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Policy and innovation network: a study of inter-agency collaboration in post-disaster rehabilitation and reconstruction in the Central Sulawesi, Indonesia

Mohammad Rusli Syuaib[*)]
Department of Public Administration, Universitas Sintuwu Maroso, Indonesia

Abstract

The idea of the policy and innovation network in the context of post-disaster governance refers to a set of rules, legislation, regulations, and guidelines that offer guidance for the efforts of post-disaster recovery and reconstruction. The objective of this study is to investigate the impact of policies and innovation networks on post-disaster rehabilitation in a specific geographical region. The research methodology employed in this study is qualitative in nature. The present study employed a diverse range of research data obtained from interviews and disaster management report documents. These data were subsequently subjected to analysis applying the Nvivo12 plus software. The findings of the research suggest that the post-disaster rehabilitation network involves a range of components, specifically the public policy network which comprises the central government, regional governments, associated institutions, and civil society organisation. The local government of Palu City adopted policy changes that prioritised the implementation of a land acquisition and resettlement action plan in the context of post-disaster rehabilitation and construction efforts.

Keywords: *policy and innovation, inter-agency collaboration, post disaster rehabilitation*

*) Corresponding Author
E-mail : mohruslisyuaib@gmail.com

Introduction

The post-disaster period is a critical phase where various efforts come into play to address the immediate needs of the affected population and pave the way for long-term recovery (Esnard & Sapat, 2014; Hettige & Haigh, 2016; Tag-Eldeen, 2017). As the post-disaster phase progresses, the focus expands beyond immediate recovery to long-term development and resilience. The rebuilding process takes into account the specific needs and priorities of the affected community, incorporating their input and participation at every stage (Chester et al., 2021; Finucane et al., 2020; Gibbs et al., 2013). Post-disaster governance is crucial in managing recovery and reconstruction (Hidayat & Egbu, 2010; Liu et al., 2016). Post-disaster governance includes the policy and innovation networks, institutions and processes needed to effectively coordinate and manage recovery efforts (Bilau et al., 2018; Kusumasari, 2012). Throughout the post-disaster phase, effective governance and coordination are essential (Ali et al., 2020; Finucane et al., 2020; Leitmann, 2007).

Post-disaster governance refers to the processes, structures, and mechanisms put in place to manage and coordinate the recovery and reconstruction efforts in the aftermath of a disaster (Grube & Storr, 2014; Lassa, 2012). It involves the coordination

of various stakeholders, including government agencies, non-governmental organizations, community groups, and international actors, to ensure effective decision-making, resource allocation, and implementation of recovery measures (Ainuddin et al., 2013; Manandhar et al., 2022; Prianto et al., 2023). Effective coordination is crucial in post-disaster governance to ensure that different stakeholders work together harmoniously (McClelland et al., 2023; Upadhyay et al., 2022). The policy and innovation network promotes a coordinated approach to post-disaster governance. It ensures that various stakeholders, including government agencies, non-governmental organizations, community groups, and international actors, work together in a cohesive and harmonized manner. The network helps establish coordination mechanisms, facilitates information sharing, and encourages collaboration to avoid duplication of efforts and maximize the impact of recovery interventions. Post-disaster governance requires the development of policy and innovation networks that guides the recovery and reconstruction process. This involves formulating policies, laws, and regulations that address the specific needs and challenges arising from the disaster (Amaratunga & Haigh, 2011; McClelland et al., 2023).

The policy and innovation network in the context of post-disaster governance refers to a set of policies, laws, regulations, and guidelines that guide the recovery and reconstruction process after a disaster (Labadie, 2008). It provides a structured approach and strategic direction for decision-making, resource allocation, and implementation of recovery measures (Hidayat & Egbu, 2010). The policy and innovation network provides a legal and regulatory basis for post-disaster governance. It helps identify and establish the necessary laws, regulations, and guidelines that govern the recovery and reconstruction process. This includes addressing land use planning, building codes, environmental protection, and other relevant regulations to ensure that recovery activities adhere to safety standards, environmental sustainability, and social considerations. The policy and innovation network establishes the guiding principles and overarching goals of the recovery process. These principles may include principles of sustainability, inclusivity, resilience, and equity. The policy and innovation network outlines the legal and regulatory measures necessary for managing the recovery process (Marsh & McConnell, 2010). This includes laws and regulations related to disaster risk reduction. The policy and innovation network serves as a comprehensive and strategic guide for managing the recovery and reconstruction process after a disaster (Oloruntoba et al., 2018; Rodríguez et al., 2007). It provides a roadmap that outlines the principles, objectives, strategies, and actions required to facilitate effective governance during the post-disaster phase.

The policy and innovation network helps provide a clear strategic direction for post-disaster recovery efforts. It sets out the goals, priorities, and desired outcomes of the recovery process, ensuring that actions are aligned with long-term development objectives. The network establishes a shared vision and common understanding among stakeholders, guiding decision-making and resource allocation towards sustainable recovery (Chisty et al., 2022; Kapucu, 2014). Effective post-disaster governance relies on clear institutional arrangements. This includes the establishment of dedicated entities or departments responsible for coordinating and overseeing the recovery efforts (Allen, 2011; Seng, 2013). These institutions should have the necessary authority, capacity, and

resources to carry out their roles effectively. They should also have mechanisms for engaging with relevant stakeholders and ensuring accountability in the recovery process. Furthermore, The policy and innovation network emphasizes the importance of stakeholder engagement and participation in the recovery process. It outlines mechanisms for involving affected communities, local authorities, civil society organizations, private sector entities, and international actors (Islam & Walkerden, 2017; Scolobig et al., 2015). Stakeholder engagement ensures that diverse perspectives, needs, and capacities are considered in decision-making and implementation, fostering ownership and sustainability (Prianto et al., 2023; Shi, 2012). Because of its position on the Earth's equator and its location within the Ring of Fire, as well as the convergence of three tectonic plates, Indonesia emerges as one of the nations highly susceptible to disasters (Wiwik Astuti et al., 2021). During September 28, 2018, Central Sulawesi, an Indonesian province, experienced a sequence of natural calamities that caused extensive and unparalleled devastation and casualties (Trias & Cook, 2021).

Central Sulawesi faced the most devastating catastrophe in both Indonesia and the world during that particular year. On September 28, a powerful earthquake with a magnitude of 7.5 occurred, leading to the formation of tsunamis in close proximity, triggering numerous landslides, and causing substantial liquefaction in various locations (Sassa & Takagawa, 2019). The earthquake and tsunami that struck Central Sulawesi in 2018 exemplify the intricate nature of concurrent disasters, their interconnected consequences, and the cumulative impacts they create. This event also underscores the difficulty of managing disaster response in an archipelago prone to multiple hazards. Furthermore, it emphasizes the urgency to safeguard and support at-risk communities as they face evolving and emerging disaster risks (Trias & Cook, 2019). The urgency of policy and innovation networks in post-disaster governance in Central Sulawesi cannot be overstated. In the aftermath of a disaster, such networks play a critical role in coordinating and integrating various institutions and stakeholders involved in the recovery and reconstruction process.

One of the key reasons why policy and innovation networks are crucial is the complexity of post-disaster challenges. Disasters do not solely impact a single sector or aspect of life; they encompass multiple dimensions, including infrastructure, social, economic, and environmental aspects. In the context of Central Sulawesi, which is prone to various natural disasters such as earthquakes, tsunamis, and floods, effective coordination among government agencies, non-governmental organizations, and the community is essential to ensure a holistic and sustainable recovery. Based on the literature search conducted, there are several previous studies that discuss disaster management in Central Sulawesi, including research conducted by Wiwik Astuti et al., (2021). The study examined the issue of the impact of direct experience of disasters on the knowledge, attitudes and perceptions of teachers towards the implementation of the disaster risk reduction curriculum in Central Sulawesi. Moreover, the findings of the research demonstrated that the encounter with disasters enhanced their understanding of Disaster Risk Reduction (DRR). Additionally, the educators incorporated this knowledge into their classroom practices, as evident in their participation in school DRR initiatives and integration of DRR principles into the curriculum.

There is another previously research conducted by Trias & Cook (2021) namely "Future directions in disaster governance: Insights from the 2018 Central Sulawesi Earthquake and Tsunami response". This article investigates the formal management of disaster response in Palu through an examination of themes derived from desk research, interviews with key informants, and on-site observations. Additionally, the article endeavors to outline the primary obstacles, effective strategies, general patterns, and notable prospects for enhancing collaboration among responders and humanitarian actors in their efforts to assist and safeguard vulnerable communities facing multiple risks and concurrent disasters. Furthermore, it aims to provide researchers and policymakers with an extended framework for evaluating and enhancing the governance of future coordinated disaster responses in Indonesia and Southeast Asia. Further research was also carried out by Taufik & Ibrahim (2020), which aimed to reveal the essence of disaster management in Central Sulawesi that was experienced by Muslim refugees.

Although there have been several previous studies that tried to explore disasters in Central Sulawesi, no research has been found that focuses on studying post-disaster management, especially those that use policy and innovation networking approaches. The aim of research on policy and innovation networks in post-disaster management in Central Sulawesi is to understand and increase the effectiveness of collaboration between relevant institutions and stakeholders in post-disaster management. This research aims to identify challenges, find successful practices, and provide policy recommendations that can strengthen cooperation and innovation in post-disaster recovery, in order to build community empowerment and create better resilience to disasters in Central Sulawesi. Research on policy networks and innovation in post-disaster management in Central Sulawesi is very important because it can provide insight into how institutions and stakeholders can work together effectively, identify challenges faced, find successful practices, and provide a basis for policy and planning. future. Through this research, we can strengthen cooperation, increase capacity, and develop policies that focus on sustainable and resilient post-disaster recovery, not only in Central Sulawesi, but also at the national and regional levels.

Research Methods

This study uses the method of social network analysis. In this method, researchers map and analyze the relationships between the actors involved in the network. By using techniques such as social network analysis (SNA), the relationships between actors are represented in the form of network graphs (Freeman, 2004; Knoke & Yang, 2019; Serrat & Serrat, 2017). Through this method, researchers can identify the key actors in the network, measure the strength of the relationship between them, and analyze the overall structure of the policy and innovation network. In social network analysis, researchers use Nvivo to manage network data, such as data regarding the relationships between actors. The data is imported into Nvivo and organized into nodes and edges within the project. Nvivo as a tool to visualize the network in graphical form, so that researchers can analyze and understand the structure of policy and innovation networks better. In addition, document analysis is also the method used in this study. The researcher conducts an analysis of policy documents, reports or other publications related to the research theme. This method helps researchers understand the context of policy and innovation, identify relevant policies, and track developments and changes in policy and innovation networks. Furthermore, researchers also use Nvivo to manage

and analyze policy documents or publications related to policy and innovation networks. Researchers import these documents into Nvivo and use search and indexing tools to identify relevant themes, concepts, or issues. Nvivo allows researchers to annotate, label, and categorize the document, making it easier for further analysis and exploration.

Results and Discussion

Policy network analysis in post-disaster rehabilitation and reconstruction in the Central Sulawesi

The seismic and hydrological catastrophe that transpired in Palu in 2018 represents a significant calamity within the Indonesian context. The response to this calamity encompassed multiple components, namely a public policy network comprising the central government, regional governments, affiliated institutions, and civil society organizations.

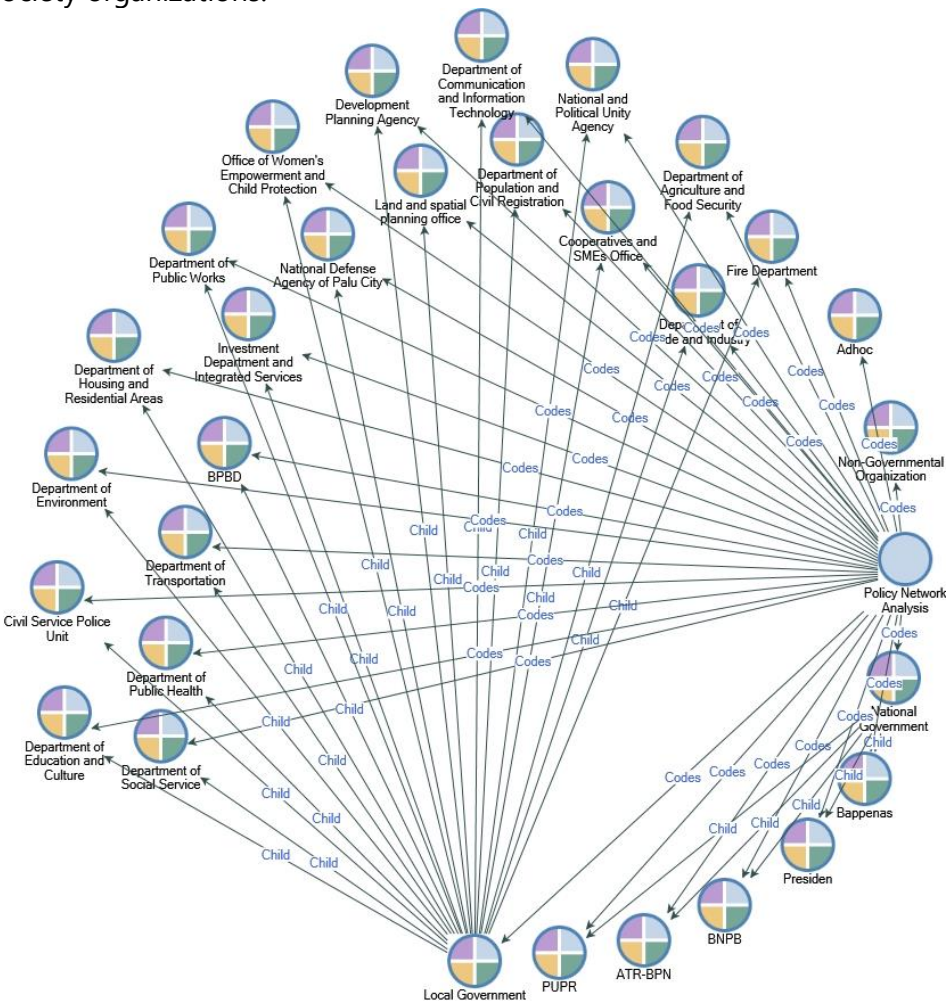

Figure 1. Policy Network Analisys
Source : processed by Author

The policy network in disaster management innovation in Central Sulawesi subsequent to the significant disaster is depicted in Figure 1. The policy network comprises four primary entities, specifically the national government, local government, Adhoc, and non-governmental organizations (NGOs). A network exists wherein all stakeholders involved in the policy making process collaborate and coordinate with one another, extending from the initial stages of policy formulation to its eventual implementation. Policy networks play a crucial role in the realm of disaster

management due to the extensive and intricate ramifications that natural disasters or other emergency incidents can entail. The presence of a policy network facilitates effective collaboration among multiple stakeholders, including the government, disaster management agencies, non-governmental organizations (NGOs), and civil society, in order to effectively address and mitigate the adverse consequences of disasters. Within the context of the policy network framework, effective collaboration and coordination are established among all relevant stakeholders. Policy networks facilitate the coordination, information sharing, and collaborative endeavors of stakeholders (Henry, 2011; Rudnick et al., 2019). Through collaborative efforts, it is possible for all relevant parties involved to effectively prevent any redundancies or deficiencies in disaster response, while also maximizing the utilization of scarce resources.

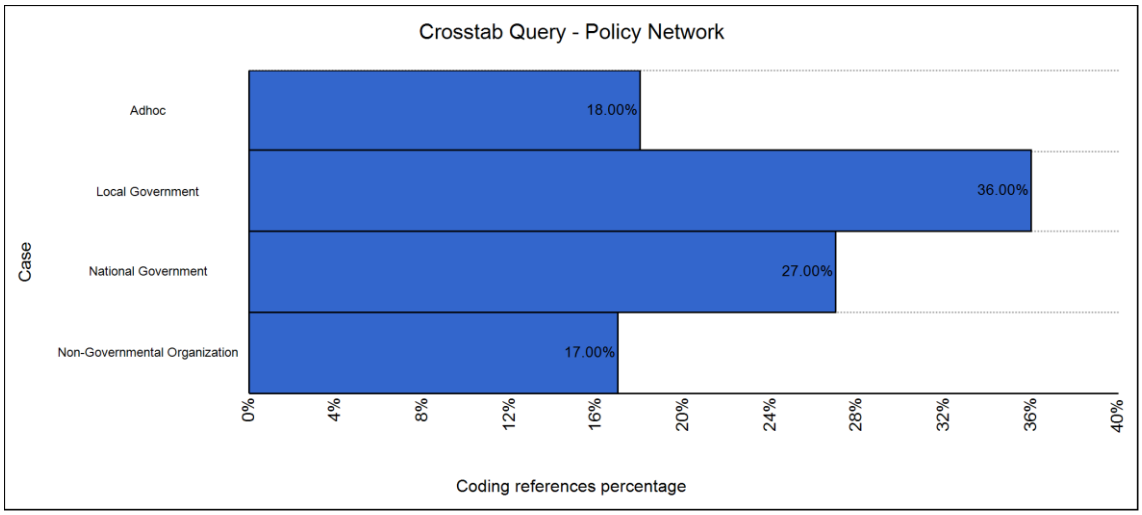

Figure 2. Analysis of the role of government agencies in policy networking
Source : processed by Author

The local government of Sulawesi is paying serious attention to the disasters that occurred in 2018, based on the results of analysis of research data it was found that local government was the party with the most dominant role in handling post-earthquake disasters in Palu City and its surroundings. This can be seen in figure 2. Local government gets a percentage of 36% which is the highest score compared to other parties such as the National government 27%, Adhoc Institutions 18%, and NGOs 17%. In dealing with this disaster, the role of the local government is very important in handling the earthquake and the recovery of the city of Palu. Starting with Coordination and Control by playing a central role in coordinating earthquake relief efforts. The local government established a disaster command center which became the central point for gathering information, coordinating rescue operations and making strategic decisions. Effective coordination between local government, security forces, rescue teams and other humanitarian agencies is essential to ensure a rapid and coordinated response.

Then the local government cooperates with the rescue team to carry out evacuation and rescue operations. They coordinated the evacuation of residents trapped under collapsed buildings and ensured their safety. These steps were taken quickly after the earthquake to minimize the death toll and provide aid to those in need. Not only that, local governments are also responsible for providing emergency health services to earthquake victims who are injured or need immediate medical treatment. They set up health posts and cooperated with medical teams and other health institutions to provide medical assistance to victims. Apart from that, the local

government also made efforts to prevent disease and control epidemics in evacuation sites.

Local governments have an important role in providing emergency assistance to earthquake-affected communities. The local government distributed food, clean water, clothing, shelter and other basic needs to the victims. In addition, local governments are also responsible for planning and implementing long-term rehabilitation programs, including the restoration of infrastructure, settlements, and community economic livelihoods. These steps aim to help earthquake victims restore their lives and rebuild Central Sulawesi

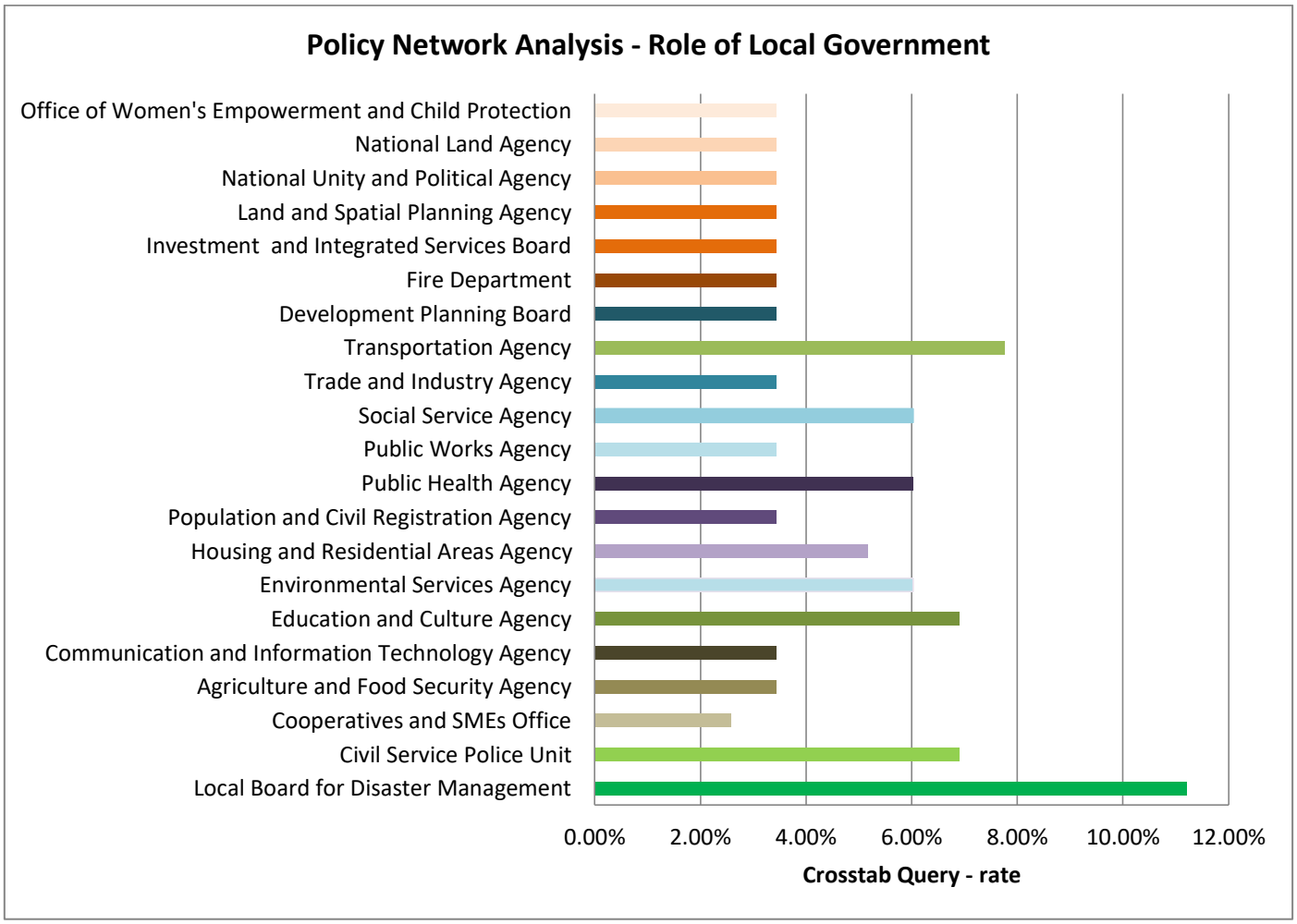

Figure 3. Role of Local Government
Source : processed by Author

The role of local government is very significant in disaster management, Figure 3 shows several local government agencies that play an important role in making and implementing policies related to post-disaster handling innovations. BPBD is a disaster management agency that has a significant role in the recovery of Central Sulawesi after the earthquake and tsunami. There are seven government agencies classified as moderate in their level of involvement in discussing and implementing disaster management innovations in Palu city. Additionally, there are 13 other government agencies with a similar level of participation that have formed teams for the implementation of post-earthquake and tsunami reconstruction and rehabilitation innovations in Palu city.

After effectively addressing the crisis situation, it becomes the duty of the government to extend and enhance long-term recovery and rehabilitation endeavours.

This stage encompasses the process of reconstructing impaired infrastructure, facilitating the provision of housing for displaced households, reinstating fundamental services such as water and electricity, and fostering economic revitalization through the facilitation of business recovery efforts. The collaboration between the local government of Palu City and pertinent stakeholders is imperative in order to advance sustainable development, foster the implementation of hazard-resistant construction practises, and enhance the overall resilience of the city against potential future disasters. The effectiveness of this measure was enhanced through the implementation of Mayor Decree Number 650 of 2019, which pertains to the establishment of a Working Group responsible for land acquisition and resettlement in the context of the rehabilitation and reconstruction programme for areas affected by natural disasters in Palu City. This programme encompasses a total of 21 government agencies, operating under the coordination and guidance of the Palu City Government. The agencies participating in this programme are depicted in Figure 3.

Despite playing a crucial role, the regional government in Palu City encounters various challenges in the realm of disaster management. Effective disaster preparedness and response can be impeded by various factors, including limited financial resources, bureaucratic constraints, and the requirement for technical expertise. Furthermore, the presence of corruption and political instability can have a significant impact on the allocation and distribution of resources, thereby causing delays in the process of recovery (Alfiyah, 2021; Husna et al., 2021). Furthermore, the presence of geographical and logistical obstacles when attempting to access distant and susceptible communities can significantly complicate the implementation of relief initiatives.

Innovation in post-disaster rehabilitation and reconstruction in the Central Sulawesi

Efforts aimed at rehabilitation and reconstruction have been implemented with the objective of restoring the areas that have been impacted. To address these challenges, several innovations have been deployed to expedite and improve the process of rehabilitation and reconstruction. One of the significant advancements in the field involves the utilization of digital technology and satellite imagery mapping. Through the utilization of satellite imagery and advanced mapping technology, it is possible to achieve a higher level of accuracy and detail in mapping areas that have been impacted. This facilitates the expeditious detection of infrastructure and housing damage, allowing for the prioritization of areas necessitating immediate repairs and the strategic development of efficient reconstruction plans. Furthermore, this technology facilitates the monitoring and evaluation of rehabilitation progress, thereby ensuring the efficient allocation of resources.

Furthermore, the utilization of a participatory and inclusive approach has emerged as a novel strategy in the realm of post-disaster rehabilitation and reconstruction efforts in Central Sulawesi. The inclusion of local communities, stakeholders, and affected groups in decision-making and planning processes guarantees the comprehensive consideration of their needs and aspirations. This can be achieved by means of participatory forums, open dialogues, and various mechanisms for public engagement. Through the active engagement of the community, rehabilitation and reconstruction programs can attain greater relevance, sustainability, and the ability to enhance local capacities.

Moreover, the adoption of the risk-based and resilience-based approach has emerged as a significant innovation in the endeavor of rehabilitation and reconstruction. The emphasis is placed on the development of infrastructure and human settlements that exhibit enhanced resilience towards disasters, incorporating the utilization of cutting-edge and ecologically sustainable building technologies. The implementation of earthquake-resistant building construction and disaster-safe settlement designs serves to safeguard the well-being of inhabitants and their properties. Furthermore, this approach encompasses the promotion of environmental sustainability and the reduction of vulnerability to future disaster threats, thereby facilitating local economic recovery.

In the context of post-disaster rehabilitation and reconstruction endeavors in Central Sulawesi, the involvement of various stakeholders, including the government, non-governmental organizations, communities, and the private sector, has emerged as a noteworthy innovation. By engaging in close collaboration, the pooling of resources and expertise can occur, leading to improved coordination of efforts and ultimately yielding superior outcomes. This collaborative effort involves multiple sectors, including infrastructure, education, health, and livelihood recovery, with the aim of constructing more robust and resilient communities. In general, the advancements in post-disaster rehabilitation and reconstruction in Central Sulawesi are designed with the objective of expediting the recuperation procedure and reconstructing the impacted regions. The application of digital technology, a participatory approach, a risk- and resilience-based approach, and robust collaboration can enhance the effectiveness and sustainability of rehabilitation and reconstruction efforts, thereby yielding favorable outcomes for communities impacted by disasters.

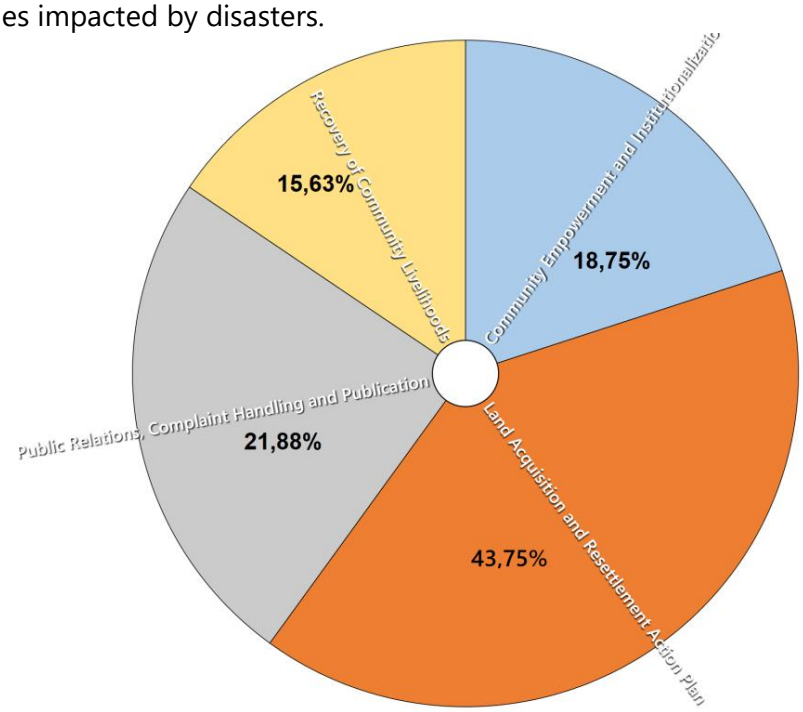

Figure 4. Policy Innovation Direction of Post-disaster Rehabilitation and construction in Palu City
Source : processed by Author

Policy innovations released by the local government of Palu City show that the Land Acquisition and Resettlement Action Plan is a focus in post-disaster rehabilitation and construction with the highest percentage of 43.75%, Land Acquisition and Resettlement is carried out by preparing work plans, regulations and licensing for the location of land acquisition and resettlement. Then the local government also

encourages and facilitates policy makers in the use of government and private assets that allow land to be used. In addition, the local government also provides advocacy to all relevant stakeholders to make the construction, maintenance and security of housing infrastructure for new residential areas a priority.

Post-Disaster Policy Innovation also focuses on Public Relations, Complaint Handling and Publication, where the government processes and analyzes information data related to community needs, especially on housing that will be provided to disaster victims, then provides continuous information to parties related to the field of public relations to pay attention to all community complaints during the recovery process. implemented. Then the next focus is Community Empowerment and Institutionalization by strengthening the capacity of human resources in the process of organizing post-disaster land acquisition and resettlement. The last is Recovery of Community Livelihoods by advocating and intermediating with all government institutions in order to collaborate with the community, especially productive economic business actors to become the economic strength of the community after being placed in new post-disaster settlements.

Policy innovations issued by the local government of Palu city have proven to be successful with various achievements from the recovery of the area after being hit by a disaster .According to the Coordinating Minister for Human Development and Culture, the post-disaster reconstruction progress for Palu City was reported to be 57% until 2022. Similarly, Donggala Regency recorded a progress rate of 52.22%, while Parigi Moutong Regency and Sigi Regency achieved reconstruction rates of 80.82% and 90.27% respectively. This demonstrates that the implementation of innovations in post-disaster recovery in Central Sulawesi has been executed effectively, albeit with some imperfections.

Conclusion

Policy and innovation networks play a crucial role in establishing coherent strategic orientations for post-disaster recovery endeavors in Central Sulawesi. The post-disaster rehabilitation network encompasses a range of components, specifically the public policy network which comprises the central government, regional governments, affiliated institutions, and civil society organizations. In general, all participating entities have effectively fulfilled their respective responsibilities within the context of this policy network. As a result, a variety of solutions have surfaced, including policy innovations centred around the land acquisition and resettlement action plan, resulting in a rehabilitation rate of 90.27% in one of the affected locations.

This research elucidates the significant role that local governments play in facilitating the recovery process of their respective regions following the occurrence of natural catastrophes. Local governments in Palu City have demonstrated their ability to address post-disaster reconstruction and rehabilitation challenges by establishing policy networks with the central government and other relevant parties.

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