contain virtue, value, and understanding under which particular society live their daily life. Local wisdom is a unique characteristic of Pasar Klewer, which is greatly influenced by the tradition of the royal family of Keraton Surakarta. Traditional values such as kinship, honesty, *nguwongke wong*, and hospitality have been existing for generations. The Municipal Government of Surakarta, market society, and private sectors interacted and collaborated under the principle of *oleh landep ning ojo natonni, oleh kuasa ning ojo mateni, oleh banter ning ojo ndisiki* (sharp but not tearing; assertive but not killing; fast but not overlapping). This principle has created harmony to help make a conducive collaboration.

Other local value that applies to interaction and collaboration is *ewuh pakewuh*, an attitude that tends to reconsider things when it tends to hurt other individuals. *Ewuh pakewuh* is a manifestation of humility, which limits the freedom of aspiration and expression of truth. An individual at lower level of society is discouraged from expressing his or her opinion to the one at the higher level, which is against the principle of creativity development. *Ewuh pakewuh* closely relates to patron-client tradition, in which the government is looked up by its clients (the citizens). In a way, *ewuh pakewuh* and patron-client are considered as inhibiting factors for collaboration.

### 3.3 Conflict

The location of emergency outlets for the post-fire market was disputed by some of members of the citizens because it was located at the place where cultural and art-related activities have been held for generations. Sacred events, such as royal celebration days, have been taking place at the emergency outlets for hundreds of years. Problem even got worse when the dwellers surrounding the emergency outlets were disturbed by the noise and potential well drought due to the market activities. The Municipal Government of Surakarta approached the problem by persuading the disputed parties that they could get the water supplied by the government. The local government also did its best to prevent further conflict by involving the local dwellers to hire them to work on the market.

Internal conflicts occurred after the market had been in operation. Food store merchants at the 4<sup>th</sup> floor of the outlets needed food court. They felt annoyed by street-fighters who offered their products in mobile and finally boycotted the outlets, demanding that the street-fighters should not operate in their selling area.

Another conflict occurred during the reconstruction process. Irresponsible sources indicated that the market fire was not an accident, but intentionally made by the Municipal Government of Surakarta to remove the merchants. The government then responded to the issue by empowering HPPK to explain that it was a hoax. In addition, Besides, private sectors also helped explain to the merchants that there is no reason for removing or relocating Pasar Klewer and that the management of the market will never be handed over to the private sectors. Wirawan writes that in-group solidarity becomes stronger, disputes and conflicts become more challenging to handle [8].

### 3.4 Politics

This discussion deals with political support from the Surakarta Municipal House of Representatives (DPRD) to the efforts and policies made by the Municipal Government of

Surakarta in collaboration with the Provincial Government of Central Java as well as the National Government on the reconstruction budget for the emergency market. The mutual agreement at the political realms helped the municipal government provide the emergency market under the collaboration.

Support from the National Government to the post-fire reconstruction of Pasar Klewer was manifested by President's visit to the fire spots. The President then instructed to his ministers and the Central Bank (*Bank Indonesia*, or BI) to survey and to take measures to help Pasar Klewer. The President also urged the Municipal Government of Surakarta to make policies on accelerating the normalization of the market activities and decided to provide budget for the market reconstruction from the National Income and Spending (APBN).

Representatives of the Central Bank (BI) for Surakarta supported the action by releasing a particular policy on rescheduling loans and providing scheme for a capital loan. This policy helped the merchants take their time and space by freeing their loan obligation for one year-round. The merchants who suffered physical losses during the fire were also given opportunity to get direct financial loans.

Political support from the Municipal House of Representatives and the national government, as well as the private sectors strengthened the spirit of the merchants to get back on track and to accelerate the market recovery. Political support from the government and special policy from the private sectors, i.e., banking industry, psychologically created togetherness, which was necessary for collaboration.

#### 4 Conclusion

Successful collaboration practice in the post-fire Pasar Klewer management depended on contributing factors. Accountability and transparency of the Municipal Government of Surakarta became some kind of "bearing capacity" for the collaboration. Cultural values also played a significant role to affect the collaboration. The principle of *oleh landep ning ojo naton*, *oleh kuasa ning ojo mateni*, *oleh banter ning ojo ndisiki* helped created harmony, which was necessary for a conducive collaboration.

The principle of *ewuh pakewuh* as part of local tradition limits the freedom, which tends to create an opinion that "truth inhibits the collaboration" because constructive inputs from lower level of society were usually left unsaid. External conflicts due to irresponsible issue had been overcome by the Municipal Government of Surakarta by giving an explanation that the market was not intentionally burnt and that there was no way for the private sectors to hand-over the market management.

Political support from the Municipal House of Representatives and the national government became an additional spirit for the merchants, in particular those who suffered physical losses due to the fire. The support created a psychological thrust to the collaboration.

Contributing factors to the collaborative governance consisted of accountability, local wisdom, conflict, and politics. Accountability and politics through transparency and the procedural match became supporting factors. Conflicts were the control mechanism for the government. Although, local wisdom might go both sides, as supporting and inhibiting factor.

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