

## ARTICLE

# Is There Any Collaborative Governance on Post-disaster Social Policy in Banten Province?

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**Abstract:** Social policies include increased social protection, approaches to improving living standards, and access to decent work. The description discusses two concepts, namely collaborative governance and the concept of social policy. Methodologically and technically, the two concepts are side by side in the context of implementing decentralization policies. Collaborative governance as collaboration is a relationship designed to solve a problem through the creation of solutions in conditions that are full of limitations (Ansell & Gash, 2007). At the same time, the social policy responds to social problems, which tends to ignore the assessment of some people that they are not in a socially problematic condition (Spicker, 2014). social policy has many forms, such as health, education, housing, and other social services. The method uses a descriptive qualitative and qualitative verification analysis strategy model. Post-disaster handling, collaborative governance is applied through the government's efforts to carry out recovery that focuses on the residential, economic, infrastructure, social and cross-sectoral sectors. The results also show obstacles in collaborative governance, such as delays in building houses for the community, mismatch of specifications between what was promised and what was received by the community, and low public understanding. This study also shows that post-disaster management collaborative governance can be implemented using several strategies divided by sector and sub-sector; the right communication pattern increases community involvement in the entire post-disaster management process in Banten province. All strategies would be better if packaged in the form of government innovation. This means that post-disaster management, especially in repair and development efforts, is an important agenda for government collaboration.

**Keywords:** disaster; collaboration; social policy; local government

## 1. Introduction

Disaster is defined as a state of loss of human life, property, and the environment due to natural events and human behavior. This event can occur suddenly or gradually. Law Number 24 of 2007 explicitly states that disasters are a series of events that result in loss of property, environmental damage, and loss of life. All of that can be due to natural factors or non-natural; it can even be due to human factors.

Several natural disasters have occurred in Banten Province, including earthquakes, tsunamis, floods, landslides, droughts, and hurricanes. However, a large-scale disaster is the tsunami disaster, which occurred in 2018. This disaster struck two districts, Serang Regency and Pandeglang Regency.

Disaster management requires holistic institutions, which means managing disaster threats comprehensively (Shaw et al., 2020). At the same time, a synergy between institutions is needed; community empowerment, organizational institutionalization, and various activities are needed as a form of nature and environmental conservation.

Real actions put forward by the government as the foundation of crisis management, from disaster anticipation to post-disaster recovery, are not always considered by the community as a solution (Bryson et al., 2013; Song et al., 2019). Even the public often views the government's actions as too late, ineffective, and negatively judged (Bryson et al., 2013). This assessment could be due to the limited understanding of the community, and it could also be due to cultural factors.

When a disaster occurs, the government's crisis management often performs far from optimal. So, it is quite reasonable for the population to use their way of dealing with abnormal situations, even though those ways are considered illogical. Unfortunately, the government's actions, starting from planning, policymaking, and coordination, did not go well.

The successful form of collaborative governance in disaster management shows that the participation or contribution of the private sector is very contributive to reducing flood risk (Alma'arif & Wargadinata, 2022; Neise et al., 2021). Sunarharum stated the same thing collaborative governance could overcome various obstacles and obstacles in society (Sunarharum, 2016). For example, differences in understanding regarding disaster management, limited public understanding, and limited government capacity in formulating appropriate mitigation policies.

The government's actions indicate that the bureaucracy is anxious and afraid of the impact of the disaster; this attitude is transmitted to the community through poor communication (Arif & Kawuryan, 2021). This phenomenon is shown in several ways, including a sectoral way of thinking, budget considerations (Agustina et al., 2022), the availability of legal umbrellas, and others which resulted in a slow response. One of the public's complaints is the government's lack of preparedness to handle disasters' impacts. The government's response is more partial and limited in handling emergency responses. At the same time, the lack of coordination between work units, integral government policies, and complicated bureaucratic processes.

When the disaster passed, the government was faced with post-disaster management efforts. The task of the government will be dealing with life and social services. This means that the handling of basic needs is a priority and prioritized by the government. The handling of aspects of basic needs is related to social policy. Related to this, the context of public policy is narrowed if public policies are made to improve the welfare of its citizens (Poluakan et al., 2020). That understanding leads to social policy.

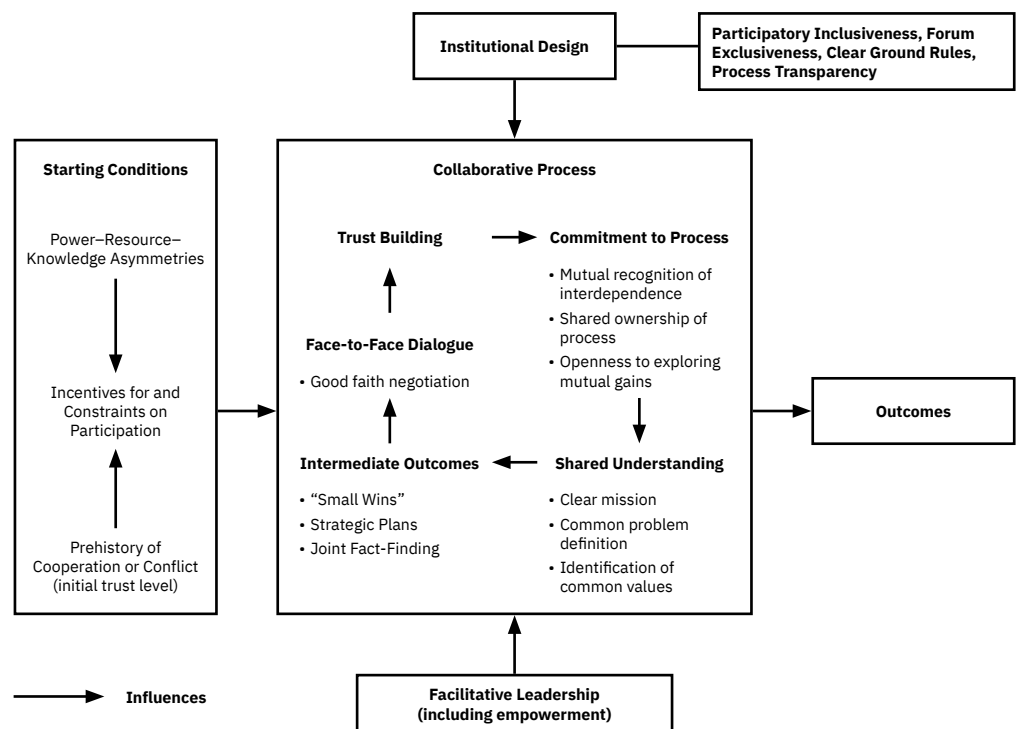
On the other hand, social policy is a government action to improve the social welfare of its people (Poluakan et al., 2020). When viewed from a public service approach, government collaboration is important, especially in assessing and identifying the challenges of a policy (Alma'arif & Wargadinata, 2022). Based on studies conducted in several European countries such as Canada, the Netherlands, Israel, the UK, and several OECD member countries, shows that government collaboration will result in trust, empowerment, and flexibility (Herlina et al., 2021).

Social policy is a response to social problems. This gives rise to the assumption that social policy answers social problems. That assumption ignores the assessment of some people that they are not in a socially problematic condition. The boundaries of social policy are relatively broad, and social services are part of them. There are many forms of social services, such as health, education, housing, and other forms of social services (Spicker, 2014).

The problem is that social policy often attracts attention because the social policy has two main functions: a productive function and a protective function for the people. The social policy includes various ways to improve people's lives, increase social protection, and open access to work. This affirmation shows that social policy is an effort to fulfill the community's right to development as well as the socio-economic rights of citizens.

Because social policy involves many aspects and has broad dimensions, its handling requires the synergy of many parties. Especially if social policies are implemented in areas where disasters have hit, in that context, government collaboration becomes necessary.

Ansell and Gash define collaboration as a relationship designed to solve problems by creating solutions in limited conditions (Ansell & Gash, 2007). The limitations in question include limited information, time, and space. Wee Hock Quik et al. (2015) explained that collaborative governance is a concept in the study of government management that views collaboration as a process of facilitation, programs, and activities by a multi-agency outside government that aims to solve common problems.



**Figure 1.** Model of Collaborative Governance

Source: Ansell and Gash (2007)

According to Douglas et al. (2020), government collaboration is a topic that attracts the attention of scientists. However, they still have difficulty making generalizations, so they struggle to connect theory and practice. Even Berardo et al. (2020) show that research on government collaboration is increasing rapidly. Most studies on government collaboration rely on survey data (though not all) community involvement is often overlooked. Related to this, researchers need to simplify some aspects of their research design, especially regarding data collection and social interaction. At the

same time, researchers must be careful in choosing methods and implications. The existence of prudence plus the ability to understand data collection and interaction will spur more innovative ideas in conducting collaborative government research.

Based on the description above, it can be seen that several groups have conducted research related to government collaboration, including in disaster management. However, this research focuses more on government collaboration on social policy. Post-disaster. Thus, this paper can enrich the discussion and discussion of government collaboration. Related to this, the main question is, is there collaborative governance in post-disaster social policy in Banten province? This question is elaborated on three things, collaboration in implementation, collaboration in dealing with obstacles, and collaboration in post-earthquake management strategies.

## 2. Methods

The main concept discussed is the concept of collaborative governance after the disaster in Banten Province. The author uses a qualitative approach, which examines collaborative governance in social policies, especially public services, after the disaster in Banten Province. Furthermore, the authors process and discuss data and phenomena in the field. Data analysis used two strategies: the descriptive qualitative strategy model and the qualitative verification analysis strategy model.

The data analysis techniques include the following: Content Analysis Techniques, Focused Observation, Selected Observation, Theme Analysis, Interactive Analysis, and Critical Discourse Analysis.

## 3. Results and Discussion

### 3.1. Collaborative Governance on Post-disaster Social Policy Implementation

There are six main criteria for collaborative governance, namely: a) forums initiated by public institutions; b) involvement of elites outside the government; c) community involvement in decision making; d) formal organization of the forum; e) decision making prioritizes consensus, and f) policies focused on cooperation (Ansell & Gash, 2007).

Referring to the opinion above, institutionally, facility repair and rebuilding activities are the government's responsibility. Furthermore, reconstruction and rehabilitation activities are coordinated by every government agency that handles disasters at the central and regional levels.

Central and regional government officials carry out substantial technical implementation. The entire implementation of repairs and rebuilds is based on the standards that have been set. Furthermore, every institution involved in post-disaster management must coordinate with the disaster-handling institution. This process shows that, in principle, post-disaster activities that include rehabilitation and reconstruction are efforts to return the living conditions of the community and their environment to a better situation than before. Post-disaster recovery activities in Banten province consist of several residential, economic, social, infrastructure, and inter-sectoral sectors. The determination of the sector follows the technical regulations of the central government.

Based on the findings in the field, every post-disaster repair and development activity in all fields, such as economic and social settlements, should involve collaborative instruments as far as possible. As the opinion of Ansell and Gash above. This can be seen in the sporadic actions of community organizations, universities (public and private), and entrepreneurs. The community intensely held meetings to produce decisions which were then passed on to the government.

In the settlement aspect, it is found that the local government pays great attention to this sector. This is done with the consideration that the housing sector is the sector with the greatest impact on society. Therefore, repairs to thousands of damaged houses and rehabilitation of the residential sector involved not only local governments but

also other elements, both the social sector and economic actors. In fact, in particular, the repair and rehabilitation of houses are supported by elements of the army, in this case, Kodim 0623 Cilegon.

If viewed from a government perspective, settlement development is managed with a self-management pattern designed using community organizing strategies and relying on community initiatives based on local cultural wisdom. This mechanism can be seen in several alternatives from the local government to the community, such as the establishment of instant housing.

Although the handling is done collaboratively, the main problem in improving the settlements lies in the complicated bureaucratic mechanism. Complications were encountered regarding data on individual and group beneficiaries, the number of facilitators, and the availability of building materials and labor. This situation has led to complaints from several people regarding the quality of housing below the standard for earthquake-resistant housing specifications. Likewise, people who do not receive housing construction assistance.

Community-based post-disaster management is an approach that provides community capacity to manage disaster risk. This effort requires a series of processes, including self-understanding of disaster threats and risks, disaster mitigation priorities, and monitoring and evaluating disaster impact management performance. Community-based Disaster Management is also a manifestation of the belief that the community has complete rights in determining the technical and strategy for dealing with disasters based on the situation they are experiencing.

In the context of this collaboration, community participation in every post-disaster management process is still lacking. This attitude is found because the community generally trusts third parties more than their abilities and works together to build settlements.

Recovery of the social sector in several areas of health and education. Related to these two fields, the government has made many emergency tents that can be used for the benefit of health services and education services. In this process, the government provides educational assistance in restoring the facilities for teaching and learning activities. In reconstructing health and education facilities, the government also involves organizations and institutions, such as private institutions, Non-Governmental Organizations (NGOs).

Lastly, post-disaster management in the religious aspect. This sector is realized through the rebuilding of worship facilities. This process also involves the community and government collaborating with various institutions. So, the author views that post-earthquake recovery requires resilience that relies on the community. This need is based on the fact that some areas of Banten Province have an earthquake risk, especially the Serang and Pandeglang regency. Thus, it is necessary to build public awareness through education and socialization.

In this regard, the beginning of collaboration begins with the existence of a gap in power, resources, and knowledge. Besides, there are factors of past conflicts and cooperation experiences (Sihaloho, 2022). These two factors are the stimulus for other actors to collaborate. Supported by facilitative leadership, they collaborate in designing institutions and various solution programs.

### 3.2. Obstacles in the Implementation of Collaborative Governance

Post-disaster management has several obstacles, such as complex policy changes, critical situations in disaster areas, and difficulties in responding to regional dynamics. In this regard, commitment and consistency are the main measures of the success of the collaborative governance process (Amin et al., 2021). The government's collaborative efforts for post-disaster management in Banten are felt to have several obstacles. These constraints are more aimed at policy consistency and determining priorities, recovery strategies, and financing. In essence, collaboration can be realized in government coordination and communication with the community, which results in

the synchronization of planning and budgeting. Collaboration is also realized through community participation. This is applied through the mechanism of the process of capturing the aspirations of the community. In this process, the capacity of the implementers of improvement and development needs to be improved.

Increasing government capacity is important because until now, coordination between agencies in dealing with the possibility of natural disasters is very weak. Especially in terms of integrating data related to disaster risk, for example, basic data on mapping disaster-prone areas. Even though the process is important to do to avoid the risk of victims or material losses due to a bigger disaster.

Specifically stated by Ansell and Gash that governance in the context of collaborative governance appears deliberately created and adapted through a series of processes, including first, interdependence and institutional complexity, second, group interests and conflicts, and third, innovations to gain support politically. Fourth is the failure of policy implementation, the fifth limitation of space from the government to groups, and the sixth is the Mobilization of interest groups: seventh is the high cost and politicization of policies (Ansell & Gash, 2007). Herlina et al. (2021) explained that in disaster management, there are several obstacles, including (1) a small budget; (2) low quality of technology; (3) lack of disaster preparedness education; (4) weak government coordination; (5) neglecting the aspect of prevention; (6) Priority determination issues; and (8) weak disaster mitigation processes.

In simple terms, the obstacles that are often faced by the government bureaucracy are the existence of sectoral ways of thinking, budget considerations, the availability of legal umbrellas, and others which ultimately result in a slow response. If you look at the abovementioned obstacles, it is known that implementing collaborative governance in post-disaster management is not easy. This requires adaptation to both environmental conditions and local communities. This is in line with the findings of Herlina et al. (2021) that post-disaster management neglects the prevention aspect but emphasizes the improvement and development aspects. So even greater losses are difficult to avoid. Moreover, the budget related to disaster mitigation in planning documents is relatively small, around 0.02%–0.07% of the regional budget.

The situation in Banten shows that these obstacles are relatively similar to those in other disaster areas, such as the limited legal basis, both general and specific. Including the absence of regulations made by local governments. Another obstacle is insufficient budget support from the government, provincial governments, and local governments: slow repair and development mechanisms and weak government synergy.

When overcoming these obstacles, government collaboration was carried out. For example, universities provide input in drafting policy items that can be used as part of the Regional Legislative Council's main idea and collaboration in budgeting. Related to this, elements outside the government understand that the government budget process takes a long time, so donations from the private sector, community organizations, and individuals can relatively reduce the burden on the community in post-disaster days.

### 3.3. Collaborative Governance Strategy on Post-disaster Social Policy Implementation

It is our understanding that natural disaster management is complex and multi-stakeholder. This situation requires that the handling be carried out in collaboration between the government, the private sector, the community, and academia. At the same time, disaster management also requires breakthroughs and innovations. Through close cooperation between government and community institutions, efficient and effective procedures will be realized. If you look at the strategies implemented in post-disaster management, it can be seen that government collaboration based on the opinion of Ansell, Chris & Gash is very visible through institutional activities, forming forums, sharing information with the public, and making decisions.



The supporting instrument for collaboration, innovation, and creativity is the division of tasks so that it is clearly understood regarding the duties, responsibilities, and authorities. Clarity of responsibility will make each element contribute optimally. This process is seen as part of a strategy to involve stakeholders.

There are several strategies to involve stakeholders in post-disaster management, including, first, increasing public knowledge and understanding of disasters; second, socializing related to disaster management through mass media and social media; third, cooperation with NGOs, universities, and the private sector; fourth, the acceleration of regional improvement and development; and fifth, prioritizing the local wisdom approach in disaster mitigation. [Furqoni et al. \(2019\)](#) view this form of communication routine in government circles. Furthermore, communication results in work program agreements, program catalogs, and proposals that can be offered to private parties and non-government institutions.

These five things are in line with [Dudwick et al.](#)'s view that collaboration and social capital are needed in disaster management ([Dudwick et al., 2006](#)). Based on this, there are 6 (six) things that support collaboration, namely the first work team and network; both solidarity and trust; third cooperation; fourth communication; the fifth is social relations, and the sixth is empowerment.

[Douglas, Berthod, et al. \(2020\)](#) question whether the government collaboration process is carried out to improve the government's performance or is a demand for certain circumstances. This raises the question of the conditions necessary to achieve collaborative performance. Based on these two perspectives, two propositions are raised firstly, all collaboration conditions are required to achieve collaborative performance, and secondly, different configurations of collaborative conditions can achieve collaborative performance. The surge in research on government collaboration shows a trend of changing government bureaucratic practices in policy making and implementation ([Douglas, Berthod, et al., 2020](#)). In addition, the government seems to feel a change in the mechanism that exceeds their capacity, which was previously more classic top-down to a horizontal mechanism in policy making and implementation.

Based on the description above, it can be seen that the local government's efforts to involve the community in post-disaster response efforts. This follows the collaborative approach stated by [Agranoff and McGuire \(2003\)](#), who view collaborative governance as emphasizing the importance of voluntary collaboration between each participant. This is important because of the great demands from the community, which often exceed the limits of organizational capabilities and require cooperation between various organizations. Collaboration is needed to ensure that collaborative governance is carried out in an organized and neat manner to meet the community's demands more effectively.

However, the authors found that these efforts have not yet been written in the form of Regional Regulations governing community empowerment in the social and creative economy fields; even though the government has made policies that have set institutional relations in disaster management, it is seen that the understanding of local government elements in the social and economic field's creativity seems to be still very low. This government policy is important to manifest their role as a facilitator. This is in line with [Lamo's](#) opinion that the role of the facilitator is that the government can provide sanctions and appreciation for each party implementing the laws and regulations consistently ([Lamo, 2017](#)). The mechanism is carried out in dealing with each multi-sectoral element. In post-disaster economic recovery, the government can provide capital assistance to the community. Furthermore, [Lamo](#) said that the government must be involved and take a role in every private program and community (civil) organization, including collaborating with donor organizations and countries to build capacity for government management, law enforcement, and various improvement and development programs ([Lamo, 2017](#)).

Related to this, we can also see that in the regional government system in Indonesia, each region has a device that carries out tasks related to disasters. The device is a branch of the central device. This means that disaster-related organizations

implement a deconcentration system. The institution establishes relationships with institutions, both ministries, and non-ministerial institutions. This has an impact on disaster management and post-disaster processes. This fact shows another reality that the government does not always open up space for public participation, both civil and private. This has prompted some community elites to demand that synergistic joint efforts continue to be carried out so that post-disaster management is more effective. The relationship between these institutions is the main thing, and he is responsible for making corrections to superiors. Especially if there are violations of rules and ethics through social media that have an impact on the image of government organizations (Ravi Kumar & Hadjinicola, 1996), it also means that every level of government can coordinate with the parties above in the context of implementing government collaboration.

The second strategy is always to maintain community participation. The government needs to do this because experience shows that the space provided by the government makes the community show high enthusiasm for the Regional Disaster Management Agency program in post-disaster management because the community is involved in the post-disaster management process. Such participation. Community participation arises because local values require them to participate in post-disaster management. Emerson and Nabatchi (2015) conveyed an interesting thing that government collaboration is an effort to integrate individual potentials into various social processes, which ultimately gives birth to conflict resolution and integrative actions from various institutions. The above opinion is relevant to Wilkin et al. (2019) that social networks are important to help individuals and communities recover from and rebuild after disasters. Although local people's habits are accommodated, getting used to understanding post-disaster conditions and the process of repair and development is important. This follows Shaw et al.'s opinion (2020) who said habituation was important. That habit then becomes a culture and can even be an instrument for the birth of a good system.

In an effort to succeed in collaborative governance, it is necessary to pay attention to important elements, namely governance and distributive responsibility (Sihaloho, 2022). Aspects of governance include the boundaries of the parties involved, regulations or policies, limits or freedom of actors, and network management. Meanwhile, the aspect of distributive responsibility includes the implementation of the distribution principle of management, decision making, and responsibility. This opinion is in line with DuPraw et al.'s assessment that there are 3 (three) principles of government collaboration, including firstly involving every level of government and scientists in every process of activities and programs; secondly, providing sufficient space for the use of local resources and ecology, and thirdly to provide space for all stakeholders to provide feedback (DuPraw et al., 2013).

Collaborative governance must be developed in an integrated scheme between government and non-government institutions (Ishiwatari, 2019). This scheme involves

**Table 1.** Forms of Cooperation in Post-disaster Management

Communication and sharing of missions	Government, private, and non-profit institutions	Forino et al. (2015)
Communication and division of labor	Organizations, associations, non-governmental organizations (NGO)	Yumasdaleni and Jakimow (2017) Jiang et al. (2018),
Issues and Network	Institutions that respond quickly to disasters (e.g., National Search and Rescue Agency & Regional Disaster Management Agency)	Dangerfield (2010), Hapsari and Zenurianto (2016)
Strategic Alliance	Various research institutes and information technology developers	Albano et al. (2015), Hong and Chung (2016), Hartama et al. (2017)
Government Relations	Private institutions and organizations that accommodate government	Serra-Llobet et al. (2016)
Service Integration	Health and welfare insurance agency	Mayr et al. (2020)
Intra-Organizational	Institutions to facilitate linkages between actors	Barbedo et al. (2015)

Source: Sihaloho (2022)



stakeholders from all levels of government, the private sector, universities, and the community. All parties involved are required to have responsibility. This responsibility often gives birth to conflicts, both institutional conflicts and role conflicts between one party and another.

This collaborative effort requires the government to make various breakthroughs through government innovation. Based on this thinking, Government innovation is an important agenda for every government official, politician, company manager, and society (Agustina et al., 2022). Innovation is needed to respond to social challenges and the birth of new technologies. The government innovation process is then synergized with all parties through government collaboration.

#### 4. Conclusion

This research focuses on government collaboration, including government, local government, community organizations, and universities in post-disaster management in Banten province. In general, there is government collaboration in post-disaster management in Banten. The collaboration is seen in three ways, namely the implementation of improvement and development, collaboration in solving problems and overcoming obstacles, and collaboration in carrying out various post-disaster management strategies. Based on this focus, it is known that the Banten Provincial Government focuses on five sectors, including the residential, economic, social, infrastructure, and inter-sectoral sectors. In the initial phase of post-disaster management, the government prioritizes the improvement of community settlements, health and education facilities, and the recovery of the economic sector. Although post-disaster management has been going well until now, there are several problems in post-disaster management, such as the rehabilitation of community houses. In post-disaster management, local governments carry out several strategies, including involving the community in post-disaster management by increasing public understanding directly (socialization) and through mass media. In addition, the government cooperates with all stakeholders, including the government, the private sector, and the public, including foreign institutions. The next strategy is post-disaster management by paying attention to local wisdom, especially cultural and social values.

As a recommendation, every government action related to post-disaster management is stated in a regional regulation. In addition, it is necessary to increase the intensity of communication and coordination between the government and stakeholders. Regarding problem-solving and more innovative strategies in post-disaster management, the Regional Disaster Management Agency and the Regional Government are required to be more active in collaborating with universities.

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