

A Collaborative Governance Study in the Mitigation of Post-Earthquake, Tsunami, and Liquefaction Disasters in Palu City, Indonesia

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This research describes a collaborative governance study of post-earthquake, tsunami, and liquefaction prevention in Palu City. The design of this research is to identify and improve the mechanism of cooperation among government, business, and the local community in post-earthquake, tsunami, and liquefaction mitigation in Palu City. The purpose of research was to examine the mechanism of using principles of collaboration cooperation between all stakeholders on disaster management in Palu City. The research method used was descriptive qualitative by collecting data using the techniques of observation, in-depth interviews, and focus group discussions (FGD), as well as the study of relevant documents. The sources, and informants in this research include: the Head of the Regional Development Planning Agency of Palu City, the Social Service Head of the Regional Disaster Management Agency of Palu City, community leaders, and the communities affected by the disasters. The data analysis is used with the stages of data reduction, data display, and conclusion or verification. The theoretical review used is ‘collaborative governance’, which was developed by Ansell and Gash (2007). The research results show that the principle of joint movement among stakeholders — who, in this case are the Government, private parties, and the community — has been well implemented, where all stakeholders always coordinate in the handling of post-disaster events in Palu City. However, in the context of this case study, the principle of shared motivation, in terms of disaster management, is relatively lacking, especially in regard to the construction of temporary, and permanent housing. In designing shelters, the Ministry of Public Works for Public Housing (PUPR) did not involve the people who will inhabit the shelters. This outcome relates to institutional procedures and agreements, and in this case study context, in reference to Law number 24 of 2007, concerning disaster

management. The results of research indicate that the disaster management mechanism is in accordance with the stages stipulated in the law, such as the emergency response, rehabilitation, and reconstruction.

Key words: *Collaborative governance, Earthquake disaster, Stakeholders.*

Introduction

Indonesia is one of largest island countries in world, with more than 17,480 islands, and is located between the two continents of Asia, and Australia, and between two seas, namely the Indian Ocean, and the Pacific Ocean. Indonesia is at the meeting of three world plates, namely the Indo-Australian, Eurasian, and Pacific plates, which have the potential to cause earthquakes when the plates collide with each other. Indonesia also has 127 active volcanoes, 76 of which tend to be dangerous. Other natural disasters that often occur in Indonesia are tsunamis, tornadoes, floods, landslides, prolonged droughts, and human-caused disasters, such as social conflicts, and forest fires. As a whole, the impacts of these incidents results in the considerable loss of property, and casualties. The complexity of various disaster managements requires careful arrangement and planning, so that mitigation can be carried out in a mature, and integrated manner. To date, the mitigation efforts carried out have not been delivered with systematic, and planned actions to avoid frequent overlap. Moreover, some very important problems are not handled properly.

The Central Sulawesi Province is one of provinces that has a high potential for multi-threats, including epidemics of disease, abrasion, flash floods, and earthquakes. Based on data from the Central Sulawesi Regional Disaster Management Agency (BNPB 2015–2019), some municipal districts have the risk of being affected by disasters, such as the Donggala District, Palu City, Toli-toli District, Buol, Tojo Una-una, and Sigi.

The City of Palu, and several surrounding areas, have been shaken by an earthquake measuring 7.4 on the Richter scale, which was accompanied by a Tsunami, and liquefaction waves on 28 September 2018. These events claimed the lives of more than 2,000 people, and resulted in damage to buildings of Rp 18.48 trillion (Central Sulawesi Regional Disaster Management Agency/BPBD October 26 2018).

After the occurrence of the earthquakes, tsunamis, and liquefaction that hit Palu City, and its surroundings, the Government carried out various mitigation efforts to implement an emergency response, and community recovery. There are three stages in response and recovery implementation, such as the emergency response, rehabilitation, and reconstruction. For the mitigation of an emergency response, the President provides four priority stages: evacuation

and search for victims; medical services for disaster victims; fulfillment of basic logistical needs for refugees; and improvement of infrastructure and public services. Regarding rehabilitation concerns, is the restoration of all aspects of public services during the reconstruction of all infrastructure, facilities, and institutions in the affected areas.

The research results show that the same perception has not been created among stakeholders in the decision-making process for handling the post-earthquake, tsunami, and liquefaction disasters which occurred in Palu City. The occurrence of looting in some stores, such as Alfamart, Indomart, and other shopping centres, shows a lack of commitment from the local government in providing attention, and certainty to the community. Another reality is the lack of good coordination between the central government, regional government, and the community in relocating the people affected by the earthquakes, tsunamis, and liquefaction. Deputy President Yusuf Kalla has instructed the regional government to pay compensation for disaster victims affected by the earthquake, tsunami, and liquefaction. However, until now, the funds have not been realised by the local government, on the grounds that there are no funds transferred from the central government (Harian Koran Mercus edition March 22, 2019). The Palu City Government has experienced difficulty in financing people who remain in refugee camps, numbered at around 4,000 people. The amount of funds that must be prepared for the cost of living for the refugees is around 54 billion. The losses incurred due to the earthquake, tsunami, and liquefaction disaster totalled 8.3 trillion rupiah (greeting from the mayor of Palu in activities of Association of Municipalities in Indonesia in Semarang City March 29 2019). Other trends which occur include that disaster-affected communities do not want to be relocated to other places. For example, this can be as a result of the temporary shelters (Huntara) prepared by the Government do not match the expectations of the community, and the relocation site is considered to be far from the livelihood activities of the community. The reality is not in line with the principles developed in the collaborative governance theory, which always expects the active involvement of all stakeholders in the decision-making process.

Research Method

The research method used is descriptive qualitative by collecting data using the methods of observation, in-depth interviews, and focus group discussions (FGD), as well as the study of relevant documents. The sources and informants in this research include the Head of the Regional Development Planning Agency of Palu City, the Social Service Head of the Palu City National Disaster Management Agency, private elements, community leaders, and the communities affected by the disasters. The data analysis uses the stages of data reduction, data display, and conclusion or verification.

Theoretical Review

Good Governance

The perspective of good governance arises to avoid ineffectiveness of the Government's performance as an organiser of public affairs. The emergence of a good governance perspective is defined as one of new views based on the value of efficacious governance. The perception of good governance by each person is different. However, for most people, the quality of public policies and services are expected to improve, and the Government will increasingly care about the interests of the community. Subsequently, they will trust the quality of performance from the Government (Tumengkol, A. R., 2015: 107–108).

The changes in governance leading to the decentralisation or delegation of the central authority and responsibility to their respective regions, is a form of bureaucratic reform to realise good governance. Mahfud MD explains that in order to achieve national ideals or goals, the fundamentals of the organisation, and administration of the State need to be agreed (Tome, A. H., 2012: 132).

As stated by W. G. Andrew, "Agreement is the pillar of constitution" (Tome, A. H., 2012: 132 in Denny Irawan 2017). This source cites three elements of agreement in a constitution, namely:

1. Goals and shared values in the life of nation or the general goals of society or general acceptance of the same philosophy of the Government.
2. Basic rules as the basis for State administration, and the basis of government.
3. Institutions and procedures for State administration or the form of institutions and procedure.

Furthermore, if viewed from the aspect of governance functions, it can be considered to function effectively, and efficiently when it has reached its intended goals. The UNDP further defines it as "the exercise of political, economic, and administrative authority to manage a nation's affair at all levels" (Institute of State Administration and Financial and Development Supervisory Agency, 2000: 5).

Through the various administration goals, and functions of good governance, a form of improved government is explained by Hanapiah, which involves four main values (Hanapiah, P., 2007: 2):

1. Oriented to the interests of the society, nation, and country.
2. Community, and private empowerment.

3. Governments that work in accordance with the law-positive State.
4. Productive, effective, and efficient governance.

Thus, a good governance perspective aims at the public interest through empowerment, the enforcement of policies, and the valid administration of government activities. The application of a good governance perspective involves various actors, such as the public staff, and contractors from the private sector. Governments require the participation of these various government actors to be productive, effective, and efficient.

The governance perspective is basically a policy-making process, where the policy in its implementation involves various elements of government, such as the State (government), private sector (private), and society.

All of them, are actors who have an equally important role in the administration of Government. The State (government) plays a role in creating a conducive political, and legal situation. The private sector plays a role in creating jobs, and income, and the civil society plays a role in facilitating adequate social, and political interactions for the mobilisation of individuals or groups of people to participate in economic, political, and social activities (Kurniawan, T., 2007: 17).

Theoretically, a bureaucracy is required to be characterised as clean, open, accountable, responsive, oriented to the interests of society, and encourages public participation for involvement in the process of making, implementing, and controlling policy. The business world is demanded to ensure openness, accountability, high morality, social responsibility, and compliance with applicable laws. The community is expected to be strong, to always express its opinion, have a high quality, and participate in various processes which are carried out by the bureaucracy, and business world. Each of these actors has their own weaknesses, and strengths. Therefore, the use of good governance is expected to create constructive, and adequate interactions among these actors (Kurniawan, T., 2007: 17).

Efforts to empower the community, and private sector business through increasing participation and partnerships are also carried out by the Government with various approaches. Such as a collaborative approach which involves the three main actors of governance, namely government, the private sector, and society (Plotnikof, 2019).

The collaboration approach is not only used in public services, and business development, but it is also used in public policy (Yahia, 2019). When, public policies have not been properly or fully implemented with stakeholder involvement, there is a limited capacity by local governments in the administration of their government. Therefore, the involvement of the

private sector, and the community is also needed to realise good governance in the development and implementation of public policies.

Collaborative Governance

Ansell and Gash (DATE) explained a new strategy from the Government, known as collaborative governance. This form of governance involves various stakeholders simultaneously in a forum with government officials to make joint decisions (Ansell & Alison, 2007: 543).

O'Flynn and Wanna (DATE) interpret collaboration as working together or working with other people. This suggests that an actor or an individual, group or organisation cooperates in several businesses. Every person who cooperates with others has certain terms and conditions, which vary greatly. The word 'collaboration', was originally used in the nineteenth century in the development of industrialisation, the emergence of more complex organisations, and increasing the division of labour and tasks. These conditions are the basic norms of utilitarianism, social liberalism, collectivism, mutual assistance, and then the rise of scientific management, and the theory of human relations organisations (O'Flynn & John, 2008: 3).

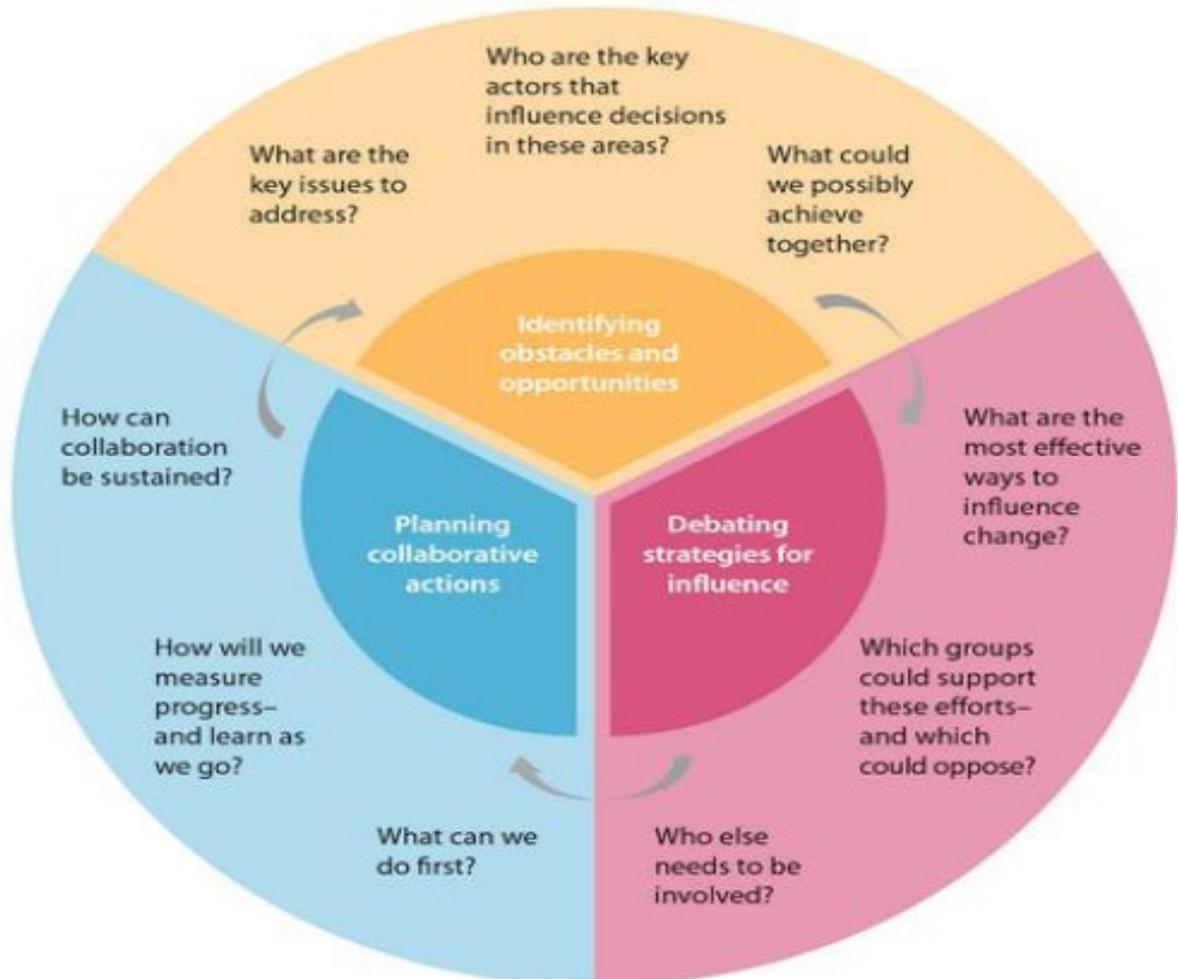
Ansell and Gash further explain that collaborative governance is a governance arrangement in which one or more public institutions directly involve non-government stakeholders in a formal collective decision-making process, oriented to consensus, and deliberation, which aims to create and implement public policies, and manage programs or public assets (Afful-Koomson & Kwabena, 2013: 13).

Donahue and Zeckhauser posited that "collaborative governance can be a form of emergency relationship between government as principal, and private players as agents" (Donahue & Richard, 2011: 30). It means that collaborative governance can be considered as a form of cooperative relations between the Government, as a regulator, and the private sector, as the executor.

Referring to the various meanings that outline collaborative governance, it can be explained that the need to collaborate arises from the interdependent relationship which exists between parties or between stakeholders. Collaborative governance can be explained as a process involving shared norms, and mutually beneficial interactions between the actors in governance. Through the perspective of collaborative governance, the positive goals from each party can be achieved.

Furthermore, according to Ratner (YEAR), within collaborative governance there are three focus phases or three stages which are collaborative processes in governance. The relationship of these processes can be seen in the following Figure 1 (Ratner, 2012: 5):

Figure 1. The Three Process Steps of Collaborative Governance and Action Planning



Source: Ratner. Collaborative Governance Assessment. Malaysia: CGIAR (in Luqito Dimas, 2016)

Based on Figure 1, it can be seen that the three stages include:

Identifying Obstacles and Opportunities (Listening Phase)

At this stage, the Government and stakeholders who collaborate, namely the private sector and community, will identify various types of obstacles that will be faced during the governance process. Each stakeholder explains their ideas about the problem, as the other stakeholders listen to each other's difficulties and explanations. The opportunities which have been identified in solving each problem are then taken into account, in an effort to develop a solution

to the problem. Each stakeholder has the same authority in determining the policies on each problem which has been identified and takes into account the opportunities in the form of achievements that can be obtained from each of the parties involved. Essentially, this phase is a phase of listening to one another about the problems and opportunities, and to be able to mutually benefit from every problem which is explained by each stakeholder.

Debating Strategies for Influence (Dialogue Phase)

In this stage, the stakeholders involved in governance carry out dialogue or discussion about the obstacles that have been explained in the first phase. The discussions conducted by each of the stakeholders includes comments about the steps chosen, as the most effective steps to solve the problem. Subsequently, a discussion occurs among the parties who are able to support the resolution of the problems in governance, and which have been explained.

Planning Collaborative Actions (Optional Phase)

After going through the stage of listening to the problems that will be faced in the governance process, and conducting discussions on determining an effective strategy to anticipate the problems, the stakeholders will start to plan the implementation of each strategy which has been discussed in previous stage. The plan describes the initial steps to be taken in the collaboration process between the stakeholders, namely the Government, the private sector, and the community. The plan also identifies the measurement of each process to be carried out and determines the steps to maintain the collaboration process in long term.

Findings and Discussions

The views expressed by Ansell and Gash (in Dimas Luqito article, 2016) explained that there are three components of interaction from the dynamics of collaboration. Specifically, the movement of shared principles, joint motivation, and capacity in carrying out actions.

Movement of Shared Principles

The movement of shared principles is continuously carried out by stakeholders in collaborative decision-making. Some of things that are carried out, such as face-to-face activities to express the interests of each actor, especially emphasises the shared goals within the framework of success of the objectives to be achieved. The research results show, in the context of disaster management after an earthquake, tsunami, and liquefaction in Palu City, the principle of joint movement among stakeholders is has been carried out by conducting and handling the post-earthquake, and tsunami problems. In an interview, the Head of the Regional Development Planning Agency of Palu City (Arfan March 22, 2019) explained: “we had coordinated with

all parties related to post-disaster management and in principle we had shared commitments in dealing with it, but the realization tended to not be maximized because various problems especially related to financing. The Palu City government has limitations in providing life insurance, especially for refugees who inhabit tents and temporary shelters (huntara)”.

Stimulant funds were promised by the central government, consisting of 50 million for houses that were severely damaged, 25 million for a moderately damaged houses, and 10 million for homes that were lightly damaged. To date, the central government has not been able to supply these funds because the data sent from the regional and or city governments is considered incomplete, and does not yet have a validity value for accountability. This reality was also reinforced by the Head of the Disaster Management Department of Palu City (Mr. Widya). He explained that the delay in sending data to the Central Government (social ministry) was because there were too many victims, approximately 40,000, who were affected by the disaster in Palu City. This has created a delay in the data collection to access funds. Furthermore, according to information from the Regional Disaster Management Agency, the construction of temporary shelters for disaster-affected communities, tsunamis, and liquefaction, supplied only 699 shelters built by the Ministry of Public Works and Public Housing (PUPR), and 199 units built by the private sector.

From the various comments and explanations from the informants, it can be concluded that the shared principle of the mobilisation dimension to achieve the objectives, as stated by Ansell and Gash (YEAR), has been carried out, both from the aspect of deliberation in building agreements, and the aspect of determination. This is in line with what was stated by Scharce, in Harley and Bisman, that collaboration is an effort to unite various parties to achieve a common goal. Collaboration requires a variety of factors, both by individuals, and organisations to work together and on task to achieve common goals.

Joint motivation

Shared motivation emphasises the interpersonal, and relational elements of the dynamics of collaboration, which are sometimes referred to as social capital. Interpreted shared motivation is a self-reinforcement cycle which consists of mutually beneficial elements that include mutual trust, shared understanding, internal legitimacy, and commitment. The disaster mitigation of post-earthquake, tsunami, and liquefaction disasters in Palu City highlights that the principle of shared motivation remains relatively lacking, especially in terms of the construction of temporary, and permanent housing. The Ministry of PUPR, in designing shelters, does not seem to involve the people who will inhabit the shelters. Several community groups do not want to be moved from refugee tents to shelters on the basis that the government-built shelters are not feasible, and are very small in size. An interview result concerning the refugee tents in the Palu Telecommunication Communication Office area explained that: “our consideration is that we

tend not to want to be moved to shelters that have been prepared by the government because the number of my family is quite large. The room prepared for each shelter cannot load my family, because the size is very small. the room walls also are made of triplex so that we are uncomfortable and very disturbed by the occupants of rooms in next room”. This evidence about the placement of shelters reinforces that some people do not want to be displaced because they feel the location of the shelters is very far from their subsistence, where they are located today. An example interview result from one of the refugees in Kampung Lere of Palu Barat explained: “Our consideration was that we did not want to move to prepared shelters because the distance from our place was very far, namely in Tondo sub-district in mountains, whereas our livelihood is fishermen who have to go to the sea every day to find fish to support our family. While Tondo sub-district is a very arid hilly area, which is relatively difficult to get a livelihood”.

Capacity in carrying out actions

The capacity to take shared action is often seen as a result of the interaction of the mobilisation of shared principles, and shared motivation. The capacity to carry out shared actions can also be assumed as an effort to strengthen shared motivation, and mobilise shared principles within the framework of ensuring more effective collaborative actions. The elements related to this matter are institutional procedures and agreements, leadership, knowledge, and resources.

In regard to institutional procedures and agreements, and in the context of post-earthquake, tsunami, and liquefaction disaster mitigation in Palu City, Law number 24 of 2007, concerns disaster management. The research results indicate that the disaster management mechanism is in accordance with the emergency response, rehabilitation, and reconstruction stages stipulated in the law. In this sense, this stage has become a joint commitment for all stakeholders in disaster mitigation in Palu City. The interview results from the Central Sulawesi Regional Disaster Management Agency (BPBD) (Mr. Barto 2019), and the Head of Palu City Regional Development Planning Agency, provided the same statement about the consistency in disaster management, as stipulated in the law. This fact is also in line with Milward and Provan’s views in Emerson (Nabatchi & Balogh, 2012), that the collaborative institutional structure must be clear, and it requires clear administration, and management. Even though collaboration is flexible and non-hierarchical, regulation is a crucial need. Moreover, leadership is absolutely essential in building effective collaboration. Often, collaboration leaders are not able to carry out their roles well because of their ignorance, and a lack of skills. The research results show that the leadership dimension in post-tsunami disaster, tsunami, and liquefaction mitigation in Palu City is well implemented. The capacities and skills of each stakeholder, both from the Government, and the private sector, have committed and integrated in carrying out their duties according to their authority. The Government Ministry of Social Affairs and Regional Development Planning Agency, and BPBD, have made various policies in the framework of

accelerating post-earthquake, tsunami, and liquefaction disaster management in Palu City. One form of private sector participation in post-earthquake, and tsunami disaster management, among others, included assistance from the Tzu Chi Buddhist Foundation by providing 2,000 temporary housing units. Furthermore, the Al-Khair Foundation (AKF) provided assistance through 400 shelter buildings (mayor of Palu, April 2, 2019). Regarding the dimension of knowledge possessed by the stakeholders, the research results show that the knowledge aspect in disaster mitigation is well understood, especially for the Government. However, the understanding from the community about disaster mitigation issues remains very low. An interview result from one of community leaders in the Talise sub-district (Made Sustina) explained that residents had not received information and education from the Government about evacuation routes when an earthquake or tsunami occurs. The early warning alarm about tsunamis did not work when an earthquake, and tsunami occurred on 28 September 2019. Consequentially, this results in a large number of tsunami-affected victims. This reality contradicts the views expressed by Groff and Jones (YEAR), whom stated: “Knowledge is a combination of information, by understanding information it will add capabilities. The more important one is how to distribute knowledge to actors so that the collaboration process can be carried out effectively” (p. xx).

Conclusion

1. In the context of post-earthquake, tsunami, and liquefaction disaster mitigation in Palu City, the research results show that the principle of joint movement among stakeholders has been implemented well, where all stakeholders always coordinate in post-disaster mitigation. Collaboration is an effort to unite various parties to achieve a common goal, and it requires a variety of factors, including that both individuals, and organisations work together and on task to achieve common goals.
2. In the context of post-earthquake, tsunami, and liquefaction disaster mitigation in Palu City, the principle of shared motivation is lacking, especially in terms of the construction of temporary, and permanent housing. In designing shelters, the Ministry of PUPR did not seem to involve the people who would inhabit the shelters.
3. In relation to the institutional procedures and agreements, and in the context of post-earthquake, tsunami, and liquefaction disaster mitigation in Palu City, we refer to Law number 24 of 2007, concerning disaster management. The research results indicate that the disaster management mechanism is in accordance with the stages stipulated in the law, such as the emergency response, rehabilitation, and reconstruction. It means that this stage has become a joint commitment for all stakeholders in disaster mitigation in Palu City.

The research results show that the leadership dimension in post-tsunami disaster, tsunami, and liquefaction mitigation in Palu City is well implemented. The capacities and skills of each stakeholder, both from the Government, and the private sector, have committed and integrated



in carrying out their duties in accordance with their authority. In regard to the dimensions of knowledge held by the stakeholders, the research results show that the knowledge aspects in disaster mitigation are sufficiently understood, especially by government circles. However, the understanding from the community pertaining to disaster mitigation issues remains very low.



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