

## Collaborative Governance in Natural Disaster Mitigation in Bekasi Regency, Indonesia

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### Abstrak

Tulisan ini berfokus pada bagaimana tatakelola kolaboratif dalam mitigasi bencana alam di Kabupaten Bekasi. Fokus tulisan akan berfokus pada tiga sektor: Badan Penanggulangan Bencana Daerah, apparatus pemerintahan desa, dan masyarakat. Secara khusus tulisan ini akan membedah bagaimana peran setiap pihak dalam mitigasi bencana alam di Kabupaten Bekasi. Dengan menggunakan pendekatan etnografi dan analisis model Ansel and Gash, penelitian ini menemukan sejumlah temuan krusial. Pertama, ketidakseimbangan antar stakeholder, di mana masyarakat tidak teredukasi dan terlatih dalam mitigasi bencana. Kedua, dari sisi kepemimpinan fasilitatif, peran dari pemimpin baik pemerintah daerah Kabupaten dan tokoh masyarakat sebagai mediator yang belum luas untuk mendukung terjadinya kolaboratif dalam penanggulangan bencana banjir ini serta masyarakat belum mengetahui perannya dalam kolaboratif yang dilakukan. Ketiga dari sisi kelembagaan, belum adanya nota kesepahaman antar stakeholder yang terlibat yang menjelaskan lebih rinci terkait program kolaborasi ini. Selanjutnya transparansi terhadap program belum ada, karena masyarakat belum diberikan ruang secara luas untuk berpartisipasi. Keempat, dalam proses kolaboratif sebagai dimensi inti dalam *collaborative governance* ini, pada dimensi ini terdapat lima indikator yaitu, dialog tatap muka, rasa percaya antar stakeholders, membangun komitmen bersama, menyatukan pendapat serta adanya hasil sementara dari kolaboratif yang dilakukan. Dalam hal ini forum tidak rutin dilakukan, namun hanya dilakukan disaat-saat tertentu saja sehingga hasil kolaboratif penanggulangan bencana tidak berhasil dan optimal.

**Kata Kunci:** mitigasi bencana alam; resiliensi masyarakat; tatakelola kolaboratif

### Abstract

This article examines the role of collaborative governance in natural disaster mitigation in Bekasi Regency, focusing on three sectors: the Regional Disaster Management Agency, the village government apparatus, and the community. This study would examine each party's involvement in mitigating natural disasters in particular. This study discovered a significant number of key findings by employing an ethnographic method and analysis with the Ansel and Gash model. Firstly, there is an imbalance between stakeholders, with the community lacking in disaster mitigation training and awareness. Secondly, in terms of facilitative leadership, the role of district government and community leaders as mediators is not yet broad enough to promote collaborative events in disaster management, and the community is unaware of its involvement in this collaborative endeavor. Thirdly, on the institutional level, there is no memorandum of understanding amongst the stakeholders involved that describes this collaborative program in further detail. Furthermore, there is little transparency in the program because the community has been excluded from a wide range of opportunities to participate. Fourthly, there are five indications in the collaborative process as a core dimension in collaborative governance: face-

to-face interaction, trust between stakeholders, forging common commitments, harmonizing perspectives, and preliminary results of collaborative effort. In this situation, the forum is not organized on a regular basis, but just at particular times, resulting in less successful and ideal collaborative disaster management outcomes.

**Keywords:** collaborative governance; community resilience; natural disaster management

## Introduction

This paper focuses on collaborative governance analysis efforts in Babelan District, Bekasi Regency, to mitigate natural disasters. As a nation in the ring of fire, natural disasters are an everyday experience. According to National Agency for Disaster Management (BNPB) data, there were 2,925 natural disasters from February to November 2020, and 3,253 by the end of February 2021. The majority of natural disasters were hydro-meteorological in nature, such as floods, landslides, cyclones, droughts, and forest fires, with an annual damage of \$22.8 trillion (Badan Nasional Penanggulangan Bencana Republik Indonesia, 2022; Candra, 2021)

West Java is the province most threatened by natural disasters in Indonesia, according to BNPB data. In 2018, more than 10 percent of the 29,921 cases of floods and landslides in Indonesia, or 3,409 cases, occurred in West Java, increasing from 2,371 cases in 2014 (BPS Kabupaten Bekasi, 2021). The West Java Provincial Government reported 8,130 instances of landslides, earthquakes, and floods in 2020 (Opendata Jawa Barat, 2021a, 2021b). As one of the regions bordering directly on the Java Sea, Bekasi Regency sees floods and landslides yearly. The Bekasi Regency Regional Disaster Management Agency (BPBD) reported that 96% of sub-districts in Bekasi Regency were classified into flood-prone region (Syah, 2021). This data is far from being surprising given that 18 subdistricts in Bekasi Regency were devastated by flooding in 2014.

In response, the Bekasi Regency Government has initiated 29 Disaster Response Villages as the primary model for village development from 2017. The problem is that disaster-response communities feature three fundamental deficiencies. Firstly, in terms of quantity, this number is extremely low, comprising less than 20 percent of the total 180 villages, despite the fact that there are 143 disaster-prone villages in Bekasi. Secondly, this model relies solely on government officials whose fund allocation sources derive from the Village Fund Allocation. Although the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration 11/2019 on Priority for the Use of Village Funds in 2020 allows the village funds to be used for natural disasters, the allocation of which is primarily for initiatives aimed at mitigating the effects of natural disasters, not preventing them. Thirdly, this strategy ignores the community as the key development stakeholder entirely.

This research focuses on one fundamental question: how to achieve collaborative governance between the government and the community, as well as what difficulties,

opportunities, and challenges arise during the collaborative process? In terms of disaster mitigation, the current disaster management approach has been more curative, undertaken only when a disaster takes place, and focused more on addressing primary needs or providing temporary shelters. Rarely does the disaster management model address community participation.

There are numerous explanations why it is essential to carry out research on natural disaster mitigation from the perspective of collaborative governance, mainly at the village and supra-village levels. Various investigations on the village as the locus and focal point have been conducted (Rahmadi, 2019; Ruru, Kalangi, & Budiarmo, 2017; Sunardi & Lesmana, 2020; Wida, Supatmoko, & Kurrohman, 2017), or the Village Consultative Body (Prihatin, 2016; Romli & Nurlia, 2017; Wiguna, Dewi, & Angelia, 2017). The following research focuses mostly on how village finances are allocated and the function of the Village Consultative Body, which is mandated by the Village Law to oversee and simultaneously bridge community objectives. Unfortunately, the previous research focuses solely on the village infrastructure and not on the community.

Multiple researches on community participation in villages have also been conducted, including those focusing on community empowerment efforts (Eka Putri, 2019; Fadillah & Amin, 2017; Lestari, Humaedi, & Rusyidi, 2019), or the participation of women in the Program for Increasing the Role of Women to Healthy and Prosperous Family or P2WKSS (Khairunnisa & Noer, 2020; Malia & Vaulina, 2019; Novianti, Syaefuddin, Yuliani, & Herwina, 2019). The problem is that the aforementioned studies focus solely on how to empower policies and make no mention of disaster mitigation and community resilience.

There are a number of excellent researches on the role of communities in disaster mitigation (Aco, 2019; Afrian, 2020; Susanti & Khotimah, 2017), however these studies largely ignore the role of the village as a superstructure. Researchers have attempted to bridge this gap by examining the relationship between the community and the government in policy implementation (Noer, Chadijah, & Rudiatin, 2021; Noer & Madewanti, 2020; Putri & Noer, 2019), but the main focus is on the issue of access and social protection for poor rural women.

There are very few studies on the effectiveness of collaborative governance, particularly those pertaining to tourism (Argyo Demartoto, 2019) or the formation of Village Owned Enterprises (BUMDes) (Wijaya & Sari, 2020). Studies on collaborative governance and natural disasters focus on integrated post-disaster community shelters and the construction of Disaster Resilient Villages (Darwati, samad, & Wekke, 2019; Yulianto & Mutiarin, 2018). Aside from the two studies mentioned above, there is no other evidence. Due to the fact that the focus of the two prior studies was on the post-disaster period and not on the collaboration process itself, it becomes critical to conduct this research.

## Research Method

This study employed ethnographic research methodologies and took place in the Babelan District of the Bekasi Regency in West Java. Bekasi Regency was selected for a number of reasons. Firstly, 72 percent of the Bekasi Regency is comprised of lowlands. It is directly next to the Java Sea in the west and north, as well as the Bogor Regency in the south, therefore heavy rainfall and tidal surges in Bogor will have a significant impact on the flooding disaster in Bekasi. Secondly, the BPBD of West Java Province and the BPBD of Bekasi Regency made the Babelan region the most prone to floods in Bekasi. Even though they were the most susceptible, none of the nine villages were designated as Disaster Resilient Village. This is unexpected, given that the Bekasi Regency BPBD considers the Disaster Resilient Village (Destana) policy as a pilot project for their achievement. The Regional Disaster Management Agency, the Village Consultative Body, village apparatus, the private sector, and the community were among the twenty-one study participants.

## Result and Discussion

### A. The Collaborative Perspective

The Governance Paradigm is a paradigm shift that is gaining popularity in several nations throughout the world. Based on the paradigm, the implementing agency is not only a state monopoly. In 1980s, Western countries began to formulate this paradigm aiming to reduce the state's role in development and to delegate it to other actors. This resulted from the increased recognition that the government's finances, people resources, technology, and management capabilities to handle public affairs on its own were becoming increasingly constrained. The democratic period also forced the government to allow Civil Society Organizations (CSOs) and the business sector to participate in the implementation of a policy inclusively and transparently.

From a philosophical standpoint, collaboration is the effort taken by multiple persons to achieve the same objective. Collaboration is an endeavor to unite many parties in pursuit of a shared objective. Collaboration necessitates a variety of stakeholders - both individuals and organizations - who collaborate to achieve shared objectives (Arrozaaq, 2016; Riadi & Erdiyansyah, 2021). Generally speaking, organizations collaborate for the three main reasons: (1) Organizations must collaborate because they are unable to perform some activities without others' assistance; (2) Through collaboration, the organization may be capable of receiving greater benefits than working alone; and (3) Through collaboration, organizations can reduce production costs, leaving their products more affordable and competitive in the market.

Collaborative governance, according to Ansell and Gash, is a promising approach in governance that gathers along diverse policymakers in the same platform to arrive at an agreement (Ansell & Gash, 2008). In addition, Ansell and Gash define collaborative governance as a governance arrangement in which one or more public institutions

directly involve non-governmental actors in a formal, consensus-oriented, consultative collective policy-making process aiming to develop or to implement public policies, and to manage programs or public assets.

Ansell and Gash (2008) formulated a collaborative governance model. This model consists of four main components: (1) initial conditions, (2) institutional design, (3) facilitative leadership, and (4) collaborative process. The collaborative process is a central aspect of the Ansell and Gash model, with initial conditions, institutional design, and facilitative leadership defined as supporting aspects. Collaborative governance is a way to resolve a problem. Because collaborative governance promotes "shared ownership" of a problem, it is the most effective method for addressing these issues. A problem is evaluated from different angles and perspectives by various actors. It is difficult to build an understanding between the roles of the actors. Collaborative governance acts as a mediator so that stakeholders can achieve consensus on a problem. Collaborative governance is a platform for achieving an objective. It is a dynamic condition in which the government fulfills public goals by collaborating with organizations and individuals, and collaborative governance is a condition in which the government and the private sector cooperate to attain a common community agenda.

Additionally, collaborative governance can describe the interconnectedness between stakeholders. The actors aspire to collaborative governance because they recognize their own limits. The actors then must demonstrate their desire and willingness to establish incentives and benefits with other actors. Each stakeholder must acknowledge the legitimacy of the others. After actors have committed to collaborate, it is essential to cultivate a sense of shared ownership through each collaborative process.

Collaborative Governance is the process of a cross-sectoral multi-organizational network structure (government, private sector, civil society) that makes collective agreements, joint decisions, and consensus achievements - through formal and informal interactions - making and developing norms in mutually beneficial interactions in achieving common goals. In collaboration, the underlying interactions are egalitarian, implying that all actors hold the same position.

## **B. Collaborating Natural Disaster Mitigation**

Natural disaster mitigation is not a simple or straightforward endeavor. This subject is multifaceted and cross-sectoral. In Indonesia, in addition to the BNPB and the BPBD, other government entities also contributed to dealing with flood disasters, even if BNPB and BPBD are the dominant sectors in this case. Following the development of Indonesia's progress, the management of natural disasters is not only the task of government institutions, but also encompasses the role of those outside government institutions. Multiple roles, such as those of business or private sector, community, colleges, and media, are necessary to address a societal challenge in the present day.

Efforts are taken to operate properly and effectively in order to minimize these consequences of natural disaster. Therefore, the deployment of natural disaster

mitigation demands a reference. In Bekasi Regency, Law 24/2007 acts as the basis for the implementation of natural disaster mitigation regulations, including Government Regulations, Presidential Regulations, and Regional Regulations on natural and man-made disaster mitigation. The implementation of disaster management is governed by Regional Regulation 2/2012 within the Bekasi Regency itself.

The Bekasi Regency Regional Disaster Management Agency is responsible for the implementation of disaster management in the Bekasi Regency. A 5-year framework or strategic plan outlining the objectives, targets, strategies, and directions of policies and programs for the implementation of disaster management, including the implementation of disaster management, is utilized to carry out the implementation of disaster management. In conjunction to mentioning the aforementioned legislation, this strategic plan also refers to the National Disaster Management Agency's Strategic Plan for Disaster Management, serving as a benchmark for disaster management achievement in Indonesia. This Strategic Plan for Disaster Management is a framework to carry out the 2020-2024 Disaster Management Master Plan as a part of the national development planning system. In developing this strategic plan, the Bekasi Regency BPBD conducted disaster risk studies to identify potential threats and set development goals and objectives.

The Bekasi Regency Disaster Risk Study Document 2017-2021 shows that the entire Bekasi Regency region is highly vulnerable to natural disasters, particularly floods. According to data from the 2016 analysis of the Bekasi Regency disaster risk document for 2017-2021, Bekasi Regency has a high level of susceptibility to flood disasters, belonging to high category for the exposed population, the losses sustained, and the ecological harm. Twenty nine villages derived from 183 villages in Bekasi Regency as part of the Bekasi Regency BPBD strategic plan to form a Disaster Resilient Village (Destana), which has been adopted and exists continuously from 2017 to 2022. This Disaster Resilient Village is entirely built with the fund of National Budget and Regional Revenue and Expenditure Budget. In addition to Destana, BPBD has additional programs to deal with flood disasters, such as the Disaster Safe Education Unit program which was launched in 2019 and has been established in eight schools so far. This school was set up to protect school students and the surrounding environment from natural disasters, one of which is floods. BPBD has defined specific criteria and particular regulations that must be met by schools.

### **C. Challenges of Collaborative Governance**

The results of research undertaken revealed that BPBD in Bekasi Regency engages in a variety of collaborations. The pre-disaster collaboration between the government and the private sectors is a training collaboration intended to the private sector employees. The training collaboration is carried out in two ways: either BPBD or the private sector as the initiator in this program. The training is also delivered to

government parties outside the BPBD, such as the local government at the village level, in addition to private sector employees.

Furthermore, the activity conducted in the Bekasi district to fight natural disasters during and following the disaster and in the following is aid distribution cooperation. Through this partnership, the government invites the business sector to assist flood-affected communities. In this situation, the government connects the private sector directly to the community in need of economic aid in an effort to alleviate the economic burden of the disaster-affected community or to provide additional support, such as psychological counseling. This is normally accomplished following a disaster; nevertheless the majority of the private parties provide economic assistance. This economic assistance is provided by means of ready-to-eat food, clothing, and other household supplies. This assistance is distributed directly to residents by the private sector or by entrusting the assistance to the government, in this case the BPBD. To comprehend how collaborative governance is executed, it is essential to understand the initial conditions, which constitute the first element of collaborative governance. This dimension entails three variables that characterize the initial conditions for collaborative governance generated. The three indicators are the resource imbalance, engagement incentives, and the history of disagreement or cooperation amongst stakeholders. In this initial state, it is possible to pinpoint the drivers and constraints for stakeholder collaboration.

This imbalance of resources or power between stakeholders should be addressed, as each stakeholder essentially possesses distinct strengths, and this is a problem occurring frequently in collaborative governance. The participants in this research include the Bekasi Regency Government (BPBD, village apparatus, and the Village Consultative Body), the community, and the business sector or private sector.

The problem of natural disaster has not been resolved for an extremely lengthy moment. Various efforts and programs have been enacted by the government, but they are inadequate to address the problem. One explanation for this is because the government is trying to address the problem on its own. Therefore, the government initiated collaboration with various stakeholders, including local governments, communities, private parties, mass media, and educational institutions, led by the Bekasi Regency Government. The government of the Bekasi Regency has taken numerous collaborative efforts in disaster management. Firstly, the government collaborates in training and assistance, in this case involving the government, the private sector, and the community. This gap in knowledge and resources is challenging to joint implementation. If some stakeholders lack the structure, capacity, power, and resources necessary to participate in the collaborative process, they will be vulnerable to being manipulated by more powerful actors. The inability of stronger stakeholders to represent weaker stakeholders is a further concern that might arise from an imbalance of

resources. In this context of resource imbalance, it is indeed impracticable for organized stakeholders to effectively represent the interests of individual stakeholders.

The findings of the research show that the community has not been educated and trained on how to cope with this flood disaster since training and instruction undertaken by BPBD has not targeted the wider population yet. Only certain communities receive adequate training. More organized and powerful stakeholders, in this case the business sector and the government, are considered incapable of becoming public-interest advocates, because this collaboration initiative is still primarily on private sector's requests for firm personnel rather than the community's. In addition to certain communities whose villages have become Destana or Katana, the government also provided similar training to a number of businesses in Bekasi Regency. Whereas one of the factors that impacts the success of a partnership is the ability to offer understanding to all stakeholders and to represent the interests of the general public as weaker individual stakeholders. This demonstrates that the stakeholders consider personal advantage of their party only rather than the greater goodness of the community.

When viewed from the lens of BPBD's collaborative efforts, community and private sector have access to a communication forum. It is noteworthy that the government has provided cellular phones to the public in order to assist in the transmission of information from the fields, but the problem is that the people who operate the smart phones lack the necessary knowledge and utilize them for other purposes. The second indicator in the initial condition dimension is the incentive to participate among stakeholders, with every stakeholder considering the generated incentives. This collaboration will not be accomplished if there are chances for stakeholders to meet their objectives individually and/or if stakeholders do not see incentives in their mutual benefit. In contrast, collaborative governance will only be beneficial if stakeholders perceive that interdependence will allow them to achieve their objectives. The private sector will not engage in the government-initiated collaboration if they do not find benefits in it.

Incentives can also be looked at from the community's viewpoint, for instance, the community holds deliberations frequently in its neighborhood and hamlet, which are then addressed in village forums and the result of which is submitted to the Regency. However, as highlighted by numerous parties, this forum model has reached a stumbling block at the peak point. In addition, in fact, the community has never received feedback from these dialogues. Nevertheless, this forum is not oriented to disaster mitigation per se; rather, it is a forum for village development in general. On the one hand, there are individuals who are actually pleased if a flood occurs, because the community will receive assistance from the government and the private sector and will not be forced to work.

On the other hand, it is essential to consider the history of collaboration or conflict amongst stakeholders, which can serve as a catalyst or a barrier in the collaborative



process. Collaboration will be successful if stakeholders feel reliant on one another and take an effort to reestablish their trust after a period of dispute or collaboration. This is not the first collaboration developed with other stakeholders such as the private sector, academia, the media, and the public. Prior to this collaboration in flood disaster management, the local government has partnered with others on numerous times, according to BPBD.

The concern is that such collaboration is frequently insufficient and fragmented. It could possibly be claimed that formal and legal cooperation between the parties has never existed. This is acknowledged by the Cooperation Section of the Bekasi Regency Government Secretariat, which lacks a standard record of partnership in both disaster management as a whole and the rehabilitation of disaster victims. In other ways, collaboration occurs mostly in response to disasters, rather than routinely, systematically, and in integrated manner. If stakeholders expect the same position in their role in disaster mitigation, collaboration may be jeopardized. Based on the observations made by Law 21/2008 and Regional Regulation 2/2012, every stakeholder, in this case the private sector and the community, enjoys the same legal standing. The general public, however, has not been given the opportunity to actively engage in decision-making, if there are still gaps in the collaborative role in disaster management. However, the occurrence of conflicts does not disrupt the built programs.

Nevertheless, leadership is a critical aspect. Facilitative leadership is an aspect of collaborative processes that is distinguished by its emphasis on promoting and sustaining the process. Conversely, the facilitative leader in this cooperation for flood disaster management indicates that the leader fosters and maintains the collaboration process. If collaborative leaders encourage broad participation, they must ensure broad-based control influence, facilitate broad group dynamics, and broaden the process' scope. The government, as the initiator of collaboration, has urged all stakeholders to engage, yet the collaboration is incomplete in practice (Habib, Alauddin, & Cramb, 2022). This is due to the numerous parties involved, necessitating an ongoing laborious process. The government favors communities whose areas have become Disaster Resilient Villages as well as private parties within the framework of promoting this joint initiative, but nearly no program is implemented in the area not becoming a Disaster Resilient Village. However, this does not imply that there is no collaboration, as it is common for the village community, in the event of a natural disaster, to request other parties to assist in providing support, including corporations, although the majority of contributors are community organizations.

The third factor influencing the collaborative process is institutional design, which involves the availability of clear rules for collaboration that are essential for legitimizing collaborative procedures and processes. Collaboration is governed by Regional Regulation 2/2012 concerning the deployment of Disaster Management in Bekasi Regency while coping with flood disasters. This Regional Regulation specifies that the

Regional Government can collaborate with domestic and foreign government institutions, BUMD, commercial sector, and community institutions. The fundamental principle also refers to the preceding regulation, the Government Regulation 21/2008 on the Implementation of Disaster Management. In this role, the participation and the function of community groups, the business world, and the community are highlighted.

#### **D. Collaborative Process Challenges**

One of the issues in the collaborative process is the cooperation process's dimensions, specifically the dialogue amongst stakeholders. This face-to-face interaction is necessary for stakeholders to develop collaborative governance as a means of establishing consensus. This face-to-face communication measure in the collaborative process is demonstrated through regular stakeholder meetings (Ansell & Gash, 2008; Khairunnisa & Noer, 2020). On the one hand, in response to disaster management in Bekasi Regency, the administration of Bekasi Regency convened an ad hoc meeting with the private sector's natural disaster management collaborators. If the private sector or the government desires to hold flood disaster management training, the meeting is organized. If more disasters occur, meetings will be held more frequently and intensively. This meeting was convened to monitor the situation during a natural disaster, as well as any thing required during a natural disaster, the participation the private sector can provide, the evacuation process, and the procedures followed after the natural disaster.

On the other hand, the government also convened meetings with related Regional Work Units (SKPD) from pre-disaster to post-disaster; unfortunately, the data collection did not demonstrate the frequency of these meetings between SKPD, when they were held and who participated in each forum. The goal of this meeting was to assess the government's preparedness for coping with floods. This is due to the fact that the flood that occurred in Bekasi Regency was caused by multiple factors, not only rainfall but also shipments from other regions, which, when viewed from the geographical and topological conditions of the Regency itself, are located at the sea estuary and are also lower. In addition to high rainfall, flooding is also caused by aerobic flooding or flooding caused by high tides.

After the government and private sector stakeholders have been involved, the community must also be considered. The local government promotes communication with the community through the WhatsApp chat platform in order to disseminate information about flood mitigation, but the community is dubious as to whether or not the WhatsApp group is in collaboration.

Another indicator of the collaborative process of flood prevention in Bekasi Regency is that stakeholders share mutual trust. In the initial phases of the establishment of collaborative governance, stakeholders frequently lacked mutual trust. Therefore, mutual trust amongst stakeholders in the collaborative is essential. The development of trust and commitment is inseparable from communication and

negotiation phases. In the process of establishing rapport, how to conduct a face-to-face dialogue is the key. Despite the fact that face-to-face dialogue is not routine, it turns out that it can inspire confidence in the private sector to the degree that the private sector will assist in disaster management if BPBD has data on disasters, especially flood disasters (Cutter, 2020). This implies that government stakeholders and the private sector are in negotiation. This also occurs between the government and the community, with the community playing a part in informing the government concerning flood events, affected communities, basic needs, victims, and damage. Then, the government will review and update the data, provide emergency assistance, and provide the private sector with factual data. In this process, the community considers their incentives even when people are unaware that their activities constitute a communal effort.

In Bekasi Regency, the Government partners with the private sector and the community on disaster mitigation. Where does this trust originate from? It originates mostly from dialogue and negotiation conducted by the government. The commitment of the stakeholders to carrying out the collaboration process is one of the most essential criteria in determining the success of the collaboration process, despite the fact that the implementation of this commitment is sometimes fraught with difficulties. Commitment to the process entails the formation of the notion that negotiating for mutual benefit represents the most effective means of achieving the desired policy outcome, thus requiring mutual respect in negotiating. Commitment to a collaborative process also necessitates the stakeholders' commitment to complying with the outcomes of the deliberation. The prominence of this measure of commitment stems from the close relationship between engagement, trust, and commitment. This is because engagement can boost commitment to the collaborative process and a sense of ownership.

Commitment to the process entails creating the belief that negotiating for mutual gain is the most effective approach of achieving policy objectives. However, the negotiation may shift depending on the psychological condition or circumstance of the involved parties, requiring mutual acknowledgement or appreciation in the process of negotiating. Commitment to a collaborative process also demands the initial parties' commitment to adhere to the outcomes of negotiations or deliberation. If the government of Bekasi Regency is caught by a private party that does not participate in flood prevention in Bekasi Regency, the government will typically issue a verbal warning, and the community will also impose social consequences. Not only does the government interact with the private sector, but it also collaborates with the community. It is because this process will not be successful without the commitment of the community itself. This collaboration is also conducted to assist people whose areas are perpetually inundated throughout the rainy season.

Each set of organizations pursues distinct objectives in different manner. Therefore, in terms of addressing this flood disaster, stakeholders are tasked with aligning their vision and purpose so that flood disaster management may be addressed

and executed effectively, given that they already share the same vision or objective. In the framework of the organization, if a shared understanding of the vision has been achieved without the leadership's request, the members of organization will take some efforts to accomplish the shared vision. In this cooperation process, stakeholders must have a shared understanding of the collaboration's vision, mission, and direction. In this instance, it pertains to the understanding of collaboration, which is a government initiative designed to make the community disaster-resilient. And this is the fourth indicator as a collaboration process. If there was considerable conflict in the past, then small wins are required to create trust. Vangen and Huxam, on the other hand, claimed that small wins are not the best way to establish trust when stakeholders have more ambitious goals. Initiating a collaborative initial exploration of the entire worth of collaboration is an approach for fostering trust among stakeholders with more ambitious objectives.

Even though this collaboration in flood disaster management encountered a number of challenges, there were temporary accomplishments, such as the expansion of the number of leaders responsible for promoting collaboration programs in response to the growing number of Destana. According to available data, 2022 will witness the highest amount of Destana formations. Based on interviews having been held, communities whose villages have become Destana are given priority for collaboration training. More and more persons have participated in training collaborations as Destana has developed.

## **Conclusion**

This study examines the implementation of collaborative governance in Bekasi Regency in accordance with Law 24/2007, using an analytical method developed by Ansell and Gash to examine four dimensions: initial conditions, facilitative leadership, institutional design, and collaboration processes. The initial conditions with signs of resource imbalance, incentives to participate, and conflict history indicate that there is an imbalance between stakeholders when the community, as one of the stakeholders, has not been trained in flood catastrophe management. Due to a lack of community understanding of collaborative initiatives, the private sector's participation in agreed-upon activities and community participation have not been maximized. And the third indicator in this first dimension is the history of conflict or cooperation; in this indicator, it becomes a fear in and of itself because disputes amongst stakeholders can be an impediment or a driver in this collaboration, and a sense of humanity is what promotes collaboration.

Facilitative leadership is the second dimension of this collaborative, where leadership is significant since it can influence the collaboration that occurs. This research finds that the function of district government and community leaders as mediators to promote the collaborative occurrence of this flood disaster has not been

widespread yet, and the community did not yet comprehend its role in the collaborative activities conducted. The third dimension of this collaboration is institutional design, where institutional design refers to the rules in this collaborative program, such as in collaborative governance for flood disaster management in Bekasi Regency, it refers to Law 24/2007 Regarding Disaster Management and Bekasi Regency Regional Regulation 2/2012 Regarding the Implementation of Disaster Management as a fundamental rule in the implementation of flood disaster management. Furthermore, the program lacks openness because the general public was not given a chance to get involved. The final dimension is the collaborative process dimension, which is the defining aspect in collaborative governance. This dimension includes multiple indicators: face-to-face dialogue, trust between stakeholders, building mutual commitment, unifying opinions, and provisional results of collaborative work. In this circumstance, the forum is not held exclusively at specific times. The transitory outcomes of collaborative disaster management are still deemed ineffective and inadequate.

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