



## Collaborative Culture Governance in Handling Post-Earthquake, Tsunami and Liquefaction Infected Citizens in Palu City

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Article History	Abstract
Received: 01 June 2023 Revised: 07 Sept 2023 Accepted: 01 Nov 2023	<i>There are not many studies on collaborative culture in government collaboration and collaboration culture is a component that is still new in the concept of government collaboration, therefore the purpose of this research is to provide an analysis of collaboration culture in handling disaster recovery after the earthquake, tsunami and liquefaction disaster in Palu City. The research method used is a qualitative approach using data analysis of Miles, Hubberman &amp; Saldana consisting of: data collection, data condensation, data presentation, and drawing conclusions. The results of the research show that the culture of collaboration owned by each agency that collaborates in handling residents responding to the post-earthquake, tsunami and liquefaction disasters in Palu City is still minimal, because governance in Indonesia does not recognize a culture of collaboration.</i>
CC License CC-BY-NC-SA 4.0	<b>Keywords:</b> Collaborative culture, Collectivism, Long Term Orientation, Symmetrical Power, Uncertainty Avoidance

### 1. Introduction

Collaborative Governance, also known as Collaborative Governance, is a change from government to governance. where this change focuses more on the side of public administration while Government is more directed at government institutions, in contrast to governance which places more emphasis on the involvement of groups outside the government in this case stakeholders and the community. (Sari in Oswar Mungkasa 2014). According to Emerson et al (2012), Collaborative Governance as a structural process in a management which makes public policy decisions involve several constructive and originating actors from various sectors, be it government, private and community to achieve a goal, if only done by one party then this goal cannot be achieved. Meanwhile, according to Dwiyanto (2011) in Collaborative Governance there is a delivery of Vision, goals and strategies in activities carried out between parties who collaborate to make decisions independently and have authority in managing subject to mutual agreements.

Various problems faced by residents affected by the disaster after the earthquake, tsunami and liquefaction in Palu City on September 28 2018 were due to the collaboration of government agencies that were not optimal, problems such as the lack of clarity when permanent housing would be completed, while thousands of residents affected by the disaster in the City Palu is still waiting for permanent housing (huntap), the temporary residential buildings (huntara) they have occupied since April 2019 until now, many of which are damaged and unfit for habitation. the incomplete construction of permanent housing in Palu City is mainly due to the incomplete status of land ownership. The construction of temporary housing using World Bank assistance requires that no claims of land ownership by other parties can be made. Based on Presidential Instruction Number 10 of 2018 concerning the Acceleration of Post-Earthquake and Tsunami Rehabilitation and Reconstruction in Central Sulawesi Province and Other Affected Areas and governor regulation Number 10 of 2019 concerning Post-Disaster Rehabilitation and Reconstruction Plans and regulated in Palu Mayor Regulation Number 43 of 2021 concerning Plans Post-Disaster Rehabilitation and Reconstruction, Earthquake, Tsunami and Liquefaction in 2021-2024 the target of handling disaster-affected residents is only 2 years to be completed, but in reality it has been almost 4 years of handling residents affected by natural disasters after the earthquake, tsunami and liquefaction disasters have not been completed. So that in 2022 the President will again issue Instructions, namely Presidential Instruction Number 8 of 2022 concerning Completion of Post-Earthquake, Tsunami and Liquefaction

Rehabilitation and Reconstruction in Central Sulawesi Province so that the target of handling disaster-affected residents can be completed in 2024.

From the data obtained, 12,854 units were heavily damaged, 12,717 units moderately damaged, 17,293 units lightly damaged, making a total of 42,864 units. There was a delay in the handling of disaster-affected residents after the earthquake, tsunami and liquefaction in Palu City due to not optimal collaboration. One of the causes is the absence of a Collaborative Culture in every stakeholder/agency involved in the collaboration. Collaborative Culture is a very important component, so that collaborative culture efforts can grow and develop in every institution so that collaboration does not depend on how big the budget is in each agency in collaboration, but a Collaborative Culture arises from awareness each agency in carrying out collaboration in accordance with their authority and duties. Collaborative culture makes relationship strength grow, and these two elements influence collaborative activities positively, showing why a company or organization should strive for an appropriate culture (Gopal Kumar et al 2016:595). Culture is not an individual characteristic but an organizational trait (Hofstede in Mei Cao and Qingyu Zhang 2013:40).

In this study, organizational culture refers to the basic norms, beliefs and values that are shared in the company regarding appropriate business practices in the supply chain (Nooteboom in Mei Cao and Qingyu Zhang 2013:40). Organizational culture can encourage or inhibit collaboration in the partnership context Boddy in Mei Cao and Qingyu Zhang (2013:40). Collaborative cultures deal with a relationship orientation in which the main emphasis is placed on maintaining long-term relationship vessels, sometimes even organizational goals have to be modified to avoid harm to the partnership Walls in Mei Cao and Qingyu Zhang (2013:40). Collaborative culture is defined as norms, beliefs, and basic values with relationship orientation that are shared within the company regarding appropriate business practices in the supply chain Walls in Mei Cao and Qingyu Zhang (2013:40). Companies with a collaborative culture are more likely to coordinate with their supply chain partners based on trust, goodwill, and social norms than impersonal contracts and laws, firm rules, and fixed goals. The problem in this research is how the collaborative culture of organizations/agencies collaborates in handling disaster-affected residents after the earthquake, tsunami and liquefaction in Palu City. The theory used in this research is the theory of Mei Cao and Qingyu Zhang in their book Supply Chain Collaborative: Roles of Interorganizational Systems, Trust, and Collaborative Culture. According to Mei Cao and Qingyu Zhang (2013:41) Collaborative Culture has sub-components consisting of: Collectivism, Long-Term Orientation, Power Symmetry, and Uncertainty or avoidance. The following is described in the table below:

**Table 1:** Definition of collaborative culture and its sub-components.

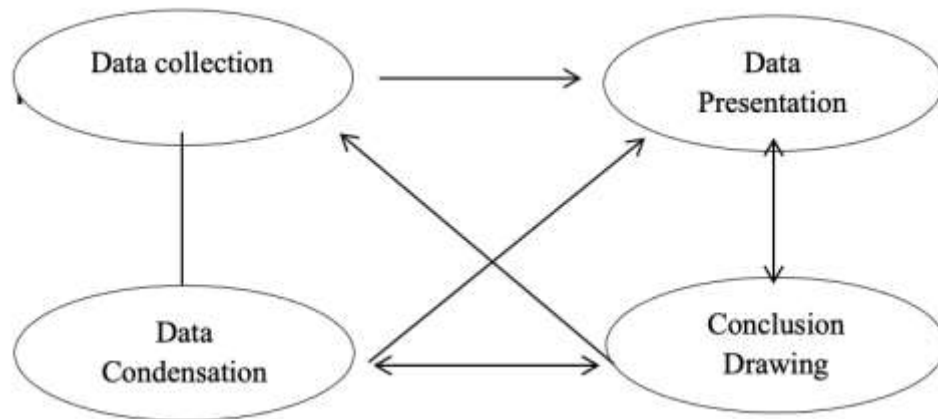
<b>Construct</b>	<b>Definition</b>
Collaborative culture	The norms, beliefs and underlying values with relationship orientation shared in a firm regarding appropriate business practices in the supply chain
Collectivism	The extent to which a firm holds “we” rather than “I” consciousness when working with supply chain partners.
Long term orientation	The extent to which a firm is willing to exert efforts in developing an enduring relationship with supply chain partners.
Power symmetry	The extent to which a firm believes that supply chain partners should have an equal say in their relationships.
Uncertainty avoidance	The extent to which a firm feels threatened by and tries to evade ambiguous situations in the supply chain

**Source:** Supply Chain Collaboration Roles of Interorganizational Systems, Trust, and Collaborative Culture book. At its core, building a culture of collaboration means creating a work environment that provides space for employees to communicate openly and honestly and form meaningful bonds with one another.

## 2. Materials And Methods

This study uses a qualitative approach. According to Bogdan and Taylor in Moleong 2017: 4 define qualitative methodology as a research procedure that produces descriptive data in the form of written or spoken words from people and observable behavior. Meanwhile, Denzin and Lincoln in Moleong 2017 state that qualitative research is research that uses a natural setting, with the intention of interpreting phenomena that occur and is carried out by involving various existing methods.

In qualitative type research, data analysis consists of: data collection, data condensation, data presentation, and drawing conclusions (Huberman 2014). Data condensation is the process of selecting, focusing, simplifying, abstracting, and changing field notes, transcripts, interviews, documents, and other empirical material (findings). Data condensation means fitting all the data without having to sort (reduce) the data.



**Figure 1:** Interactive Model in Data Analysis

**Source:** Miles, Hubberman & Saldana, 2014

Data condensation occurs continuously in life as long as it is oriented towards qualitative research, before the actual data is collected, the anticipation of data condensation as a researcher unconsciously often draws a conclusion can be in the form of a conceptual framework, cases, research questions, and data collection that is considered close to chosen. As a result of data collection, further data condensation occurs: writing summaries, coding developing categories, and writing analysis memos (Miles, Hubberman & Saldana, 2014:31). Thus, it can be concluded that by condensing the data analysis process in certain qualitative research it will better accommodate the data as a whole without having to reduce the field findings obtained during the research (Data Screening Process) in progress. Presentation of data is a set of structured informants that provide the possibility of drawing conclusions. This happens because by presenting the data it will be understood what is going on and what should be done based on that understanding.

### 3. Results and Discussion

Collaborative Culture is a new component study and in collaboration governance by him in this study will describe the elements of the Collaborative Culture component in collaboration according to Mei Cao and Qingyu Zhang, along with a description of the four elements of collaborative organizational culture investigated: collectivism, long-term orientation, strength symmetry, and uncertainty avoidance in handling disaster-affected residents after the earthquake, tsunami and liquefaction in Palu City.

#### Collectivism

Collectivists value social networks and norms more than individual goals (Steensma et al. 2000), and thus collectivists are more cooperative. They emphasize group and collective contributions to collaboration (Bates et al. 1995). Collectivists love to work together and coordinate one another's efforts. Collectivists focus more on cooperation and joint efforts with a sense of 'we are in this together' (Min, S., Roath, A., Daugherty, P. J., Genchev, S. E., Chen, H., & Arndt, A. D. 2005). When collectivists make decisions, both sides count.

The coll''tivity owned by the Agencies in collaborating in handling post-disaster disaster-affected residents in Palu City is still minimal, this is because each collaborating agency has a different budget in handling disaster-affected residents and there are even agencies that do not have a budget in handling disaster-affected residents. They pursue relational governance and prefer imprecise contracts that bind parties together to resolve emerging difficulties (Sako and Helper 1998). Collectivism creates a sense of responsibility in relationships and an aversion to long-distance bargaining relationships (Steensma et al. 2000).

#### Long term orientation

Long-term orientation or commitment is often cited as a predictor of successful inter-organizational relations (Angeles and Nath 2001; Schultze and Orlikowski 2004; Holweg et al. 2005). This is demonstrated by committing resources to relationships (eg, technology, time, money, and facilities) (Sheu et al. 2006). Supply chain partners' willingness to maintain long-term relationships is also

demonstrated by providing assistance during difficult times or when different interests arise (Angeles and Nath 2001). Long-term orientation here is defined as long-term goals to be achieved in collaboration, long-term goals in handling disaster-affected residents after the earthquake, tsunami and liquefaction in Palu City have been regulated in Presidential Instruction Number 10 of 2018 concerning Acceleration of Rehabilitation and Reconstruction Post-Disaster Earthquake and Tsunami in Central Sulawesi Province and Other Affected Areas and Presidential Instruction Number 8 of 2022 concerning Completion of Post-Earthquake, Tsunami and Liquefaction Rehabilitation and Reconstruction in Central Sulawesi Province and governor regulation Number 10 of 2019 concerning Post-Disaster Rehabilitation and Reconstruction Plans and regulated in Palu Mayoral Regulation Number 43 of 2021 concerning Post-Disaster Rehabilitation and Reconstruction Plans for 2021-2024 Earthquake, Tsunami and Liquefaction, Post-Disaster Rehabilitation and Reconstruction Plans (R3PB) which were jointly designed by the Regional Disaster Management Agency (BPBD) Palu City to accelerate the handling of residents affected by the disaster. A successful supply chain partnership will be fostered when the parties involved demonstrate a willingness to work together for a long time and commit various assets to future transactions (Dyer 1996). It is the expectation of immense and endless future interactions that drives partners to work together for their mutual benefit (Schultze and Orlikowski 2004). The relationship is therefore governed not by a formal contract but by an implicit social contract as partners cooperate out of mutual obligations (Axelrod 1984; Schultze and Orlikowski 2004).

### **Symmetry Power**

Power Symmetry means low power distance. Power distance is the practice of inequality in distributing power and authority among partners (Hofstede 1980). Governance is often based on shared values, or a sense of duty, or obligation to others (Wuyts and Geyskens 2005). If one tries to dominate another partner, it will cause conflict between them and thus the partnership will fail. In collaboration with the handling of post-disaster disaster-affected residents in Palu City, the Palu Regional Disaster Management Agency (BPBD) as the agency that coordinates agencies in the local government to handle disaster-affected residents. Its task is to coordinate with the institutions participating in the collaboration, the coordination is carried out symmetrically, not vertically because the participating agencies are in the same position and each agency has different authorities according to their duties and fields. However, this symmetrical coordination does not create a culture of agency collaboration, but creates dependence on one of the agencies, namely the Regional Disaster Management Agency (BPBD) as the spearhead in disaster and post-disaster management in Palu City.

Asymmetrical power and dependence result in dysfunctional relationships (McAlister et al. 1986; Gundlach and Ernest 1994; Verwaal and Hesselmanns 2004). Imbalances of power give rise to asymmetrical relationships in which the stronger dictates to the weaker and benefits in proportion to their influence (Porter, 1980; McAlister et al. 1986; Narayandas and Rangan 2004). Thus, the collaborative relationship will not last long. Symmetry of power plays a greater role in supporting more democratic and participatory partner relations. Narayandas and Rangan (2004) argue that power asymmetries can be corrected through developing trust and commitment between organizations.

### **Uncertainty avoidance**

Based on organizational theory, uncertainty has long been seen as the dominant possibility (Thompson 1967; Bensaou and Venkatraman 1995) and is one of the determinants of high transaction costs (Williamson 1975). There are many categories of uncertainty such as environment, partnerships, tasks, specific capital assets, shared knowledge, asymmetric information (eg, information retention and leakage), and complementary assets (Thompson 1967; Coase 1988; Fransman 1994; Bensaou and Venkatraman 1995; Dyer and Singh 1998; Kaufman et al. 2000). Uncertainty can present collaborating agencies with the need to renegotiate contracts against the risk of opportunism for collaborating agencies in handling disaster-affected residents in Palu City. The existence of uncertainty regarding the settlement of permanent housing and the unclear settlement of the land where the construction of permanent housing for disaster-affected residents raises uncertainty regarding the settlement of the handling of disaster-affected residents in Palu City.

Reducing uncertainty through transparency and visibility of information flows is a key goal in supply chain collaboration (Holweg et al. 2005; Son et al. 2005). Market and technological uncertainties can be effectively addressed through long-term partnerships in which supply chain partners share information about unanticipated events and developments (Verwaal and Hesselmanns 2004). Intense communication between supply chain partners also reduces behavioral uncertainty (eg, opportunism) (Noordewier et al. 1990; Wuyts and Geyskens 2005). If there is no information sharing between partners, unpredictable or non-transparent demand patterns will lead to demand amplification and a bullwhip effect



#### 4. Conclusion

Based on the research conducted, it can be concluded that the culture of collaboration owned by each agency that collaborates in handling disaster-affected residents after the earthquake, tsunami and liquefaction disaster in Palu City is still minimal, because each agency that collaborates does not have the awareness to carry out their duties, functions and powers of each agency. This can be seen from the elements contained in the Collaborative Culture component: First: Collectivism: lack of togetherness in each agency's budgeting for handling disaster-affected residents in Palu City, each agency has a different budget amount and there are agencies that do not budget and program for handling of residents affected by the disaster in Palu City., Second: Long-Term Orientation or Long-Term Goals have been stipulated in Presidential Instruction Number 10 of 2018 Acceleration of Post-Earthquake and Tsunami Rehabilitation and Reconstruction in Central Sulawesi Province and Other Affected Areas and Presidential Instruction Number 8 of 2022 Completion of Post-Earthquake, Tsunami and Liquefaction Rehabilitation and Reconstruction in Central Sulawesi Province, as well as Governor Regulation Number 10 of 2019 Concerning Post-Disaster Rehabilitation and Reconstruction Plans. Then it was translated into Palu Mayoral Regulation Number 43 of 2021 concerning Post-Disaster Rehabilitation and Reconstruction Plans for the 2021-2024 Earthquake, Tsunami and Liquefaction, but the participating institutions of the collaboration are not used as a reference in achieving long-term targets. Third: The symmetrical power that is exercised is co-ordinated in nature and no one agency in collaboration holds the power to pressure other agencies, but a culture of collaboration does not emerge thereby slowing down the process of handling disaster-affected residents in Palu City. Fourth: there is no clarity (uncertainty avoidance) regarding the permanent housing of disaster-affected residents, which creates uncertainty regarding the handling of disaster-affected residents in Palu City.

#### Recommendation

After conducting the research, the researcher recommends; (1) In Collaboration, government agencies need to foster a culture of collaboration, as an effort to facilitate the goals to be achieved in the collaboration process; (2) Collaboration in handling disaster-affected residents in Palu City must have an attitude of togetherness or collectivism, so that the problems they face become light because they are done together; (3) Setting long-term goals/long-term orientation is really needed in the collaboration process so that it becomes a roadmap in the process of achieving goals, so that in the collaboration process you don't get out of what will be the main goal of collaboration. A culture of collaboration will prevent/avoid uncertainty, therefore in every collaboration it is necessary to clarify the authority, duties and duties of each agency.

#### Government Regulations

Presidential Instruction (INPRES) Number 10 of 2018 concerning the Acceleration of Rehabilitation and Reconstruction after the Earthquake and Tsunami Disaster in Central Sulawesi Province and Other Affected Areas

Presidential Instruction (INPRES) Number 8 of 2022 concerning Completion of Post-Earthquake, Tsunami and Liquefaction Rehabilitation and Reconstruction in Central Sulawesi Province

Central Sulawesi Governor Regulation Number 10 of 2019 concerning Post-Disaster Rehabilitation and Reconstruction Plans.

Palu Mayor Regulation Number 43 of 2021 concerning Post-Disaster, Earthquake, Tsunami and Liquefaction Rehabilitation and Reconstruction Plans for 2021-2024

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