Research Article

Deliberation and Action on Participatory Governance in Integrated Disaster Management in Kotamobagu

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Abstract.

Disasters can result in property losses, environmental damage, casualties, and psychological impacts. Disaster management, which includes a number of handling tasks before, during, and after a disaster, is a component of national development. The purpose of this research is to analyze deliberation and action in participatory governance in integrated disaster management in Kotamobagu. The research used in this study is a qualitative approach. Data were collected through in-depth interviews, field observation data, and documents. Data sources consist of primary data and secondary data, while data analysis is carried out using interactive methods. The informants in this research are the local and central government, disaster management agencies and institutions, TNI and Polri, local communities, academic and research parties, private sector, international organizations, media, extension, and educators. The results showed that integrated natural disaster management in Kotamobagu has not been implemented effectively. The deliberation element indicates that there is a lack of public understanding about the importance of mitigation, as well as limited resources that result in the community not having adequate access to be involved in disaster management. The action element shows findings where the lack of coordination between stakeholders involved, and they tend to work partially or act individually. Therefore, coordination and synergy between stakeholders are needed. So that integrated disaster management is carried out effectively.

Keywords: deliberation, action, disaster management

1. Introduction

Disasters, both natural and man-made, continue to pose major challenges to societies and governments around the world. The increasing frequency and intensity of natural disasters such as floods, earthquakes, landslides, and volcanic eruptions underscore the need for disaster management systems that are not only technically sound but also socially inclusive. In many developing countries, including Indonesia, disaster risk reduction and management efforts have evolved from a reactive to a more proactive approach, with an emphasis on preparedness, mitigation, and strengthening community

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resilience as an integral part of national development. However, the application of these policy principles to real-world practices is often inconsistent and fragmented.

The concept of integrated disaster management refers to a coordinated, systematic, and cross-sectoral approach that covers the entire disaster management cycle, from preparedness, emergency response, recovery, to mitigation [1]. This approach requires the involvement of various actors, including government institutions at various levels, civil society, the private sector, academics, and most importantly, local communities who are the first to be affected when a disaster occurs [1], [2]. Therefore, participatory governance is an important pillar in this process. This governance emphasizes the importance of collective deliberation and decision-making, empowering stakeholders to convey aspirations, share local knowledge, and design contextual and sustainable strategies[3].

Kotamobagu, a district in North Sulawesi Province, Indonesia, is an interesting example to study the application of participatory governance in disaster management. As a growing urban area surrounded by mountainous areas and prone to hydrometeorological hazards, Kotamobagu often faces disaster risks such as floods and landslides. These events demonstrate the vulnerability of local communities and weaknesses in institutional preparedness. Although national and regional policies emphasize the importance of disaster resilience and risk reduction, the effectiveness of their implementation at the local level depends largely on the ability of stakeholders to engage in meaningful deliberation and coordinated action.

Despite the growing rhetoric on participatory governance, empirical evidence suggests that local community involvement in disaster management remains limited. Planning and decision-making processes are still largely dominated by top-down approaches, which exclude community voices and marginalize vulnerable groups. Deliberations are often symbolic and have no real impact on policy outcomes. In addition, various obstacles such as limited financial resources, bureaucratic inertia, and low technical capacity further hamper the realization of inclusive governance mechanisms[4].

In the context of Kotamobagu, these challenges are compounded by institutional fragmentation, unclear mandates between agencies, and weak cross-sectoral coordination. Disaster management responsibilities are spread across multiple agencies, leading to duplication of efforts and inefficient allocation of resources. In addition,

community-based disaster management (CBDRM) initiatives that should be the foundation of grassroots resilience are underdeveloped and under-supported. As a result, local communities are often unprepared and feel marginalized when disasters strike[5].

The integration of deliberation and action within a participatory governance framework offers an alternative pathway to address these systemic weaknesses. Deliberation involves inclusive dialogue, consensus building, and knowledge exchange that are essential for identifying local risks, setting priorities, and formulating action plans that can be implemented. Action, meanwhile, requires translating the outcomes of deliberation into concrete, coordinated, timely interventions, supported by adequate institutional and financial resources [6], [7]. These two components reinforce each other, creating a more responsive and adaptive disaster management system.

International frameworks such as the Sendai Framework for Disaster Risk Reduction (2015–2030) promote a people-centered approach and emphasize the importance of governance, accountability, and stakeholder participation. This global commitment needs to be localized and operationalized through strategies tailored to the social, political, and ecological contexts of each region, including Kotamobagu. In this context, the role of participatory governance becomes not just a normative ideal, but a practical necessity.

Understanding how deliberation and action manifest in disaster management practices in Kotamobagu can provide important insights into the barriers and opportunities for strengthening integrated governance. This allows researchers and policymakers to evaluate existing institutional structures, assess stakeholder engagement, and identify spaces for better collaboration. Furthermore, this approach opens up opportunities to improve policy coherence, align local actions with national goals, and build an inclusive and sustainable culture of resilience [8], [9].

Based on these considerations, this study aims to analyze the relationship between deliberation and action in participatory governance in the context of integrated disaster management in Kotamobagu. By focusing the study on this intersection, this study is expected to provide a deeper understanding of the dynamics of local governance, the role of community participation, and institutional innovations needed to build a more effective and equitable disaster management framework. Ultimately, this study aims to contribute to policy interventions and capacity building efforts that can bridge the gap between policy intent and implementation, to ensure that no community is left behind in facing disaster risks.

1.1. Literature review

Participatory governance in the context of disaster management has become a major focus in much of the contemporary literature, especially following the global recognition of the importance of community engagement in disaster risk reduction. The basic principles of participatory governance emphasize openness, accountability, and collaboration across actors in public decision-making[10]. In the context of disasters, this approach aims to strengthen community capacity, reduce power imbalances, and improve the effectiveness of disaster response.

An effective disaster management model must be able to integrate various actors from the government, private sector, to local communities. complexity of disasters requires a systemic response based on collaborative networks. In many cases, failure in disaster management occurs due to weak coordination between institutions and minimal community involvement [11], [12], [13].

The concept of public deliberation is an important foundation in the participatory governance framework. that deliberation enables an open and fair exchange of information, which supports the legitimacy of public decisions. In disaster management, this deliberative process can help communities voice local needs, experiences, and knowledge that are often overlooked in top-down approaches[13], [14]

Along with that, literature on Community-Based Disaster Risk Management (CBDRM) shows that community participation throughout the disaster cycle – from planning, mitigation, to recovery – has a positive correlation with the effectiveness of risk reduction. CBDRM not only builds social resilience, but also strengthens local ownership of disaster risk reduction efforts [12], [15]. However, community involvement is often symbolic or procedural, without providing substantial space to influence policy. Cornwall (2008) calls this phenomenon "invited spaces" where participation is controlled by institutional elites. In the Indonesian context, the biggest challenge in implementing participatory governance is the dominance of hierarchical and exclusive bureaucratic structures [16].

Power imbalances are also a major obstacle to equal deliberation. Fung and Wright (2003) propose an "empowered participatory governance" model as a solution that emphasizes the redistribution of power and capacity building of grassroots actors. This is in line with Arnstein's (1969) idea of the "ladder of participation," where true participation only occurs when citizens have the power to influence policy outcomes [17], [18], [19]. In Indonesia, the implementation of regulations such as Law Number 24 of 2007 concerning Disaster Management has provided a legal framework for community

involvement. many local governments still do not have the institutional capacity to fully adopt a participatory approach [2], [4], [20], [21].

In addition, the literature also shows the importance of synergy between formal and informal actors in disaster management. the need to combine local and scientific knowledge in policy making. Local knowledge, which is contextual and empirical, is often a valuable asset in identifying risks and forming effective adaptation strategies [1], [4].

Strengthening participatory governance is also greatly influenced by institutional capacity and local leadership. According to Berkes (2009), the success of cross-sector collaboration depends on the presence of leaders who are able to bridge the interests of various actors and create a space for constructive dialogue. On the other hand, the lack of resources and unclear institutional mandates can worsen policy fragmentation[22], [23].

The Sendai Framework emphasizes the importance of multi-actor and multi-level participation in disaster risk reduction. This approach requires the involvement of all parties including local communities, media, educational institutions, and the private sector. In this case, the success of implementation is largely determined by the existence of inclusive and accountable policies[24]

Arnstein's Ladder of Participation theory identifies eight levels of community involvement from manipulation to citizen control, suggesting that true participation requires redistribution of power; Dryzek's Deliberative Democracy emphasizes inclusive dialogue processes, knowledge exchange, and consensus building as the basis for decision legitimacy; while Fung & Wright's Empowered Participatory Governance (EPG) model focuses on practice-oriented participatory governance that links deliberation to concrete implementation. These three theoretical frameworks together form an integrated model for disaster management in Kotamobagu by linking deliberation (dialogue and consensus) with action (implementation and coordination), creating a system that responds to local needs, engaging vulnerable groups, distributing resources effectively, and building long-term resilience through a bottom-up approach supported by adequate institutional structures.

From this literature review, it can be concluded that the success of integrated disaster management based on participatory governance depends on the extent to which deliberation can be carried out equally, actions can be coordinated effectively, and institutional capacity is strengthened sustainably (Fig 1). The study of Kotamobagu will
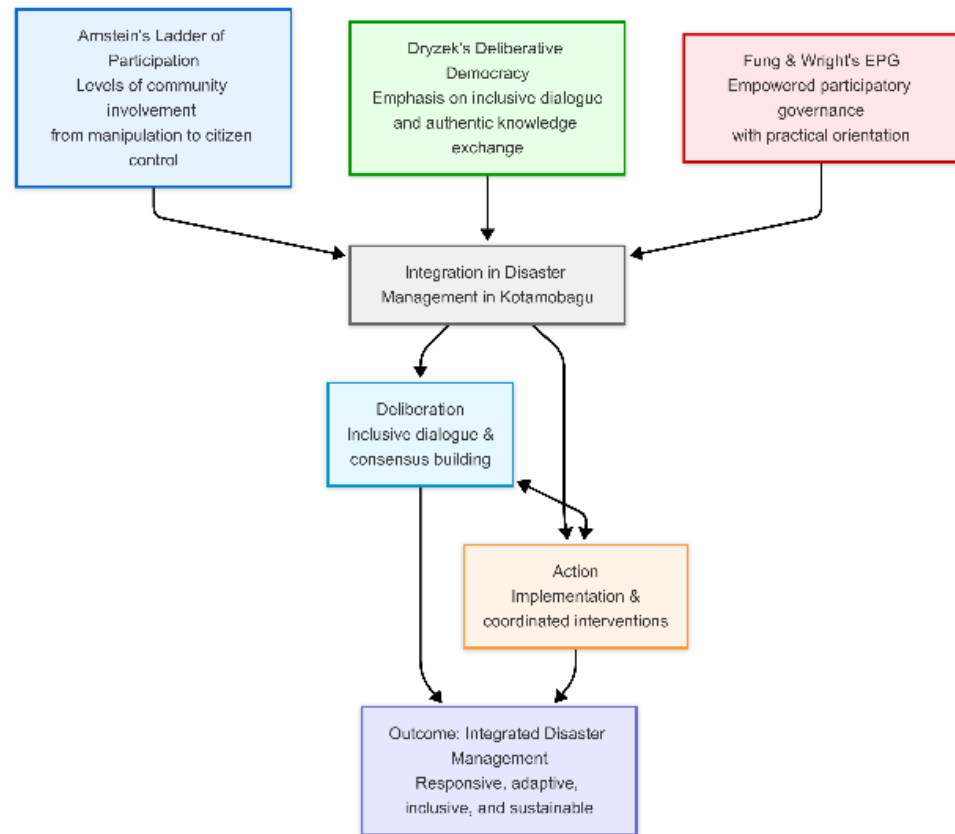
Figure 1: theoretical relationships.

provide important empirical contributions in addressing the gap between theory and practice in this discourse.

2. Methods

This study uses a qualitative approach with a case study method to deeply analyze the practice of deliberation and action in participatory governance in integrated disaster management in Kotamobagu City. This approach was chosen because it allows researchers to holistically understand complex and contextual social phenomena, especially in the context of public policy and interactions between local actors. Data collection techniques were carried out through in-depth interviews, participatory observation, and documentation studies. Interviews were conducted in a semi-structured manner with various key informants from local government institutions, the Regional Disaster Management Agency (BPBD), civil society organizations, community leaders, academics, as well as the private sector and local media. The selection of informants used a

purposive sampling technique with the criteria of direct involvement in the disaster management process in Kotamobagu. Participatory observation was conducted to record the dynamics of social interactions, decision-making processes, and coordination patterns between actors during disaster simulations and emergency response activities that had been carried out. Documentation studies include analysis of policy documents, regional contingency plans, minutes of coordination meetings, local media news, and evaluation reports of available disaster management activities. The data obtained were analyzed using interactive analysis techniques developed by Miles, Huberman, and Salda na, with stages of data reduction, data display, and conclusion drawing. Data validity was strengthened through source triangulation, method triangulation, and member checking techniques to ensure the validity of the findings. The main focus of this analysis is on the extent to which deliberation principles—such as openness of information, equal dialogue, and collective deliberation—are applied in practice, and how the results of the deliberative process are actualized in the form of real actions by stakeholders. In addition, this study also evaluates the inhibiting and supporting factors for the creation of effective participatory governance, taking into account institutional structures, resource capacity, and dynamics of power relations at the local level.

3. Results and Discussion

3.1. Research result

1. Lack of Substantial Deliberation Space

This study found that the deliberation process in disaster policy planning in Kotamobagu City is still predominantly top-down. Disaster forums facilitated by the local government are more often one-way socialization, without providing adequate space for the community to dialogue or express their views. The community is more often positioned as a passive listener rather than a partner in the decision-making process.

These forums also tend to only involve structural actors such as village officials, neighborhood heads, and traditional figures, while representation of vulnerable groups such as women, young people, and people with disabilities is almost invisible. This situation causes policy formulation not to reflect the direct experience of the community in facing disaster risks. This inequality of representation also has an impact on the low relevance of policies to local socio-ecological conditions.

Data from five sub-districts show that although the number of planning forums is adequate, their quality in terms of participation and discussion space is very limited. The following table shows an overview of these conditions:

TABLE 1: Community Participation in the Disaster Planning Forum (5 Sub-districts in Kotamobagu).

Subdistrict	Number of Forums	General Citizen Participation	Presence of Traditional Figures	Discussion Room Availability
North Kotamobagu	4	Low	Tall	Limited
East Kotamobagu	5	Currently	Currently	Limited
South Kotamobagu	3	Low	Low	Low
West Kotamobagu	6	Currently	Tall	Limited
Central City of Kotamobagu	2	Low	Tall	Very Limited

Interview excerpts reinforce these findings. A community leader stated:

"We are often invited to gather to hear explanations from the government, but are rarely asked for our opinions. So it feels like we are just an accessory." (Community Leader)

This finding is in line with deliberative theory (Dryzek, 2000) which emphasizes the importance of inclusive rational argumentation exchange in public policy making. The absence of genuine deliberative space at the local level has hampered the social learning process and reduced the chances of developing adaptive disaster policies. This also reflects the pattern of symbolic participation as criticized by Cornwall (2008), who calls this practice "invited spaces" without real power.

Thus, the lack of substantial deliberation space is the root of the weak community involvement in shaping the direction of disaster policy in Kotamobagu. Future efforts need to be focused on institutionalizing community-based deliberative forums with mechanisms that guarantee representation of various actors and integration of deliberation results in official planning documents.

2. Inequality in Access to Information and Disaster Literacy

The level of disaster literacy of the people of Kotamobagu City still shows a worrying condition. Interviews with several residents showed that most of them do not yet understand their roles and rights in the disaster management cycle, especially in the mitigation and preparedness aspects. This has a direct impact on the low level of active community

participation in disaster risk reduction efforts in their own environment. Ignorance of evacuation routes, first aid procedures, and the unavailability of a community-based early warning system are indicators of the weakness of disaster education that should be facilitated by the local government.

In its implementation, much disaster information does not reach the community evenly. Information is only announced through government social media or through formal meeting invitations. In fact, not all residents have access and capacity to understand digital content or attend the forum. The distribution of information does not pay attention to the diversity of accessibility, language, and educational background of residents, resulting in the exclusion of knowledge at the lower levels of society.

"Sometimes people don't know that they can participate in training or simulations. Not all information reaches us." (Mogolaing Village Resident)

This finding also reflects the weakness of the risk communication system between the government and the community. The lack of alternative information channels such as leaflets, educational banners in public spaces, or RT/RW-based counseling makes community capacity building efforts very slow. Several village officials also stated that there is no special budget for routine disaster education. Educational activities are only initiated when a disaster has occurred or as part of a certain project formality. Table 2 illustrates the level of distribution of disaster education activities over the last two years in five sub-districts:

TABLE 2: Distribution of Disaster Education Activities in Five Districts of Kotamobagu City (2022–2023).

Subdistrict	Volunteer Training	Mitigation Socialization	Evacuation Simulation	Educational Media in Public
North Kotamobagu	1	2	0	1
East Kotamobagu	0	1	0	0
South Kotamobagu	0	0	0	0
West Kotamobagu	1	2	1	1
Central City of Kotamobagu	0	1	0	1

Based on the data, it appears that only a small part of the region actively carries out educational activities, and the majority of sub-districts have not touched on important aspects of disaster risk reduction through increasing community capacity. This is in line

with the findings of Lassa (2018) who stated that many local governments in Indonesia do not have a consistent training system to build community preparedness.

This information gap not only impacts citizen preparedness, but also reduces public trust in the government's ability to protect its citizens. When information is only monopolized by elites or officials, the public will tend to be passive and insensitive to signs of risk around them. This condition reinforces the need for two-way, locally-based risk communication reform that reaches all social strata equally (Fig 2).
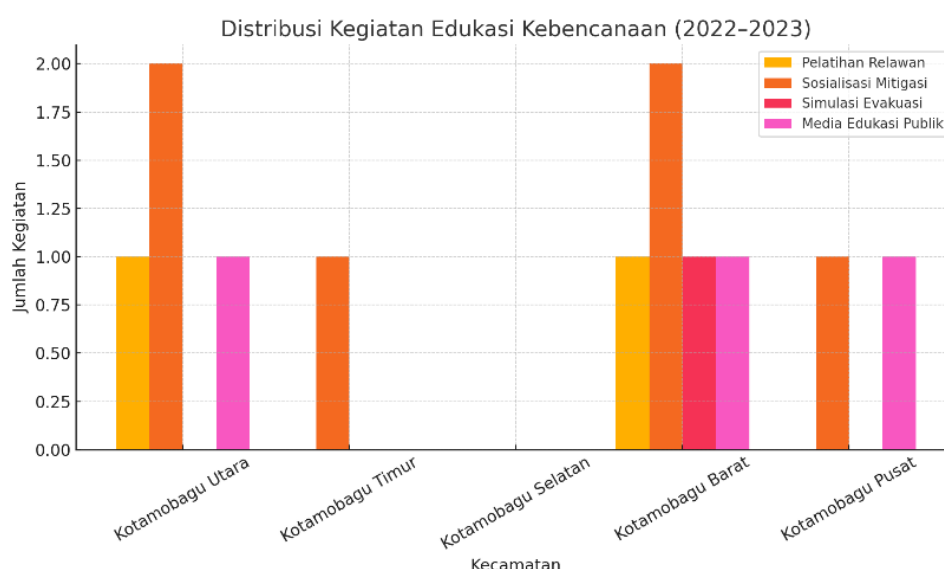
Figure 2: distribution of disaster education activities.

3. Weaknesses in Cross-Sector Coordination

This study reveals that cross-sector coordination in disaster management in Kotamobagu City is still running partially, sectorally, and with minimal integration systems. Each OPD has the authority to run its own program without referring to a binding integrated protocol. In fact, disaster mitigation and management require simultaneous and structured orchestration of cross-sector roles.

Several respondents stated that although there is a memorandum of understanding and inter-sectoral coordination forum, its implementation is still weak. Cross-sectoral SOPs have not been institutionally standardized, so that in emergency situations there is often miscommunication and delays in execution. This was seen during the implementation of disaster simulations, where technical units were late in responding because they were waiting for orders from their respective superiors.

"If there is a disaster, we have to coordinate quickly, but sometimes other OPDs are not responsive because there is no clear SOP." (BPBD Staff)

Other findings indicate that disaster data systems are still scattered across OPDs, without an integrated platform that can be used collaboratively. This leads to duplication of information, weak validation of risk data, and failure to accurately identify vulnerable areas.

"Flood potential data is at PUPR, but we at BPBD cannot access it directly. Sometimes we have to ask for it first by letter." (BPBD technical officer)

In addition, cross-sector meetings that should be a means to design a mitigation roadmap are actually more ceremonial. Coordination meetings often become just an annual formality without any operational follow-up.

"We attend cross-OPD meetings, but the results are rarely followed up. Everything goes back to the affairs of each agency." (ASN Environmental Agency)

The following table shows an overview of the fragmentation of the role of OPDs in disaster mitigation:

TABLE 3: Fragmentation of OPD Roles in Disaster Mitigation in Kotamobagu City.

Related OPD	Featured Programs	Coordination Mechanism	Data Transparency
BPBD	Emergency response, simulation	Ad hoc coordination forum	Limited
PUPR Service	Drainage, flood hazard map	Based on project	No sharing
Department of Environment	Reforestation, watershed management	Not active	No sharing
Social Services	Logistical assistance for victims	Case coordination	Limited
public health Office	Disaster health post	Through BPBD request	Not connected

These data show that although each OPD has a mandate related to disasters, there is no system that bridges these roles in an integrative and efficient manner.

The lack of technical regulations on inter-sectoral coordination causes responsibilities to become unclear when a disaster occurs. As a result, implementation in the field is slow, there is a shift in responsibility, and it is not responsive to the needs of affected residents.

This finding (Fig 3) confirms that in order to realize adaptive disaster governance, it is necessary to establish a permanent cross-OPD coordinating unit, accompanied by a disaster management information system that can be accessed by all stakeholders in real time. In addition, joint SOPs, cross-sector communication mechanisms, and joint
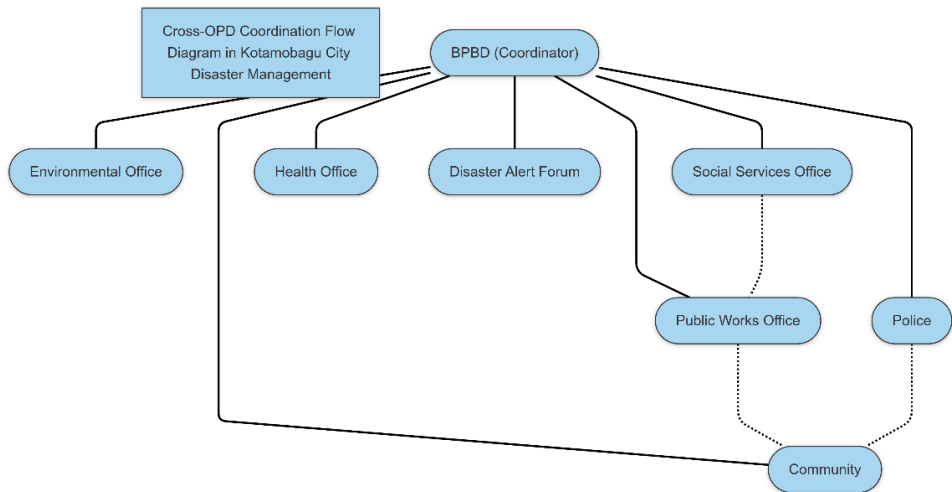
Figure 3: Cross-OPD Coordination Flow Diagram in Kotamobagu City Disaster Management.

training must be formalized in institutional documents so as not to rely solely on personal initiatives or informal familiarity.

4. Barriers to Internal ASN Participation

In the internal bureaucracy of the Kotamobagu City Government, the participation of state civil apparatus (ASN) in the disaster management process shows a limited and hierarchical pattern. Although formally there is space for discussion in coordination forums or internal meetings, in reality most ASN at the implementing level do not feel they have a safe space to express opinions or strategic input. The strength of the organizational culture that tends to emphasize vertical loyalty and obedience to superiors hinders the participatory potential of ASN, especially those with technical field experience and analytical capacity.

Many ASNs said that ideas or criticisms of disaster policies are rarely followed up, even when they have been submitted in official forums. Proposals tend to be accommodated without any guarantee that they will be followed up in the form of policies or changes to work procedures.

"I once made a suggestion at a meeting. At that time it was responded to well, but I don't know the follow-up. Sometimes we are only listened to but not followed up." (ASN Bappelitbangda)

Moreover, the strategic decision-making process is often dominated by certain leaders or ranks without a broad consultative process. This creates a feeling of marginalization for implementing employees and reduces their motivation to provide constructive input. This condition also poses a risk to the quality of public decisions, because it does not utilize the full potential of institutional knowledge possessed by ASN collectively.

"Sometimes the leader makes a decision directly, we staff only find out afterwards. It doesn't feel good, like we're not considered." (ASN DPMPTSP)

The findings also show that there is no formal system to channel ASN aspirations regarding policy evaluation or an internal feedback mechanism that is anonymous and protective. The majority of interactions between leaders and staff only occur in operational briefings, which are technical and short-term, not strategic and reflective.

TABLE 4: Level of ASN Involvement in the Disaster Policy Process (based on ASN perceptions in 5 OPDs).

Participation Aspects	Very high	Tall	Currently	Low	Very Low
Proposal accepted and followed up	0	1	2	5	7
Involvement in decision making	0	1	3	6	5
Regular feedback forums are available	0	0	1	4	10

The table above illustrates the general perception of ASN about their involvement in disaster management, with the dominant perception at low to very low levels of participation. This lack of involvement has an impact on the loss of ownership of disaster programs and weak implementation of policies in the field.

For this, reform is needed in the internal management of the bureaucracy that allows ASN to be involved in a safe and strategic deliberative space. Strengthening the values of civic virtue, internal complaint mechanisms, and the involvement of ASN in the periodic policy design and evaluation process need to be encouraged as a form of institutionalization of participation from within the bureaucracy.

5. Inequality in Implementation of Mitigation Programs

The implementation of disaster mitigation programs is more directed at physical projects such as dredging water channels, building embankments, or planting vegetation on slopes. Meanwhile, strengthening community capacity through training, simulations, or building volunteer networks is still minimal. As a result, social resilience and community preparedness are not balanced with infrastructure investment. This makes the government's approach more reactive than preventive.

6. The Limitations of Community-Based Collaborative Models

TABLE 5: Distribution of Physical vs Non-Physical Mitigation Programs in 5 Districts.

Program Type	Number of Activities	Affordable District
Channel Dredging	12	5
Construction of the Embankment	8	4
Vegetation Planting	6	3
Volunteer Training	2	1
Evacuation Simulation	1	1

This study did not find any deliberative model that operates purely from the bottom (bottom-up). Disaster committees at the village or community level only function symbolically, without formal power or budget. Citizen initiatives that emerge are incidental and not institutionalized.

"We used to create a disaster preparedness group, but it didn't work because there was no support from the government." (RT Head in South Kotamobagu)

7. Low Social Legitimacy of Disaster Policy

As a result of this elitist and minimally participatory process, many disaster policies lack strong social legitimacy. Citizens do not feel a sense of ownership of policy documents such as contingency plans or risk maps. This reduces the effectiveness of these policies during implementation, as communities are not emotionally or structurally connected to the process of formulating them.

8. Absence of Participatory Feedback Scheme

The study also found that there were no formal or informal channels for the community and ASN to provide feedback on disaster policies being implemented. The absence of a participatory evaluation mechanism caused the policy improvement process to be elitist and closed.

"We don't know who to report to if there are suggestions or criticisms regarding disaster management." (Youth Figure)

"After the activity, there was no open evaluation forum. We don't know if our input was ever recorded." (ASN Social Service)

Thus, these eight key findings indicate that participatory governance practices in disaster management in Kotamobagu are still formalistic and fragmentary. Institutional reforms are needed that emphasize the institutionalization of deliberative forums, decentralization of policy authority to the community level, and paradigm transformation from a response approach to a mitigation-based and social resilience approach.

3.2. Discussion

In the context of community and government relations, low disaster literacy is a structural problem. The community does not yet understand their rights and roles in disaster risk reduction. This can be seen from the high dependence on the government when a disaster occurs. In fact, according to the principles of Community-Based Disaster Risk Management (CBDRM), the community should be the main actor in mitigation and preparedness efforts.

The form of intervention carried out by local governments is more of a physical and short-term project, such as cleaning drainage or building emergency embankments, without strengthening community capacity in the long term. Efforts such as training disaster-resilient village volunteers are still very limited and do not reach all areas of the city.

From all these findings, it can be concluded that the practice of deliberation and action in disaster management in Kotamobagu City has not been running synergistically. Although there is a formal commitment to the principle of participatory governance, its implementation is still hampered by a centralistic bureaucratic culture, low institutional capacity, and a weak collaborative culture between stakeholders.

To realize a more participatory and integrated disaster management, it is necessary to reform the coordination system, institutionalize deliberative space, and transform the mindset of government and community actors. Local initiatives such as RT/RW-based disaster forums, participatory digital reporting platforms, and empowerment of ASN as agents of change can be a strategic starting point for building regional resilience in a sustainable manner.

The above findings reinforce the literature that emphasizes that the success of participatory governance is highly dependent on the existence of meaningful deliberative spaces and coordinated action systems (Dryzek, 2000; Ansell & Gash, 2008). The symbolic deliberation process as identified in Kotamobagu is in line with Cornwall's (2008) critique of the "invited spaces" model, where participation is mobilized but not substantially empowered. The absence of meaningful discussion spaces in disaster planning forums indicates a weak application of the principle of public deliberation as theorized by Forester (1999).

Furthermore, the results of this study also show weak coordination between actors, both horizontally between OPDs and vertically with grassroots communities. This strengthens the arguments of Comfort et al. (2001) and Kapucu (2008) who stated that

the disaster management system will tend to fail when there is no collaborative work structure that connects all actors functionally. The absence of SOPs and institutional synergy reflects the obstacles in realizing collaborative governance emphasized by Ansell and Gash (2008).

The participation of ASN in the internal context of bureaucracy, although promising, is still hampered by a rigid hierarchical structure. This shows that the bureaucratic organization in Kotamobagu has not been able to transform civic virtue values into a more open and responsive decision-making mechanism (Arnstein, 1969; Berkes, 2009).

The gap between intention and action is also seen in the lack of feedback mechanisms on participatory proposals. This indicates that deliberation has not been followed by real action, as highlighted in the empowered participatory governance approach by Fung and Wright (2003). In addition, the limitations of deliberative forums and the dominance of local elites show a systematic failure in activating CBDRM that emphasizes locality and community trust (Shaw, 2012; Twigg, 2009).

Overall, the results of this study indicate that the practice of deliberation and action in disaster management in Kotamobagu is still far from the ideal of participatory governance. This discussion will highlight how the field findings can be explained more deeply by referring to the main theoretical perspectives used in this study.

First, the lack of meaningful deliberation space in the disaster policy planning process reflects the weak application of deliberative democracy theory. According to Dryzek (2000), true public deliberation involves a rational and inclusive exchange of arguments, and aims to form a representative collective will. In Kotamobagu, the available forums are one-way social, without providing equal dialogue space for the community to convey local perspectives. This phenomenon is in line with Cornwall's (2008) critique of the concept of "invited spaces," where participatory spaces are opened by the state, but do not contain the substance of empowerment. In this framework, the community is only invited as an administrative complement, not as an active actor in shaping policy.

Second, the inequality of access to information and low community disaster literacy reflect the failure to build two-way and participatory risk communication. According to Shaw (2012), in the Community-Based Disaster Risk Management (CBDRM) approach, the community must obtain information that is relevant, accessible, and appropriate to the local context. Field findings show that disaster information is only distributed through formal or digital media without considering the social and cultural diversity of

the community. This information inequality results in low community preparedness and weakens the adaptive capacity of the community.

Third, weak coordination between OPDs highlights the absence of a collaborative governance model as described by Ansell and Gash (2008). Collaborative governance demands data transparency, integrated SOPs, and cross-sector communication platforms. However, in Kotamobagu, the sectoral work system causes mitigation programs to run separately and not complement each other. This finding is also in line with Comfort et al. (2001) who emphasize the importance of information system integration and real-time coordination in disaster management.

Fourth, the obstacles to ASN participation indicate that the local bureaucracy has not been able to internalize the values of civic virtue in public decision-making. In this context, Arnstein (1969) through the "Ladder of Citizen Participation" showed that pseudo-participation (tokenism) often occurs at the bureaucratic level when ASN proposals are heard but not implemented. This leads to a passive situation and a low sense of ownership of disaster policies.

Fifth, the imbalance between physical and non-physical interventions in disaster mitigation reflects a structural bias in development planning. The government's focus on infrastructure projects without building social capacity shows an imbalance in risk management strategies. In community resilience theory (Twigg, 2009), social strength and the ability of local communities to act are key factors in creating disaster-resilient communities. Investment in volunteer training and simulations has a longer-term impact, but is currently still neglected.

Sixth, the limited bottom-up collaborative model indicates the failure of institutionalizing the principle of local empowerment as proposed in the Empowered Participatory Governance framework (Fung & Wright, 2003). The absence of formal authority and budget support for community disaster preparedness committees leads to apathy and weak collective mobilization. This suggests that empowerment will only be effective if supported by an institutional design that provides real control for communities over the policy process.

Seventh, the low social legitimacy of disaster policies strengthens Berkes' (2009) findings that policies formulated without local participation tend to fail to be implemented because they do not conform to local norms and practices. A sense of community ownership can only be built if the policy formulation process is inclusive, transformative, and rooted in community experience.

Finally, the absence of a feedback scheme in the policy indicates a weak institutional learning mechanism. Whereas in the perspective of UNDRR (2019), an effective risk management cycle must involve periodic participatory evaluations to improve policies based on empirical experience. The absence of this evaluation forum causes policies to stagnate and not be adaptive to changing risk dynamics.

Thus, this theoretical discussion confirms that participatory disaster governance cannot be built only with the rhetoric of public involvement. An institutional framework is needed that ensures substantive deliberation, cross-sector coordination, a fair risk communication system, and simultaneous empowerment of bureaucracy and communities. The combination of deliberative theory, collaborative governance, CBDRM, and civic virtue forms a roadmap to reform disaster management practices at the local level in a sustainable and inclusive manner. There needs to be institutional renewal, strengthening of the role of the community, and local leaders who are able to become bridges for cross-sector collaboration as suggested by Berkes (2009) and UNDRR (2019).

4. Conclusion

This study reveals that the practice of deliberation and action in participatory disaster management governance in Kotamobagu City has not been fully realized effectively. The planning and decision-making process is still dominated by a top-down approach, with minimal deliberative space that can accommodate the aspirations of the community and ASN. The eight main findings in this study consistently show that the institutional structure, participation mechanisms, and design of policy interventions are still running sectorally, symbolically, and not rooted in the experiences of local communities.

First, the available deliberation space does not guarantee substantial community involvement. Disaster forums are more informative and elitist, not providing a mechanism for parallel discussion between the government and citizens. Second, inequality in access to information and low disaster literacy reinforce the exclusion of vulnerable groups in the disaster management cycle. Third, weak cross-sector coordination makes disaster policy execution sporadic, unintegrated, and potentially duplicative programs.

Fourth, ASN participation is hampered by a hierarchical bureaucratic culture, which limits the space for criticism, innovation, and substantive contributions from within the government itself. Fifth, mitigation programs emphasize physical aspects rather than

social empowerment, indicating a structural bias that marginalizes community resilience. Sixth, the community-based collaborative model is not institutionalized due to the lack of regulatory, fiscal, and legitimacy support from local governments. Seventh, the low social legitimacy of disaster policies shows the weakness of the process of forming a sense of ownership at the community level. Eighth, there is no participatory feedback mechanism that allows for a cycle of evaluation and collective learning.

Theoretically, this study emphasizes the importance of integrating deliberative approaches, collaborative governance, CBDRM, and civic virtue in building a responsive, equitable, and adaptive disaster management system. Each of these dimensions demands institutional reforms that are inclusive, transformative, and in favor of grass-roots actors. Without real institutionalization of participation, disaster policy will continue to be a technocratic project that is far from local needs.

5. Conclusion

This study reveals that participatory governance practices in Kotamobagu City's disaster management system remain largely ineffective despite formal commitments to inclusive approaches. The research found that deliberation and action in participatory disaster management governance have not been fully realized. Planning and decision-making processes continue to be dominated by top-down approaches with minimal deliberative spaces that genuinely accommodate community and civil servant aspirations. Eight key findings consistently demonstrate that institutional structures, participation mechanisms, and policy interventions operate in sectoral, symbolic ways that fail to address local community experiences. First, available deliberation spaces do not ensure substantial community involvement, with disaster forums serving primarily as informational and elitist venues rather than mechanisms for meaningful dialogue. Second, unequal access to information and low disaster literacy further exclude vulnerable groups from the disaster management cycle. Third, weak cross-sector coordination results in sporadic, unintegrated policy execution with potentially duplicative programs. Fourth, civil servant participation is constrained by hierarchical bureaucratic culture, limiting space for criticism, innovation, and substantive contributions from within the government. Fifth, mitigation programs emphasize physical infrastructure over social empowerment, revealing a structural bias that marginalizes community resilience. Sixth, community-based collaborative models lack institutionalization due to insufficient regulatory, fiscal, and legitimacy support from local government. Seventh, disaster policies suffer from

low social legitimacy, indicating weak ownership formation at the community level. Finally, there is no participatory feedback mechanism enabling evaluation cycles and collective learning. From a theoretical perspective, this study underscores the importance of integrating deliberative approaches, collaborative governance, Community-Based Disaster Risk Management (CBDRM), and civic virtue in developing responsive, equitable, and adaptive disaster management systems. Each dimension requires inclusive, transformative institutional reforms that prioritize grassroots actors. Without genuine institutionalization of participation, disaster policy will remain a technocratic project disconnected from local needs. To improve Kotamobagu's ineffective disaster management system, local government must transform its approach by restructuring deliberation spaces, improving information access for vulnerable groups, strengthening cross-sectoral coordination, reforming bureaucratic processes, balancing infrastructure with social resilience initiatives, institutionalizing community-based models, building genuine social legitimacy through co-ownership, and establishing participatory feedback mechanisms—all aimed at creating sustainable regional resilience through meaningful community engagement at every level.

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