

## **DYNAMICS COLLABORATIVE GOVERNANCE IN HANDLING POST DISASTER CENTRAL PALU SULAWESI CITY**

***(DINAMIKA GOVERNANS KOLABORATIF DALAM PENANGANAN PASCA  
BENCANA KOTA PALU SULAWESI TENGAH)***

**Nurhannis & Asrifai**

### **Abstract**

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Collaborative governance studies highlight the character of governance between different pillars of governance and the agenda of good governance in public policies and programs. This study aims to determine the dynamics of collaborative governance in handling earthquakes, liquefaction and tsunamis in Palu City. Research using qualitative methods. Research informants were the Mayor of Palu City, Chairperson of Palu City DPRD, Head of Palu City Regional Disaster Management Agency (BPPD), Humanitarian Institution, Palu City Disaster Victims. The results of the study show that collaborative governance as an array of governance by directly involving non-government institutions in the implementation of relevant public policies and programs and carried out properly in handling the earthquake, liquefaction and tsunami of Palu City in 2018. Research also shows that there are 3 (three) aspects in the dynamics of collaborative governance in response to the earthquake, liquefaction and tsunami response in Palu City. First, the movement of shared principles (principled engagement). Second, shared motivation (shared motivation) and third, the capacity for joint action (capacity for joint action). There is an interesting finding in this study that collaborative governance is not only used in viewing public policies and programs that are designed from the start but can also be applied in precedent programs such as disaster management. Collaborative governance has been initiated by public bodies, but collaborative governance in handling public earthquakes is based on a shared concern for humanity due to the tsunami and liquefaction.

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**Keywords:** Collaboration, Governance, Disaster management

### **Abstrak**

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Kajian governans kolaboratif menonjolkan karakter tata kelola antar pilar governance yang berbeda dengan agenda good governance dalam program dan kebijakan publik. Penelitian ini bertujuan untuk mengetahui dinamika governans kolaboratif dalam penanganan gempa bumi, likuifaksi dan tsunami Kota Palu. Penelitian menggunakan metode kualitatif. Informan penelitian adalah Walikota Kota Palu, Ketua DPRD Kota Palu, Kepala Badan Penanggulangan Bencana Daerah (BPPD) Kota Palu, Lembaga kemanusiaan, Korban Bencana Kota Palu. Hasil penelitian menunjukkan bahwa governans kolaboratif sebagai arrangement tata kelola pemerintahan dengan penglibatan secara langsung institusi bukan kerajaan dalam pelaksanaan program dan kebijakan publik relevan dan dilaksanakan

*dengan baik dalam penanganan gempa bumi, likuifaksi dan tsunami Kota Palu tahun 2018. Penelitian juga menunjukkan bahwa ada 3 (tiga) aspek dalam dinamika collaborative governance penanggulangan gempa bumi, likuifaksi dan tsunami Kota Palu. Pertama, pergerakan prinsip bersama (principled engagement). Kedua, motivasi bersama (shared motivation) dan ketiga, kapasitas untuk melakukan tindakan bersama (capacity for joint action). Terdapat temuan menarik dalam penelitian ini bahwa collaborative governance tidak hanya dipakai dalam melihat sebuah kebijakan dan program publik yang didesain dari awal tetapi juga bisa diterapkan dalam program insedensil seperti penanganan bencana. governans kolaboratif selama ini diinisiasi oleh badan publik namun governans kolaboratif dalam penanganan gempa publik didasari oleh kepedulian bersama terhadap rasa kemanusiaan akibat gempa tsunami dan likuifaksi.*

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**Kata Kunci:** *Kolaborasi, Tata kelola pemerintahan, Penanganan bencana*

## INTRODUCTION

The study of collaborative governance through the division of roles in the management of public policies and programs with the relations between stakeholders in the policy stage (Christ Ansel and Alison Gash 2007) is relevant in handling the Palu City Earthquake on 28 September 2018. An earthquake of magnitude 7.4 that was followed by the Tsunami and Liquidation was a rare event that only occurred 15 times in the geographic record. Seismic waves occur moving along Earth faults with super speeds that break geological speed limits. The City Hammer was dubbed the supershear earthquake, an earthquake whose speed exceeded the speed of a seismic shear wave and caused a sonic explosion. (Nature Geoscience in tribunes, 2019/02/06) In the Earthquake, Liquidation and Tsunami (LGT), 1,703 people died, 1,309 were lost, 4,612 people were injured (BNPB 2018), making the government set 2 (two) months of emergency response period and 2 (two) years in disaster recovery. The incident caused the capital of Central Sulawesi Province to become paralyzed, the electricity network was damaged so that the city in Palu Bay was pitch black for 5 days, the telecommunications facilities were very limited and even was cut shortly after the earthquake. Various parties carry out humanitarian assistance through intergovernmental government to government (G2G), government to society (G2S) through humanitarian agencies, as well as through the business world (private sector) to Palu City. The involvement of various parties in the handling of the earthquake became part of the preamble in social ministerial regulation number 26 of 2015 concerning guidelines for the coordination of refugee clusters and protection that disaster management is the responsibility of the government, regional government and requires community partnerships (humanitarian agencies) and the business world.

The involvement of various parties in the handling of GLT becomes interesting in contemporary government studies. The government center paradigm becomes governance which defines governance in a broad context. In the current development, the process of taking and implementing government policies is no longer the sole monopoly of the government but together with other actors outside the government such as the public, private and civil society. Handling of earthquakes, liquefaction and tsunamis by photographing the dynamics of collaborative governance becomes a new study in handling incensing programs and public policies. So far, the dynamics of collaborative governance have been used as the concept of analyzing in a program and implementing public policies that were prepared from the beginning and well planned. Collaborative governance is different from good governance that talks about the output and the process of cooperation (Febrian 2018). Good governance can be good or even bad (bad). Good governance was initially a prerequisite for donors in providing assistance to third countries. Collaborative governance highlights the characteristics of cooperation from various parties. Collaborative governance is defined as a new strategy in governance by involving various stakeholders who gather in a joint forum to make a joint consensus (Ansel and Gash 2007)

Collaboration between various parties is important because firstly, the regional government does not have a pattern of large-scale disaster management, secondly, Palu City government

officials are mostly victims of earthquake, liquidation and tsunami disasters, thirdly, it occurs in the provincial capital where strategic transportation infrastructure is located therein (airports and ports) that were affected by the earthquake, making it difficult for the movement of aid and its distribution. Based on this background and problem, this research will examine how the dynamics of collaborative governance or collaboration between stakeholders, government, communities (humanitarian agencies) in the world of disaster management in Palu City. This study aims to determine the dynamics of collaborative governance in dealing with earthquakes, disasters and tsunamis and to get an overview of collaborative governance models in disaster management between the government and stakeholders in handling earthquakes, disasters and tsunamis in Palu.

## **COLLABORATIVE GOVERNANCE**

Changes in the governance paradigm from government to governance brought changes from government centers to governance (Asrifai 2018), there are three pillars in the governance namely the government, private sector and the community carry out the role of implementing public policies and programs. Collaborative Governance is a new variant in governance that is different from good governance. Collaborative governance as an arrangement of governance in which there are one or more public institutions directly involving non-government actors (NGOs) in collective, formal, consensus-oriented and consultative policy making aimed at making and implementing the policy, making programs or public assets. (Ansell and Gash 2007). Another view of collaborative governance was also put forward by Jung, et al. (2009) as the process of forming, driving, facilitating, operating and monitoring cross-sectoral organizational arrangements in solving public policy problems that cannot be solved by only one organization or the public itself.

Meanwhile Emerson, Nabatchi and Balogh (2011) see that there are interactions and dynamics in collaborative governance, namely the movement of shared principles (principled engagement). Second, shared motivation (shared motivation) and third, the capacity to take joint action (capacity for joint action). In more detail Seigler (2011) conveys eight main principles in implementing collaborative governance: (1) Citizens must be involved in the production of public goods, (2) Communities must be able to mobilize resources and assets to solve public problems, (3) professionals must share their expertise with to empower citizens, (4) Policies must bring public deliberations, (5) Policies must contain ongoing collaborative partnerships, (6) Policies must be strategic, (7) Policies must change institutions for community empowerment and public problem solving, (8) Policies must contain accountability.

The collaborative process in question is collaborative governance which is defined as the process and structure in making public policy and management decisions that involve the community constructively within the boundaries of public institutions, levels of government and / or society, the private sector and civil society to carry out interests the public cannot be achieved without the involvement of the private sector and the community (Emerson, Nabatchi & Balogh, 2011). The collaborative governance model according to Ansell and Gash (2007) consists of four main variables, namely initial conditions, institutional design, leadership and collaborative processes. The stages in the collaborative process include face-to-face dialogue, building trust, commitment to the process, mutual understanding and interim results. All collaborative governance is built on face-to-face dialogue between stakeholders. As a consensus process, direct dialogue is needed by stakeholders to identify opportunities for mutual benefit.

## **RESULTS AND DISCUSSION**

### **The Dynamics of Collaborative Governance**

This study deepens the theory of Emerson, Nabatchi and Balogh (2011) in seeing the dynamics of collaborative governance with 3 (three) components of interaction and collaborative dynamics. Palu City disaster management is seen in the interaction component of stakeholders involved in collaboration, namely, the government, the community (humanitarian agencies) and the business world (sector sector). The components of interaction and the dynamics of collaboration in the Palu

City disaster management program are first, the movement of shared principles (principled engagement). Second, shared motivation (shared motivation) and third, the capacity to take joint action (capacity for joint action).

### **Principled engagement in the handling of the earthquake**

The characteristics of each stakeholder collaborative governance is a key element in seeing how well the shared principles work. Earthquake mitigation, it is important to build an affirmation of the principles and perspectives of stakeholders in handling earthquakes quickly and effectively. The movement of shared principles in handling earthquakes can be seen from **the first**, the discovery (discover), each of the interests of disaster relief assistance agencies, rapid response to one of the agencies engaged in collocation revealed that the main motive for collaborating was humanity. Upon learning of the earthquake we immediately went down to evacuate and handle victims without being facilitated by the government. Later after several days of earthquake handling, the government will initiate a meeting with volunteers involved in earthquake management (Nurmarjan L, Head of ACT Central Sulawesi Branch, Interview, July 25, 2019).

Establishment of disaster management working group. Wash cluster Palu City is a refugee management and protection group and disaster protection which is a collaboration between the government, the community, NGOs and the business world to make disaster management effective. Wash cluster is regulated in social ministerial regulation number 26 of 2015 concerning guidelines for refugee cluster coordination and disaster victim's protection. In the collaboration, each group carried out activities in the fulfillment of washing, namely the provision of clean water and environmental sanitation. Provision of clean water is carried out at refugee wash and school wash. The Palu City disaster relief team formed a working group (POKJA) for drinking water and environmental sanitation (AMPL)

Each party involved in disaster management has a common principle to deal with disaster victims. The unification of shared principles is the essence of collaboration (Emerson Nabatchi and Balogh 2011). Principle shifting is a condition that occurs continuously during the process of disaster management, whether carried out by the government, the community through humanitarian agencies. Movement of shared principles is either driven through working groups, clusters or face to face dialogue or through coordination. Coordination with the pillars of governance involved in earthquake handling is done at least once in 2 (two) weeks by opening up an earthquake handling document. In addition, coordination is also carried out with the vocal point models conducted by certain agencies, the government opens the freedom to coordinate with technical agencies.

Coordination of governance pillars with the government is carried out technically by involving each cluster, for example the Public Works department coordinates with the Wash cluster that handles water, a cluster that handles women, adolescents. The collaboration was carried out with mutual openness and freedom to build collaboration. What is the need and what resources are owned by each party? for example, the government has what and NGOs have what they collaborate with and are free to handle disasters.

### **Shared motivation (shared motivation) in handling earthquakes**

Mutual motivation is a cycle of self-reinforcement of shared trust, shared understanding, internal legitimacy and commitment. A fairly large earthquake underpins both aspects of the dynamics of collaborative governance. Mutual trust becomes a point in collaboration. Different from previous collaborative governance studies, the handling of the disaster in Palu City was not preceded by an initial design but because of an incidental program based on the spirit of humanity. ACT is present in the handling of the Palu disaster because it has always been concerned in handling disasters. Both natural disasters and social disasters such as poverty, drought-related disasters and so on. Poor people who have severe illnesses.

Motivation of humanitarian agencies such as ACT in handling the Palu City earthquake because so far the humanitarian agency has indeed focused on humanitarian issues and issues. Motivation together emphasizes the relational interpersonal element. Mutual motivation can strengthen and enhance the process of moving the principle together with Huxham and Vangel in Emerson, Nabatchi and Balogh (2011). Motivation together is a cycle of self-reinforcement that is mutually beneficial because in it there is mutual trust, mutual understanding and commitment between actors to collaborate.

### **The capacity to take joint action (capacity for joint action) in earthquake management**

The role of the leader is important in building collaboration; the function of the leader in supporting collaboration is very influential in the success of collaboration. In handling earthquakes, liquefaction and tsunamis, the mayor of Palu City is demanded to perform the maximum role in handling earthquakes. The Mayor has a role in facilitating stakeholders. The Mayor prepares earthquake handlers by making workgroups and coordinating with various parties. Coordination of governance pillars with the government is done technically by involving each cluster, for example in the facilitation of NGOs coordinating with the Public Works department. There are clusters that are made to handle victims of disasters, there are Wash clusters that handle water, clusters that handle women, adolescent children. The collaboration was carried out with mutual openness and freedom to build collaboration. What are the needs and what resources each party has? For example, the government owns and handles what and NGOs have what they collaborate with and are free to deal with disasters.

The coordinating role of the mayor's leadership was challenged because in the handling of the Palu City disaster it was a provincial emergency status, this was determined because not only Palu City experienced but Donggala and Sigi Regencies. With the provincial emergency status, the mayor is demanded to have good steering and coordinating capacity with various special parties in the distribution of logistics during the emergency response period. Provincial emergency status of logistical delivery under provincial coordination, logical assistance during the emergency response mechanism through provincial coordination, which include of logistics distribution. The distribution of logistical assistance with one door makes logical distribution uneven, there are areas that are constantly receiving assistance but there are also halls that have not been touched (Hidayat, Mayor of Palu, in the RDP with the DPR on Thursday, 18 December 2018).

The coordinating ability of the mayor is done by coordinating with the governor to make a shift in the pattern of logical distribution channeling which was initially deposited in 132 Tadulako Military Resort Commands to the Palu District Military Command (*KODIM*) to make distribution easier. Technically distribution to disaster victims through each village. However, the distribution strategy through each headman did not run optimally because in addition to being limited by the apparatus because of being a victim, it was also due to the lack of facilities, especially minimal logistics distribution vehicles.

The handling of logical distribution in addition to redesigning the storage and distribution system is also carried out by forming the structure and division of tasks of each Palu City government official. On Monday, we divided the task, I as the Mayor handling the southern part of the city of Palu, the deputy mayor handling the northern part, (Hidayat, Mayor of Palu, in the RDP with the Parliament Thursday, December 18, 2018)

The handling of logistics distribution using the distribution model through villages which is not effective is designed by creating a new strategy for handling logistics by involving each regional parcel organization (OPD) to handle one village. The involvement of OPD in the distribution of logistics on the basis of village with the consideration that OPD in terms of apparatus resources more than the village government. In addition, in terms of facilities, especially OPD operational vehicles are more numerous. The logical handling model with this model runs for 2 (two) weeks after the earthquake

The problem is that the distribution seems slow, making the disaster victims disappointed in the Palu City government. A few days after the earthquake, murals appeared on various walls urging the mayor to resign. But overall the Palu City disaster management went well even the Palu City government / BPPD acknowledged that the handling of the Palu City disaster was faster than other regions. The handling of disaster in Palu City is relatively faster separated from the emergency response period compared to other regions. The emergency response period I (first) is from 29 September 2018 to 13 October 2018. Then the emergency response period is extended to 26 November 2018. This means that Kota Palu is only 1 (time) extension. After that, there will be a transition period until December 25, 2019. In this period, I (one) transition will enter. February 24 entered the transition period I (one). Extension of transition II to April 24. This means that only 6 (months) enter the emergency period. After that phase entered the post-disaster era. So from 24 April until now it has entered the post-disaster period (Presly Tambunan, Head of BPPD Kota Palu, Interview on 1 August 2019)

The handling of disasters in Palu City is relatively quicker to escape from the emergency response period compared to other regions that have experienced earthquakes with a scale above 7 on the Richter scale. The process of rapid transition or rapid handling cannot be separated from the capacity of leadership, improvement and pole of disaster management by involving other pillars besides the government in disaster management.

The capacity of leaders in collaboration becomes important, because leaders in collaboration as parties who explore support for collaboration, initiate meetings, represent all actor's collaboration as a whole (Emerson, Nabatchi and Balogh 2011). The Mayor has carried out his duties and functions in carrying out the support of various parties to handle the earthquake, both during the emergency response period and the recovery period, especially in facilitating land that will be used as permanent residence

### **Collaborative Governance Model in Earthquake Management**

Collaboration various parties in handling the Palu City earthquake carried out well. Disaster management cooperation is carried out between countries, other regional governments, civil society and the private sector. The role of the government in handling 2 (two) functions, namely the regulator's function and the facilitator's function. The function of the regulator, the government regulates governance, spatial planning and administrative procedures. While the function of the facilitator is facilitating disaster management and taking care of disaster victims.

Collaboration from the community side is seen from 2 (two) first things, the community from the subject side and the community from the object side. The community from the subject side becomes part of the handling of the earthquake, either as a volunteer or as part of a humanitarian organization. Meanwhile, from the object side, it becomes a victim that must be dealt with. The business world acts as a funding through Corporate Social Responsibility (CSR) funds and helps in the emergency response period through equipment owned. The issue is whether these pillars have equality in disaster management. Collaboration of the three pillars occurs when disaster management (post disaster), but when the pre-disaster collaboration of the three pillars is not visible. From the perspective of seismicity, collaboration should ideally not only in the aftermath of a disaster but also in preventive efforts. In terms of prevention, the government carries out mitigation before disasters occur by making policies that are incentive. The role of NGOs and the business world in this phase is not very visible. Except with NGOs who are concerned in disaster

At the time of mitigation, these 3 (three) pillars must collaborate with one another in building an earthquake system. Because in mitigation there are 4 (four) frameworks that must be seen namely: education, information, infrastructure and regulation. The regulatory aspect is certainly the main domain of the government. But aspects of education, information and infrastructure can certainly involve the business world and society

The government experiences dynamics and challenges in managing disasters because it carries out 2 (two) functions, namely managing and managing simultaneously. The government carries out these 2 functions at the same time, so that the government experiences problems when implementing these 2 functions simultaneously. Ideally, the function of government should be to carry out the regulatory function only, there must be partners who take care of disaster management. In some countries there are certain institutions that are government partners that are given the delegation to handle disasters. (Presly Tambolon, Head of Palu City BPPD, Interview on 1 August 2019)

The big challenge during the 28 December 2019 incident was because the government carried out 2 functions in disaster management, namely arranging and managing. While at the same time government officials became the object (victim) during the incident. Although the government issued instructions on October 1, 2018 that all ASNs must be active and open offices to serve the community. But almost 50% of ASNs cannot come to work because some are traumatized due to being displaced at a place where they are considered safer (BBC News, 09 October 2019). Another obstacle for the government in carrying out the second function, which is to take care of seismic handling, is an office that is damaged so that it is no longer feasible to carry out activities.

The disaster management model by involving various parties is in line with what Schrage said in Aggranoff and McGuire (2003) that collaboration is an instrument used in overcoming problems. The same thing was conveyed by the DPRD Palu City, that the Palu City disaster management involved many parties. The DPRD carries out the oversight function of disaster management and responds to the aspirations of the community including by conducting hearings 3 (three) times to the mayor and his congregation (Ishak Cae, Chair of the Palu City DPRD, Interview on 25 July 2019)

Seismic collaboration by positioning the community and business world as subjects of disaster does not yet have an ideal model for governance collaboration. So far the collaboration model of 3 (three) pillars in disaster management is coordinative between the community and the business world as subjects in disaster management. The nature of the coordination is not very strong among the pillars as subjects in disaster management. As a result of the collaboration of these pillars in disaster management only becomes an object in disaster management that must be taken care of. Whereas these 2 (two) pillars, the community and the business world must be involved as subjects in disaster management. The 3 pillar collaboration model in disaster management is coordinative. The nature of coordination is not very strong among the pillars as subjects in disaster management. As a result of the collaboration of these pillars in disaster management only becomes an object in disaster management that must be taken care of (Presly Tambolon, Head of BPPD Palu City, Interview on 1 August 2019)

In the pre-disaster aspect, the government took steps and focused on the prevention and preparedness section. In this policy the government prepares the community, prepares facilities, prepares an early warning system. Preparation of the community is to conduct socialization and build awareness and readiness to the community. The government built basic systems such as building evacuation routes. So that people know which way a tsunami occurs. Even though these evacuation routes were installed before the events of September 28, 2018, there were still many casualties on Talise Beach because the natural speed exceeded human speed. (Presly Tambolon, Head of Palu City BPPD, Interview on 1 August 2019)

The government's step in pre-disaster is mapping the level of vulnerability. Palu City has a disaster risk index, vulnerability index, shear variance index per 500 m to potential liquefaction. The problem is that these preventive programs and policies have not yet been socialized before the events of September 28, 2019. Public policies and programs in the form of disaster risk index mapping conducted by the government are expected to be information that can be disseminated by NGOs to all parties including the public. Consultants who are concerned with mapping the earthquake of the government are involved in mapping the disaster index.

The collaborative model with the problem of speed in handling earthquakes is done with a pattern of readjustment with systems that can be glued together. Because even though NGOs go directly to the heads of villages in coordination, they remain within the framework of the City Government's policy in handling earthquakes. The government considers that the volunteers and NGOs involved in earthquake management in principle have the same goal in building collaborative governance but only differ in handling perspective.

The pattern of re-adjustment with a system that can be glued together is done by communication. In collaboration, communication becomes an important part in building multi-stakeholder collaboration. Ansell and Gash (2007) position communication as an important part of collaboration. Collaboration requires multi-directional communication, i.e. feedback that involves various parties and takes place on an ongoing basis with a high level of intensity.

## CONCLUSION

Collaborative governance as management of governance by directly involving non-government institutions in the implementation of relevant public policies and programs and implemented in handling the earthquake, liquefaction and tsunami of Palu City in 2018. The handling of the Palu City disaster was carried out with three pillars namely the government, the community and the world. effort. The collaboration model of the government implements 2 aspects namely regulative and facilitative aspects. The regulative function of the government regulates governance, spatial planning and administration, while the facilitative function of the government prepares facilities both in the form of human resources and infrastructure. The facilitative function of the government is preparing 3 (three) things namely human resources, preparing equipment and preparing financing.

Collaboration from the community side is seen from 2 (two) first things, the community from the subject side and the community from the object side. The community from the subject side becomes part of the handling of the earthquake, either as a volunteer or as part of a humanitarian organization. Meanwhile, from the object side, it becomes a victim that must be dealt with. The business world acts as a funding through Corporate Social Responsibility (CSR) funds and helps in the emergency response period through equipment owned. The research also shows that there are 3 (three) aspects in the dynamics of collaborative governance in handling the earthquake, liquefaction and tsunami in Palu City. First, the movement of shared principles (principled engagement). Second, shared motivation (shared motivation) and third, the capacity to take joint action (capacity for joint action) Collaborative governance is not only used in viewing public policies and programs that are designed from the start but can also be applied in incentive programs like disaster management. Collaborative governance has been initiated by public bodies (Ansell 2007), but collaborative governance in handling public earthquakes is based on a shared concern for humanity due to the tsunami and liquefaction.

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Nurhannis  
Department of Administration Science,  
Faculty of Social and Political Sciences,  
Universitas Tadulako, Palu, Indonesia

Asrifai  
Department of Administration Science,  
Faculty of Social and Political Sciences,  
Universitas Tadulako, Palu, Indonesia

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