



Collaboration Between Actors In Disaster Mitigation In Manado City

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Abstract. Manado City is highly vulnerable to hydrometeorological disasters due to its geographical conditions, rapid and uncontrolled urbanization, and the intensifying impacts of climate change. These risks underline the importance of effective disaster mitigation strategies that go beyond government intervention and involve active participation from communities and non-governmental organizations. In this context, collaboration among various actors becomes a crucial foundation for developing an adaptive and participatory disaster governance system. This study aims to analyze the dynamics of actor collaboration in disaster mitigation efforts in Manado City, with particular emphasis on patterns of interaction, role distribution, and structural as well as cultural barriers that influence the effectiveness of multi-stakeholder synergy. Employing a qualitative case study approach, this research relies on secondary data gathered from official documents, government policy reports, and relevant academic publications. Data were analyzed using thematic analysis to identify key themes and relational dynamics among stakeholders. The findings reveal that although strong driving factors exist—such as a high level of disaster risk, increasing public awareness, and the availability of institutional frameworks—collaboration remains largely procedural and government-dominated, with limited engagement from non-government actors. Challenges such as weak trust among stakeholders, insufficient substantive dialogue, and the absence of an integrated disaster information system continue to hinder the realization of effective collaborative practices. The study concludes by highlighting the urgency of adopting a collaborative governance model that emphasizes equality, mutual trust, and meaningful participation. Theoretically, this research contributes to the discourse on disaster governance by providing insights into actor relations in a disaster-prone urban context. Practically, it proposes an adaptive collaboration framework that can be replicated in other cities facing similar disaster vulnerabilities, thereby strengthening resilience and community preparedness.

Kata Kunci: Disaster governance; Collaborative governance; Hydrometeorological disasters; Stakeholder collaboration; Manado City.

1. INTRODUCTION

Manado City, as the capital of North Sulawesi Province, is one of the regions in Indonesia that has a high level of vulnerability to hydrometeorological disasters, especially floods and landslides (Sudibyakto, 2018). This vulnerability is influenced by the geographical and topographic conditions of the city consisting of coastal areas, lowlands, and hills with many watersheds that are susceptible to overflow during high rainfall (Pemani et al., 2019). In addition, rapid urbanization and land conversion without sustainable spatial planning exacerbate disaster risk, especially with reduced drainage system capacity and reduced water catchment area. The phenomenon of global climate change has also caused the intensity and frequency of extreme rainfall to increase, thereby increasing the chance of hydrometeorological disasters. Data from the National Disaster Management Agency (BNPB: *Badan Nasional Penanggulangan Bencana*) in North Sulawesi noted that throughout 2023, flood incidents in Manado showed an increasing trend both in terms of the number of events and affected areas. This condition shows that the challenges of disaster mitigation in Manado City are increasingly

complex and require a more adaptive and participatory cross-actor collaborative approach to create regional resilience in a sustainable manner.

Table 1. Indonesian Disaster Information Data in the Manado City Area

Year	Victim		Hurt & Suffering	Flee	Damage	
	Die	Disappear			House	Public Facilities
2021	8	0	2.808	3.879	4.120	11
2022	2	0	2.642	0	269	0
2023	6	0	16.900	1.966	1.146	0
2024	0	0	414	0	259	0

Source: Data processed by the author (<https://dibi.bnnpb.go.id/d#>)

This phenomenon reflects the urgency to strengthen a disaster mitigation system that does not only depend on the government, but also involves the active role of communities and non-governmental institutions. A collaborative approach is crucial in dealing with the increasing complexity of disasters due to climate change and rapid urbanization. The collaborative approach to disaster mitigation reflects a shift from the model of government as a single actor to a participatory governance approach, where various parties are actively involved in the public decision-making process (Ansell & Gash, 2008; Lithuania, 2024). In the context of disasters, collaborative governance allows for integration between local knowledge of the community, the capacity of non-governmental institutions, and the formal authority of the government to produce more contextual and effective solutions (Emerson et al., 2012). This is in line with the principle of community-based disaster risk reduction (DRR) recommended by UNDRR (2023) that sustainable disaster risk reduction can only be achieved if local communities are involved in all stages of mitigation.

Twigg (2021) emphasizes that the resilience of local communities is not only determined by the resources they have, but also by how much they are involved in collaborative networks with governments and other organizations. This collaboration is not only about the division of tasks, but also about strengthening trust, open communication, and equal roles between actors (Durose & Lowndes, 2021). In the context of Manado City, which is geographically very vulnerable to hydrometeorological disasters, strengthening this synergy is very important given the high exposure and limited technical capacity of local governments. Although various studies have discussed the importance of collaboration in disaster mitigation, there is still a gap in understanding the dynamics of synergy between government, society, and non-governmental institutions in local contexts such as Manado City. Research by Hapsari and Rahman (2024) identified that aspects of access to authority and power are often underpaid in collaborative studies of disaster mitigation in Indonesia. In addition, a study by Puspita et al., 2024 shows

that in Bojonegoro Regency, collaboration between actors in landslide mitigation has not been optimal, with obstacles to face-to-face dialogue and the active participation of various parties. Fitrianto (2020) also explained that Kediri Regency has not been optimal in implementing the current disaster management policy. This gap shows the need for more in-depth research on the factors that affect the effectiveness of collaboration between actors in the context of disaster mitigation in Manado City.

Several studies abroad also discuss the importance of collaboration between actors in disaster management. For example, a study conducted by Li et al. (2020) analyzed the network of collaboration between actors in disaster mitigation in Harris County, Texas, after Hurricane Harvey through a survey of stakeholders from various sectors, such as flood control, transportation, and emergency response. The results show that actors from the government sector have the most dominant role in disseminating information and coordinating mitigation efforts. In contrast, actors from the flood control sector and non-governmental organizations are less active in the core network, which hinders cross-sector coordination. These findings show the importance of strengthening the involvement of non-governmental actors and certain technical sectors in order to make regional resilience planning more integrated and effective. The research also identified strategic key actors such as Houston, Harris City Government, Houston Galveston Regional Council and community institutions as key drivers in the disaster mitigation collaborative network.

Shah et al. (2022) through their research, triggered the establishment of ERRA (Earthquake Reconstruction and Rehabilitation Authority). A national institution established to systematically manage rehabilitation and reconstruction. This is due to the fact that after the massive earthquake that hit Pakistan in 2005, the country faced a major challenge, namely the absence of a well-established disaster management system and limited technical and financial resources. In such conditions, various organizations, both local and international, including religious institutions, immediately moved to assist in rescue and disaster management operations. The research traces how the process of inter-agency collaboration began to form and evolve in response to this urgent need. The Pakistani government, together with NGOs and aid agencies, began working together to ensure that aid reached victims on time and without overlap. With the establishment of ERRA, various agencies can work more coordinated, avoid duplication of aid, and maximize the use of limited resources. This success provides an important lesson that building collaborative structures between agencies from the beginning is crucial to accelerating post-disaster recovery effectively and efficiently. Pakistan's case serves

as an example for other countries of the importance of establishing formal collaborative mechanisms in disaster management, not only during emergency response, but also in the long-term rehabilitation and reconstruction stages.

Abdeen et al. (2021) identified the challenges faced in multi-agency collaboration during disaster management, as well as formulating strategies to address them. The results show seven key challenges: communication, environmental, social, political, inter-institutional, intra-institutional, and infrastructure. Communication challenges are the most dominant, especially due to the absence of a clear technology platform and data sharing guidelines between institutions, thus hindering a shared understanding of disaster situations. Interoperability barriers also weaken the effectiveness of collaboration. Barriers to interoperability, namely the inability between institutions to share and utilize information effectively (Rohana, 2022). This is due to differences in technological systems, operational standards, and the lack of a unified platform for communication. As a result, coordination becomes slow, decisions are out of sync, and roles overlap. To overcome this, an integrated digital system, joint communication protocols, cross-agency training, and clarity of command structures are needed so that collaboration between agencies can run more effectively and responsively in dealing with disasters.

So, this study aims to analyze and understand the dynamics of collaboration between the government, the community, and non-governmental institutions in disaster mitigation efforts in Manado City. Specifically, this research will explore how the three actors interact, share roles, and build synergies in designing and implementing effective and sustainable disaster mitigation strategies. With a qualitative approach, this study will explore the factors that support and hinder collaboration between actors, as well as identify best practices that can be replicated in other regions with similar characteristics. Theoretically, this study will enrich the literature on *industrial governance* in the context of disaster mitigation, especially in urban areas that are vulnerable to hydrometeorological disasters. By integrating the perspectives of various actors, this research is expected to develop an adaptive and contextual collaboration model. Practically, the findings from this study can serve as a reference for policymakers, disaster practitioners, and civil society organizations in designing more inclusive and participatory disaster mitigation strategies in Manado City and other areas facing similar challenges.

2. LITERATURE REVIEW

Collaborative Governance

This research is based on the theory of *Collaborative Governance* proposed by Ansell & Gash (2008). This theory defines *collaborative governance* as a governance arrangement in which one or more state institutions actively involve non-state actors in the formal collective decision-making process (Khaliq et al., 2025; Perdana et al., 2021). The purpose of this process is to formulate or implement public policies and manage public programs in a more inclusive and responsive manner.

This model emphasizes the importance of several key prerequisites for effective collaboration, including:

The four prerequisites are interrelated and form a cycle that strengthens the effectiveness of collaboration. If one aspect is not met, then dialogue becomes unproductive, commitment decreases, and mutual understanding fails. Therefore, a collaborative governance approach must be carried out comprehensively with an emphasis on the development of integrated, transparent, and long-term oriented processes, especially in dealing with complex issues such as disaster mitigation in Manado City.

Ansell and Gash also emphasize that collaboration cannot occur in a vacuum, but rather is heavily influenced by starting conditions, institutional design, and facilitative leadership. In the context of disaster mitigation, this theory is very relevant because disaster management is a complex issue, cannot be solved by one actor alone, and requires coordination across sectors and across levels of government. However, the implementation of collaborative governance in Indonesia still faces various challenges. As shown in the research of Sagala et al. (2021), coordination between government organizations is often hampered by rigid and less flexible bureaucratic structures. This proves the need for the establishment of a special body coordinated directly by regional heads to strengthen synergy between institutions (Hidayatullah et al., 2023; Putri & Rohmadin, 2024).

The collaborative governance approach in Manado City is very important considering that this area has a high level of vulnerability to disasters such as floods and landslides. Collaboration between governments, communities, and non-governmental agencies is needed to create a more responsive, inclusive, and sustainable disaster mitigation system. This approach allows for the integration of government policies with local knowledge as well as technical support from non-governmental organizations, thereby strengthening the region's resilience to disasters.

Integrative Collaborative Governance Framework

As a study to deepen understanding of the dynamics of collaboration between actors, this study also refers to the integrative framework of Collaborative Governance developed by Emerson et al., (2012). This framework identifies three main components in collaboration: (1) the drivers or drivers of collaboration, these are the initial conditions that trigger collaboration. For example, a disaster crisis such as the floods in Manado can be a strong driving factor because it demands a cross-sectoral response. When one actor is unable to solve a problem alone, then the urge to work together becomes stronger. Other examples of *drivers* are political pressure, resource needs, and dissatisfaction with previous solutions; (2) principled engagement which includes the process of dialogue, joint agenda-setting, and collective decision-making; and (3) shared motivation which includes trust, shared commitment, and common understanding of problems. If communities, NGOs, and governments share common beliefs and goals (e.g., minimizing the impact of annual flooding), then collaboration can take place more effectively. If the dynamics of collaboration are well built, then the actors will be able to carry out collaborative actions effectively. The end result could be a common policy solution, increased emergency response capacity, or even more inclusive local regulatory changes. This framework helps in analyzing how synergies between governments, communities, and non-governmental institutions can be built and maintained in disaster mitigation efforts. The results of Novita's (2020) research look at the urgency of urban resilience to ensure community resilience to disasters, so cities in various parts of the world are trying to increase resilience from various aspects, in this case including social resilience, institutional resilience, economic resilience, and infrastructure resilience.

Community-Based Disaster Risk Reduction (CBDRR)

Community-Based Disaster Risk Reduction (CBDRR) is a strategy that places local communities as the main actors in disaster risk reduction efforts (Isrofi, 2025; Muchsin, 2021). The CBDRR does not position the community solely as a recipient of assistance or policy objects, but rather as an active subject directly involved in all stages of disaster risk management. This process includes participatory risk identification, preparation of mitigation plans based on local needs, implementation of adaptation strategies, and impact evaluations carried out by and for communities (Rofika et al., 2025). According to Lessy & Bemba (2019), CBDRR emerged as a response to the limitations of *the government's top-down* approach which is often less adaptive to local conditions, especially in areas with limited resources and high disaster risk such as Manado City. This approach emphasizes the importance of local

knowledge, social engagement, and community leadership in strengthening resilience to disasters. According to Twigg (2004), people who are able to organize, have access to information, and are involved in the decision-making process, tend to have a higher level of *resilience* in dealing with disasters. Therefore, CBDRR plays a role not only in building technical capacity, but also in strengthening the social structure that supports the resilience of society.

This approach is in line with the all-of-society principle put forward by the United Nations Office for Disaster Risk Reduction (UNDRR, 2023), which emphasizes that effective disaster risk reduction cannot be done by governments alone, but requires the active participation of all stakeholders including society, the private sector, academia, and civil society organizations. CBDRR has several key principles that are the foundation of its success, namely:

1. ***All-of-society approach***, where all parties, including vulnerable groups, must be involved in every stage of risk reduction;
2. ***Capacity building***, namely strengthening the capacity of individuals and communities in understanding, responding, and recovering from disasters;
3. ***Empowerment***, that is to encourage the community to become leaders in the process of adaptation and local decision-making;
4. ***Context-specific***, This means that risk reduction strategies must be tailored to local social, economic, cultural, and geographic characteristics (Cabral-Ramírez et al., 2025; Canete et al., 2025; Graveline et al., 2025; Twigg, 2004; UNDRR, 2023)

CBDRR in Manado City has become very relevant to bridge the gap between government programs and the real needs of the community at the grassroots level. This approach opens up space for parallel collaboration between governments, communities, and non-governmental institutions, while strengthening the integration between bottom-up resilience *and* top-down governance in local disaster mitigation systems.

Social Capital in Collaboration

Social Capital theory focuses on how social relationships, beliefs, and reciprocity between individuals and groups can create collective values that support cooperation. In the context of disaster mitigation, strong relationships between actors, both between the community and the government, the community and NGOs, and between local communities in order to create social resilience, namely the ability to respond to and recover from disasters quickly and efficiently. According to Lowndes & Wilson (2001), a dense network of civic

engagement generates the capacity to build trust, reciprocity, and cooperation, which in turn supports effective local governance. In the context of disaster mitigation, the existence of strong social capital can strengthen collaboration between governments, communities, and non-governmental institutions. In addition, the trust that has been built between the community and the government or NGOs makes collaboration more effective, as it reduces resistance and accelerates acceptance of mitigation policies. Without trust, top-down policies from the government often do not run optimally because they are considered irrelevant or not on the side of citizens. On the other hand, with social capital, the community will be more proactive, responsive, and willing to be involved in disaster prevention and preparedness efforts. So, social capital is not only a complement, but an important foundation in collaboration between actors. It acts as a "social glue" that allows synergy to run not only in formal form, but also in concrete actions that support and strengthen each other in the face of disaster risk.

The integration of the above theories provides a strong conceptual framework for analyzing collaboration between actors in disaster mitigation in Manado City. Collaborative Governance and its integrative framework help understand the dynamics and processes of collaboration between governments, communities, and non-governmental institutions. The *CBDRR* approach provides insight into the importance of community empowerment in disaster mitigation efforts. Meanwhile, *Social Capital theory* highlights the role of trust and social networks in strengthening synergy between actors. Thus, the theoretical foundation of this theory supports a comprehensive analysis of the synergy between actors in disaster mitigation in Manado City.

3. RESEARCH METHODS

This research uses a qualitative approach with a case study type. This approach was chosen because it is able to provide a deep understanding of complex and contextual social phenomena, especially regarding the dynamics of collaboration between actors in disaster mitigation. The case study allows researchers to explore in detail the interaction between the government, the community, and non-governmental institutions in Manado City in designing and implementing disaster mitigation strategies. According to Creswell & Poth (2016), a qualitative approach is very suitable to be used when researchers want to explore meanings, processes, and social dynamics that cannot be explained quantitatively. The intrinsic case study design is used because the case of disaster mitigation collaboration in Manado City is seen as an interesting and important phenomenon to be studied in itself, not for generalization purposes.

This research relies entirely on secondary data obtained from various official documents, policy reports, academic publications, and reports on the activities of relevant non-governmental institutions. Data sources include the Indonesian Disaster Data and Information (DIBI: *Data dan Informasi Bencana Indonesia*) portal from BNPB, the Manado City Regional Disaster Management Plan (RPBD: *Rencana Penanggulangan Bencana Daerah*) document, annual reports from the North Sulawesi Provincial BPBD, as well as various scientific journal articles and research reports that discuss collaboration between actors in the context of disaster mitigation (Hapsari, A. A., & Rahman, 2024; Puspita et al., 2024). The use of secondary data is carried out because the available information has been systematically documented and can be analyzed to assess the dynamics of the relationship between the actors involved in disaster mitigation in the study area.

The procedure for implementing the research is carried out in stages. First, the researcher formulates the problem and prepares a conceptual framework based on a review of the literature and relevant empirical data. The second stage is the collection of secondary data through searching through policy documents, official reports, and scientific articles from trusted sources. Furthermore, data classification and reduction were carried out by grouping information based on themes such as the role of actors, forms of synergy, collaboration barriers, and mitigation strategies. The fourth stage is data analysis using thematic analysis methods as developed by Braun & Clarke (2021). In this stage, the researcher carried out the process of coding, pattern identification, theme formation, and narrative interpretation that describes the dynamics of collaboration between actors. Finally, the researchers compiled the findings in the form of a narrative that related the results of the analysis to the collaborative governance theoretical framework of Ansell & Gash (2008), the integrative model of Emerson et al. (2012) and the Community-Based Disaster Risk Reduction (*CBDRR*) approach from Twigg (2021)

The data analysis technique used in this study is thematic analysis. This analysis allows researchers to recognize and interpret meaningful patterns in the data obtained from documents and reports (Tahir et al., 2023). The analysis procedure was carried out in six stages, namely: (1) familiarization with the data, (2) initial coding, (3) theme identification, (4) theme review, (5) theme naming and definition, and (6) preparation of thematic outcome narrative. Through this technique, researchers can connect empirical data with theories used to comprehensively and in-depth explain how collaboration between actors is formed, run, and challenges faced in the context of disaster mitigation in Manado City. With this approach, the research is expected to make a conceptual contribution to the disaster literature and cross-sectoral collaboration, as

well as practical recommendations that can be implemented by stakeholders in disaster-prone areas.

4. RESULTS AND DISCUSSION

Collaboration between actors in disaster mitigation in Manado City between the government, the community, and non-governmental institutions still faces various significant structural, cultural, and operational challenges. A collaborative approach has indeed begun to be pursued, but its implementation is not comprehensive and has not been integrated in all stages of disaster management. Local governments tend to be the dominant actors in the planning and decision-making process, while communities and non-governmental institutions are generally only involved in the implementation stage as program implementers, not as strategic partners in policy formulation. This condition shows the inequality of power relations in disaster governance which should be based on the principle of equal participation as stated in the theory of Collaborative Governance by Ansell & Gash (2008) which emphasizes the importance of face-to-face dialogue, trust-building, shared commitment, *and* mutual understanding between actors.

Data from BNPB strengthens this finding, by showing a significant increase in the number of victims affected by disasters in 2023, reaching 16,900 people with 1,146 houses damaged. This indicates that the mitigation system has not been running optimally. Although there is a coordination forum between local governments, community leaders, and NGOs, a substantial dialogue that is routine and meaningful has not yet been built. This has an impact on low trust between institutions, the lack of a common understanding of the roles of each actor, and a lack of a sense of collective ownership of disaster mitigation strategies.

In the framework of Integrative Collaborative Governance developed by Emerson et al. (2012), this condition shows that the driver aspect is indeed present, but principled engagement *and* shared motivation (shared motivation) is still very weak. Principled engagement, which should include an open dialogue process, joint agenda-building, and integrated collective decision-making, has not been effectively implemented in Manado. The coordination that occurs is more formal and top-down, where local governments are the dominant actors, while the participation of the community and non-governmental institutions is only symbolic or administrative. As a result, an equal discussion space has not been built to harmonize perceptions and unite interests between actors. In addition, weak shared motivation is also the main obstacle to the creation of sustainable collaborative synergy.

In practice, there is still a low level of trust between the community and the government, which has an impact on the lack of collective commitment and low sense of ownership of the mitigation policies implemented. Differences in perceptions, goals, and interests between actors have not been facilitated in a cooperation mechanism that encourages shared learning or true collaboration. This results in mitigation programs designed that are not fully contextual to local needs, and have the potential to reduce the long-term effectiveness of disaster risk reduction systems. Thus, although there is a strong push to collaborate due to crisis conditions, the collaboration has not been successfully realized substantively due to the lack of deliberative space and the weak foundation of trust between actors. These findings confirm that the existence of formal forums or institutional structures alone is not enough to guarantee the success of collaboration. Serious investment in building social relationships, mutual trust, and transparent communication patterns is needed to realize disaster mitigation collaboration that is not only symbolic, but also transformative and sustainable.

These findings are in line with research by Puspita et al. (2024) in Bojonegoro Regency which stated low community participation and lack of communication between institutions as the main obstacles to collaboration in landslide mitigation. In contrast, Shah et al.'s (2022) study in Pakistan provides positive lessons on the importance of establishing formal collaborative structures such as *ERRA* (Earthquake Reconstruction and Rehabilitation Authority), which are able to systematically synergize the role of institutions from the early stages of disaster management. These differences underscore the importance of a strong coordination structure, an integrated information system, and a clarity of the roles between actors in building effective collaboration.

In Manado City, factors that support collaboration include high public awareness of disaster risks and local initiatives from communities and NGOs in disaster counseling. However, the inhibiting factors are more dominant, such as the unavailability of collaborative digital platforms, weak data interoperability between institutions, limited capacity of local government resources, and the lack of a solid culture of trust. The Community-Based Disaster Risk Reduction (CBDRR) approach, which should place the community as the main subject in disaster risk reduction, has also not been fully implemented (Isrofi, 2025; Twigg, 2021). The community still plays a passive role as a recipient of information or technical implementer, not as a policy planning actor, so the mitigation strategies implemented are less contextual and do not respond appropriately to local needs.

The theoretical contribution of this study enriches the literature on collaborative disaster governance, especially in the context of urban areas with high disaster risk such as Manado. This research emphasizes that the establishment of formal forums is not enough, it is still necessary to strengthen social capital, community participation, and open communication patterns that encourage fair and equal distribution of roles. These results also affirm previous studies that non-structural aspects such as trust and social relations play a major role in the effectiveness of disaster collaboration (Abdeen et al., 2021; Durose & Lowndes, 2021; Lowndes & Wilson, 2001).

The factors that support the initial hypothesis are the collective awareness of the community and the involvement of several NGOs who are consistent in disaster advocacy. However, the expectation that the government will be the main facilitator of collaboration has not been fulfilled due to the bureaucratic structure that is still vertical and rigid, and the lack of an integrated information technology system that can support fast and targeted coordination (Rohana, 2022; Sagala et al., 2021). The absence of these digital platforms results in duplication of programs and slow responses on the ground.

This research has several limitations that need to be critically examined. The main limitation lies in the absence of primary data collection, so that the direct perceptions of key actors in collaboration have not been explored. In addition, reliance on previously documented secondary data may not reflect the current state in its entirety. This study also has not explored internal organizational factors such as leadership dynamics, bureaucratic culture, and conflicts of interest, which can affect the success or failure of collaboration.

Therefore, for further research, it is recommended to triangulate data through in-depth interviews, participatory observations, and comparative studies between cities with similar disaster characteristics. In addition, it is important to evaluate the role of information technology and community digital literacy in supporting inclusive collaborative models and disaster response. Cross-disciplinary approaches that combine social, technological, and policy aspects can also strengthen understanding of the challenges and potential for collaboration in the context of disasters.

Overall, the findings in this study make a meaningful scientific and practical contribution to the development of more participatory, adaptive, and local needs-based disaster mitigation governance. Collaboration is no longer enough to be understood as coordination between institutions, but must be redefined as a dynamic process that involves equal roles, mutual trust, and equitable sharing of responsibilities to build regional resilience in a sustainable manner.

5. CONCLUSION

This research shows that collaboration between the government, the community, and non-governmental institutions in disaster mitigation in Manado City has not been running optimally. Despite the collective awareness of disaster risk and the existence of collaborative initiatives that have begun to be built, the collaborative approach implemented is still dominated by the government and has not integrated the roles of all actors equally. The decision-making process tends to be top-down and symbolic, while the involvement of communities and non-governmental institutions is often limited to the implementation stage without meaningful participation space in policy planning and evaluation.

Based on *the* Collaborative Governance framework *and* the Integrative Framework for Collaborative Governance, it can be concluded that although the drivers of collaboration such as increasing disaster threats and social pressures are available, two other important components, namely principled engagement and shared motivation, has not been built strongly. Weak communication between institutions, lack of trust between actors, and the absence of an integrated digital platform are the main obstacles that hinder effective and sustainable collaborative synergy. In addition, the principles of Community-Based Disaster Risk Reduction (CBDRR) that supposedly place communities as active subjects in disaster risk reduction have not been fully adopted in practice. The community is still positioned as an implementer, not as an equal planning partner. This has implications for the low effectiveness of the mitigation strategies implemented, as they are not based on actual local needs.

Theoretically, this study enriches the literature on collaborative disaster governance by emphasizing the importance of the role of social capital, open communication, and equitable distribution of roles in building resilient disaster governance. In practice, the results of this study emphasize the need for institutional reform in building cross-sector collaboration that is more inclusive, trust-based, and responsive to local disaster risk dynamics. Thus, collaboration in disaster mitigation cannot be interpreted solely as administrative coordination, but must be understood as a dynamic process that involves equal, participatory, and transformative social interactions to realize regional resilience in a sustainable manner.

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