

The Application of the Principle of Collaborative Governance in the Management of Beggars, Homeless People, and the Displaced (PGOT) in the City of Cirebon

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Abstract. PGOT refers to beggars, vagrants, and the impoverished, recognized as marginalized groups reliant on public spaces for survival. This research investigates the use of collaborative governance principles in managing PGOT in Cirebon city. Utilizing a descriptive qualitative methodology with a case study approach, the study focuses on documenting, analyzing, and interpreting the relevant phenomena. Data analysis is grounded in the Collaborative Governance theory by Chris Ansell and Alison Gash (2008), particularly in relation to local government agencies such as the Population and Civil Registration Office (Disdukcapil), the Health Department, the Social Affairs Department, and the Public Order Agency (Satpol PP). The findings reveal that while initial collaboration among local government agencies exists, it is primarily sectoral, ad hoc, and lacks sustainable integration. Institutional design is bolstered by a solid legal framework established through Local Regulation No. 13 of 2019, along with Memorandums of Understanding between agencies; however, these have not yet led to comprehensive collaborative services. In terms of facilitative leadership, there is a lack of effective collaborative leadership that allocates value, as leaders' roles are limited to formal coordination. Although trust and commitment among stakeholders have been fostered, collaboration remains selective and conditional, primarily responding to PGOT during enforcement operations or emergency situations. Major challenges include limited financial resources, weak regulatory enforcement, and persistent reliance on street-based livelihoods, while opportunities for strengthening collaboration lie in the engagement of social partners, the utilization of digital governance, and community-based preventive approaches.

Keywords: Collaborative Governance, Beggars, Homeless People, PGOT, Public Policy

1 Introduction

Public service is a key factor in the success of regional autonomy. The responsibility for providing public services to the community lies with government officials, who serve as public servants [1]. According to Ibrahim, the government should adopt a

customer-driven paradigm (one that prioritizes the public interest) in providing services to the general public, and should put all necessary systems in place to systematically implement this paradigm (from input through process to output and impact), thereby ensuring high-quality public services (which are, as much as possible, tangible, reliable, responsive, safe, and delivered with empathy) [1]. This demonstrates that effective public services can be delivered when the interests of the public are the central focus of successful public service delivery.

Law No 23 of 2014 on Local Government stipulates that local governments are obligated to administer governmental affairs related to basic services, as provided for in Article 12(e)(1), which states that these mandatory affairs include services in the areas of public safety, public order, and community protection [2].

Social issues related to disturbances of public peace and order remain a widespread problem in Indonesia. In Cirebon City, for example, it is still common to find beggars, vagrants, and homeless people scattered throughout public spaces. According to 2024 data from the Central Statistics Agency (BPS) of Cirebon City, the number of people living in poverty stands at 29,170, or 9.02% of the city's total population, indicating heightened economic pressure on low-income households [3]. This situation has the potential to create vulnerable groups that resort to vagrancy, begging, and busking as a means of survival. It reflects the complex social dynamics between those enjoying the city's growth and those living in unsustainable, neglected conditions. The phenomenon of beggars, vagrants, and the destitute (PGOT) serves as a stark reminder of social inequality amidst Cirebon City's ongoing efforts to improve. The prevalence of vagrants, beggars, and street musicians engaging in activities in public spaces disturbs the public's sense of comfort. At every traffic light, in front of shopping centers, and even in tourist areas like Kejaksaan Square or the Batik Trusmi district, one often encounters individuals who rely on the charity of others to survive. Most of them are not merely "lazy" as the common societal stigma suggests, but rather individuals who have been marginalized by the harsh realities of life—such as job loss, homelessness, or coming from the countryside with the hope of finding a livelihood in the city.

These conditions of poverty and economic uncertainty can be one of the factors driving the rise in the phenomenon of vagrancy, begging, and street busking as people seek to make a living in public spaces. Furthermore, poverty is not the sole cause of this phenomenon; other factors stemming from low economic status lead to an unclear social standing or an unrecognized identity in the public eye. Furthermore, from a health perspective, people engaged in vagrancy, begging, and busking on the streets face a higher risk of illness. Health risks include mental disorders (ODGJ), malnutrition, and infectious diseases. These conditions can exacerbate structural poverty by leaving them powerless to find more decent job opportunities. Furthermore, their presence in public spaces can also create an image of Cirebon City that appears disorderly, thereby threatening residents' sense of safety and comfort in public.

The City Government has a public service responsibility not only to maintain order but also to provide humane social solutions. As a legal framework, the Cirebon City Government issued Local Regulation No. 13 of 2019 on the Maintenance of Public Order and Community Peace, which was enacted by the Cirebon City Government. This regulation details the handling of public order and community peace as outlined

in Part Six: Socially Disadvantaged Individuals, Street Children, and the Psychotically Ill, Articles 19 through 21, regarding the prohibition of activities that disturb the peace, such as vagrancy, begging, and busking.

Policy implementation on the ground still reveals a gap between regulations and social realities. Therefore, strategic synergy among local government agencies is essential to address this issue. A Collaborative Governance approach is needed that spans service domains such as identity verification, health, social protection, and public order. Consequently, it is not sufficient for a single agency to handle this matter. Key stakeholders involved in fulfilling their respective roles include the Population and Civil Registration Office (DISDUKCAPIL), the Social Affairs Office (DINSOS), the Health Office (DINKES), and the Public Order Agency (Satpol PP). Furthermore, the principle of Collaborative Governance extends beyond mere collaboration among local government agencies; it also creates space for the involvement of non-state actors, such as support from social philanthropy actors—including the Private Sector/Corporate Social Responsibility (CSR), volunteers, community groups, and various other stakeholders—who are engaged in these efforts. Therefore, through coordination and collaboration, we can strengthen efforts to address the root causes of the issues surrounding the management of vagrants, beggars, and street musicians in the City of Cirebon.

This study is based on the premise that addressing the issue of vagrants and beggars is not merely a matter of enforcing regulations but also concerns how the application of the principles of collaborative governance in addressing this issue can serve as a public administration paradigm needed in our interconnected world. In order to explore how collaboration is formed and practiced in relation to PGOT, this study employs the collaborative governance framework put forth by Ansell and Gash (2008). This framework is particularly relevant as it concentrates on the core processes of collaboration, which include starting conditions, institutional design, facilitative leadership, and the collaborative dynamics among stakeholders. These elements offer a systematic approach to understanding how cross-sector collaboration is initiated and executed in addressing complex public issues that involve multiple government agencies and non-state actors. While newer collaborative governance frameworks, such as Emerson and Nabatchi's Collaborative Governance Regime, provide broader insights into adaptive governance and collaborative systems, this research is primarily focused on understanding the formation and execution of collaborative processes rather than evaluating a fully institutionalized governance regime [5]. Thus, Ansell and Gash's process-oriented framework is regarded as more suitable for achieving the objectives of this study.

Previous research by Bharoto and Nursahidin (2021) highlights that the management of beggars, homeless people, and the displaced (PGOT) often ends with temporary enforcement measures, resulting in a recurring cycle in which individuals return to the streets after short-term interventions [6]. Building upon this finding, this study departs from the premise that the persistence of PGOT may reflect a cycle of recurrent vulnerability, where enforcement-oriented interventions are not followed by sustainable rehabilitation, social reintegration, and economic empowerment. Breaking this cycle requires collaborative processes that extend beyond the responsibility of a

single institution and involve coordinated action among the Population and Civil Registration Office, the Social Affairs Office, the Health Office, the Public Order Agency, as well as relevant non-government stakeholders. The study explaining why collaborative governance in PGOT management remains episodic and has not yet produced sustainable social reintegration by examining how inter-agency collaboration is operationalized in the management of PGOT at the local government level, while identifying the institutional conditions that shape collaborative processes in addressing complex social welfare issues.

The objective of this study is for the resulting scientific work to provide practical benefits to the community, stakeholders, and parties in need of research on issues related to beggars, vagrants, and the homeless (PGOT) in the city of Cirebon. This study is also expected to provide theoretical benefits as a source of information and reference for future research. Based on the explanation outlined in the background section, the author is interested in conducting research on the application of collaborative governance in addressing the phenomenon of vagrants, beggars, and street musicians in Cirebon City.

2 Methods

This study was designed using a descriptive qualitative method, in which the research describes what occurred during the study through the recording, description, analysis, and interpretation of current conditions. Furthermore, this research approach is based on a case study that focuses intensively and in detail on a single case [7]. The application of this method aims to gain a deep and comprehensive understanding of the social reality regarding the implementation of the principles of Collaborative Governance in addressing issues related to beggars, vagrants, and the destitute (PGOT) in the city of Cirebon. Interviews were conducted with key informants comprising local government agencies in Cirebon City as the primary stakeholders in collaborative efforts to address PGOT social issues, including the Population and Civil Registration Office (Disdukcapil), the Health Department, the Social Affairs Department, and the Public Order Agency (Satpol PP), with a focus on the collaborative governance model proposed by [8]. Field observations and direct on-site monitoring were also conducted by visiting areas frequently frequented by PGOT. Secondary data sources were obtained through data analysis derived from literature reviews, including books, previous studies, official websites, legal documents, and online news articles.

3 Result and Discussion

3.1 Result

Starting Conditions.

The initial situation marked the beginning of collaborative cooperation among local government agencies in addressing this social issue. Based on interview results, the Social Affairs Office stated that trust among the stakeholders has been established quite well. Collaboration involving the four local government agencies already exists, but it is of an incidental nature, such as joint operations or responses to public complaints. In response to the highly complex issue of handling beggars, vagrants, and the homeless, stakeholders have recognized their shared responsibilities. All four local government agencies stated that this issue is a collective problem that cannot be resolved by a single agency alone. The initial stage of collaborative governance for PGOT management in Cirebon City illustrates that cross-sectoral collaboration between the Social Affairs Agency, the Health Agency, the Population and Civil Registration Agency, and the Public Order Agency remains operational and reactive, not yet integrated into a unified system. Specifically, PGOT management should involve a series of routine, sustainable collaborations. However, in practice, efforts tend to be sectoral in nature, in accordance with the respective duties, functions, and roles of each agency. The Social Affairs Department added that the collaborative network is already synergistic, given that each Regional Government Agency is open to sharing the necessary information.

Scott & Thomas explain that collaborative cooperation is influenced by structural conditions that highlight the fragmentation of policy responsibilities and the limitations of institutional regulations [9]. In the early stages of implementing the principles of collaborative governance for PGOT management in Cirebon City, the implementation of this collaboration can be described as being driven by the urgency of the situation, thereby enabling the four sectors to engage with one another. In this context, the basis for potential conflicts may arise. The Social Affairs Department (Dinsos) emphasizes that differences in perception and interests among agencies can lead to fragmentation if they do not act collectively; for instance, the Public Order and Security Agency (Satpol PP) prioritizes aspects of order and security, the Civil Registration and Population Agency (Disdukcapil) is needed to gather identity data to facilitate tracing of PGOT cases, and the Health Department focuses on medical treatment aspects. The Social Affairs Department plays a crucial role in the protection and restoration of the social functions of PGOT. Based on interviews, the Social Affairs Department stated that the conflicts that arise are technical and operational in nature, not institutional conflicts; however, these differences serve as discussion points in coordination forums to find common ground and strengthen the approach.

This fundamental conflict essentially stems from the division of roles in the field or the time constraints of each agency's resources. The Public Order Agency (Satpol PP), the Population and Civil Registration Office (Disdukcapil), and the Social Affairs Office (Dinsos) unanimously stated that the ratio of personnel to available re-

sources remains insufficient for handling the PGOT, making it necessary to continue organizing the existing resources in the required quantities.

Institutional Design.

The institutional framework for collaborative partnerships encompasses a fundamental set of standard rules. The context of PGOT management in Cirebon City refers to Local Regulation No. 13 of 2019, Articles 19 through 21, regarding the Maintenance of Public Order and Tranquility, specifically in Section Six concerning Socially Disadvantaged Individuals, Street Children, and Psychotic Persons, which prohibits activities that disturb the peace, such as loitering, begging, and busking. This Local Regulation serves as one of the standard rules in achieving an ideal shared understanding, to create a Cirebon City free from PGOT.

The basic rules for implementing collaboration are aligned with the standard operating procedures (SOPs) of each local government agency. Each local government agency has distinct characteristics and roles in establishing collaborative partnerships. Based on the interview results, the Population and Civil Registration Office has established standard rules through service standards for vulnerable populations, such as undocumented PGOTs, which are prioritized and outlined in the Service Announcement. Collaborative Governance enables broader commitments to cooperation with other external parties, leading to the complementary transfer of resources.

According to Keith G. Provan and Patrick Kennis, in collaborative partnerships, network governance is a key element and is understood as a strategy employed by actors to influence the interaction process; it can take the form of collective action aimed at producing outcomes such as solutions, policies, or services [10]. In line with this perspective, the Social Services Agency, in the context of rehabilitation and the protection of social functions, has established cooperation agreements with external parties due to limitations in resources and facilities. The Social Services Agency has signed a Memorandum of Understanding (MoU) with rehabilitation centers both within and outside the province—specifically in Sumedang and Palimanan—regarding the management of PGOT shelters. However, in practice, these facilities are often operating at overcapacity. Furthermore, the Public Order Agency (Satpol PP) outlined an MoU with cities and regencies along the West Java border—including Kuningan, Cirebon, Brebes, Majalengka, Ciamis, Banjar, Tegal, and as far south as Pangandaran—under the collaborative initiative “Kunci Bersama,” aimed at preventing the mutual dumping of PGOT or ODGJ. On the other hand, the Health Department noted that, in practice, health services have established coordination with health institutions such as Gunung Jati Hospital, sub-district-level community health centers (Puskemas), and PSC 119 as an emergency service, which includes the handling of PGOT. Thus, the institutional framework has been established based on the diverse nature of the core tasks and functions of each institution. Furthermore, all key stakeholders are networking beyond the scope of inter-agency cooperation among Regional Government Agencies.

The principle of collaborative governance in addressing PGOT in Cirebon City, as reflected in the institutional design dimension, illustrates the existence of a governance network. Klijn and Koppenjan explain that network governance theory relates to

complexity, interdependence among institutions, and how problems are resolved [10]. In line with the research findings, the collaborative partnership for PGOT management in Cirebon City features a non-hierarchical governance structure, with no delegation of authority between superiors and subordinates. Instead, the relationship is collaborative, and each local government agency connects with one another through networks to address the complexity of the issues at hand.

Previous research by [11] entitled “Collaborative Governance (A Study on the Management of Homeless People and Beggars in Bengkulu City)” suggests that institutional design should prioritize collaborative processes in which local governments must be open, inclusive, and responsive. For instance, there should be a forum that facilitates regular meetings inviting the active participation of stakeholders in the Collaborative Governance forum. Forum participation in addressing PGOT issues in Cirebon City is not discussed in significant detail but is incorporated into the Coordination Meeting (RAKOR) on the topic of handling Social Welfare Problem Cases (PMKS), which is specifically held on a routine basis at the beginning of the year. The objectives of social welfare implementation (PMKS) are outlined in Cirebon City Regulation No. 10 of 2018 on the Implementation of Social Welfare, which includes the socially disadvantaged or PGOT. The Coordination Meeting invites relevant agencies as well as other parties such as sub-district offices, Babinsa (military liaison officers), Babinkamtibmas (police community liaison officers), and the Police to discuss the annual evaluation of the previous year’s performance. It also addresses the work plan for the coming year by synchronizing programs, particularly in the context of community welfare issues. The Social Services Agency, as a key actor, stated that in addressing community social welfare—which includes the issue of PGOT in Cirebon City—each actor has been sufficiently active in their involvement in accordance with their respective overlapping duties and functions. Of course, in line with this, transparency in sharing information is essential to maximize the results of the evaluation.

The implementation of inter-agency collaboration forums has not yet been fully supported by an integrated information system on a single platform. However, advancements in digital communication are driving each Regional Government Agency to introduce innovations aimed at enhancing service transparency. For instance, the Satpol PP has introduced a new innovation on the Perawan Gatra platform (Map of Areas Prone to Public Order and Safety Disturbances), which periodically updates a map showing the distribution of areas prone to disturbances of public order and safety. Additionally, according to an interview with the Population and Civil Registration Office (Disdukcapil), information sharing occurs via a WhatsApp Group; however, this typically involves PGOT cases in sensitive conditions that require immediate attention or PGOT cases posing a danger to residents and thus necessitating intervention—this is where interconnected collaboration takes place. The Health Department added that a formal team for handling cases of homeless individuals, such as those with mental health conditions (ODGJ), already exists under the name of the Community Mental Health Implementation Team (TPKJM). Thus, a formal response team is in place, though it specifically addresses PGOT cases that are already chronic and

pose a health threat, rather than PGOT cases in the normal spectrum who are active on the streets.

Facilitative Leadership.

Facilitative leaders in this context—such as the regional leader of Cirebon City and the heads of local government agencies, including department heads—have been collaborating to facilitate cross-sectoral policy directions and priorities. The City of Cirebon's Regional Development Plan (RDP) for 2024–2026 includes development objectives aimed at improving the quality of life for its residents, with key points including: (a) improved quality of education and community literacy; (b) improved public health in the City of Cirebon; and (c) enhanced community capacity to meet basic living needs. These benchmarks reflect the City of Cirebon's serious commitment to addressing social welfare issues and improving the quality of its human resources. Meijer & Bolivar stated that the management of the PGOT should be prioritized within a harmonized, cross-sectoral framework. Moreover, as a city designated as a “smart city,” the presence of social inequality on its streets does not reflect the true essence of a smart city. One aspect of the discourse on smart cities involving the dimension of smart citizens is the level of education as the primary driver of economic growth [12].

Every leader and division head within the four Regional Government Agencies has adopted an approach to managing PGOT that generally promotes a more humane and perspective-oriented approach. This is carried out in strict accordance with established regulations. According to Anshel and Gash, leadership plays a crucial role in embracing, empowering, and engaging stakeholders, and then mobilizing them to work toward the success or advancement of collaboration [13]. According to interviews with Satpol PP, the leadership style employed during the collaboration has been working quite well; there is no excessive rigidity among leaders, and everything is well-coordinated. This is because if the approach is too rigid, it can lead to a situation where parties shift blame onto one another, thereby creating an unhealthy cycle of collaboration. This facilitative leadership serves to distribute commitment, build trust, and uncover shared values for mutual benefit [13]. Stakeholders possess differing motivations regarding their strengths and weaknesses when engaging with one another. However, to achieve the core objective, they must share a common sense of mutual benefit. The shared perspectives and values established among leaders have not yet fully integrated as a whole, as they are currently limited to clearly defined roles and standards. Consequently, in this context, the Satpol PP has devised a strategy where each department must possess the necessary “willpower” to act based on their own initiative. At times, Satpol PP goes beyond merely enforcing regulations and actively participates in other operational aspects. For instance, in verifying identities or providing transportation to facilitate outreach at the Population and Civil Registration Office (Disdukcapil). The initiative or willingness of each stakeholder is essential to foster a more responsive collaborative partnership.

Collaborative Process.

The collaborative process emphasizes that building trust and commitment significantly influences the success of the collaboration itself, as partnerships within a collaboration can be understood as an interplay between commitment and trust among the actors, based on the premise that no actor can stand alone without the support of others [13].

The first step in the collaboration process is building trust through effective and ongoing communication. Each party must carry out its respective duties and functions correctly and consistently to build trust among the stakeholders involved. Based on interview findings, efforts to build trust among local government agencies in addressing PGOT in the city of Cirebon involve focusing on the proper execution of their respective duties and functions. For example, regarding PGOT findings addressed through the collaborative process, the workflow can originate from findings reported by the Social Affairs Office (Dinsos), the Public Order Agency (Satpol PP), or external parties such as volunteers or NGOs. It can also stem from direct public complaints—whether at the RW (neighborhood unit) level or the sub-district level—regarding disturbances to public peace and order. This demonstrates that a collaborative process has been established, and trust has been built in accordance with their respective roles and functions to fulfill their respective roles in addressing PGOT findings. From this perspective, the next steps in addressing PGOT findings are handled by the Population and Civil Registration Office (Disdukcapil) to conduct identity verification through biometric and fingerprint recording procedures. Then, the Health Department handles medical treatment if necessary.

Trust among stakeholders in the collaborative process fosters a shared commitment, for example through the outcomes of the Annual Coordination Meeting, which include program support that is synchronized across local government agencies, the involvement of human resources from various agencies, and consistency in following up on meeting outcomes and mutual agreements.

Third, sharing a common understanding and shared values in collaborative efforts to address PGOT in Cirebon City—including through direct engagement during response operations as well as through coordination meetings, cross-sectoral discussions, and evaluations of problem-solving efforts. This occurs naturally during such ad hoc collaborations, particularly in joint operations that serve as responsive measures to incoming complaints. Fourth, interim achievements include measuring performance outcomes year over year through Coordination Meetings (RAKOR) and the release of meeting minutes for each resolved PGOT case.

Face-to-face dialogue in the management of PGOT is conducted through cross-sectoral meetings to discuss specific issues. Interview results indicate that a dedicated forum involving the four local government agencies has not yet been formally established and remains ad hoc in the context of emergency services.

3.2 Discussion

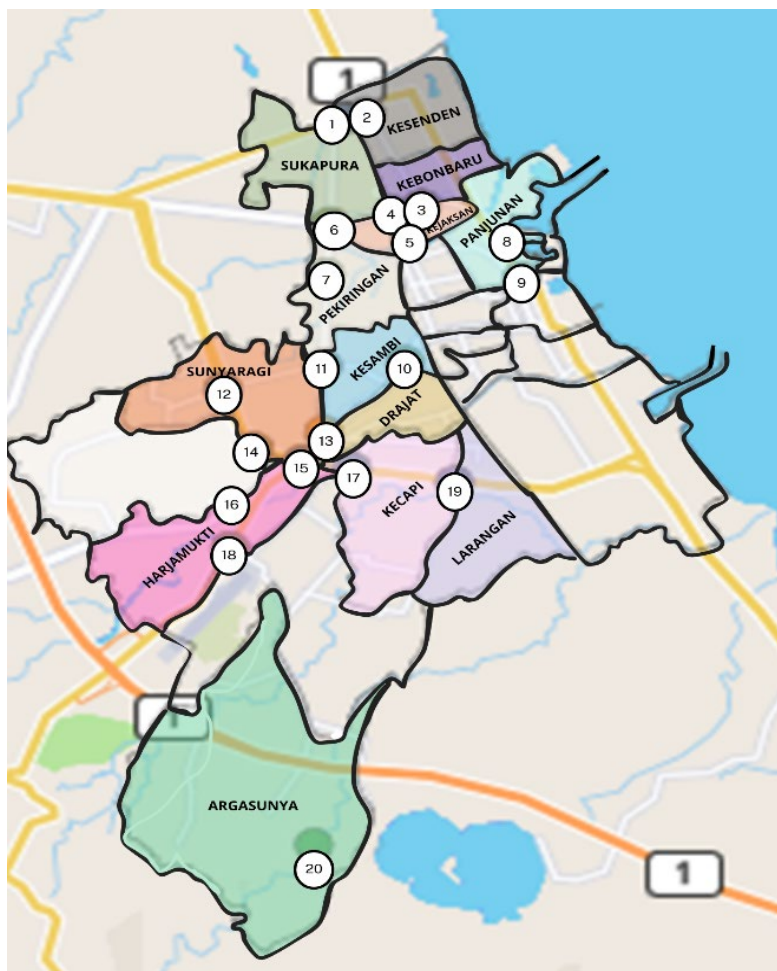


Fig. 1. PGOT Gatra Distribution Point in Cirebon City
 Source: Cirebon One Map One Data, adapted

The geospatial analysis derived from the Perawan Gatra database of the Cirebon City Public Order Agency (Satpol PP) indicates that PGOT activities remain widely dispersed throughout the city. Empirical findings reveal that 20 (twenties) urban villages were identified as hotspots for PGOT activities during the January–December 2025 observation period. From a collaborative governance perspective, these findings demonstrate that the persistence of PGOT across 20 urban villages cannot be interpreted merely as a geographical pattern; rather, it reflects the limited capacity of existing collaborative arrangements to generate sustainable social outcomes. Although inter-agency coordination has been implemented in accordance with established pro-

cedures and institutional mandates, but the widespread distribution of PGOT indicates that current interventions remain predominantly responsive to incidents occurring in public spaces instead of preventing their recurrence. This empirical evidence reinforces the argument that collaborative governance in PGOT management remains largely episodic, allowing the cycle of recurrent social vulnerability to persist across multiple urban communities.

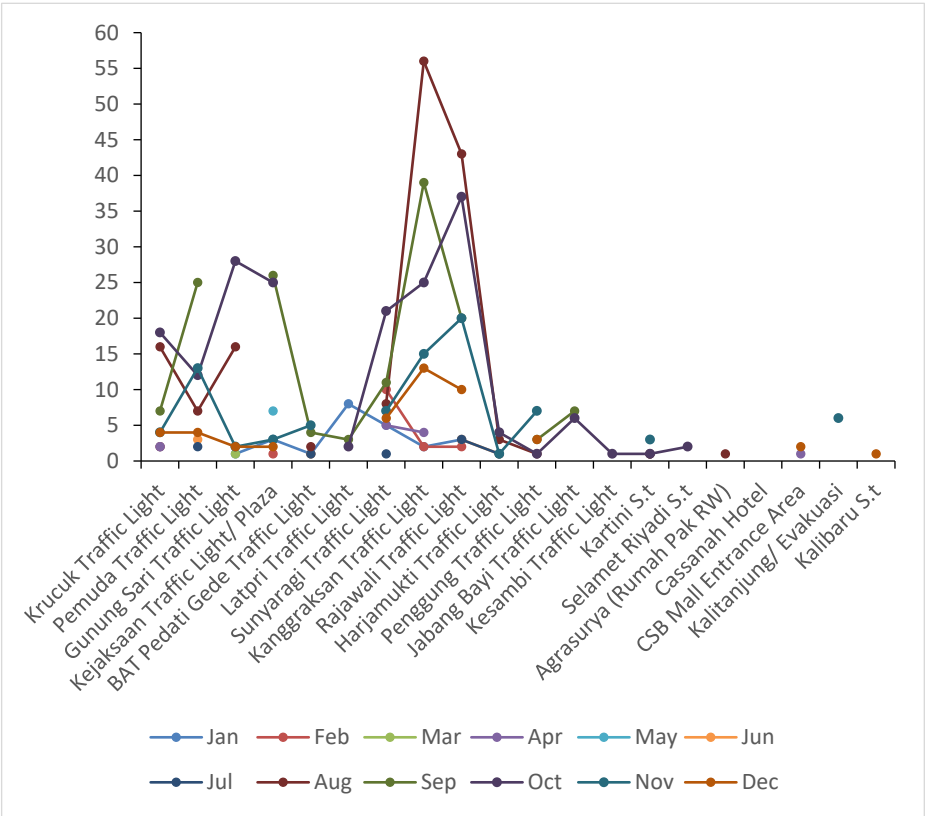


Fig. 2. Charts showing the Number of PGOT Gatra 2025
Source: Perawan Gatra 2025, adapted

The analysis reinforces the findings, revealing that PGOT continues to be present in most urban villages in Cirebon through 2025, as shown by a graph depicting the number of PGOT, which exhibits a fluctuating trend without a consistent downward trajectory. Although various forms of cross-sector coordination have been executed in line with applicable regulations, the empirical evidence suggests that the interventions implemented so far have not succeeded in achieving sustainable changes in the presence of PGOT in public spaces.

Research findings indicate that the application of the Collaborative Governance principle in addressing the issues of Beggars, Homeless, and Displaced Persons

(PGOT) in Cirebon City has led to the establishment of collaboration processes among stakeholders. However, this collaboration remains largely sporadic and administrative, failing to evolve into a cohesive mechanism that can achieve sustainable and definitive solutions to the problems at hand. This situation is evidenced by several empirical observations. Firstly, there is currently no regular outreach or social engagement strategy for PGOT who continue to be active in public areas. Most interventions occur only during enforcement actions by the Civil Service Police Unit (Satpol PP), in response to community reports, or in emergency situations. Secondly, the participation of each regional government organization is still significantly shaped by their primary responsibilities and institutional roles. The Health Department, for instance, plays a more significant role when Beggars, Homeless, and Displaced Persons (PGOT) need medical care or are in vulnerable situations, while Social Services generally provide assistance only after referrals from other agencies. This pattern illustrates that collaboration is predominantly reactive (event-driven) rather than proactive, focusing on prevention and social needs (need-driven). Additionally, non-governmental entities such as BAZNAS, social organizations, volunteers, and the private sector via CSR contribute through social assistance, funding, and support for activities, but their involvement remains ancillary and has not yet been incorporated into the decision-making or collaborative solution development processes. Additionally, an analysis of the Perawan Gatra information system indicates that administrative data mainly documents the regulatory processes related to PGOT, while follow-up actions after intervention, such as rehabilitation, social reintegration, economic empowerment, and ongoing support, are not thoroughly recorded. This situation hinders the ability to evaluate the effectiveness of collaboration based on long-term outcomes.

Challenges in the Implementation of Collaborative Governance Principles for PGOT Management in Cirebon City.

The findings indicate that the implementation of collaborative governance in managing beggars, homeless people, and the displaced (PGOT) in Cirebon City continues to face several structural and institutional challenges that limit the sustainability of cross-sector collaboration.

The first challenge concerns limited financial capacity and supporting facilities. Although collaborative efforts have been initiated by the relevant agencies, the implementation of integrated interventions remains constrained by budget limitations and inadequate social welfare infrastructure. Previous studies by [14] have similarly identified financial constraints as one of the primary obstacles in PGOT management. Field findings further reveal that the absence of a dedicated temporary shelter (Rumah Singgah) under the Social Affairs Office limits the continuity of rehabilitation programs. Consequently, many individuals who have undergone administrative handling are eventually returned to the streets without adequate follow-up assistance, creating a recurring cycle of vulnerability rather than sustainable social reintegration.

Another challenge concerns the limited effectiveness of regulatory enforcement and institutional coordination. Although the implementation of Regional Regulation No. 13 of 2019 has provided a legal basis for PGOT management, empirical findings suggest that enforcement remains predominantly administrative and has yet to pro-

duce a sufficient deterrent effect. Previous research on Silver Man street beggars in Cirebon similarly reported that weak enforcement contributes to the persistence of street-based activities. Furthermore, this study identified the absence of detailed implementing regulations governing public reporting mechanisms related to public order violations [15]. Interviews with the Regional Secretariat indicate that additional implementing regulations require proposals from the responsible government agencies, resulting in implementation gaps between regulatory intent and operational practice.

One of the most significant challenges identified in this study is the persistent dependence on street-based livelihoods among a proportion of PGOT. Interviews with both government officials and PGOT participants indicate that economic hardship, prolonged exposure to street-based activities, and limited access to sustainable employment have reinforced long-term dependence on begging and street performing as primary income-generating strategies. Interviews with Satpol PP revealed that some street performers view this activity as more profitable than working for low wages and under heavier workloads. The mindset of becoming a street performer without regard for one's dignity is deeply ingrained and difficult to change in most of their mindsets. The result of interviewing with PGOT performers that actively working on the streets. One significant finding indicated that a male-kid street performer began his journey in the 3rd grade of elementary school and continues to engage in this activity while in middle school. This finding highlights that there are still groups of PGOT who are active on the streets and have not been reached by sustainable empowerment or rehabilitation programs. Additionally, we interviewed a PGOT performer named "Silver Man" at the Pemuda Traffic Light revealed that he can earn around one hundred thousand rupiah every two hours; although he paints his body with paint, he is not afraid of the risk of skin cancer.

Overall, these findings demonstrate that the principal challenges do not solely stem from institutional coordination but also from structural socio-economic conditions that continuously reproduce the presence of PGOT in public spaces. Consequently, collaborative governance remains largely focused on short-term administrative responses rather than comprehensive social reintegration.

Opportunities for Strengthening Collaborative Governance in PGOT Management.

Despite these challenges, the findings also reveal several opportunities that could strengthen collaborative governance in managing PGOT in Cirebon City.

One important opportunity lies in the existence of an established collaborative network involving both governmental and non-governmental actors. The need for collaborative support, based on the classical approach of Jeffrey L. Pressman and Aaron Wildavsky, underscores that the more actors involved in a policy, the more complex the implementation chain becomes [16]. This perspective is particularly relevant to PGOT management, which inherently spans multiple public service domains, including social welfare, healthcare, civil registration, and public order. In the context of Cirebon City, this collaborative foundation has been institutionally supported through Regional Regulation No. 10 of 2018, Article 20 paragraphs (1)–(2), which encourages the participation of communities, social organizations, and the

private sector in supporting social welfare programs. Empirical findings demonstrate that collaborative efforts have extended beyond formal coordination among the Social Affairs Office, Health Office, Population and Civil Registration Office, and Public Order Agency (Satpol PP). The Social Affairs Office collaborates with Social Workers (Pekerja Sosial/Peksos) in assisting people with social welfare problems (PPKS), while emergency medical services are integrated through PSC 119 under the Health Office. Healthcare financing is further supported through the National Health Insurance (BPJS) scheme for eligible PGOT who are registered as Cirebon residents. Non-governmental actors also contribute through complementary roles, including philanthropic organizations such as BAZNAS, charitable donation initiatives such as Kita Bisa, community volunteers, and civil society organizations, including the Ciyumajakuning volunteer network, which frequently supports joint outreach operations for homeless individuals and people with mental disorders. In addition, private sector participation through Corporate Social Responsibility (CSR) initiatives has supported public awareness campaigns, including roadside billboards discouraging the public from giving money or goods directly to PGOT. Furthermore, cross-sector coordination has been institutionalized through the TPKJM team, involving the Population and Civil Registration Office, Health Office, Social Affairs Office, and Satpol PP. Although these collaborative arrangements remain predominantly complementary and administrative rather than fully integrated into shared decision-making, they represent an important institutional asset for strengthening collaborative governance. The diversity of participating actors indicates that the foundations for broader cross-sector collaboration already exist, providing significant opportunities to move beyond episodic coordination toward more integrated, preventive, and sustainable approaches to PGOT management.

In addition, the findings reveal considerable potential in the growing adoption of digital governance. All participating government agencies actively employ digital media for public communication, while the Public Order Agency has introduced the Perawan Gatra geospatial information system to monitor public order disturbances, including PGOT distribution across Cirebon City. The availability of spatial data represents an important innovation that enhances transparency and provides an evidence-based foundation for identifying intervention priorities. Nevertheless, the system currently focuses mainly on enforcement records and has not yet comprehensively documented post-intervention outcomes such as rehabilitation, social reintegration, or long-term monitoring. Expanding this information system could substantially strengthen collaborative planning and policy evaluation.

Community participation further complements these institutional efforts by creating opportunities for preventive social interventions and broader public engagement. This is the potential to strengthen community-based social support and preventive interventions. Community participation remains essential in reducing social stigma while encouraging preventive social welfare approaches beyond routine enforcement operations. Public education, neighbourhood participation, and broader engagement of civil society organizations may contribute to creating a more supportive environment for rehabilitation and social reintegration. Such efforts would complement exist-

ing institutional collaboration by shifting the emphasis from reactive enforcement toward preventive and empowerment-oriented interventions.

4 Conclusion

The discussion outlined above indicates that the application of the principles of Collaborative Governance in addressing PGOT in Cirebon City is a crucial approach, as PGOT issues are multidimensional and cannot be resolved by a single local government agency alone. The results of the analysis using Ansell and Gash's (2008) collaboration model in the first dimension—starting conditions—indicate that collaboration among local government agencies has been taking place, but it remains sporadic and has not yet been integrated into a routine and formal working mechanism. Second, the institutional design dimension is based on a standard regulatory framework that facilitates this collaborative effort. The enforcement of Regional Regulation No. 13 of 2019, along with the implementation of MoUs (Memorandums of Understanding) by various local government agencies, supports the need to address the multidimensional and complex challenges of this issue. Third, regarding the dimension of facilitative leadership, there is currently a significant lack of direction or commitment to promote collaborative governance in unifying perspectives—where leaders disseminate shared values and understanding—beyond merely facilitating coordination meetings, cross-sectoral discussions, and evaluations of problem-handling within the context of comprehensive social welfare. The final point regarding the collaborative process dimension is that there is already mutual trust and commitment among the four Regional Government Agencies. However, their response is focused on PGOT cases involving critical emergencies requiring physical and mental health interventions. This implies that the collaborative network with the Health Department is not comprehensive in general—specifically excluding PGOT cases under normal conditions as per standard operating procedures (SOPs). This aligns with the standard regulations for public service policies as they should be. The challenges faced in applying the principles of collaborative governance in handling PGOT include: (a) Budget constraints and inadequate availability of facilities; (b) Weak enforcement of social sanctions; and (c) The presence of an entrenched mindset among PGOT subjects that is difficult to change. Opportunities in applying the principles of collaborative governance in handling PGOT include: (a.) the presence of active social partners in networking; (b.) the active use of digitalization and social media within government operations; and (c.) persuasive assistance and support provided to the community.

The Cirebon City Government's commitment to legal action and the application of the principles of collaborative governance in addressing street vendors is a crucial approach, as the issue of street vending is multidimensional and requires cross-agency collaboration among local government agencies. This should lead to even more vigorous efforts to effectively eliminate the presence of street vendors on the streets. Based on the research findings, it is necessary for the Cirebon City government to foster collaboration among local government agencies by assessing and identifying the full spectrum of PGOT conditions—whether they are normally active on the

streets or in emergency situations—so that all the alternatives that have been pursued can have the maximum impact.

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