

# COLLABORATIVE GOVERNANCE AS A SOLUTION TO THE INTEGRATION OF LEMBURSITU MARKET AND TERMINAL SUKABUMI CITY

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## Abstract

This research is motivated by the problem of the suboptimal operation of the Lembursitu Market in Sukabumi City which has been revitalized through the construction of the Jabar Juara People's Market which was inaugurated in August 2022 and has met the Indonesian National Standard (SNI 8152:2021). However, its implementation has not had a significant positive impact. The current market conditions are quiet and have not operated optimally, resulting in the revocation of the SNI label for the Lembursitu Market in Sukabumi City in 2023. Field findings show that many kiosks are unoccupied, market activity is minimal and the number of visitors is still low. Meanwhile, the condition of the terminal is also less supportive because the infrastructure is chaotic and unorganized. This condition indicates an imbalance in governance and a lack of synergy between the two public facilities. This study aims to examine the opportunities for integration of the Lembursitu Market and Terminal through a collaborative governance approach. This study uses a qualitative approach with data collection techniques through observation, interviews, and documentation. The results of the study show that meeting physical standards alone is not enough without being supported by effective market and terminal management. To optimize the integrated function of the market and terminal, collaborative cooperation between various parties is needed. By applying the principles of collaborative governance Ansell & Gash (2008), more effective integration can be achieved through open dialogue, increased trust between actors, and institutional design that supports sustainability between the market and the terminal. This study also highlights the importance of involving informal stakeholders such as traders, public transportation drivers who have proven to be important in forming a practical and sustainable integration model.

**Keywords:** Collaborative Governance, Integration, Market, Terminal, Sukabumi City

## INTRODUCTION

Along with the development of the times, human needs and lifestyles continue to change and improve, this encourages the need for facilities that can meet these various needs, one of which is the market as a place for buying and selling various human needs. Traditional markets are one of the important economic infrastructures that support the welfare of the community, especially micro and small business actors. In Indonesia, traditional markets not

only function as a place for economic transactions but also as a social space that facilitates community interaction (Fatiha, 2023). The market is a meeting place between individuals that allows for the exchange of information and a means of socializing is also a manifestation of human social needs to interact.

Based on (Permendag, 2021) Concerning Guidelines for the Development and Management of Trade Facilities, Article 1 paragraph (2) explains that a market is a place of business that is arranged, built and managed by the government, regional government, private sector, state-owned enterprises and regional-owned enterprises, which can be in the form of shops, stalls and tents owned/managed by small and medium traders, community self-help, or UMK-M cooperatives with a process of buying and selling goods through bargaining. However, the management of traditional markets often faces various challenges, especially when they have to be integrated with other public facilities such as public transportation terminals.

Lembursitu Market in Sukabumi City is a real example of the complexity of the problem of integrating public facilities. The integration of the market with the transportation terminal has created various social problems such as traffic jams, fights, and extortion that are detrimental to the community and disrupt social and economic activities in the market. Various reports and complaints from the community, both from the current period and several years ago, confirm the existence of ongoing problems related to the condition of the Lembursitu Terminal and Market in Sukabumi City. The main problem faced is not only in the physical or economic aspects, but also in the weak public governance in the management of public facilities. The absence of a structured coordination system and low public participation indicate the failure of the government's administrative function in designing integrative public services. This can be seen based on opinions from the community on google.com regarding the Lembursitu Terminal and Market in Sukabumi City:





**Figure 1.** Screenshot of the Google.com Overtime Terminal Review  
Source: Google.com, 2025

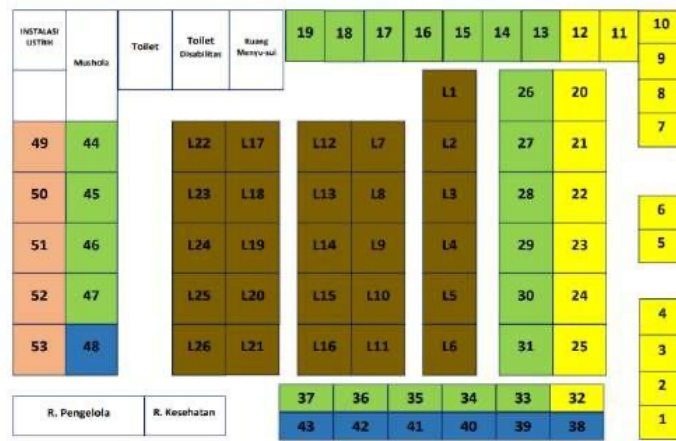
Based on Figure 1, this public response shows that the existing issues have been going on for quite a long time and have not received an optimal resolution. This condition reflects the existence of complex problems and requires a more comprehensive approach in handling them. This phenomenon is interesting to study from the perspective of collaborative governance. The current condition of Lembursitu Market and Terminal in Sukabumi City can be seen in the image below:



**Figure 2.** Condition of Lembursitu Market and Terminal, Sukabumi City  
Source: Processed by Researchers, 2025

Based on Figure 2. above, the impact of the merger of the Lembursitu Market and Terminal in Sukabumi City can be seen visually, the physical condition is clearly concerning, there are no clear boundary or area separation facilities for arrival routes, departures, parking areas and passenger waiting areas, resulting in overlapping trading activities with public vehicle traffic. Seeing the complexity of the problem, market revitalization efforts have been carried out through the West Java Provincial Government program with the construction of the Jabar Juara People's Market which was inaugurated on August 8, 2022. The market has now met the Indonesian National Standard (SNI 8152:2021), in accordance with PERMENDAG No. 21 of 2021 concerning Guidelines for the Development and

above, it can be seen in the following image plan:



**Figure 3.** Layout of Lembursitu Market, Sukabumi City  
Source: DISKUMINDAG, Sukabumi City, Trade Sector 2021

Based on Figure 3. The Layout of Lembursitu Market in Sukabumi City shows that the available facilities are in accordance with the provisions of the SNI standard including the management office, toilets, security post, health room, breastfeeding room, prayer room, fire extinguisher facilities and access, parking lot, temporary waste storage, clean water facilities and electrical installations. Although the infrastructure has met the SNI requirements (8152:2021), this market is experiencing serious operational constraints. The lack of trading activity and the suboptimal use of available facilities have caused the market to be unable to function properly. This condition finally led to the revocation of the SNI label for Lembursitu Market in Sukabumi City in 2023, which shows that meeting physical standards alone is not enough without being supported by effective market management and operation. After the revitalization of the Jabar Juara Lembursitu Traditional Market in Sukabumi City underwent an infrastructure transformation, its implementation has not had a significant positive impact. The current market conditions are actually quiet and not operating optimally, resulting in a number of traders being forced to stop their business

activities by closing their stalls. For a clearer picture of the current conditions of traders at the Lembursitu Market in Sukabumi City, which is no longer operating, see the image below:



**Figure 4.** Current Condition of Lembursitu Market, Sukabumi City  
Source: Processed by Researchers, 2025

Based on image 4. above, the current condition of Lembursitu Market, Sukabumi City, almost all of the shophouses/stalls are no longer operating. This situation shows a significant decline in economic activity, which has the potential to cause wider social and economic impacts for the surrounding community. In addition, the low level of occupancy and market utilization also reflects problems in management and the lack of market appeal for traders and consumers. The complexity of this problem requires a collaborative governance approach involving various stakeholders, including local governments, market managers, traders, communities, and terminal parties. The concept developed by (Ansell & Gash, 2008) emphasizes the importance of stakeholder involvement in the decision-making process to achieve common goals. The collaborative governance approach becomes relevant when public problems are highly complex and involve many parties with different interests. Previous research by (Rossyana, 2017) about collaborative governance in the traditional market revitalization program at Kawunganten Market, Cilacap Regency, shows that the failure of traditional market revitalization is closely related to the failure of collaborative governance principles. However, there has been no in-depth study that specifically links market and terminal integration in an urban context such as Sukabumi City, so that it becomes a novel value of this study. The collaborative approach provides a strong foundation for sustainable local economic development. Although there has been a change in people's lifestyles towards digital, the results of observations and interviews with traders show that the decline in economic activity in Lembursitu, Sukabumi City, is more due to poor governance and non-participatory policy making, not merely due to the shift in online shopping behavior.



This study aims to analyze how the collaborative governance model can be a solution to integrate the Lembursitu Market and Terminal, Sukabumi City. By understanding the dynamics of multi-stakeholder collaboration, this study is expected to provide theoretical and practical contributions in the development of an integrated public facility governance model.

## **METHODOLOGY**

This study uses a descriptive qualitative approach to understand the complexity of the integration problems of the Lembursitu Market and Terminal in Sukabumi City. Qualitative methods are an approach to explore and understand the meaning of social or humanitarian problems based on the perspective of the individuals or groups involved (Creswell, 2023). Sampling used a non-probability sampling technique with the snowball sampling method, researchers started from several key informants and then directed them to other informants who were relevant to the research topic. As explained (Sugiyono, 2021) snowball sampling is a sampling technique that initially involved a small number of informants but then grew larger along with the discovery of new relevant data sources. The informants in this study consisted of:

- a. Officials of the Cooperatives, Micro, Industry and Trade Service (DISKUMINDAG) of Sukabumi City
- b. Managers of the Technical Implementation Unit (UPT) of Lembursitu Market, Sukabumi City
- c. Representatives of the Transportation Service that manages the Lembursitu Terminal, Sukabumi City
- d. Market traders (active and those who have closed their businesses)
- e. Public transportation drivers at the Lembursitu Terminal, Sukabumi City
- f. Community leaders around the Lembursitu Market and Terminal

Data collection was conducted through three main techniques: (1) In-depth interviews with key informants, (2) Field observations to observe physical conditions and socio-economic interactions at the Lembursitu Market and Terminal, and (3) Documentation studies of regional regulations, management reports, and planning documents related to the Lembursitu Market and Terminal in Sukabumi City. The research instrument in the form of a structured interview guideline was developed based on the collaborative governance framework from (Ansell & Gash, 2008) which include initial conditions, institutional design,

facilitative leadership, and collaborative process. To ensure the validity of the data, this study uses source triangulation techniques (comparing the perspectives of various informants) and method triangulation (comparing the results of interviews, observations, and documentation studies). The main location of the study was carried out in the Lembursitu Market and Terminal area of Sukabumi City.

## RESULTS AND DISCUSSION

The study aims to examine the application of collaborative governance as an integrated solution to the governance problems of Lembursitu Market and Terminal in Sukabumi City. Based on the results of field observations and interviews with various stakeholders, a number of major problems and potential collaborations were found that were not yet optimal. This discussion is based on the Collaborative Governance theory from Ansell & Gash (2008) which consists of 4 main dimensions.

### a. Existing Condition of Lembursitu Market and Terminal

Lembursitu Market was built through the "Jabar Juara People's Market" revitalization program and was inaugurated in August 2022. As a consequence, the Elf Pajampangan terminal which was previously located in the area was moved to the Jalur Terminal. As a result, the mobility activities that were originally a source of market visitors disappeared. This has a direct impact on the decreasing number of buyers and the quiet trading activities in the market. Year- to-year data shows a consistent downward trend, in 2023 the kiosk occupancy rate was recorded at only 25% based on a report from the Sukabumi City Diskumindag. In 2024, the results of interviews with traders stated that the average number of daily visitors was less than 50 people and the official SNI label was also revoked due to the failure to meet the indicators of economic activity and cleanliness. This decline was confirmed by one of the informants who stated:

"This market used to be alive because there was an Elf terminal. After being moved, visitors disappeared, income decreased, and many traders closed."  
(Informant 11, interview February 18, 2025)

The physical condition of the market is good, but the minimal flow of visitors means that only a small number of stalls remain operational. Meanwhile, the new terminal area does not support facilities and causes dissatisfaction among drivers and

passengers. This situation reflects the weakness of initial conditions in the perspective of Ansell & Gash's theory, namely the absence of an initial coordination framework, conflicts of interest between the market and terminal parties, and low levels of trust between stakeholders (trust deficit). For this reason, establishing a permanent coordination forum involving cross-Regional Apparatus Organizations (OPD) such as DISKUMINDAG and DISHUB, as well as local community elements such as representatives of traders and public transportation drivers, is a very important initial step in building a stronger and more sustainable foundation for collaboration.

#### **b. Identification of Factors Inhibiting Integration**

The study identified four main factors that hinder the integration between the Lembursitu Market and Terminal:

##### **- Institutional Fragmentation**

The market and terminal are managed by two different agencies, DISKUMINDAG and the Sukabumi City Transportation Agency, with different goals and priorities. The absence of a coordination forum results in a lack of synergy in policy planning and implementation, One informant stated:

"We have had several meetings, but different goals and budgets make it difficult to implement together." (Head of UPT Market, January 28, 2025)

The statement shows that despite efforts at inter-agency communication, differences in institutional orientation and the absence of a permanent coordination forum hinder the creation of synergy in policy planning and implementation. In this context, the researcher assesses that the absence of a structured collaborative mechanism increases the potential for overlapping authority and weakens the effectiveness of market and terminal integration. This is in line with the concept of institutional design in Ansell & Gash's theory, where the success of collaboration is largely determined by the existence of mutually agreed rules of the game and a dialogue forum that functions regularly to bridge the interests of the parties.

##### **- Unplanned Comprehensive Terminal Relocation**

The relocation of the terminal, although intended to provide spatial flexibility for market development, was conducted without an ex-ante participatory impact assessment. This unilateral decision reflects a top-down policy approach that neglects the principles of deliberative democracy, which are central to collaborative



governance. The absence of early stakeholder mapping and risk analysis not only triggered economic displacement but also broke the organic socio-economic linkage between public transportation flow and market footfall. This indicates a failure to frame the integration issue not merely as a spatial or managerial problem, but as a systemic governance failure. informant 10 stated that:

"We thought the relocation was only temporary, but it turned out to be permanent. In the end, many lost their livelihoods." (Informant 10, transportation entrepreneur)

This statement reflects the weakness of the initial conditions aspect in the implementation of collaborative governance. The absence of open communication since the early stages of planning has led to misunderstandings and socio-economic losses for affected stakeholders. In the context of Ansell & Gash's theory, unilateral decisions without building shared perceptions and without a comprehensive engagement strategy will reduce trust and weaken commitment to the collaborative process. Terminal relocation should be accompanied by impact analysis, public consultation, and mutual agreement so that it can be accepted by all parties fairly and sustainably.

- Low Participation of Non-Government Stakeholders

The limited involvement of non-government actors, such as traders and drivers, reveals a significant asymmetry of voice and influence in policy formulation. Based on field interviews, participation was ceremonial rather than substantive, lacking feedback loops or mechanisms for community input to shape planning outcomes. This directly contradicts the collaborative governance principle of 'inclusive process design', which emphasizes not just the presence but the empowerment of grassroots actors in co-producing public value. This was expressed by one of the informants who stated:

"The policy was taken for granted, we only know from socialization, not from being talked to." (Trader, interview February 16, 2025)

The statement indicates the lack of substantive inclusion, where community involvement is only a formality. In the perspective of collaborative process, the success of collaboration is determined by the active and equal involvement of all actors, including non- government actors such as traders, drivers, and local residents.

When participation is limited to post-decision socialization, the quality of the policy decreases and a sense of ownership of the development program is not formed. Therefore, a regular and participatory dialogue forum is needed from the planning stage, not only in the implementation stage.

- Absence of Formal Collaboration Mechanism

The existing coordination is ad-hoc and not institutionalized. There is no permanent forum or joint SOP that regulates the integrated management of the market-terminal area. The absence of a formal collaboration mechanism is a major obstacle in building cross-sector synergy. In the institutional design dimension, Ansell & Gash emphasizes the importance of an institutional structure that supports a sustainable collaborative process. Ad-hoc coordination tends to be reactive and does not produce integrated policies. Therefore, it is necessary to establish a permanent coordination forum that has cross-agency authority, as well as the preparation of joint SOPs for the management of market-terminal areas so that each party has clear guidelines and responsibilities.

### **c. Collaborative Governance Model Design**

To overcome the above problems, this study recommends the implementation of a collaborative governance model that is adapted to the context of Sukabumi City. This model is designed with reference to the principles of collaborative governance from Ansell & Gash and aims to create cross-sector synergy between government, business actors, and the community. This model includes:

- Multi-party Coordination Forum

A permanent forum consisting of DISKUMINDAG, Transportation Agency, DPRD, business actors, drivers, academics, and local media was formed to formulate integrated policies periodically. This forum aims to build intensive communication, form cross-agency agreements, and become a forum for inclusive dialogue that prioritizes common interests.

- Redesign of Integrated Governance

The restructuring of land functions, transportation routes, and economic activity zones is carried out to reintegrate the market and terminal into a mutually supportive public service ecosystem. This restructuring involves re-evaluating the physical design as well as re-arranging the flow of logistics and accessibility between facilities.

- Facilitative Leadership

There needs to be a neutral actor, such as an academic or NGO, who acts as a facilitator in building trust, resolving conflicts of interest, and ensuring equal involvement of all parties in the decision-making process.

- Activation of the Market-Terminal Area

Implementation of thematic programs such as monthly people's markets, culinary festivals, or UMKM bazaars, as well as providing incentives for public transportation that brings visitors to the market. This step aims to revive the area while creating active interaction between traders, buyers, and terminal users.

- Utilization of Technology and Participatory Monitoring

The development of a digital-based information system is needed to support real-time monitoring of visitor data, transaction volume, and transportation operational activities. This system can also be integrated with community reporting channels so that the evaluation process becomes more participatory and transparent. One informant said:

“If the terminal can be returned or at least direct access from the terminal to the market can be made, I am sure conditions will improve.” (Informant 13, interview 20 February 2025)

This model is expected to be the basis for integrative policies that not only solve physical and structural problems, but also rebuild sustainable social, economic and institutional relationships. With contextually designed collaborative governance, market and terminal development can be more adaptive, participatory and long-term oriented.

## CONCLUSION AND RECOMMENDATIONS

This study shows that the integration of Lembursitu Market and Terminal in Sukabumi City through a collaborative governance approach has not been implemented optimally. Although physical revitalization has been carried out and the market has obtained SNI certification, the absence of integrative planning and cross-sector coordination has had a negative impact on the local economic ecosystem. Field data shows that in 2023 the kiosk occupancy will only reach 25%, in 2024 the average daily visitors will be less than 50 people. This decline was directly linked to the relocation of the terminal which was not comprehensively planned and ignored stakeholder involvement, as expressed by informants.

Based on the analysis of the Collaborative Governance model from Ansell & Gash (2008), it can be concluded that:

- a. Initial Conditions: The collaboration process begins with an imbalance of power, the absence of a coordination framework, and low levels of trust between parties, especially between government agencies and local business actors.
- b. Institutional Design: The institutional structure does not yet support the implementation of collaborative governance. There are no regulations governing the integrated management of markets and terminals, and coordination between agencies is still ad-hoc without a permanent forum.
- c. Facilitative Leadership: Weak facilitative leadership is an obstacle to building multi-party agreements. There are no neutral actors capable of bridging interests between sectors, such as academics or civil society organizations.
- d. Collaborative Process: Public participation, including traders, drivers, and the surrounding community, has not been actively involved in the decision-making process. Participatory mechanisms such as citizen forums or regular meetings are not yet formally available.

Overall, the failure of this integration is not only caused by changes in people's lifestyles, but rather by the weak role of the government in building meaningful coordination, communication, and participation. Therefore, a collaborative governance-based integration model involving elements of government, business actors, academics, media, and the community needs to be designed and implemented immediately. This model is expected to not only be able to solve structural and functional problems, but also build inclusive, adaptive, and sustainable terminal market area governance.

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