



COLLABORATION-BASED PUBLIC SERVICES: THE ROLE OF THE SURABAYA CITY CIVIL SERVICE POLICE UNIT AND LOCAL STAKEHOLDERS IN SUKOLILO DISTRICT

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Abstract :

This research examines cooperative public service practices involving the Municipal Police (Satpol PP) of Surabaya City and local stakeholders in the Sukolilo District, emphasizing the mapping of the collaboration network, evaluating coordination mechanisms, and identifying challenges and effective strategies that can enhance the execution of local policies. Employing a descriptive qualitative method, data were gathered via in-depth interviews, participatory observations, and document analysis, then analyzed through thematic analysis to uncover interaction patterns, role allocation, and collaborative governance dynamics at the community level. The results indicate that the collaboration network includes governmental bodies, community leaders, local units, business representatives, and security organizations, though the level of interaction and frequency differ by region. Coordination mechanisms function via official platforms and online communication channels; however, issues remain, such as overlapping authorities, uneven information distribution, and restricted human resources. Notwithstanding these challenges, a number of best practices arise, including the utilization of digital communication tools for swift responses, engagement of community leaders in resolving conflicts, and the implementation of collaborative enforcement strategies. The research highlights the necessity to bolster collaborative governance frameworks, improve cross-sectoral capacity development, and standardize coordination methods to enhance the efficiency of public service delivery. This study enhances collaborative governance frameworks in urban settings and provides policy suggestions to strengthen partnership-driven public services.

Keywords: Collaboration, Municipal Police, Public Service, Local Governance

INTRODUCTION

In the current era of governance, the paradigm of public service provision has shifted from a closed bureaucratic model to a management model that places collaboration between stakeholders at the heart of the strategy for improving service quality. The collaborative approach assumes that public service issues, including public order, public space management, and public protection, cannot be addressed by a single government actor; rather, they require synergy between state officials, private institutions, civil society organizations, and local communities to produce more responsive, efficient, and sustainable solutions (Mahardhani, 2023) highlighted that formal collaboration mechanisms, capacity building for local actors, and the implementation of incentives and information



technology are key factors in ensuring that collaboration delivers measurable service outcomes.

Within the framework of enforcing public order and urban spatial planning, the Public Order Agency (Satpol PP) plays a key role as a regional institution, tasked with enforcing Regional Regulations, overseeing public security, and protecting the public from disturbances to public order and tranquility. However, this enforcement role often faces challenges, including limited resources, the complexity of urban issues such as street vendors and dense residential areas, and the need for rapid inter-agency coordination. Therefore, shifting the role of Satpol PP toward a more collaborative model, such as involving community ambassadors, establishing partnerships with other security forces, and integrating digital reporting systems, is essential to meet the increasingly complex needs of public services. Suhendi (2019) This collaborative approach demonstrates that it can strengthen institutional legitimacy and enhance enforcement effectiveness.

Surabaya, one of Indonesia's largest metropolitan cities, has unique urban dynamics with high levels of interaction, influenced by population density, numerous local economic activities, and the adequacy of public infrastructure. Sukolilo District, one of Surabaya's districts, has a demographic and economic profile that is crucial for public service studies. At the sub-district level, issues of public space planning, informal vendor management, environmental security, and cross-sector coordination are challenges that require an integrated response from the Surabaya City Public Order Agency (Satpol PP) along with local stakeholders such as the village head (*lurah*), local police, relevant agencies, micro-businesses, and community organizations in the area.

The phenomenon of collaboration-based public service innovations in Indonesia, such as administrative document delivery services, integration of vulnerability monitoring applications, and public order ambassador programs, demonstrates practical ways collaboration can be implemented at the city and sub-district levels (Fitriadi et al., 2025; Valentino et al., 2022). Various capacity-building initiatives, service innovation competitions, and year-end security operations demonstrate that the Public Order Agency (Satpol PP) has the potential to act as a collaborative facilitator that integrates enforcement functions with pro-citizen public services. This requires a more in-depth analysis of coordination mechanisms, mapping of actors' roles, and structural and non-structural constraints in daily practice. Qindi (2024) and Ananda & Handayani (2024) This study, describing the actual interactions between the Satpol PP (Public Order Agency) and relevant parties in Sukolilo District, will provide practical contributions to local policy design and implementation models for collaborative public service delivery.

The novelty of this study lies in its analysis of the Satpol PP's operational role as both a supervisor and provider of collaborative services at the sub-district level. It utilizes field data from Sukolilo District, supplemented by government documents and stakeholder interviews. It also assesses the extent to which collaborative mechanisms improve access, responsiveness, and public

satisfaction. The research focuses on (1) mapping the collaborative network between Satpol PP and relevant parties in Sukolilo; (2) analyzing the mechanisms for coordination, communication, and task allocation in public order and service delivery; and (3) identifying obstacles and recommended best practices for policy strengthening. This study aims to generate practical operational policy recommendations and collaboration models for the Surabaya City Satpol PP and stakeholders at the sub-district level, with the hope of improving the effectiveness of public order enforcement and the quality of public services for Sukolilo residents.

RESEACH AND METHODS

This research method applies a qualitative-descriptive approach to address three research focuses, which begins with mapping the collaboration network between the Public Order Agency (Satpol PP) and local stakeholders in Sukolilo District through primary and secondary data collection based on field observations, in-depth interviews, and official document searches (SOPs, decrees, minutes of coordination meetings, joint operation reports, and community reporting databases). Informants were selected using purposive sampling and snowball sampling methods to ensure the participation of key actors in the network, such as Satpol PP officials (at the city and sub-district levels), sub-district heads, village heads, police stations, related agencies, community leaders, youth organizations, and local business actors frequently involved in public enforcement and services. Network data was obtained through a relationship matrix (nomination matrix) related to the frequency of coordination, direction of communication, distribution of resources, and level of dependency among actors, then analyzed to produce a collaborative network structure. In answering the second focus, analysis of coordination, communication, and role-sharing mechanisms was conducted using thematic coding techniques on interview transcripts and documents, by extracting themes related to formal mechanisms (coordination forums, SOPs, operational protocols, digital reporting flows) and informal mechanisms (personal relationships, trust, non-structural communication channels). The third focus is to identify barriers and best practices through case-based analysis of specific public enforcement activities or services deemed representative, accompanied by cross-informant cross-checking to validate data on structural constraints, implementer discretion in the field, and examples of successful collaborative practices. Data validity is maintained through source triangulation, method triangulation, and member checking, while the validity of the analysis is strengthened by audit trails and peer discussions. The final output of this method is expected to provide a detailed picture of the network structure, coordination dynamics, and appropriate operational policy recommendations to strengthen collaboration within the Surabaya City Public Order Agency (Satpol PP) in Sukolilo District (Fiantika, 2022; Pahleviannur et al., 2022)

RESULT AND DISCUSSION

Mapping Of The Collaboration Network Between Satpol Pp And Local Stakeholders In Sukolilo District

The results of the collaborative network mapping indicate that the Surabaya City Satpol PP, through its Sukolilo Subdistrict unit, is the most central actor in the network structure, with the highest degree centrality compared to other actors. Satpol PP serves as the primary link between various coordination channels, both official and unofficial, particularly in matters of controlling street vendors (PKL), securing community activities, and organizing public facilities. Social network analysis indicates that the strongest working interactions occur between Satpol PP, the Subdistrict, the Sector Police, and the Village, while relationships with technical agencies such as the Transportation Agency and the Environmental Agency are functional, depending on the needs of the situation. The network structure has hierarchical-collaborative characteristics, where the main leadership remains with Satpol PP, but the coordination pattern involves repeated interactions between stakeholders.

In addition to the government's role, this research revealed the presence of key community elements, such as neighborhood association (RT/RW) administrators, youth, volunteer security organizations, and merchant communities. Although their positions within the network are not as high as those of government officials, their contributions are crucial in providing initial information, conducting social mediation, and maintaining community relations, ensuring public acceptance of enforcement activities. Various environmental monitoring activities often begin with information provided by the community, whether through reporting apps, local WhatsApp groups, or community forums. The presence of these non-governmental actors creates a semi-formal network, strengthening alternative communication channels when bureaucratic processes are slow.

Another finding confirms that network density is at a moderate level, indicating that collaboration occurs routinely but is not yet balanced across sectors. Several key actors, such as business owners and public service managers, remain marginalized within the official coordination network. In reality, they possess resource capabilities and could be strategic partners in public space management. Their participation is more often seen during joint operations or large-scale enforcement, rather than in routine planning and evaluation forums. Therefore, their contributions tend to be reactive and not yet integrated into the collaborative governance system.

This finding aligns with the collaborative governance framework, which highlights the crucial role of public actors as initial facilitators before a collaborative network can become stable (Ansell & Gash, 2008). The Public Order Agency (Satpol PP), with its formal authority and regulatory legitimacy, naturally functions as a network intermediary, bridging the coordination needs of various actors. The high centrality of the Satpol PP indicates that the collaborative structure in Sukolilo is still in its infancy, with state institutional power serving as the primary driver of collaboration. However, over time, dependence on a single party can undermine the sustainability of collaboration if not balanced by increased member capacity and a more balanced distribution of responsibilities.

The participation of neighborhood associations (RT/RW), community leaders, and local communities reflects the existence of strong bridging relationships at the grassroots level, in line with network governance theory, which states that informal connections are often the most efficient means of resolving public conflicts (Emerson et al., 2012). The semi-official relationship between the Public Order Agency (Satpol PP) and the community is a crucial social asset in law enforcement activities that require a persuasive approach. Although business actors and public facility communities are peripheral, this indicates low horizontal participation. Recent literature emphasizes that successful collaboration depends heavily on the involvement of non-state actors at every stage: planning, implementation, and evaluation (Amirullah, 2024; Mahardhani, 2018)

The results of the study regarding network density at a moderate level are in line with theoretical studies which state that network management generally does not develop evenly across all sectors, but rather follows a pattern of problem-driven network needs (Agranoff, 2017). This situation shows that collaboration has begun, but is still not optimal in terms of inclusivity and distribution of interactions among stakeholders.

Coordination, Communication, And Division Of Roles Mechanisms In Public Regulation And Services

Research shows that the coordination process between the Public Order Agency (Satpol PP) and local stakeholders in Sukolilo occurs through two main channels: formal and informal. Formal coordination involves weekly sub-district meetings, the preparation of Task Orders (SPT), joint operations in accordance with the work calendar, and the use of official reporting applications owned by the city government. These official channels aim to align enforcement objectives, regulate personnel distribution, ensure the legality of actions, and determine post-operation responsibilities. However, formal coordination is often only effective after a problem has escalated, making it reactive rather than preventative.

In addition to formal mechanisms, informal mechanisms have a far more significant impact on accelerating coordination in the field. Unofficial coordination occurs through inter-agency WhatsApp groups, private communications between officials, and daily meetings at village and sub-district offices. These informal channels facilitate the immediate handling of incidental reports, such as street vendors operating outside of normal hours, sudden crowds, or conflicts between residents who cannot wait for official meetings or directives. Informants stated that individual trust and closeness between institutions are determining factors in the effectiveness of these informal mechanisms.

In terms of the division of tasks, the study revealed a pattern of functional specialization. Public Order Agency (Satpol PP) serves as the primary enforcement implementer, sub-districts serve as regional coordinators, sector police maintain operational security in the event of potential disputes, urban villages conduct outreach and strengthen communication with the community, and technical agencies are responsible for managing facilities after enforcement.

However, this distribution of roles is not always consistent. Several cases of overlapping authority, particularly regarding street vendor management, road closures, and post-enforcement waste management, indicate a lack of coordinated collaborative standard operating procedures (SOPs).

These research findings align with the concept of co-production, which emphasizes that coordination in public services involves both formal and informal processes simultaneously (Uster et al., 2025). Formal mechanisms serve to ensure legality and accountability, while informal mechanisms serve as bridges that enable rapid and adaptive responses. In the Sukolilo context, the widespread use of informal communication reflects strong social capital, but it also indicates that formal coordination systems are not yet fully developed. Collaborative governance theory suggests the need to strengthen the balance between formal and informal mechanisms through a more robust coordination structure (Park et al., 2021).

The discussion about the division of roles that is still inconsistent fits with the literature on the existence of boundaries, namely the need for individuals or units that connect the boundaries of authority between organizations (Sørensen et al., 2020). The ambiguity of roles in some enforcement operations indicates that the boundaries of responsibility are not fully understood by all actors. Without clarity regarding roles, collaboration can easily lead to conflict, shifting responsibilities, or overlapping actions in the field. Therefore, theory emphasizes the crucial importance of collaborative standard operating procedures developed collaboratively, not by a single institution.

The finding that informal mechanisms are more dominant also strengthens the argument in the literature that collaborative governance at the local level is heavily influenced by social interactions, local norms, and interpersonal relationships (Ahmad et al., 2025). However, excessive reliance on informal mechanisms can reduce policy sustainability in the event of staff turnover or political changes. Therefore, information system integration, city-level policy adjustments, and regular coordination forums need to be strengthened to ensure that coordination does not rely solely on personal relationships.

Obstacles And Good Practices In Public Services

The three main categories of obstacles identified in this study are social, structural, and technical barriers. Structural barriers arise from fragmented authority between agencies, a lack of synchronized regulations, and a lack of collaborative standard operating procedures (SOPs) for specific issues. Technical barriers relate to the limited number of Public Order Agency (Satpol PP) personnel at the sub-district level, a lack of supporting facilities, and an information system that is not yet integrated among stakeholders. Meanwhile, social challenges relate to community resistance to enforcement, limited understanding of regulations, and a lack of trust in regulatory supervisors by some communities.

Conversely, the study also noted several good practices consistently encountered in various enforcement and public space management activities. These good practices include conducting persuasive outreach before

enforcement, utilizing digital communication channels to receive public reports, the participation of community leaders as intermediaries, and implementing collaborative operations involving multiple agencies to reduce conflict. Some sub-districts also employ a community policing approach to reduce tensions in the enforcement process.

Furthermore, the most important best practice is the successful formation of dedicated teams for specific situations, such as handling environmental issues and unexpected crowds. This task force model, although temporary, has demonstrated high effectiveness in quickly and responsively combining the roles of the Public Order Agency (Satpol PP), the police sector (Polsek), and the sub-district. However, this practice has not yet been formalized and cannot be replicated in all areas of Sukolilo.

These obstacles align with the street-level bureaucracy theory (Edri-Peer & Cohen, 2025) which describes that field implementers often face discrepancies between task demands and resource availability. Broad discretion in the field results in varied actions, which in the Sukolilo context is evident in inconsistent role allocations and enforcement patterns. Structural barriers such as fragmented local governance align with findings in the literature on collaborative failure, namely situations where coordination fails because policies do not provide clear space for intersectoral collaboration (Waardenburg et al., 2020).

Good practices such as persuasive outreach and the involvement of community leaders are in line with the literature on community-based governance which emphasizes that social legitimacy is key to successful policy implementation at the local level (Mahardhani et al., 2020). A persuasive approach reduces public resistance and restores public trust in the Public Order Agency (Satpol PP) as policy implementers, not just law enforcement officers. This also aligns with the co-design dimension of co-production theory, which states that citizens must be involved from the beginning of the service process.

The formation of temporary task forces to address specific issues aligns with the adhocratic network theory (Irwansyah, 2021), which states that collaborative networks are flexible and operate most effectively when they can adapt quickly to emerging issues. In the Sukolilo context, this model has proven successful, but it needs to be institutionalized as a permanent mechanism to ensure collaboration's scalability and sustainability. This institutionalization could take the form of joint operational guidelines, thematic coordination forums, or inter-agency standard procedures.

CONCLUSION

This study reveals that public service collaboration between the Surabaya City Public Order Agency (Satpol PP) and local stakeholders in Sukolilo District is formed through a diverse network of actors, including urban villages, sub-districts, neighborhood associations (RT/RW), police, technical agencies, community groups, and businesses. However, the level of interconnectedness and consistency of coordination are not yet balanced, impacting the effectiveness of enforcement in the field. Coordination is carried out through regular forums,

online communication groups, and inter-agency standard operating procedures (SOPs), but information gaps, overlapping rights, and unclear roles remain. The main obstacles consist of limited human resources, resistance from some communities, and varying understandings of regulations; while good practices include the use of WhatsApp for rapid coordination, the role of community leaders as intermediaries, and the implementation of a rapid response model. This study recommends developing a collaboration roadmap, increasing the capacity of actors, creating a data dashboard for enforcement, and strengthening community participation. In addition, the city government should standardize SOPs across sectors, integrate public service information systems, and encourage community policing-based partnerships and co-production models to make collaboration more preventative and sustainable. This finding confirms that collaborative management is the key to improving the quality of public services at the sub-district level.

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