

## Collaborative Governance Process by Disaster Resilient Villages (DESTANA) to Improve Performance

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### ABSTRACT

The existence of a Disaster Resilient Village (Destana) is very important for the region in mitigating flood disasters. Destana has the function of protecting the community, increasing community participation, increasing capacity, increasing government capacity in providing resource and technical support for disaster risk reduction, and increasing cooperation between stakeholders. This function will be achieved well if there is collaboration with other stakeholders. Destana's performance will be better if it can create collaborative governance through the right process. The process begins with face-to-face, namely conducting dialogue on existing problems with stakeholders. Followed by a trust-building process, namely creating a sense of trust because of shared interests, after that, the commitment to the process is a joint agreement to carry out the program. The next process is sharing understanding, which is raising awareness together to overcome floods followed by the Intermediate outcomes process, which is evaluating the temporary results of the collaborative process. These steps will be able to run optimally to improve Destana's performance if the right organization is selected to collaborate with so that a scheme is needed that fits the conditions of each village.

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### INTRODUCTION

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The northwestern part of East Java is divided by the Bengawan Solo River which is broadly divided into three characteristics, namely the southern central part (relatively fertile lowlands), the southern and northern parts (rocky limestone mountains with moderate fertility), and the northern central part (bonorowo or Njero River which is prone to flooding). Bengawan Njero is a tributary of the Bengawan Solo River which often overflows when the rainy season arrives. Lamongan Regency is an area around Bengawan Njero so the potential for flooding is high.

The flood disaster that occurred in Lamongan Regency from 2012-2022, totaling 56 incidents, caused several detrimental impacts on the community, including 23 people injured, 975 houses destroyed, and 54,345 Ha of agriculture affected (DIBI BNPB, 2023). This is not only caused by factors such as regional conditions and rainfall, but is also triggered by human activities which worsen flood disasters and have detrimental impacts on society, the government, and the environment. It is known that the people of Lamongan Regency are always threatened and suffer losses due to floods which submerge and damage houses, rice fields, ponds, and public facilities for days. The threat of disease can haunt people who remain indoors while the floodwaters are still submerging them. Generally, people choose to stay at home during floods because they are afraid of thieves taking advantage of the situation while they are fleeing. Government activities were also hampered due to floods which inundated roads and offices. The flood also caused damage to embankments so other areas were also submerged.

## **THEORETICAL REVIEW**

Disaster Management is one part of the national development process, namely a series of management activities before, during, or after a disaster occurs. The process and consequences of the disaster have threatened the safety and security of the wider community. Therefore, preventing, handling, and managing disasters requires the presence of the State. The government must play a direct role in efforts to reduce disaster risk because this is no longer an individual matter but also concerns the safety of the wider community. As regulated in Article 5 of Law No. 24 of 2007 concerning Disaster Management, the Government and regional governments are responsible for implementing disaster management. One of the disaster management measures carried out by the regional government is the establishment of Disaster Resilient Villages (Destana). Disaster Resilient Villages are villages that have skills in analyzing disaster threats and improving themselves quickly from the consequences of facing disaster threats by BNPB Regulation No. 1 of 2012 concerning Disaster Resilient Villages (Destana). The development of Destana is an effort that actively involves the community in studying, analyzing, overcoming, regulating, evaluating, and reducing the risk of disasters in their area, using various existing local wisdom. Mitigation is efforts in physical and non-physical preparation to be ready to help deal with natural disasters

The existence of Destana is very important in mitigating disasters because through Destana vulnerabilities, losses, and ways to overcome the consequences

of disasters can be done. For this reason, Destana's performance must always be evaluated to achieve the intended goals. In 2022 in Lamongan Regency there will be 56 Destana formed in 8 sub-districts, both active and inactive. The very important existence of Destana requires development so that it can perform as expected.

Destana's success is largely determined by collaboration with several existing institutions, both government and private. Realizing a reliable distance requires an appropriate collaboration process, namely community collaboration with other components related to disaster mitigation. For this reason, it is necessary to analyze how a collaborative process can be created to improve Destana's performance.

## **METHODOLOGY**

This research method will use a descriptive research design to detail and analyze the Collaborative Governance Process by Destana. The research population will include Disaster Resilient Villages that have implemented Destana, and the sample will be purposively selected to ensure representativeness.

In data collection, observation, interview and documentation study techniques will be used to obtain comprehensive information on the implementation of collaborative governance and its impact on the performance of Disaster Resilient Villages.

## **RESULTS AND DISCUSSION**

### ***Collaborative Governance in Disaster Mitigation***

In the mitigation process, collaboration between actors is required so that the process can run effectively, which is known as collaborative governance. In public administration, governance terminology is often used to explain the relationships between organizations. The meaning of governance is not just the involvement of public institutions in the formulation, formation, and implementation of policies, but the connection of various organizations to implement public goals. On the other hand, referring to its basic meaning, administration is a collaboration between various parties to achieve a goal. This meaning confirms the existence of collaboration in administration. Therefore, it can be said that collaboration in the context of public administration is a cooperation between several parties involved in an activity to achieve goals. This argument shows that collaborative governance is one manifestation of public administration.

Public institutions, in this case, the government, have an orientation in making policies. Meanwhile, the goal and process of collaboration is to achieve a degree of consensus among stakeholders related to policy. Collaborative governance requires the realization of social justice in fulfilling public interests. Collaborative governance exists as cooperative governance that directly involves stakeholders, both within government and outside government, in the context of creating or implementing public policies and programs.

Collaborative governance is a step to unite public stakeholders and private parties in a collective forum with public institutions to be involved in

consensus-oriented decision-making (Ansell and Gash, 2008). The Collaborative Governance model according to Ansell and Gash includes several elements, namely: 1) The initial conditions in a collaboration are influenced by several phenomena, namely the stakeholders have common interests and visions to be achieved, the history of cooperation in the past, mutual respect for the existing cooperation, trust in each other. -respective stakeholders, imbalances of power, resources, and knowledge. 2) Facilitative leadership is related to deliberations carried out by stakeholders, establishing clear basic rules, building trust, facilitating dialogue between stakeholders, and sharing mutual benefits, 3) Institutional design is related to basic procedures and regulations in collaboration for procedural collaboration processes and legal, process transparency, participant inclusivity, and forum exclusivity. 4) Building togetherness, namely the process of equalizing perceptions and togetherness in carrying out the collaboration process. Furthermore, Ansell & Gash (2008) explained that the collaboration process that occurs includes: 1) face-to-face dialogue 2) trust building 3) commitment to process 4) shared understanding 5) intermediate outcome

Meanwhile, 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 involve actors from various levels, both at the government level (public institutions) and private institutions. and civil society, to achieve public goals that cannot be achieved if implemented by one party alone.

The existence of interdependence between actors and between organizations makes collaboration very necessary. The greater the interdependence, both vertically and horizontally, the greater the need for collaboration. Collaborative governance is a style that seeks to facilitate the complexity of unification between the government, private sector, and society in consensus-oriented joint decision-making.

There are many collaborative governance models as a framework for analyzing collaboration between stakeholders. One of them is the Collaborative Governance Regime (CGR) model initiated by Kirk Emerson, Tina Nabatchi, and Stephan Balogh (2011). The CGR model was assessed in great depth observing the collaboration process from input, drivers to impact.

The CGR model emphasizes that the substance of collaborative governance is not just an arrangement that involves several institutions in an interest, but rather a process that is transformative and applies in the long term. The CGR framework integrates many components of collaborative governance, starting from system context and drivers through dynamic collaboration to action, impact, and adaptation. The CGR model views that the collaboration process between the actors involved (stakeholders), both government and non-government actors, must refer to sustainable cooperation. Through the CGR model, it can be seen the achievement of good governance, which according to Nag (2018) has eight characteristics, namely participation, rule of law, equity and inclusiveness, transparency, responsiveness, consensus and legitimacy, effectiveness, and efficiency, and accountable (can be held accountable).

### ***Disaster Resilient Villages as Institutions of Togetherness and Empowerment***

The definition of a Disaster Resilient Village according to the Head of BNPB Regulation Number 1 of 2012 concerning General Guidelines for Disaster Resilient Villages/Subdistricts is a village that has the independent ability to adapt and face potential disaster threats, as well as recover immediately from the adverse impacts of disasters. Thus, a Disaster Resilient Village is a village that can recognize threats in its area and can organize community resources to reduce vulnerability and at the same time increase capacity to reduce disaster risk. This capability is realized in development planning which contains efforts to prevent, prepare, reduce disaster risks, and increase capacity for post-emergency recovery. The development of Disaster Resilient Villages is one of the community-based disaster risk reduction efforts.

Community-based disaster risk reduction is any form of effort to reduce the threat of disaster and community vulnerability and increase preparedness capacity, planned by the community as the main actor. In the Disaster Resilient Village, the community is actively involved in studying, analyzing, handling, monitoring, evaluating, and reducing disaster risks in their area, especially by utilizing local resources to ensure sustainability. Article 4 of Law No. 24 of 2007 concerning Disaster Management states that disaster management aims to protect the community from the threat of disaster. Furthermore, Regulation of the Head of BNPB Number 3 of 2008 concerning Guidelines for the Establishment of Regional Disaster Management Agencies stipulates that regional governments are responsible for, among other things, protecting the community from the threat and impact of disasters, through:

- a. Providing information and knowledge about disaster threats and risks in the region;
- b. Education, training, and skills improvement in implementing disaster management;
- c. Social protection and providing a sense of security, especially for disaster-vulnerable groups;
- d. Prevention, mitigation, preparedness, emergency management, rehabilitation, and reconstruction

Disaster Resilient Villages are one manifestation of the government's responsibility to protect the community from the threat of disaster.

Objectives of Disaster Resilient Villages According to the Head of BNPB Regulation Number 1 of 2012 The specific objectives of developing Disaster Resilient Villages are:

- a. Protecting people living in danger-prone areas from the adverse impacts of disasters;
- b. Increasing community participation, especially vulnerable groups, in managing resources to reduce disaster risk.
- c. Increasing capacity and community institutions in managing resources and maintaining local wisdom for disaster risk reduction;
- d. Increase government capacity in providing resource and technical support for disaster risk reduction;

- e. Increasing cooperation between stakeholders in DRR (Disaster Risk Reduction), local governments, the private sector, universities, NGOs (Non-Governmental Organizations), community organizations, and other concerned groups.

By Law No. 24 of 2007 concerning Disaster Management, the Government and regional governments are responsible for implementing disaster management. The development of Disaster Resilient Villages is essentially part of the implementation of this responsibility, the arrangements for which are handed over to the village, and are the responsibility of the Village or Subdistrict Government. The government and regional governments will facilitate this program by providing the resources and technical assistance needed by villages. The development of Disaster Resilient Villages must be included in the village development plan, both in the Village Medium Term Development Plan and the Village Government Work Plan.

According to the Head of BNPB Regulation Number 1 of 2012, in general, Disaster Resilient Villages will have:

- a. Legislation Preparing Village Regulations that regulate risk reduction and disaster management at the village level;
- b. Planning Preparation of Village Disaster Management plans; Contingency Plans when facing certain threats; and Community Disaster Risk Reduction Action Plan (disaster risk reduction becomes an integrated part of development);
- c. Institutional Establishment of Village/Subdistrict Disaster Management forums from government and community elements, disaster management volunteer groups/teams in flats, RTs, and RWs, as well as the development of cooperation between sectors and stakeholders in encouraging disaster risk reduction efforts;
- d. Funding Fund and resource mobilization plan (from Regency/City APBD, APBDes/ADD, community independent funds, and the private sector or other parties if needed)
- e. Capacity Development Training, education, and dissemination of information to the community, especially volunteer groups and disaster management actors so that they have the ability and play an active role as main actors in planning, implementing, and evaluating disaster risk reduction activities
- f. Implementation of disaster management, physical, structural, and non-physical mitigation activities; early warning system; preparedness for emergency response, and all risk reduction efforts through development interventions and recovery programs, both structural-physical and non-structural.

### ***Collaborative Governance Process in Implementing the Destana Program***

#### **a) Face to Face Dialogue**

Face to Face-to-face dialogue or face-to-face meeting is a meeting between various parties in one location and at the same time so that direct or interactive dialogue occurs between the various parties, to discuss a common interest. The existence of Destana is generally an initiation of the Lamongan Regency Disaster

Management Agency (BPBD), therefore all programs to increase the capacity of village communities as the core of disaster-resilient villages need to be known by all village residents because they are aimed at providing benefits to all residents without exception, but in The process for producing studies, maps, plans and other documents only requires the involvement of several citizen representatives from all existing village community groups, Village Government officials, BPD and community leaders. The selection of representatives from village community groups is carried out by ensuring that; 1) all elements of community groups in the village send representatives, and 2) the residents selected to represent their groups do not always have to be the same people who have been involved in many programs in the village. Representatives from community groups carrying out disaster-resilient village program activities can be referred to as Village Working Groups. The introduction of the program was carried out by BPBD Lamongan to all elements in the village including the Village Working Group, Village Government apparatus, BPD, sub-district, Koramil, Sector Police, and other related parties at the beginning of the meeting by discussing basic and important information for comfortable implementation of the program Destana is next. The face-to-face dialogue that was carried out resulted in a common understanding of the ins and outs of the condition of the village and its residents. Agreement on detailed information and village maps that will be used as a reference for implementing the Destana program. After Destana was formed face to face-to-face dialogue only occurred in formal village institutional meetings in the form of pre-Musrenbangdes where the LPMD together with related elements including the Disaster Risk Reduction Forum (FPRB) included Destana as an issue to be discussed in the forum.

#### **b) Trust Building**

Building trust that the parties have the same intention to adopt the best policy for all parties. To build trust among community representatives who are members of the village working group, the Destana facilitator together with the village working group conducted a participatory study. In a participatory assessment, the facilitator plays the role of guiding the implementation of the study, including explaining the method, motivating the community to carry out the study themselves, becoming a critical partner in the analysis of the study results, being a referee for the formulation of the study results, while the community is the owner of the results and also the actor of the study in their area. Participatory assessment was chosen because it is more practical for solving today's problems together, as well as being useful for building awareness of problems and generating motivation to deal with problems.

This forum aims to agree on the disaster risks that the Village may face by examining factors namely (1) threats, (2) weaknesses, and (3) strengths. Once these factors are known, they can then be analyzed by measuring, comparing, and finding relationships so that the level of risk is agreed upon, then identifying threats and prioritizing threats chosen by the community. Analysis carried out in groups compares rather than measures so that the study participants can learn from each other. Apart from discussions, field surveys, and home/family visits

were also carried out. As a result of this study process, the village working group agreed on several important things, namely the village threat ranking. Apart from that, a village risk map was also agreed upon, which is a visualization of agreement on the issue of evacuation gathering points, the shortest and safest evacuation route.

### **c) Commitment to Process**

Commitment to Process is a commitment or agreement to carry out a certain process to achieve the desired common goal. Sharing mutual commitment means that they depend on each other to overcome problems and solutions, that this process is a shared property, and are mutually open to obtain mutual benefits. This form of raising commitment is carried out through a village-level disaster risk reduction forum consisting of elements from the village government, private sector, professional groups and other categories, disabled groups, women's groups, etc. The purpose of establishing this forum is to ensure involvement, integration, and continuity of implementation of the Disaster Management Plan and Community Action Plan towards a disaster-resilient village that is rooted in the community. This formation includes selecting management and determining the structure and units (Pokja) required. The elements or components of the DRR forum membership consist of village government elements, community leaders (teachers, religious leaders, elders), BPD, LPMD, PKK, Karang Taruna, Gapoktan members, health cadres, representatives of people with disabilities, FPRB groups are: 1) Development Early Warning System, with predictions of the biggest threat being tsunami waves, the early warning system includes when the anticipated threat will come, knowing well natural warnings and receiving warnings from official sources, ways to disseminate early warnings promptly and the communication tools used to all citizens. 2) Village Evacuation Plan, including ways to carry out evacuations needed by all residents including vulnerable individuals and groups, including children, disabled people, the elderly, pregnant women, residents who are sick, as well as community groups in areas that have problems getting to a place of evacuation for one reason or another. Safe evacuation places, evacuation routes, evacuation maps, evacuation strategies or methods. 3) A Village Contingency Plan, is a planning process for emergency response preparedness in which there is a potential disaster situation, where the scenario, resource requirements, agreement on the number of clusters/sectors and objectives are agreed upon, technical and managerial actions are mutually agreed, to prevent, or cope better in emergency or critical situations. 4) Forming a village volunteer group, called FPRB, consisting of male and female residents who care and have the potential abilities needed by the group to carry out the main tasks of disaster management volunteers, also joining other volunteer groups, namely Village Linmas, and Community Radio.

### **d) Share understanding**

Considering that the village is a social, cultural, and economic entity, any disruption to village functions, such as a disaster, can result in casualties and even economic losses. So that the village can become the safest village from risk,



all parties need to increase awareness of disaster management and be involved in reducing disaster risk. Here the role of the Village Working Group and FPRB which have received training from facilitators, volunteer members have the task of conveying information and knowledge, and training other residents to have awareness of village disaster risks, knowledge, and skills in emergency preparedness and response. The form of information delivery carried out by FPRB to the public is in the form of 1) Socialization. The team carried out outreach to 20 hamlets, taking turns taking place in each hamlet. 50 socialization participants were taking into account the representation of community leaders, women, the elderly, children, people with disabilities, and others. The materials provided in this socialization are a disaster risk map; Contingency plans; Evacuation Route; and Early Warning System or Early Warning System; Community Action Plan (RAK). 2) Distribution of stickers which function as markers and reminders for residents that the place where they live has the potential for disaster and they must be ready at any time to take measurable action if a disaster occurs. 3) Disaster simulation. Considering that simulation is a need for all residents, it is carried out with self-help and the resources available in each hamlet apart from the facilities provided by facilitators from BPBD Lamongan and related elements such as village government, police station, military sub-district, sub-district, health center, and volunteer groups. Of the three forms of shared understanding, disaster simulation is the most effective way to provide knowledge to the community because the simulation involves all residents in hamlets directly and indirectly affected, they carry out their respective roles with supporting components in the form of EWS, information media, communication tools, signs, all tools are tested.

#### **e) Intermediate outcomes**

Intermediate outcomes are temporary results of ongoing processes that provide benefits and have strategic value. The interim results obtained from the process of establishing a disaster-resilient village in Poncosari which was facilitated by BPBD Lamongan Regency were the preparation of 2 documents, namely the Disaster Management Plan (RPB) and the Community Action Plan (RAK). A Disaster Management Plan is a document that contains data and information about existing disaster risks in a village at a certain time and the plans of the government and stakeholders in the village to reduce these disaster risks through physical and non-physical development programs and activities. The RPB also contains strategies, policies, and administrative technical steps needed to realize disaster preparedness, adequate response capacity, and effective mitigation efforts. The Community Action Plan (RAK) is a community activity plan in tabular form to manage disaster risk reduction as well as a guide for interested parties in carrying out disaster management plans. RAK contains program priorities whose scope includes efforts/options for disaster risk reduction (prevention, mitigation, and preparedness). The RPB and RAK are documents that serve as references for preparing the village RPJM and Village RKP.

### ***Collaborative Governance Cooperation Scheme in Improving Destana Performance***

Many studies that have been carried out in flood management show that elements of governance and distributive responsibility are the elements that most determine the success of collaborative governance. The governance aspect includes four factors, namely: a) boundaries and exclusivity (regulating who is included in the collaboration and who is not), b) regulations (sets the boundaries of what can and cannot be done, with the threat of being expelled from the collaboration team if violated), c) self-determination (regulating freedom to decide how members or actors carry out their duties), and d) network management (regulating dispute resolution, resource allocation, quality control, and organizational maintenance). Meanwhile, the distributive responsibility aspect includes the implementation of the principles of shared governance and decision-making across members/actors. Therefore, there is also a division of responsibility for achieving the programmed results, both preventive and curative programs.

Ishiwatari (2019) proposed that collaborative governance in flood management should not only be limited to collaboration but must be an integrated scheme. Through this scheme, the parties involved include stakeholders from the central government, regional government, private sectors, academics, and local communities. However, implementing the mechanism in this scheme is a challenge that is not easy to do, nor is it easy to fail. Because each stakeholder has responsibilities that may conflict with one another. Taking into account the above, the collaborative governance scheme in flood disaster mitigation must create a form of cooperation between institutions and the community. Forms of cooperation that can be carried out in the context of flood disaster mitigation are as follows:

The Forms of Cooperation Scheme	
The Forms of Cooperation	Actor
<i>Communities of shared mission</i>	Regional Disaster Management Agency (BPBD), the Office of Public Works and Housing (PUPR), Legal Section, District authorities, Destana, Private sectors
<i>Communities of shared practice</i>	Non-Governmental Organizations and Government
<i>Issue response networks</i>	The National Search and Rescue Agency (Basarnas), BPBD
<i>Strategic alliances</i>	Universities, research institutes with the Government
<i>The Joined-up government</i>	Private sector through CSR scheme

This scheme must be implemented in an integrated manner among the components; because in mitigation, mutual agreement is needed. This mitigation phase is the most crucial in flood management programs. During this phase, the

government needs actors who can respond to disasters quickly and appropriately, such as the National Search and Rescue Agency (Basarnas) and BPBD. Previous research demonstrated that the main factors are preparation and maturity (Hapsari & Zenurianto, 2016). That is, the element of success does not lie in the presence of such bodies in the circle of collaborative governance, but rather in its ability to compensate for other actors in carrying out its obligations.

## **CONCLUSIONS AND RECOMMENDATIONS**

Destana's performance will be largely determined by collaborative activities because the function of Destana to protect, empower, increase community capacity, and collaborate in dealing with disasters can only be carried out jointly with other components. For this reason, Destana needs to implement a collaborative governance strategy through a face-to-face process, Trust Building, Commitment to Process, Share understanding, and Intermediate outcome. Apart from that, Destana also needs to choose a strategic component scheme in collaborative governance so that Destana's performance can be achieved as expected.

## **FURTHER STUDY**

Further research is expected to serve as a foundation to deepen the understanding of the Collaborative Governance Process by Disaster Resilient Villages (Destana) and its impact on the performance of Disaster Resilient Villages.

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