

Successful Collaborative Governance Building Permanent Residence Post- Natural Disaster in Palu City

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Successful Collaborative Governance Building Permanent Residence Post-Natural Disaster in Palu City

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Abstract

This study analyses the success of Collaborative Governance in the Construction of Phase I Permanent Residential in the Tondol sub-district after the Earthquake, Tsunami, and Liquefaction on September 28, 2018, in Palu City. This research used qualitative methods by collecting data through observation, interviews, and documentation. Data analysis was carried out in the stages of data collection, condensation, display, and conclusion. The theory applied was the Collaborative Governance Model from 1) Face-to-face dialogue, 2) Trust Building, 3) Commitment to process, 4) shared understanding, and 5) Intermediate Outcomes. The result showed that from the theoretical aspect, the triumph achieved in collaborative governance of permanent housing was because, since the beginning of the direct conversation, an agreement on the division of authority had been reached, wherein the Provincial National Disaster Management Agency (NDMA) prepared the land for the project, the Palu City NDMA was responsible for providing the infrastructure, and the Tzu Chi Buddhist Foundation has the competence to build the constant home. The accomplishment of establishing this initial covenant was followed up well, along with the consistency toward trust building, commitment to the process, and shared understanding to attain good intermediate outcomes.

Keywords: Collaborative Governance, Face To face-to-face dialogue, Trust Building, committee to Proses, Share Understanding, Intermediate Outcomes

Abstrak

Penelitian ini menganalisis keberhasilan Collaborative Governance dalam Pembangunan Hunian Permanen Tahap I di Kecamatan Tondo pasca Gempa, Tsunami, dan Likuifaksi pada tanggal 28 September 2018 di Kota Palu. Penelitian ini menggunakan metode kualitatif dengan pengumpulan data melalui observasi, wawancara, dan dokumentasi. Analisis data dilakukan dengan tahapan pengumpulan data, kondensasi, display, dan menarik kesimpulan. Teori yang digunakan adalah Collaborative Governance Model yang terdiri dari 1) Dialog tatap muka, 2) Membangun Kepercayaan, 3) Komitmen terhadap proses, 4) Pemahaman bersama, dan 5) Hasil Antara. Hasil penelitian menunjukkan bahwa dari aspek teoritis, keberhasilan yang dicapai dalam tata kelola kolaboratif perumahan permanen karena sejak awal perbincangan langsung telah tercapai kesepakatan pembagian kewenangan, dimana Badan Nasional Penanggulangan Bencana Daerah (NDMA) Provinsi menyiapkan lahan untuk proyek tersebut, NDMA Kota Palu bertanggung jawab menyediakan infrastruktur, dan Yayasan Buddha Tzu Chi mempunyai kompetensi untuk membangun rumah permanen. Pencapaian penempatan awal ini ditindaklanjuti dengan baik, seiring dengan konsistensi terhadap pembangunan kepercayaan, komitmen terhadap proses, dan pemahaman bersama untuk mencapai hasil antara yang baik.

Kata Kunci : Collaborative Governance, Dialog Tatap Muka, Trust Building, Committee to Process, Shared Understanding, Intermediate Outcomes

INTRODUCTION

The Palu City National Disaster Management Agency noted that natural disasters in the form of earthquake and tsunami on September 18, 2018, led to damage to infrastructures and facilities such as

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residential areas, shops, hotels, places of worship, education, offices, bridges, and others, with the losses of material resulting from this Calamity was estimated at IDR 13,820,000,000,000/13.82 trillion. Rupiah. The significant material harms indicate that the Central Sulawesi Provincial Government and Palu City are facing serious financing issues; hence, cooperation with civil society and the private sector is needed; it is realized that in the communities affected by the debacle, accessibility to resources is highly restricted to building their own houses in safe locations and meeting standards.

Palu City is in the middle of 0°36"-0°56" South Latitude and 119°45" - 121°1" East Longitude. Hence, it is right on the Equator with a 0-700 meters height above sea level. The administrative boundaries of Palu City are as follows: a). North: Donggala Regency; b). South: Sigi Regency; c). West: Donggala Regency; d). East: Donggala Regency and Parigi Moutong Regency. In terms of population, data from the Central Statistics Agency for Palu City in 2020 stated that there were 373,218 people, consisting of 187,389 men and 185,829 women, scattered across 8 sub-districts and 46 urban villages with an average density of 945 inhabitants/km², as for misdistribution in each sub-district. East Palu District is the most congested zone, with an area of 7.71 km² and many invaders, reaching 43,318 with a population density of 5,619 people/km². On the other hand, Mantikulore has the lowest level of solidity, with an extensive area of 206.80 km² and 76,745 people, with a population density of 372 people/km². Most Palu City residents work in the service and trade sectors—source: Palu Profile, 2021.

Consideration of the need for contribution and assistance from various parties, especially from the government, society, and the private sector, is known as collaborative governance (Kusumasari & Alam, 2012; Ryan et al., 2018). Specifically for Palu city, to accelerate cooperation between some sides, particularly lasting accommodation, the Mayor of Palu released circular 360/0720/DPKP/2020 concerning the Velocited Relocation of Residents influenced by Natural Disasters. The decision letter lists the location that will be utilized for regular residential construction: Permanent housing Phases I and II are in Tondo Village, and III is in Talise Palangguni Village.

Collaborative governance is the answer in the development process, including handling large-scale natural disasters, since it has a transparent mission and involves many parties. Collaborative governance is a series of regulations in which one or more public institutions directly involve non-state stakeholders in creating a formal policy, consensus-oriented and deliberative, that aims to establish or implement a system of law or arrange public programs (Adilarah et al., 2023; Behl et al., 2019). Collaborative governance is a way to structure the fabrication of public policy and management that persuades personnel outside of public institutions, ministries, and community, private, and civil levels to achieve general goals.

To analyze the implementation of the collaborative Governance process in Permanent Residential Development Phase I in Tondo Village, this research applied the theory of Ansell and Gash (2007), which consists of the following five components: (1) *Face-to-face dialog*. All forms of collaborative governance are established from the direct conversation of each stakeholder involved. As collaborative governance is oriented by process, face-to-face dialogue is crucial to identify opportunities and mutual benefits. This type of dialogue is not merely a simple negotiation; it can minimize antagonism and disrespect between the stakeholders, resulting in stakeholders working together for collective goals and profits. (2) *Trust Building*. Collaboration is not just about parleys between stakeholders, it is an effort to build mutual trust with one another; building trust should be undertaken as soon as possible when the first collaboration process is carried out; this is attempted because the concerned parties need to experience egocentrism between institutions. Leaders must realize the weightiness of contribution in developing this belief; (3) *Commitment to process*. Commitment certainly has a strong connection in this case. It is a motivation to be

involved or participate in Collaborative Governance. Solid commitment from each stakeholder is necessary to avert the risk of the collaborative process. Even though this is complicated, commitment is the cognizance of stakeholders in such a way that they notice the relationships as something new, and this responsibility needs to be expanded; (4) *Share Understanding*. The stakeholders must share their understanding of what they can obtain through the cooperation operated; this matter can be depicted as a shared mission, goals, typical objectivity, vision, ideology, and others. Sharing mutual understanding can have implications for joint agreements to define and interpose an issue; (5) *Intermediate Outcomes*. Further results materialize in tangible output, which has become critical and essential in developing momentum that guides collaboration success. *Intermediate outcomes* arise when the goals that might provide benefits from collaboration are relatively concrete and when "small wins" are also possible.

Various studies published in national and international journals concerning natural disasters and collaborative governance have resulted in many defaults, of them (Kambey et al., n.d.; Muchtar et al., 2023a; Shafique & Warren, 2015). The implementation has begun to show collaborative governance in some of the applications of its actions. Based on findings reports, the supervision by civil society groups and several studies still gained obstacles that still need to be corrected, namely: (1) Adjustment of legal protection; (2) Fulfillment of resource quality and capacity; (3) Establishing a model of civil society participation; (4) Increased involvement of non-government actors; (5) Measuring the impact of implementation. (6) conditions that do not benefit all parties so that sectoral egos still occur. (7) Budget issues, (8) the issue of overlapping information, (9) the existence of conflicts between land owners with the government, and the government itself, such as the executive and the legislative branch.

The basic analysis used in this research is research conducted by Mardiah & Andri (2018), this research provides an illustration that natural disasters have other main factors besides extreme climate change, namely the increase in human population in large numbers and differences in behavior that cause these disasters. This research found a pattern in disaster management which consists of several elements involved in recovery management playing their respective roles well with the concept of collaboration as the core of the management. Another element that plays a very important role is recovery and empowering local residents to be more responsible. responsible and have the fighting power for recovery which is carried out through special training on social and cultural values as part of the core elements of recovery. Other elements also play a very important role in this process, namely policy makers who play a key role in regional economic recovery and are supported by non-governmental institutions such as regional leaders, figures, community leaders, private sector participation, LSA and international institutions also have a key role.

This research is very important and urgent to carry out considering that the construction of permanent homes after natural disasters is an important issue to be studied in depth. At least this will be the basis for creating good collaboration for various parties which will pave the way for success and joint projects. By using analysis from previous research which still has a novelty gap, this research is considered to have an urgency to cover the gaps and shortcomings of further research.

LITERATURE REVIEW

Collaborative Governance Concept

Collaborative governance is an approach to management that emphasizes the active involvement of various parties involved in decision-making. In contexts such as post-disaster development, such as in Palu City, Central Sulawesi, this approach becomes relevant because of the complexity of the problem,

⁴³ which requires strong coordination between government, non-governmental organizations, society, and the private sector. The definition of collaborative governance involves a process in which multiple stakeholders work together to design, implement, and evaluate solutions that benefit all parties concerned, the main characteristics of collaborative governance include transparency, participation, accountability, and mutually beneficial relationships between the parties involved (Forino et al., 2015; Yuldashev, 2018a). Collaborative governance requires building strong relationships between various stakeholders, open and honest communication, and fair distribution of responsibilities. Fundamental principles of collaborative governance include inclusivity, fairness, and openness. Collaborative governance can effectively deal with complex challenges, such as post-disaster permanent housing development in Palu City, by ensuring decisions reflect all parties' needs and aspirations (Ali, 2015; Claringbull, 2008).

Collaborative governance also emphasizes the importance of inclusive decision-making processes, where all parties involved have the opportunity to participate and contribute. The resulting decisions will be more representative and represent the interests and needs of all affected communities. The principle of justice is also a cornerstone in collaborative governance, which requires a fair distribution of resources and benefits to all parties involved. Openness in communication and access to information are essential principles in ensuring transparency and accountability in decision-making processes, and collaborative governance can create an environment that supports productive cooperation and the development of sustainable solutions to complex problems such as post-disaster permanent housing development (Ha et al., 2022; Kuriansky, 2021).

Post-Disaster Residential Development

Post-disaster housing development requires diverse strategies and approaches to address the complex and unique challenges affected communities face. A literature review shows that practical approaches in this context include a combination of relocation, rehabilitation, and reconstruction. Relocation, or moving residents from disaster-prone areas to safer locations, is often necessary to reduce community risk (Ismail, Majid, Roosli, & Samah, 2014; Sivakumar, 2014). Rehabilitation focuses on restoring and repairing damaged infrastructure, while reconstruction aims to rebuild houses and public facilities destroyed by disasters, the importance of taking into account aspects such as environmental sustainability, disaster resilience, and community participation⁴⁵ is also recognized in post-disaster development strategies (Shelton & Thompson, 2020; Van Kessel et al., 2015).

⁴⁵ Previous case studies show the approaches applied in post-disaster residential development in various parts of the world. Case studies in Haiti following the 2010 earthquake highlight the importance of collaboration between government, non-governmental organizations, and local communities in designing and implementing sustainable relocation programs. Following the 2011 tsunami in Japan, community-based approaches became a primary focus in the reconstruction process, giving residents a significant role in decision-making. The experience from Aceh, Indonesia, after the 2004 tsunami shows the need for a holistic approach that considers cultural, social and economic aspects in post-disaster housing development efforts, by exploring previous study cases, valuable insights can be gained to design effective and sustainable post-disaster residential development strategies in Palu City.

Analysis of Previous Research

Collaboration in governance is crucial to achieving sustainable and meaningful results for affected communities in the context of post-disaster permanent shelter development. Previous research has investigated cases worldwide to understand the dynamics and factors contributing to collaborative success in this context. These studies reveal the complexity of designing and implementing effective post-disaster development programs and the importance of the active role of various parties, including government, NGOs, the private sector, and local communities. The following are five examples of previous research that are relevant to this research:

1. Research on Post-Tsunami Reconstruction in Aceh, Indonesia: This research examines how various parties, including the government, NGOs, and local communities, collaborated on post-tsunami reconstruction in Aceh following the 2004 disaster. The analysis highlights successes and challenges in implementing collaborative governance to rebuild affected communities.
2. Case Study of Post-Earthquake New City Construction in Sichuan, China: This research focuses on new city construction as part of post-earthquake reconstruction in Sichuan, China, following a significant earthquake in 2008. The analysis explores the role of collaboration between government, sectors, the private sector and the community in designing and implementing development projects.
3. Research on Post-Flood Rehabilitation Programs in Kerala, India by (Anilkumar & Banerji, 2021): This research investigates post-flood rehabilitation efforts in Kerala, India, and evaluates the effectiveness of collaborative governance in providing assistance and restoring damaged infrastructure. Analysis focuses on community participation, resource allocation, and inter-agency coordination.
4. Study of the Implementation of Collaborative Governance in Post-Earthquake Reconstruction in Haiti (Pesaro, 2006): This research investigates the implementation of collaborative governance in post-earthquake reconstruction in Haiti following the devastating earthquake in 2010. The analysis highlights the roles of various parties, including the government, international organizations, and local communities, in designing and implementing sustainable reconstruction programs.
5. Post-Tsunami Relocation Program Evaluation Research in Japan (Yuldashev, 2018b): This research evaluates the post-tsunami relocation program in Japan following the 2011 disaster. The analysis focuses on the successes and challenges in managing the relocation of residents from affected areas to safer locations, as well as the impacts on community life and the environment.

Through analysis of previous cases, we can identify general patterns, challenges, and key factors that influence the success of collaborative governance in building permanent post-disaster lives. This research aims to dig deeper and evaluate best practices and lessons learned from previous experiences to guide steps toward sustainable and inclusive permanent housing development in the future.

RESEARCH METHOD

This research used descriptive qualitative methods, with Videlicet providing an overview of the focus, locus, and symptoms, as they were—applied data collection through observation, interviews, and documents. Observations were conducted through reaching an early agreement from face-to-face dialogue by the authority of each stakeholder, namely: the Provincial RDMA was responsible for preparing the land for permanent residential construction, the Palu City BPBD prepared the infrastructure, and the

Buddha Tzu CI Foundation set up the constant homes. This observation was actionable through building trust between stockholders, being committed to the process, and sharing understanding to yield good intermediate outcomes. Interviews were conducted with informants, including the Head of the Provincial RDMA Division, the Head of the Palu City RDMA Division, and the Head of the Division handling Calamity at the Buddha Tzu Ci Foundation. The debriefing material focused on five aspects: direct conversation, trust building among stakeholders, commitment to processes, and sharing understanding to produce intermediate outcomes. Documents were obtained through secondary data in numbers, starting from the initial covenant and those 5 facets.

Regarding legislative documents, Law Number 21 of 2008, concerning Disaster Management. Law Number. 41 of 2009, on Protection of Sustainable Food Agricultural Land. Government Regulation instead of Law Number 1 of 2011 about Protection of Sustainable Food Agricultural Land. Instruction of the President of the Republic of Indonesia Number 10 of the Year 2018 about the Acceleration of Rehabilitation and Reconstruction post-earthquake, Liquefaction and Tsunami in Central Sulawesi Province and Other Affected Areas. PNPB Regulation Number 2 of 2019, on the Utilization of Grants from the Central Government to Regional Government for Rehabilitation and Reconstruction Assistance. Central Sulawesi Governor Ordinance Number 10 of 2019 concerning Post-Disaster Aftercare and Rebuilding Plans.

2 RESULTS AND DISCUSSION

Analysis of the discussion of study results from the collaborative governance aspect of Permanent Residential Development, Post-Earthquake, tsunami and liquefaction in Tondo I, Tondo Village, Palu City, referred to the Collaborative Governance Model, from (Ansell & Gash, 2007) with the construction of 5 (five) main views, such as 1) Face to face dialogue; 2) Trust Building; 3) Commitment to process; 4) Share Understanding; and 5) Intermediate Outcomes can be analyzed one by one as follows:

Face To Face Dialog

The Central Sulawesi Government, through the RDMA of the Provincial, Palu City Government, and the Buddhist Tzu Chi Foundation, were working together to build Permanent Housing Phase 1 in Tondo Village after the disasters on September 28 2018. This collaboration was undertaken based on the principle of collaborative governance, which states that involving multiple organizations will be more potent and efficient in solving problems that cannot or were difficult to accomplish by working alone. This principle aligns with the central vision of those three institutions above, equally implicated in disaster management, with the tenet of sharing tasks to prepare humanitarian support for calamity victims.

Aligned with the principles of collaborative governance and the vision of the RDMA of Central Sulawesi, Palu City, and Buddhist Tzu Chi Foundation, the implementation of Phase I of Permanent Residential Development in Tondo Subdistrict, the summary of the interview are: (1). The Provincial Regional Disaster Management Agency (RDMA), was tasked with providing 45 hectares of land (2) the RDMA Palu City was entrusted to prepare permanent residential infrastructure such as primary and secondary roads, availability of clean water, electricity, and drainage channel. (3) Next, the Tzu Ci Buddha Foundation was asked to build 1.500 permanent housing, auditoriums, houses of worship, and schools.

In contrast to the results of this research, Soegiarto's (2021) study, where the initial agreement on the construction of Permanent Residential Phase II in Tondo Village and III in Talise Palanguni Village, Palu City experienced detentions due to disputes over the provision of land for the location, among the community and the government, also the government/ executive and legislative, last but not least,

unfulfilled one of the main parties, namely the private sector, so as management of permanent housing was carried out entirely by the government. The failure to implement Phase housing in Tondo and Talise was theoretically related to the difficulty in making consensus decisions in face-to-face dialogue as required by the theory of (Pradhananga & ElZomor, 2021).

The achievement of Collaborative Governance for the Permanent Residential Project in Tondo I, where the initial agreement was obtained through the liaison mechanism from the Establishment of Collaboration, namely the Governor of Central Sulawesi and the Mayor of Palu, who succeeded in influencing the formation and performance of the cooperation. Theoretically, this initial agreement aligned with several experts' opinions, such as Gray in (Platt, 2018). The collaboration process between stakeholders can run well because of the smooth negotiation of initial agreements, the ability to develop legitimacy and manage conflict, planning, and implementation. (Campbell & Jones, 2016; Xu et al., 2015) stated that intermediary or official organizations can simplify the successful formation of cooperation. Mediator organisations typically pay attention to notable public issues and give legitimacy to specific stakeholder groups. Leaders who are recognized as having credibility in solving problems (Bahmani & Zhang, 2021) can gather stakeholders who will be involved (Ismail, Majid, Roosli, & Ab Samah, 2014). The captains come from influential individuals, such as mayors or other chief executives, from organizations or certain foundations.

Trust Building

As stated above, the triumph in face-to-face dialogue did not guarantee the success of the process in achieving collaborative governance without being accompanied by the ability to "build trust" between stakeholders involved in developing permanent housing. To build conviction around stakeholders in this project, everyone must maintain and be consistent with the early agreement regarding their respective authorities, which can be done through the following interview summary:

The Provincial RDMA, to preserve mutual trust among them, consistently prepared 45 hectares of land as their covenant, which was decided at the beginning of the activity (2) from now on, the Palu City RDMA also invariably provided the construction of infrastructure and facilities as an inseparable part of Permanent Residential Development. (3) Next, the Buddhist Tzu Chi Foundation was committed to establishing 1,500 houses, schools, auditoriums, and places of worship by utilizing RISHA technology, which was more resistant to earthquake shocks.

The results of this research align with the idea of several experts that mutual trust between stakeholders is crucial to the success of a collaboration because there is a consistent attitude towards the initial agreement mechanism regarding problem definition (Shafique, 2016). Building Trust is identically described as the essence of collaboration. It consists of interpersonal behaviour, confidence in the organization's competence and expected performance, common bonds and good intentions. Many researchers recognize that cooperation is embarked with varying levels of trust. Collaborative Governance researchers emphasize that one of the conditions for successful contribution is building sustainable trust (Mughtar et al., 2023b; Okada et al., 2018).

Commitment to Process

The commitment to establishing solid relationships among stakeholders in the collaborative construction of permanent residency indicates the ability to build trust. In accomplishing collaborative goals, commitment and process have a significant connection. To prevent the potential risks

caused by the collaborative process, each stakeholder must commit firmly. Responsibilities between stakeholders in building permanent residences must be maintained and consistent with the initial agreement on duties and tasks through the interview summary, as follows:

(1) The Provincial RDMA is in charge of identifying the problem of location, determining and preparing land 45 hectares for the Permanent Residence Development Area, and guaranteeing no claims from any party, either during or after the permanent residence development is completed; (2) The RDMA of Palu is in charge of everything from determining the funds to completing the development of infrastructure such as primary and secondary roads, water supply, drainage, and street lighting lamps; (3) The Tzu Chi Buddhist Foundation, in charge of the process of budget preparation up to the reconstruction of a permanent residence of 1500, schools, auditoriums, and worship houses, completed and guaranteed the quality of the building by the standards and requirements of the use of appropriate RISHA technology that is more resistant to earthquake shocks.

The findings of this study support the model of the Collaboration Process, which views collaboration as a staged development (Bahmani & Zhang, 2021; Ismail, Majid, Roosli, & Ab Samah, 2014), that is, the collaborative process of problem-setting, direction-setting, and implementation. The collaborative process includes an initial agreement, building leadership skills, legitimacy, trust, problem-solving, planning, and implementation. As partnerships grow and include more geographically separated partners and a range of issue domain actors, the requirement for various forms of initial and reworking agreements continues to increase (Mughtar et al., 2023b). Formal agreement elements include broader aims, mandates, resource commitments, formal leadership nominations, membership descriptions, decision-making processes, and flexibility to deal with local conditions and changes (Pesaro, 2006; Sivakumar, 2014).

Share Understanding

Throughout the collaboration process, stakeholders must share an understanding of what they can achieve. Sharing this understanding might be stated as having a joint mission, purpose, objectivity, vision, ideology, etc. Sharing a comprehension of a problem can mean a joint agreement to define and interpret it (Shelton & Thompson, 2020; Van Kessel et al., 2015).

RDMA Province offers an integrated and comprehensive understanding of access by participating in building a permanent residence of Tondo I, which covers 45 hectares. The preparation of the location begins with identifying a potential permanent residence location based on the status and legality of ownership of the candidate's land or region. The first step in site preparation is to choose a potential location for a permanent residence based on the condition and legitimacy of the candidate region's or land's ownership. Findings from the search revealed potential locations for the former Building Rights Users (BRU) and BRU from Housing and Community Developers. Agreement was obtained to make this place suitable for permanent residence after numerous meetings and lengthy discussions with users and other parties. With these considerations in mind, the Provincial Government, working through the Provincial RDMA, decided on the location of the Phase I permanent residence.

Development Area, which is 45 hectares in Tondo. Recreational amenities and 1,500 houses were successfully built there. (2) RDMA Palu discussed the availability of the money that Palu RDMA has with technical organizations like the Public Employment Service and People's Housing after sharing its understanding of accessibility in the involvement of Phase I permanent residence development in Tondo. RDMA participates in the planning and provision of the budget for the building of infrastructure, such as the accessibility of clean water, street lighting, and electrical flows in homes, as well as drainage channels,

main roads, and residential complex roads, in Phase I of the construction of Stable Residences. (3) The Tzu Chi Buddhist Foundation, an international humanitarian organization, has started Collaborative Governance in the Development of Permanent Residences by collaborating on the planning and providing permanent residences with an understanding of achievement. RISHA technology, which is more earthquake-resistant, has been used in more than 1,500 residences, places of worship, auditoriums, and schools.

Cooperation can build understanding by sharing information and knowledge, demonstrating competence, having positive intentions, and following through on activities. A failure to collaborate happens when acts discredit understanding (Ali, 2015; Claringbull, 2008; Ha et al., 2022). The three dimensions of legitimacy required to create a network of understanding: (1) the legitimacy of the network as a way for attracting resources and support from both internal and external; (2) The network's legitimacy as a recognizable entity to both internal and external parties; (3) The network's legitimacy as an interaction that encourages members' confidence to communicate freely within the network.

Intermediate Outcomes

Output or temporary output represents the final result of the collaborative process. Momentum development is a critical and essential process in guiding collaboration success. Intermediate outcomes occur when the objective is plausible and provides concrete benefits regarding collaboration. These results are observed when collaboration leads to accomplishments, sometimes known as "small wins" (Mughtar et al., 2023a; Yuldashev, 2018a).

According to the formal declaration issued by the Governor of Central Sulawesi, they are referenced as 369/516/DIS-BMPPR-ST/2018, on December 28, 2018, related to the allocation of land for the relocation of residents impacted by disasters in Central Sulawesi. The decision includes allocating geographical sites, one being: In this case, PUPR joins one of the Indonesian NGOs, the Tzu Chi Buddhist Foundation, for permanent residency phase I, which takes place in Tondo. The findings of this study demonstrate collaborative governance in the building of permanent residences in the Tondo following the earthquake, liquefaction, and tsunami from the perspective of intermediate outcomes, as shown in the interview summary, as follows:

(1) The RDMA Central Sulawesi Province, as an organization under the Decision of the Governor of Central Sulawesi Number 369/516/DIS-BMPPR-ST/2018, on December 28, 2018, is responsible for overseeing the process of relocating land for disaster recovery purposes in Central Sulawesi. Subsequently, the provincial RDMA was granted jurisdiction over phase I of residential construction in Tondo, covering a target land area of 45 hectares, which has since been completed; (2) The RDMA Palu, which bears the responsibility for providing infrastructure facilities by targets, has successfully executed and accomplished the building of various facilities and infrastructure, including well-constructed highways made of concrete and brick materials. Implementing drainage channels, electricity infrastructure, and housing was also effectively done; (3) Based on the land area allocated through the Governor's Decree and the obtained documentation, the Tzu Chi Buddhist Foundation has successfully carried out the development of a permanent residential of 1500 houses, with a house size of $10 \times 15 = 150 \text{ m}^2$ and a house type of 36, at a unit cost IDR. 50,000,000, Tzu Chi accomplished its objective of building auditoriums, worship places, and schools.

The accomplishment of goals or external accomplishments depends upon the stakeholders' ability to build collaboration among themselves. (Shafique & Warren, 2015) stated that the success of collaborative governance is due to the significant impact of key stakeholders on the organization's

performance. With the participation of crucial stakeholders, the organization can accomplish its objectives. Furthermore, it is present in coordination, regardless of whether it is coordinated by the State, government, or multi-actor (multi-actor coordination).

Research Findings

This research's contribution can be demonstrated both theoretically and practically. In theory, this shows that the collaborative governance of building a permanent residence phase I in ¹⁷ Palu worked well. During the face-to-face dialogue stage, the Regional Disaster Management Agency of Central Sulawesi Province is in charge of choosing where the permanent residence building will go and quickly solving any problems with the owner of the potential location so that the potential location can be set up without any complaint from any party until the project was finished and inhabited. The construction of the phase II residence in the Tondo and Talise residences has significant differences compared to 2021, which is expected to be finished and habitation. However, as of the first year of 2022, the project still needs to be completed, and they have yet to reach an agreement due to conflicts between the government/executive, legislative, and landowners.

During the ongoing phase of face-to-face dialogue, the RDMA of Palu has agreed to provide infrastructure such as primary and secondary roads, water supply, drainage, and street lighting lamps. During this face-to-face phase, the Tzu Chi Buddhist Foundation is responsible for building 1,500 permanent residences, schools, worship places, and auditoriums by specific standards and requirements in RISHA technology, which is more resistant to earthquake shocks. Three organizers agreed on the face-to-face stage and initiated activities by consistently building trust between stakeholders, being committed to the process, and sharing understanding to produce excellent intermediate outcomes. The research findings point to the aspects of success gained in the collaborative governance of building permanent residences since the face-to-face dialogue has resulted in an agreement regarding the division of authority.

The Provincial Disaster Management Agency was authorized to prepare the land for development, the Palu City Disaster Management Agency took responsibility for infrastructure preparation, and the Tzu Chi Buddhist Foundation was granted authorization to build 150 units of permanent residence, all without any claims from any parties. The success of building this initial agreement continued to be efficient in the future through consistent trust building between stakeholders, commitment to the process, and sharing understanding to produce excellent intermediate outcomes. The Palu City Government hopes that the successful use of collaborative governance will lead to a collaborative model for the permanent residence department and other collaborative governance activities. The construction of permanent residences in phases II and III in Tondo and Talise Palangguni was supposed to be finished in 2021 but has yet to begin.

In its implementation, there are several challenges and obstacles to implementing collaborative governance, including the fundamental problem of unequal authority between the involvement of state actors and non-state actors in policy formulation. Another factor that became a challenge during implementation was the occurrence of differences of opinion and differences in arguments so that collaboration was hampered and in-depth discussions needed to be held to reach a point of mutual agreement, but this is not a big thing that will drag on, but it also cannot be underestimated if the parties want to find a solution. best under the circumstances.

This research is important in understanding how the success of collaborative governance in permanent settlement development ⁵³ can guide post-disaster reconstruction efforts in other regions, or how learning from this case can be used to improve the sustainability of sustainable development in the future. This article can provide practical insight for policymakers, field practitioners and related

stakeholders regarding how collaboration between institutions can increase effectiveness and efficiency in post-disaster reconstruction.

CONCLUSION

This research concludes that the construction of post-disaster permanent residences in Tondo has been successfully implemented through cooperation and coordination between various parties, including the Provincial RDMA, Palu City RDMA, and the Buddhist Tzu Chi Foundation. This process is supported by initial dialogue that results in agreement, building trust, strong commitment to the process, and sharing of understanding. As a result, the first phase of development includes 1500 housing units along with supporting infrastructure such as schools, places of worship and auditoriums. The success of this development is also supported by the application of appropriate technology and standards, such as the use of RISHA technology, which is more earthquake-resistant. Clear legal documentation, such as laws and government regulations, guides development. Effective collaboration between relevant parties, commitment to the process, and shared understanding are the keys to achieving success in post-disaster permanent shelter development.

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