Conference Paper

Dynamics of Collaborative Governance in the Implementation of Post-Earthquake and Liquefaction Handling Policies in Palu City

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Abstract.

The purpose of this research is to describe and analyze the dynamics of collaborative governance in post-earthquake liquefaction management policies in Palu city. This study uses a qualitative deductive approach. The results indicate that collaborative dynamics in the implementation of post-earthquake and liquefaction management policies in Palu city can be seen through three components: principled engagement, shared motivation, and capacity for joint action, which are interrelated with one another so that cooperation can be carried out. However, the post-earthquake and liquefaction handling policy in Palu city has not been implemented properly because there are still agencies that have not fully carried out their responsibilities. For example, the Palu city government has not provided land for the construction of permanent houses for disaster victims, while the Ministry of PUPR through the Cipta Karya regional office is ready to build permanent houses if land is available. There is no synergy in decision-making in implementing policies so that communities affected by the earthquake and tsunami liquefaction have not been handled properly and are still stranded in temporary shelters, while permanent houses have not been built for the victims.

Keywords: dynamics, principled engagement, shared motivation, capacity to join an action

1. Introduction

A major earthquake occurred in Central Sulawesi on September 28, 2018, in the areas of Palu City, Sigi Regency, and Donggala Regency. This earthquake had a magnitude of 7.4 on the Richter scale, the epicenter was 25 km north of Donggala Regency and 80 km northwest of Palu City. This earthquake was caused by the shifting activity of the Palu-Koro fault, which is an active sinistral fault with a speed of approximately 25-30 mm/year (BPBD, 2018). The earthquake triggered a tsunami with a height of 5-11 meters. The earthquake and tsunami disaster then caused liquefaction of the soil. This is an event that occurs when a slightly saturated soil or saturated soil loses strength and stiffness owing to sudden stress. The liquefaction events that occurred in Palu City

occurred at two points, namely in Petobo Village, South Palu District, and in Balaroa Village, West Palu District. The series of disasters had a very large impact, namely damage to settlements, infrastructure, facilities, and infrastructure, as well as casualties, so people had to flee. BNPB noted that 122 disaster locations were affected by a total of 4,340 dead and missing people, 4,438 injured, and 68,451 houses damaged. The number of affected schools reached 265 units. There total 327 houses of were damaged. There are 322 shelter units made by the government for disaster victims and five hotels. Seven bridges were damaged and destroyed, including four Palu bridges, commonly called the Yellow Bridge or Ponulele Bridge, which is an icon of the city of Palu. There were 78 damaged office units and 362 shop housing units. In total, 172,635 people had to be evacuated due to the impact of this disaster. Based on calculations by the Central Sulawesi BNPB, the damage and losses suffered could reach Rp. 18.48 trillion, in three districts and one city, namely, Palu City, Sigi Regency, Donggala Regency, and Parigi Moutong Regency.

The magnitude of the impact of this series of disasters requires a disaster recovery plan to rebuild facilities and infrastructure, institutions in post-disaster areas, both the government and the community with the most important goals and objectives for rebuilding economic, social, and cultural activities that could be lost as a result of the disaster, and revive the role of the community in aspects of community life in disaster areas. To recover and rebuild after the disaster, the central government issued Presidential Instruction (INPRES) No. 10 of 2018 concerning the Acceleration of Post-Earthquake, Tsunami and Liquefaction Rehabilitation and Reconstruction in Central Sulawesi Province and other affected areas. It was followed up with the Provincial Government of Central Sulawesi, also issuing PERGUB No. 10 of 2019 concerning Post-Disaster Rehabilitation and Reconstruction Plans, but it has been almost 4 (four) years since the disaster ended, but the settlement of victims or residents affected by natural disasters of earthquakes, tsunamis, and liquefaction has not been handled properly, and there are still many people who are victims living in evacuation and concern.

In the implementation of post-earthquake, tsunami, and liquefaction handling in Palu City, a recovery plan was implemented through Rehabilitation and Reconstruction (in situ), as well as relocation and development of new areas (ex situ). Several cross-ministries and government institutions carry out collaborative governance, including partnerships with government agencies for public services. The decision-making approach, collaborative governance, is a series of joint activities in which partners mutually generate goals and strategies and share responsibilities and resources Davies

Althea L Rehema al., [1]. who assisted in the preparation of the Recovery and Development Master Plan, as well as the handling of post-disaster affected residents in Palu City, Central Sulawesi Province. These agencies are BNPB, ATR/BPN, BMKG, and PUPR, as well as the Government of Palu City. The housing sector suffered the most losses in terms of both quantity and value. Permanent houses (housing) are important for the survival of the community because the central and regional governments have obligations and responsibilities in fulfilling permanent housing, including large-scale relocation Huntap, small-medium scale Huntap (Satellite Huntap), in-house Huntap, and Huntap independence.

As long as the collaboration that was built between the Palu City Government, PUPR, and BPBD and the community did not work and dynamics occurred, delays in the construction of permanent houses for victims of the earthquake, tsunami, and liquefaction were due to the unavailability of land for the construction of permanent houses, apart from the land that had to be provided the Palu City government experienced problems, so that the Ministry of PUPR through the Cipta Karya Regional Office of Central Sulawesi Province experienced delays in the construction of permanent houses from the previous target of only 2 (two) years. The purpose of this research is to describe and analyze the dynamics of collaborative governance in post-earthquake and liquefaction management policies in Palu City.

Emerson et al. [2] explained that there are stages in collaborative dynamics that are seen as a cycle or repeated interaction, and there are three components that interact with each other in collaborative dynamics: Principled Engagement, Shared Motivation and Capacity for joint action. The description is as follows: Principled is the main phase in collaborative dynamics, where various stakeholders can work together to resolve problems and conflicts and create value. Mutual motivation refers to internal legitimacy that is mutually reinforcing, such as mutual trust, understanding, internal legitimacy, and commitment. Capacity for joint action is the capacity to carry out joint action which is conceptualized in the sense that it is a combination of four important elements, namely: institutional procedures and agreements, leadership, knowledge and resources.

2. Methods

Research is the process of systematically seeking the truth over time using scientific methods and applicable rules. Judging from this, this study uses a qualitative research approach. According to Lexy Moleong [3], qualitative research is conducted to understand phenomena about what is experienced by research subjects, such as behavior,

perceptions, motivations, actions, and others holistically and by means of descriptions in the form of words and language, in specific natural contexts, and by utilizing various scientific methods. For the descriptive research design, Moh. Nazir defined a descriptive research design as research to find facts with the right interpretation. The design of this study also identified phenomena that occur in the population in the context of further study or analysis.

In this type of qualitative research, data analysis consists of data collection, condensation, presentation, and drawing conclusions Huberman [4]. Data compression is the process of selecting, focusing, simplifying, abstracting, and modifying field notes, transcripts, interviews, documents, and other empirical material (findings). Data compaction involves adjusting all data without having to sort (reduce) the data. Data compression occurs continuously in life as long as it is oriented towards qualitative research before data are actually collected, anticipating data compression because a researcher often draws conclusions that can be in the form of conceptual frameworks, cases, research questions, and data. collections that were considered to be close to being selected. As a result of data collection, data compaction occurs: writing summaries, developing category codes, and writing analytical memos (Miles, Hubberman, & Saldana, [4]. Thus it can be concluded that by condensing the data analysis process, certain qualitative studies will better accommodate the data as a whole without having to reduce the field findings obtained during the research (Data Networking Process). The presentation of data is a structured set of informants that provides the possibility of drawing conclusions. This happens because, by presenting the data, it will be understood what is going on and what should be done based on that understanding.

3. Results and Discussion

The results of this study were explained using the collaborative dynamics theory approach described by Emerson et al. [2]. In their writing, An Integrative Framework for Collaborative Governance focuses on the Collaborative Governance Regime (CGR) concept that they describe. Emerson, Nabatchi, and Balogh emphasize that Collaborative Dynamics focus on three components of the interaction of these dynamics: Principled Engagement, Shared Motivation and Capacity for joining action. This means that whether the dynamics are good is determined by three components in which there are various elements. The dynamics are in the form of cycles, where each component influences the other like any other element, and it is undeniable that these elements can influence cross-component elements. For more details, the description is as follows:

3.1. Principal Engagement

The movement of shared principles happens constantly in collaboration. Things like face-to-face dialogue or technological intermediaries are ways to put general principles into motion. This component includes the reaffirmation of common goals and establishment and development of common principles, which are often expressed from the perspective of the various actors involved. Therefore, the unification of principles is at its heart Emerson, Nabatchi, & Balogh, [2].

In plain view, the goals of all agencies or institutions involved in this collaboration are in line with the main objective of the collaboration, which is to provide treatment to victims or residents affected by the earthquake, tsunami, and liquefaction in Palu City. Even though this is going well, the recovery rate still needs to be improved. This can be explained by the fact that not all of the residents who have been affected by the disaster or disaster victims have received good treatment; there are still many residents who have not received permanent housing and are still displaced in temporary shelters as refugee camps. In addition, at the designation stage, which involves a series of joint implementation actions in the framework of cooperation in the implementation of policies for handling disaster-affected residents, it has not gone well because there are no standard collaboration techniques. Even though there has been a division of tasks across sectors, including the Palu City Government, there are obstacles in providing land. Development of land for the construction of permanent houses for disaster-affected residents

Every resource, both the community and Regional Government Organizations, are required to be capable, skilled, and empowered to deal with disasters that occur in the community. In every disaster, the government and society are expected to work hand in hand to handle and overcome disasters, such as natural, social, or other disasters. Government collaboration in accordance with the main tasks and functions of each local government organization and community participation is expected to be able to cope with the disaster that has occurred.

In contrast to other forms of collaboration or stakeholder interaction in which other organizations and individuals act as part of a policy strategy, collaborative governance emphasizes all aspects that have an interest in policy-making in mutual agreement with "sharing power."

3.2. Shared Motivation

Collaboration is the process of working together to generate ideas or ideas and solve problems towards a common vision. Collaboration is key to creative thinking in inter-dependent organizations. Collaboration is important to achieve the best results when solving complex problems. For a collaboration to be successful, it is important to identify when and how to collaborate. This can be achieved in practice. The same applies to the understanding of cooperative partners. This requires understanding and respect for the skills, competence, and character of others. Research shows that the highest levels of collaboration success are achieved when people have different work styles, values, cultures, education, and work backgrounds. These people will present very different thoughts, and as a result, an issue will be tackled from multiple perspectives. However, for collaboration at this level to be effective, mutual trust and respect are required.

Collaboration without trust cannot really be called collaboration. It is simply a group of individuals working together but often makes disappointing progress. They may not share information or cooperate with one another. Therefore, trust is important for effective cooperation because it can provide a sense of security for its members. When collaborative members feel safe with one another, they feel comfortable opening up, taking appropriate risks, and exposing their vulnerabilities. Without trust in a team, innovation, collaboration, creative thinking, and team productivity are lacking. Without trust, people will spend their time protecting themselves, meaning that time that should be spent helping the team achieve its goals will be wasted. Trust is also important for knowledge-sharing.

Collaboration between actors and agencies in handling disaster victims or residents affected by the disaster in Palu City can be trusted, as can be seen from the coordination process that is carried out jointly; each agency and institution respects the credibility of other institutions, although there must be a correcting party related to community complaints regarding the provision of permanent housing that is late and unclear and regulations that are always changing. Therefore, in a shared motivation, it is hoped that the Palu City government and related agencies will remain committed to completing the construction of permanent houses for disaster victims or disaster-affected residents who are still living in evacuees.

3.3. Capacity to Join an Action

Citizens must assemble, develop, and adopt collective consciousness regardless of their identity, preferences, and motivations Emerson et al. [2]. People will sacrifice their personal interests only if they perceive collaboration as having procedural and substantive legitimacy. For this reason, entities must develop decision-making mechanisms that are credible and "free from behind-the-scenes manipulation' Hicks et al. [5]. However, procedural fairness alone does not guarantee participants' satisfaction. Collaborative must also enlist the help of individual "facilitative leaders" who manage collaborative relationships and set the context for "deliberative dialogue" Bidwell and Ryan [6]. Emerson et al [2] add that leadership is part of the capacity for collective action in collaboration. government practice. In this indicator, procedural agreements and institutional cooperation have been made in a formal form regulated in a governor's decree but have not been implemented optimally by the collaborating institutions, so that each institution or institution has its own responsibilities, such as the government. The city of Palu must provide land for the construction of permanent houses for residents affected by the disaster, while the construction of permanent houses is conducted by the PUPR Ministry through the Cipta Karya Regional Office of Central Sulawesi Province, based on data released by the Palu City Government. City Regional Disaster Management Agency. Another thing that is very important factor in the capacity for collective action is the leader. In this case, the commitment of the mayor of Palu has not been maximized in advocating when the community complains about the construction of permanent houses that have not been completed so far. Often the handling of victims of natural disasters such as earthquakes, tsunamis and liquefaction is only used as a political commodity as campaign material for mayoral candidates to gain public sympathy, but in reality the handling of disaster victims has not been completed and has not been completed. just politicized.

This condition is possible if supported by strong leadership Weber. However, even here, no style of leadership can be used. Those who lead must have more complex talent and skills than those who lead top-down entities. "Facilitative leadership" includes distinct duties and obligations Bussu and Bartels, [7]. Facilitative leaders are primarily concerned with building and maintaining relationships. Leaders in collaborative contexts focus on recruiting appropriate representatives, helping resolve tensions that may exist between partners, promoting effective and respectful dialogue between stakeholders, and maintaining a collaborative reputation among participants and supporters. It is the duty of the facilitative leader to maintain the legitimacy and credibility of the cooperation

between partners. To that end, the facilitative leader must help partners not only devise strategies to reach substantive consensus but also identify ways to manage them collaboratively. An important role is to clarify, build transparency, and develop sustainable strategies for evaluating and resolving differences among stakeholders. In collaborative governance, the selection of appropriate leadership should help direct collaboration in a way that maintains a horizontal governance structure, while encouraging relationship building and idea generation. In addition, a Collaborative Culture is needed in collaboration. The frequent failure of collaboration is due to the fact that, from the beginning, the institutions that collaborate have not had a culture of collaboration.

Culture is not an individual characteristic but an organizational trait Hofstede in Mei Cao and Qingyu Zhang [8]. Organizational culture has been extensively studied in management literature and is often cited as a cause of the failure of collaborative relationships between organizations Segil [9]; Kumar et al. [10]; Gopal and Gosain [11]. Schein in Mei Cao and Qingyu Zhang [8] defines organizational culture as a set of basic assumptions developed by the organization when it learns to deal with problems in the organization and changes in its external environment. Gregory in Cao and Zhang [8] considers organizational culture as a shared meaning among people (e.g., role expectations, ways of solving problems, and structures of authority). This is the mental model of all the members of an organization. It describes a multifaceted collection of knowledge that organizational members use to perform tasks and generate social behavior (Reichers and Schneider in Mei Cao and Qingyu Zhang [8].

In this study, organizational culture refers to the basic norms, beliefs, and values shared by the company regarding appropriate business practices in the supply chain (Nooteboom in Cao and Qingyu Zhang [8]. Organizational culture can encourage or inhibit collaboration in the partnership context Boddy in Mei Cao and Qingyu Zhang ([8]. Collaborative cultures deal with a relationship orientation in which the main emphasis is placed on maintaining long-term relationship vessels; sometimes even organizational goals have to be modified to avoid harm to the partnership Walls in Mei Cao and Qingyu Zhang [8]. Collaborative culture is defined as norms, beliefs, and basic values with relationship orientation that are shared within the company regarding appropriate business practices in the supply chain (Walls in Mei Cao and Qingyu Zhang [8]. Companies with a collaborative culture are more likely to coordinate with their supply chain partners based on trust, goodwill, and social norms than on impersonal contracts and laws, firm rules, and fixed goals.

Collaborative Culture. A basic set of values that shapes business behavior and attitudes. What is meant here is the culture of the people who collaborate. According

to Mei Cao and Qingyu Zhang [8] Collaborative Culture has sub-components consisting of: Collectivism, Long-Term Orientation, Power Symestry, and Uncertainty or avoidance.

4. Conclusion

Collaborative dynamics in the implementation of post-earthquake and liquefaction management policies in Palu City can be seen from three components, namely Principled Engagement, Shared Motivation and Capacity for joining Action, which are interrelated with one another so that collaborative work can be carried out. However, the post-earthquake and liquefaction handling policy in Palu City has not been implemented properly because there are still agencies that have not fully carried out their responsibilities, such as the Palu City Government which has not provided land for the construction of permanent houses for disaster victims, while the Ministry of PUPR through the Cipta Karya Regional Office is ready to build permanent houses if land is available and there is no synergy in decision-making in implementing policies so that communities affected by the earthquake and tsunami liquefaction have not been handled properly and are still stranded in temporary shelters and permanent houses have not been built for the victims. In addition to these three components, there is one component that can hinder collaboration: the culture of collaboration. This collaborative cultural study is still new in collaboration studies, so further research is needed.

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