



Collaborative Governance in Managing Flood Disasters in North Sangatta District, East Kutai District

Saputra Hidayat¹, Jumansyah, Jumansyah¹, Silviana Purwanti¹, Budiman, Budiman¹,
Muhammad Reza Fahlevy¹ and Tengku Iman Syaifuddin¹

¹Mulawarman University, Samarinda, Indonesia
saputrahidayat096@gmail.com

Abstract. This research aims to describe how Collaborative Governance is implemented in handling flood disasters in North Sangatta District, East Kutai Regency in 2022. This research is a qualitative descriptive study using a field research approach and using purposive sampling techniques in the data collection process. The research uses the focus of this research based on the Collaborative Governance model according to (Ansell & Gash, 2008). The findings in this research state that the Collaborative Process that exists between stakeholders in the North Sangatta sub-district in the case of the flood disaster is already underway, seen from the efforts made by each government agency and the community. This is proven by the existence of related regulations contained in several regional regulations and work programs, as well as other progressive efforts from each government, private and non-governmental organization in East Kutai Regency. Apart from that, there is mutual trust between relevant stakeholders regarding their duties and domains. In handling flood disasters in North Sangatta District, several stakeholders are aware and understand what they have to do, as well as the importance of involving other stakeholders in implementing flood management activities. This is proven by the fair attitude given by the East Kutai Regency Government to the Government under it, both Government institutions and Business Actors, the Regency Government has a sense of trust so that it does not discriminate against the performance of the parties involved in flood management efforts in Kutai Regency. The East, especially North Sangatta District, is the main area for flood disasters.

Keywords: Collaborative Governance, Flood Disasters, East Kutai Regency

1 INTRODUCTION

Natural disasters are events that often occur in Indonesia, therefore the Government in Indonesia plays a very important role in helping people affected by natural disasters, based on the mandate of Law Number 24 of 2007. The National Disaster

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Management Agency or BNPB is a non-ministerial government institution tasked with assisting the President of the Republic of Indonesia in disaster management and replacing the disaster management implementation coordination unit at the provincial level and the disaster management implementation unit at the district/city level based on Presidential Regulation Number 83 of 2005. The Regional Disaster Management Agency was formed or BPBD is a non-departmental government institution that carry out disaster management tasks in regions, both Provinces and Regencies/Cities and are guided by the policies stipulated by the National Disaster Management Agency based on Presidential Regulation Number 8 of 2008.

BPBD is a supporting element of the Regent's duties in administering Regional Government in the field of disaster management which is led by an Agency Head who is under and responsible to the Regent. Disaster management is all efforts that include establishing development policies that are at risk of disasters, rehabilitation, reconstruction and emergency response. In Law Number 24 of 2007. This means that communities in disaster management within society require special attention from the government when a disaster occurs, every community group has the ability and means to face the environment for the sake of survival.

The aim of disaster management is to provide protection to the community from the threat of disaster, implement existing laws and regulations, provide loans for the implementation of disaster management in a planned, integrated, coordinated and comprehensive manner, respect local culture, build public and private participation and partnerships, encourage enthusiasm, mutual cooperation, solidarity, generosity, and creating peace in the life of the community, nation, and state.

One of the natural disasters that can cause large losses that threaten several regions in Indonesia is the flood disaster. Flood disasters can be influenced by natural factors such as unpredictable rainfall and rising sea tides, as well as floods that occur due to human activities, such as building settlements in catchment areas and riverbank areas. Deforestation and throwing rubbish anywhere. The majority of people do not realize that the disasters that have occurred so far are the result of the actions of the community itself by destroying the environment. The community must participate in helping to implement disaster management in order to avoid various kinds of disasters that can cause delays in the pace of development.

In 2022, Sangatta City experienced the biggest natural disaster of flooding in the last 20 years, based on data from the East Kutai Regency Regional Disaster Management Agency, which recorded 336 housing units, including 3,937 families or 16,896 people who were affected by this flood in the North and East Sangatta areas. The increase in prices of basic commodities and fuel oil is also a problem during this natural disaster due to difficult access. The affected communities really need help such as clean water, fast food, baby diapers and medicine.

The limited access of the community to these basic needs means that the community can only depend on the assistance that comes. Based on observations made by the author, evacuation assistance and basic needs do not only come from the regional government, in this case, the BPBD of East Kutai Regency. However, the author sees that assistance comes from various parties such as the private sector, NGOs, mass organizations, and even political parties.

The author believes there are limitations that local governments have in carrying out disaster management actions, so they require collaboration from various parties. Collaboration is the cooperation of various parties in disaster management which is very much needed. Based on the background above, this research will try to see collaborative Governance in handling floods in North Sangatta District, East Kutai ReGENCY in 2022.

2 EASE OF USE

2.1 Collaborative Governance Concept

The word Governance is an important part of the phrase collaborative governance. Definitions of governance have emerged from various studies, although they are currently incomplete and only cover what the Government can achieve. Public barracks are limited, mandated, and enabled by the Government in general as a system of rules, law, justice, and administrative activities. Traditional governance institutions are permitted by this description, and such arrangements create public or private decision-making organizations. A government that uses laws and sets standards for group decision-making (Dewi 2022). In a limited sense, Collaborative Governance refers to a collection of players and tasks. Ansell and Gash state collaboration with Government organizations for public services is part of Collaborative Governance [1]. Collaborative Governance is a series of joint activities in which partners establish joint goals and strategies and share tasks and resources as part of the decision-making process [2]. It is also common to hear that collaboration covers the entire decision-making process, from implementation to evaluation. Collaborative Governance emphasizes everyone's interest in mutually agreeing on policies by "sharing power", as opposed to other forms of collaboration or stakeholder interaction in which other organizations and people participate as part of the policy approach [3]. Ansel and Gash established six key criteria for collaboration: the forum is formally organized and meets collectively; forums aim to make decisions through consensus (although in practice consensus is not achieved); the focus of collaboration is public policy or management; participants in the forum include non-state actors; participants are directly involved in decision making and not just 'consulting' public institutions; forums meet collectively. [1]. Collaborative Governance exists at various levels of Government, across the public and private sectors, and in service of various policies [2]. Here, instead of using conventional policy institutions, Collaborative Governance goes further and involves potential policy actors. Communities deemed deserving of policy innovation, communities that are often left out or excluded from policy debates, are all encouraged to participate and are respected, even recognized as providing insight into important diagnoses and treatments [2], [3].

Regardless of their identity, inclinations, or intentions, citizens must unite, cultivate, and adopt a communal consciousness [4]. Only when people believe collaboration has procedural and substantive legitimacy will they give up their own interests. To do so, organizations need to create decision-making processes that are trustworthy and

"free from behind-the-scenes manipulation" [5]. But procedural fairness by itself will not guarantee participant satisfaction. Additionally, collaboratives need to involve the help of a personal "facilitative leader," who oversees interpersonal interactions and provides a framework for "deliberative debate" [6]. A problem-based approach to identifying and resolving policy weaknesses is critical to Collaborative Governance. To recognize, diagnose, and address unexpected difficulties, entities must prioritize and integrate flexibility and creativity into any decision-making processes they make. The synergy that results from shared decision making, when "stakeholders discover new ways to view and respond to social problems," is what differentiates collaborative governance from other stakeholder alliances [5].

2.2 Collaborative Governance Framework

Learning and evaluating are important components of Collaborative Governance. Collaborative Governance seeks to advance knowledge and consensus rather than traditional actor-centered models of policy making, which concentrate on encouraging stakeholder support and adherence to a set of policy ideas [7], [8]. Collaborative Governance asks stakeholders to work together in all aspects of policy development and management, from problem description and planning to implementation and assessment. While many initiative-based partners achieve their collaborative goals through information exchange [9], collaborative capacities generate associated adaptive capacities thereby enabling institutional adaptation within collaborative governance regimes [10]. This condition will be possible if supported by strong leadership (Weber 2009). But, here too, not just any leadership style can be used. Those who lead must have more complex talents and skills than those who lead top-down entities. "Facilitative leadership" contains differences in duties and obligations [11].

The development and maintenance of relationships is a primary concern of the facilitative leader. In collaborative settings, leaders prioritize establishing appropriate representation, assisting in resolving potential conflicts between partners, promoting effective communication and mutual advocacy among stakeholders, and upholding a collaborative reputation among participants and supporters. The facilitative leader's responsibility is to uphold the legitimacy and collaborative reputation of the partnership. To achieve this, facilitators must assist partners in developing strategies to achieve meaningful contexts as well as in identifying ways to manage cooperatively. Its important function is to be able to understand things, promote transparency, and create long-term plans to assess and resolve disagreements among stakeholders [1], [12]. The leadership selected for collaborative governance must be able to guide the group in a way that maintains a horizontal governance structure while promoting the development of relationships and the generation of ideas.

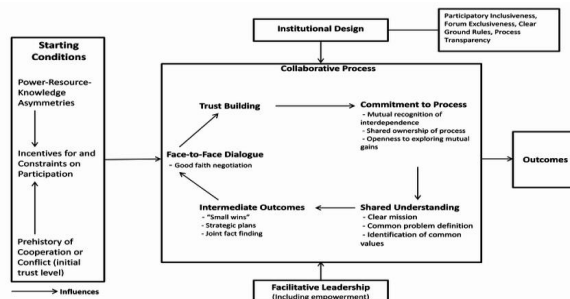


Fig. 1. A model of Collaborative Governance [1]

The Collaborative Governance model according to Ansell and Gash consists of several stages, namely Starting Conditions, Facilitative Leadership, institutional design, and Collaborative Process. At the stratifying condition stage in relations between stakeholders, each actor has a different background which can produce a form of asymmetrical relationship in the relationship being carried out. Furthermore, Ryan in Ansell and Gash identified three components of effective collaborative leadership, namely adequate management of the collaboration process, managing the ability to carry out technical credibility, and ensuring that the collaboration is empowered to make credible and convincing decisions for all actors. Ansell and Gash further described that Institutional Design refers to basic protocols and basic rules for critical collaboration, the most emphasized being the legitimacy of procedures in the collaboration process. In the collaboration process, what must be emphasized is that the Government must be open and inclusive. In a collaborative process. Ansell and Gash define the tasks of the stages of the collaboration process, among others problem setting (goal setting), and implementation. The stages of forming a collaborative consist of Dialogue Face to face, Trust Building, Commitment to process, share understanding, and interim results.

3 METHOD

The method used in this research is a qualitative descriptive method. This method aims to characterize or characterize research subjects using data from the field. The data in this research consists of two types, namely primary data and secondary data. Primary data comes from direct interviews with stakeholders related to this research, including the Regent of East Kutai, the Head of BPBD East Kutai Regency, the Chair of Commission IV DPRD East Kutai, and Representatives of the Kutim Community Alliance that Cares about Floods.

4 Results and discussion

According to collaboration is defined as a form of cooperation, interaction, compromise of several related elements, whether individuals, institutions or parties involved directly and indirectly who receive the consequences and benefits [12]. According to Regent's Regulation Number 15 of 2015 concerning Flood Disaster Management Contingencies in East Kutai Regency, disaster management is a series of efforts that include establishing development policies that are at risk of disasters, disaster prevention activities, emergency response, and rehabilitation. Handling itself is intended as a type of action that can be in the form of touching, controlling, managing, using, etc. which is aimed at resolving a case or problem. Disasters are events or series of events that threaten and disrupt people's lives and livelihoods caused by natural and non-natural factors as well as human factors, resulting in human casualties, environmental losses, property losses, and psychological impacts. According to Khotimah, et al a flood is a flow or puddle of

water that causes economic losses or even causes loss of life, whereas in technical terms it is defined as a river flowing beyond the river's carrying capacity [13]. According to Siswoko, there are several factors that cause flooding, including high rainfall, erosion, and sedimentation, river capacity, the influence of tidal water, shallowing of rivers, non-functioning of water drainage channels, loss of open land in water catchment areas, accumulation of rubbish, Land drainage, dams and water structures, damage to water control buildings, and inappropriate planning of flood control systems [14]. Apart from the factors above, floods also often occur in flood-prone areas, namely areas that frequently or have a high potential for experiencing flood disasters according to the characteristics of the causes of floods.

4.1 Collaborative Process

Flood disasters are something that often occurs in flood-prone areas, one of which is the Sangatta area of East Kutai. The flood that occurred in March 2022 left concerns for the Kutim Regency Government, especially the Regent, Drs. H. Ardiansyah Sulaiman, M.Sc. After a flood that was serious enough to submerge Sangatta, the East Kutai Regency Government felt the need to discuss it in a special meeting at the East Kutai Regent's Office on Tuesday, May 25 2022. He discussed the flood situation in several areas in East Kutai Regency by inviting several sub-district heads, muspika, Forkopimda and related OPDs to immediately deal with the disaster. When met at the Kutim Regent's Office some time ago he confirmed this with the following statement:

"Yes, that's right, I have asked several related OPDs to attend a meeting right after the flood disaster took place around May last year, those who attended were the sub-district heads and the Muspika, there were also Forkopimda." (interview, February 17, 2023)

He also explained that the matters discussed at the meeting were related to the first thing that must be done if a flood disaster occurs, namely to avoid victims. This is what made the East Kutai Regency Government ask for assistance from related OPDs to help, such as the Social Service and the Regional Disaster Management Agency. (BPBD).



Fig. 2. East Kutai Regency Government meeting with related OPDs

When met in a different place, the Deputy Chair of Commission IV of the East Kutai Regency DPRD, Mr. Jimmy, ST., MT, explained in the office that he had attended a meeting held at the East Kalimantan Provincial DPRD Office which was attended by the DPRD for the Bontang, Kutim and Berau electoral districts with the Deputy Regent, Kasmidi. Bulang, the Alliance of Disaster Care Communities (AMPB) and several other officials in the East Kalimantan Provincial DPRD with a discussion regarding the causes of flooding in East Kutai and post-flood management.



Fig. 3. Meeting of Members of the East Kalimantan Province DPRD for the Bontang, Kutim, Berau electoral districts and the Deputy Regent of Kutim, the Kutim Disaster Concern Community Alliance and others.

Apart from that, efforts to deal with floods and the causes of flood disasters are still raised as the main issue in almost every meeting of East Kutai Regional officials, one of which is the East Kutai Regional People's Representative Council Commission IV Mr. Jimmy, ST., MT who when met at the Kutai Regency DPRD office Timur On Friday 20 January 2023, explained that each party has its own role in the flood management process in East Kutai, especially in Sangatta. From various coordination meetings, it has been decided that the East Kutai Government is tasked with accelerating the proposed regional regulations related to flood disasters and accelerating the implementation of Regent Regulation Number 15 of 2015. The author further summarizes this in the following table:

Table 1. Collaborative Efforts in Handling Flood Disasters

Institution	Efforts made to deal with floods
East Kutai Regency Government	Make regulations regarding flood disasters and their handling in PerBup Number 15 of 2015
East Kutai BPBD	Creating a Flood Disaster Management Work Program in East Kutai

East Kutai Regional People's Representative Council	Included in the Work Plan of Commission IV in charge of Disasters
East Kutai Environmental Service	Included in the Strategic Plan Work Program (RENSTRA) of the East Kutai Regency Environmental Service. (Page 28 of 2016)
East Kutai Social Service	Help provide food, tents and medicine for flood victims
PT. Kaltim Prima Coal	Enter in the seventh Program <i>corporate social responsibility</i> (CSR)

4.2 Trust Building

The second criterion that needs to be considered in the collaboration process based on Ansell and Gash's theory, namely trust building (Building Trust). Building trust in all parties involved is a difficult thing to do, especially if the parties involved are new people who have never collaborated before. Emerson, Nabatchi, and Balogh (2011) explain that collaborative governance is a process and structure in the management and formulation of public policy decisions that constructively involves actors from various levels, both at the level of government (public institutions), private institutions and civil society, in order to achieve public goals that cannot be achieved if carried out by one party only. Building trust (trust Building) is a very important thing to do because collaborative Government This will not happen if several parties, both in government and the private sector, mistrust each other towards the cooperation that has been established. The attitude of mutual dependence and use is an important point in an existing collaboration, for the reason that one agency or party will not succeed in achieving the desired things in social life if they do not help each other. This was explained by the Chairman of the East Kutai BPBD, Mr. Dr. H.M. Idris Syam, S.K.M., M.Si stated that, "It is clear that BPBD is handling the flood case in Sangatta together with others, because BPBD cannot act alone, it must be handled together. Both government and private." (interview January 12, 2023)

Regent of Kutim Mr. Drs. H. Ardiansyah Sulaiman, M.Si explained that he had held a press conference regarding handling flood problems by deploying several related OPDs to help with evacuation and responsive handling.

From this statement it can be concluded that trust (trust bulding) cooperation has been established, proven by efforts to cooperate and utilize the capacity between parties in carrying out evacuation and relief measures for victims of natural disasters in North Sangatta. This was proven by the feeling of not discriminating between the agencies present, represented by officials from each OPD. In accordance with Emerson's explanation that "The attitude and actions of the leader should also be impartial regarding the preferences of the participants" [4]. This proves that trust building in collaborative government starting to become well established in East Kutai.

Building trust becomes a continuous phase of dialogue and negotiation about substantive issues. Flood management governance in the disaster concept needs to involve synergistic cooperation between four main actors, namely the government, the private sector or business actors, the community, and other institutions such as academic institutions or independent research institutions. Each actor has their own role and interests. These actors then collaborate to create and implement certain programs or activities to overcome disasters [15].

4.3 Commitment to Process

Commitment is closely related to motivation to participate in collaboration. Commitment is part of the results of the dialogue process and efforts to build mutual trust. According to Prayoga commitment is the motivation that is instilled within oneself to be involved or participate in the collaboration process optimally. Strong commitment from each party involved is very necessary to prevent boredom in the collaboration process [16].

Implementation of collaborative governance on flood management and mitigation efforts during the flood disaster in North Sangatta District, para stakeholders those involved show their respective commitment to carrying out collaborative governance. This. Parastakeholders especially the East Kutai Regency Regional Disaster Control Agency which has the authority to respond to natural disasters in the North Sangatta District, is trying hard and as best as possible to coordinate with the local government through disaster management programs that occur, not only the District Government and the Regency also strongly supports the flood disaster management process through government programs related to floods.

In building a commitment in the collaboration process, it is certainly necessary to carry out process evaluations and results evaluations to see whether the program has achieved the desired results so far. According to Trisuma, in a broad sense, evaluation is a process of planning, obtaining and providing information that is very necessary for making alternative decisions" [17]. According to Nabatci, "if the information is used to weigh the pros and cons and/or determine the condition of a group of people or a program then the activity is called an evaluation"[4]. Therefore, it is necessary to review the evaluations that have been carried out by several stakeholder in handling floods in North Sangatta District.

The conditions above are in line with what is described by Danar that society or even stakeholders still have limitations in implementing disaster management optimally stakeholders often works alone in dealing with disaster risks with a lack of full support from the community [15]. In facing these obstacles, BPBD, through the Chairman of BPBD, said that it is necessary to establish communication between stakeholders and local residents so that the flood disaster management process can be carried out well, the Head of BPBD said that, "By improving communication, miscommunication will not occur and movement will not slow down." (interview January 12, 2023).

By communicating, it is very possible that misconceptions and things that previously were obstacles can be resolved properly. A relevant opinion was also conveyed

by the North Sangatta Subdistrict Head, he conveyed tips for carrying out these activities by collaborating and cooperating with local parties and residents.

5 Conclusion

Based on the research results, in this section the author describes and explains the conclusions of the research results Collaborative Governance in handling floods in North Sangatta District, East Kutai Regency in 2022 are Collaborative Governance divided into three parts namely, Collaborative Process, Trust Building and Commitment to process. In Collaborative Process which is intertwined Stakeholder In the North Sangatta sub-district, the flood disaster is already underway, seen from the efforts made by each government agency and the community. This is proven by the existence of related regulations contained in several regional regulations and work programs, as well as other progressive efforts from each government, private and non-governmental organization in East Kutai Regency.

In the Trust Building section, there is mutual trust between stakeholders related to their duties and domains in handling flood disasters in North Sangatta District, several stakeholder aware and understanding of what they have to do, as well as the importance of involvement stakeholders others in the implementation of flood management activities. This is proven by the fair attitude given by the East Kutai Regency Government to the Government under it, both Government institutions and Business Actors, the Regency Government has a sense of trust so that it does not discriminate against the performance of the parties involved in flood management efforts in Kutai Regency. The East, especially North Sangatta District, is the main area for flood disasters. Finally, the commitment to process section, seen from the para side stakeholders those involved have shown their respective commitment to carry out collaborative governance in terms of motivation and ability to contribute in the case of the flood disaster that occurred in North Sangatta District, East Kutai Regency in 2022. Commitment to processes running well as evidenced by the evaluation meeting related to the cooperation program carried out by the East Kutai Regency Government together with Business Actors, Representatives of the Disaster Care Community Alliance, and the East Kalimantan Provincial Government

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