

Research Review

Collaborative Governance: the Role of the House of Representatives in the Relocation of Bong Suwung Localization, Yogyakarta City

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Abstract The issue of prostitution in Yogyakarta, especially in the Bong Suwung area, reflects the complexity that involves social, economic, and legal aspects. Despite regulations, prostitution practices continue to increase, presenting challenges in law enforcement and individual protection. The process of relocating Bong Suwung by PT KAI faced protests from residents who felt they were not treated fairly. In this context, the application of the concept of Collaborative Governance is important, with collaboration between the DPRD, local governments, and the community to achieve more humane and equitable solutions. The DPRD plays a role as a mediator, accommodating the aspirations of the community and ensuring transparency in the relocation process. This research shows that success in addressing prostitution and relocation issues is highly dependent on the collaborative capabilities of various actors, as well as the application of Collaborative Governance principles to create responsive public policies and reduce potential conflicts

Keywords: Regional People's Representative Council, Collaborative Governance, Localization

1. Introduction

Over time, prostitution has emerged as a complex issue, involving various aspects of social life, including gender, law, health, morals, ethics, religion, education, psychology, economics, and politics (Pradana, 2015).

The complexity of the problem of prostitution is rooted in several factors, including high poverty rates, low human development indexes, as well as lack of education, which encourage some people to engage in work related to the commercialization of sex. The demand for prostitution services is increasing, largely due to the lack of adequate legal protection in cracking down on prostitution perpetrators (Chumairo et al, 2021). According to the National Research and Innovation Agency (BRIN) in 2024, Yogyakarta will have regulations regarding prostitution through Regional Regulation No. 18 of 1954. However, the BRIN report revealed that the practice of prostitution in the area shows a tendency to increase in 2023.

Received: June 05, 2025;

Revised: June 20, 2025;

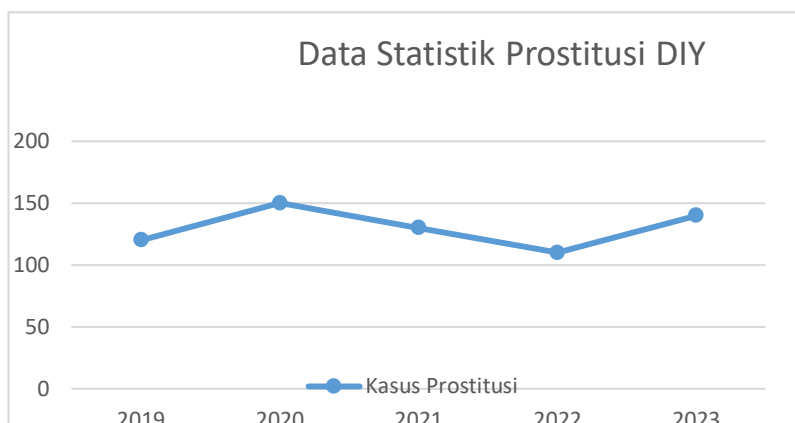
Accepted: July 07, 2025;

Published : July 09, 2025

Curr. Ver.: July 09, 2025



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prostitution cases in Yogyakarta fluctuated, with 120 cases in 2019, 150 cases in 2020, 130 cases in 2021, 110 cases in 2022, and again increasing to 140 cases in 2023

One of the oldest prostitution locations in Indonesia is located in Pasar Kembang, Yogyakarta, while Bong Suwung, also known as ngebong, is an illegal prostitution area near Pasar Kembang (Hidayat & Sa'idah, 2023). This area is located on the land of Sultan Ground and PT KAI has obtained permission from the Yogyakarta Palace to manage the land. To improve passenger services, PT KAI has rearranged the area around Tugu Station, including relocating Bong Suwung residents to expand station facilities.

However, this emptying process faced various challenges, including protests from Bong Suwung residents who spoke out to the DIY DPRD. At the hearing, it was explained that the notice of discipline in June and the time of discipline that was originally scheduled for August were considered too close and inhumane. The settlement of the polemic over the emptying of Bong Suwung not only involves PT KAI Daop 6 Jogja and local residents, but also involves the DIY Regional House of Representatives, the DIY Regional Government, the Jogja City Regional House of Representatives, and the Yogyakarta City Government.

The handling of the emptying of the Bong Suwung localization area in Yogyakarta City is clearly seen in the application of the concept of Collaborative Governance. *Collaborative Governance* refers to an arrangement that involves one or more public institutions that directly collaborate with non-state parties in the policy-making process. This process is formal, consensus-oriented, and deliberative, with the aim of creating or implementing public policies and managing existing programs (Ansell and Gash, 2008).

Collaborative governance is one of the public concepts that is starting to be in great demand by academics. *Collaborative Governance* emerged to respond to implementation failures, costs expensive and politicized public sector regulations (Dewi, 2019; Ansell and Gash, 2007). The focus is on every stage of public policy. *Collaborative governance* is a new paradigm in understanding the existence of multi-stakeholders in public affairs. There are certain characteristics in the relationship of actors so it is important to conduct collaborative studies (Dewi, 2019; Silvia, 2011).

The importance of collaborative governance to solve problems faced by the public, therefore Ansell and Gash emphasize six parameters of collaborative governance theory, namely (1) the existence of a forum where part of the authority is in public institutions. (2) the existence of policy actors outside the government. (3) The direct involvement of actors outside the government in the policy process is not only a formality or simply a consultation, but there must be communicative actions from the collaboration process. (4) the timing of the collaboration process. (5) the agreed policy is based on consensus. (6) focusing collaboration on public policies and programs so that the results achieved are on target or in accordance with public expectations (Ansell & Gash, 2008). One of them is the importance of authority in public institutions and in the phenomenon of Bong Suwung relocation, which has involved several public institutions including the Yogyakarta Regional People's Representative Council, the Yogyakarta Regional Government, the Jogja City Regional People's Representative Council, and the Yogyakarta City Government. In this phenomenon,

the researcher observed the role of the DPRD and NGOs who mediated the community in the relocation of the Bong Suwung localization.

2. Method

This study uses a policy research approach with a qualitative method. This research was carried out in Pringgokusuman Village, Gedongtengen Village, Yogyakarta City, Bong Suwung localization.

The collection of data or information in this study is using the purposive sampling technique. Data triangulation is still carried out to re-check the data submitted by the informant. Data were obtained by unstructured interview mechanism and document review.

Qualitative research data is obtained from various sources, namely by using various data collection techniques (triangulation) and carried out continuously until the data is saturated. After the data was collected, the researcher conducted a test of the validity and reliability of the data before analyzing the existing data.

3. Results and Discussion

Collaborative Governance Perspective

Patton, Savicky and Clark's views challenge that in formulating policies in the perspective of collaborative governance, what must be known is how the actor's responsibility, actors' motivations, actors' credibility, actors' beliefs, actors' knowledge, and actors' experiences in decision-making (Patton et al.

al., 2015). This is also emphasized by the opinion of Vining and Weimer who say that in the implementation of collaborative governance it is very important to know the beliefs and motivations of actors in participating in making public policy decisions (Weimer & Vining, 2017). Furthermore, William N Dunn also explained the need for the role of actors to solve public policy problems (Dunn & Dunn, 2018).

The actors that have been explored by Patton et al., (2015), Weimer & Vining, (2017) and Dunn & Dunn, (2018) reinforce the theoretical position of this research which focuses more on the dynamics of interaction between actors in the implementation of collaborative governance. The study of actors in the collaborative governance agenda will be important for two reasons: (1) the study of actors will take into account the interaction and interests of the actors involved in the collaborative governance process as stakeholders. (2) of course there will be differences in the level of bargaining and in the bargaining process it will certainly be influenced by the difference in the position and position of the actor.

O'Flynn and Wanna put forward six dimensions of collaborative governance, namely: First, it includes cooperation to build togetherness, increase consistency, and straighten out activities between actors. Second, cooperation can also be a negotiation process, which includes a preparation to compromise and make an agreement. Third, it can also be a form of joint anticipation through a series of rules against possible mistakes that will occur. Fourth, cooperation can also be power and coercion, the ability to drive results. Fifth, cooperation includes future commitments and intensity, planning or preparation to straighten out the activities to be carried out. And sixth, cooperation includes involvement, internal motivation development process and personal commitment to the project to be worked on (O'Flynn & Wanna, 2008).

Marie Thomson and James L. Perry explained that the development of the collaboration model began with negotiations, commitments and implementation based on the assessment and the process of bargaining between the actors involved in the collaboration process. After there is a bargain or in general in public policy it is called negotiation then a responsibility arises from the individual actors of what is carried out in the collaborative process. Meanwhile, collaboration activities are a form of embodiment of shared responsibility previously in a policy that is decided by consensus of the actors involved and the existence of an interaction process (Thomson & Perry, 2006).

The importance of actor mapping in the public policy formulation process to find out the actor's experience, actor's interests, actors' motives, actors' responsibilities, actors' ethics and actors' knowledge of the implementation of collaborations (Schmeer, 1999). Bormann and Golder emphasized that mapping actors in the collaborative governance process will make it easier to (1) recognize the actors' serious interest in collaborating to determine the decisions to be taken, (2) avoid confrontation or adverse effects caused by a policy or program, (3) develop relationships and relationships among actors and anticipate the failure of the process in collaboration with actors (Bormann & Golder, 2013).

Collaborative governance as a form of new public governance that has basic values. That basic value is its characteristic as well as its main content. In other words, it is the basic value that is the point of pressure. There is an emphasis that is important to understand to make it easier to analyze a phenomenon while making a new theory about administration and public policy. Collaborative governance is understood as cooperation between actors, between organizations or between institutions in the context of achieving goals that cannot be achieved or carried out independently. By definition, collaborative governance is the collaboration between the public and non-public or private sectors in the implementation of government or governance.

The Role of DPRD and Ngos in the Collaborative Governance Process

Collaborative governance It is understood as cooperation between actors, between organizations or between institutions in the context of achieving goals that cannot be achieved or carried out independently. By definition, collaborative governance is the collaboration between the public and non-public or private sectors in the implementation of government or governance.

Based on Law Number 23 of 2014 concerning Regional Government: This Law regulates in detail the formation, composition, position, duties, and authorities of local governments, including the DPRD. In accordance with the laws and regulations, the duties of the DPRD have three functions, including Supervision and Community Aspirations, the DPRD has the function of supervising local government policies, including in terms of relocation. They are tasked with ensuring that the relocation process is carried out in a transparent, accountable, and non-human rights violation. In addition, in this supervisory task, the DPRD also accommodates and distributes the aspirations of the community related to relocation. They serve as a bridge between local governments and affected communities, ensuring that the voices and interests of the community are heard and considered. The DPRD plays a role in discussing and approving the budget proposed by the local government for relocation purposes. In addition, the next task is the Formation of Regional Regulations. In this case, especially the relocation of the Bong Suwung localization is not part of the impact of local regulations.



In the implementation of the relocation of the Bong Suwung localization, the Bong Suwung Residents Association again visited the Yogyakarta DPRD Office on Wednesday (04/09/2024) to conduct an audience related to the plan to evict the Bong Suwung area by PT KAI. This eviction is planned to be carried out in Pringgokusuman Village, Gedongtengen District, Yogyakarta. In the hearing, the residents were received by the Temporary Chairman of the DIY DPRD, Nuryadi, S.Pd at that time.

On this occasion, Nuryadi, S.Pd conveyed

"You already understand that the area is legally owned by PT KAI. However, residents only asked for a postponement of the eviction time. Until there is a mutual agreement, no *action* in any form, whether socialization, mediation, or eviction, should not be carried out. That's what we have to agree on,"

This is based on the fact that the task of the Regional House of Representatives in handling this relocation is as a mediator. Mediation and Facilitation in this case, namely the DPRD, can act as a mediator between the local government, affected communities, and other related parties in the relocation process.



In addition, the DPRD can also facilitate dialogue and deliberation to find the best solution that can be accepted by all parties. In the case of the relocation of the Bong Suwung localization, the DIY DPRD and the Yogyakarta City DPRD have been actively involved in the process. They have received aspirations from affected residents, conducted field visits, and held hearings with relevant parties. The DPRD has also asked the local government to provide an explanation regarding the relocation plan and ensure that the process is carried out in a humane manner and in accordance with applicable regulations. His party will protect the rights of Bong Suwung residents until a mutual agreement between several parties occurs for the smooth relocation.

4. Conclusion

The issue of prostitution in Yogyakarta, especially in the Bong Suwung area, reflects the complexity involved in various social, economic, and legal aspects. Despite the regulations governing prostitution, the practice continues to show an increase, which indicates challenges in law enforcement and protection for the individuals involved. The process of relocating the Bong Suwung area by PT KAI has faced various challenges, including protests from residents who feel they have not been treated fairly. In this context, the application of the concept of Collaborative Governance is very relevant. Through collaboration between various actors, including the DPRD, local governments, and the community, it is hoped that a more humane and equitable solution can be achieved. The DPRD acts as a mediator who accommodates the aspirations of the community and ensures that the relocation process is carried out in a transparent and accountable manner. By involving all parties in dialogue and deliberation, it is hoped that a mutually beneficial agreement can be found. Overall, this study shows that success in addressing the issue of prostitution and relocation in the Bong Suwung area is highly dependent on collaborative capabilities between various actors. The application of the principles of Collaborative Governance can help create public policies that are more responsive and in accordance with the needs of the community, as well as reduce potential conflicts that may arise from the relocation process.

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