GOVERNMENT COLLABORATION MODEL IN DISASTER MANAGEMENT IN PONOROGO REGENCY

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ABSTRACT

Disaster management must be carried out in a structured manner, involving many parties or stakeholders, so that the government cannot be the sole actor. The problem formulation in this study is how to implement an effective government collaboration model. The objective of this study is to find the most ideal model of collaboration in disaster management in Ponorogo Regency. This study uses a descriptive qualitative method. The results of the study show that the practice of Collaborative Governance is key to the process of resolving disaster issues in Ponorogo. as seen from various collaborations that demonstrate the complexity of the actors involved, resulting in faster recovery and normalisation of community life after a disaster. In addition, the intensity of coordination and communication is an absolute requirement in the process of resolving disaster events. It should be remembered that prevention is paramount in disaster management, so prevention efforts need to be optimised. In this study, we have limitations, one of which is that the disaster management model is sometimes ineffective due to the involvement of many actors with different interests, which hinders the resolution of disaster events. Therefore, it is necessary to examine the roles of each actor in more depth.

INTRODUCTION

Indonesia is a region known for its fertility and rich natural resources, but behind this lies a real and present threat and danger, namely natural disasters. This is due to Indonesia's geographical location within the Ring of Fire, which surrounds it with active volcanoes that can erupt at any time and trigger tectonic plate shifts, thereby causing various natural disasters, including landslides, floods, tsunamis, and wildfires (Sabir, A., & Phil, M. 2016) (Dwijayanti, D. 2022) (Rosyida, A., & Nurmasari, R. 2019) (Supriyono, S., et.al. 2018) (Atmojo, M. E. 2020). Disasters have very serious effects, causing moral and material losses. Various types of damage can occur, such as the destruction of homes, the death of livestock, and the destruction of rice fields and farms that have been the source of

livelihood for the community. This is certainly a devastating blow to disaster victims, who will find it very difficult to recover and return to their normal lives, requiring assistance from the government and others(Rahmat, H. K. 2024) (Sutrisnawati, N. K. 2018) (Asy'ari, Q. 2018) (Sarifah, F., et.al.2024) (Hakim, A. L., et. al.2022).

The threat of disasters is a serious matter that requires collective attention. Data we obtained from the website of the National Disaster Management Agency (BNPB) is visualised in Graph 1, which shows the fluctuating trend of disasters in Indonesia. However, it is clear that thousands of disasters can occur within a single year. This situation clearly requires a professional and responsive approach to disaster management, as well as concrete efforts to achieve the best possible outcomes.
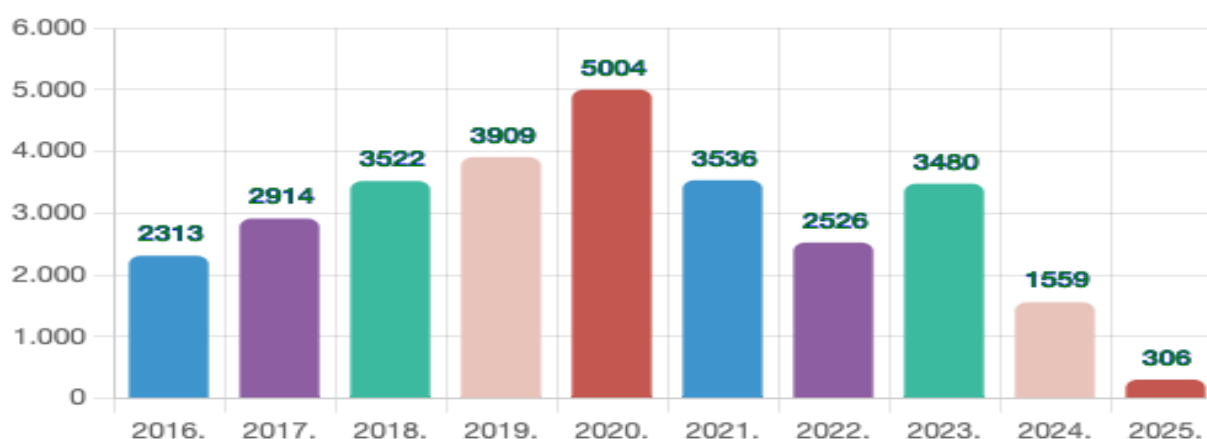

Figure 1. Disaster events from 2016 to 2025
Source : (https://dibi.bnpb.go.id/home/index2)

The number of disasters occurring in Indonesia from 2016 to 2025 fluctuated, with 3,480 incidents in 2023, 1,559 incidents in 2024, and 306 incidents in early 2025 (Fatrianingsih, F., et.al. 2024). Although there is a downward trend, it is still relatively high, but this does not mean that disaster preparedness efforts should be reduced, given that there are many needs that must be prepared for in every disaster, especially in the disaster mitigation process, starting from before the disaster occurs, until after and/or following the disaster.

Disaster management is a joint effort between policy makers (stakeholders) to minimise the impact of disasters and to carry out post-disaster recovery for affected communities. The budgeting pattern is also different from other government programmes, as disaster funds can only be used when a disaster occurs, making it important to manage disasters synergistically. In addition to maximising the role of the government, collaboration with other parties outside the government is also necessary in order to solve the disaster problems faced. Effective disaster management is carried out intensively, involving many actors as a form of ideal collaboration to complement each other, as shown in several studies that have been conducted: 1). Participation from various non-governmental parties has been one of the successes in disaster management (Bonso, H., & Irwan, I. 2021), 2). Collaboration between the government and the private sector is key to successful disaster management (Nala, P., Suprastiyo, A., & Rupiarsieh, R. 2024), 3). Through government collaboration, a strong commitment was established among the actors involved, thereby supporting the success of disaster management (Purwanto, W.,

Hidayat, R., & Ajar, S. B. 2022), 4). Cross-sector cooperation is a factor in making disaster management more effective (Purba, K., & Rahmadani, N. 2024) (Puspita, S., & Junadi, S. W. 2024) (Hasna, A. L., & Darumurti, A. 2023) (Perdana, V. A., et.al. 2021).

The success in disaster management has prompted us to examine the extent to which collaborative models are applied in disaster management in Ponorogo Regency, given that this region frequently experiences extraordinary disasters that have a widespread impact on the community. The data we have collected shows several disaster events experienced by Ponorogo Regency, revealing the impacts and losses incurred, as shown in Table 1. Disaster events over the past 10 years have also demonstrated the experience gained in disaster management efforts, which have become increasingly better, faster and more effective over time.

Table 1. Disaster Incidents

Types of Disasters	Address & Time of Occurrence	Impact	
Flood (tempo, 2024)	Seven subdistricts in Ponorogo Regency, East Java, since early Monday morning, 16 December 2024.	Two residents were killed and seven subdistricts were affected by the flash floods, namely Sawoo, Sambit, Jetis, Siman, Mlarak, Balong, and Ponorogo.	
Landslide (Hatma Suryatmojo A, 2007)	Tangkil Hamlet, Banaran Village, Pulung Subdistrict, Ponorogo Regency on 1 April 2017	28 residents are missing (three have been found dead), 200 residents have lost their homes and fields, and 19 people have suffered minor injuries.	
Flood (Hakim L., 2017)	Ponorogo Regency, with snow reaching a height of 2 metres, 25 December 2007	Eleven villages, seven subdistricts, and the Ponorogo-Pacitan road were submerged in water.	

Source: compiled from research data

We reveal these disaster events on the assumption that they have had a widespread impact on the community, requiring intensive efforts from the government and other actors who wish to be involved, so that the effects of the disasters can be quickly resolved and overcome. These three disaster events occurred within the last ten years, from 2007 to 2024, giving us a clear picture of the disaster management process. The issue raised in this study is how to model government collaboration in disaster management in Ponorogo Regency, so as to provide an overview of the three disaster events and determine which modelling approach is the most effective. The novelty in this study, as explained in the previous study above, is to see which government collaboration model is the most effective among the existing models, so that the most ideal form can be identified and used as a reference in disaster management practices.

Based on the current conditions, we strive to be consistent in conducting studies on the theme of disasters. Through the roadmap we have created, we endeavour to scientifically develop knowledge. We began this study in 2020-2023 by conducting research related to disaster mapping (Hilman, Y. A., et.al.2021). After that, we also developed research on communities that focus on disaster management (Hijri, Y. S., et.al. 2020) (Hilman, Y. A. 2018) (Tiani, F. A., et.al. 2022) (Ramadhani, S. S., & Hilman, Y.2022), and this year we are attempting to conduct research related to government collaboration in disaster management efforts (Aolia, N. F., 2023) (Harakan, A., et.al. 2025), All of this can be seen in Diagram 1.
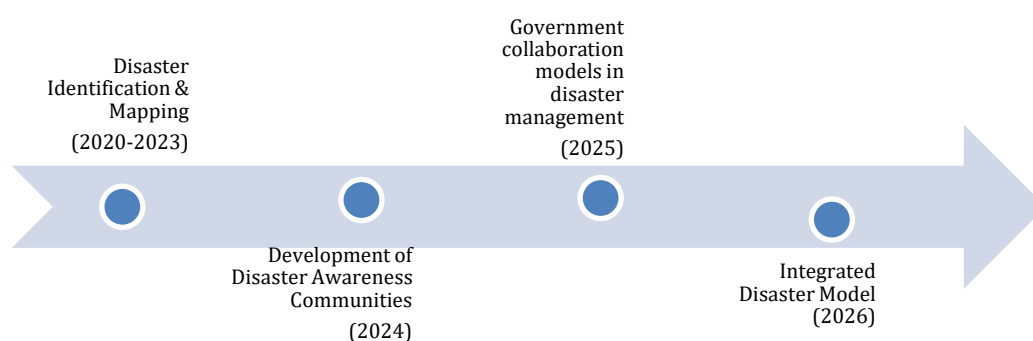

Figure 2. Disaster research roadmap

Government collaboration in the field of disaster management has so far only focused on government efforts involving many actors, but this does not guarantee that the more actors involved, the more effective the efforts will be. Several studies have shown that various collaboration models have their own weaknesses, including: 1). There is a need to optimise government institutions in disaster management efforts, such as: disaster-responsive neighbourhoods (keltana), disaster-resilient villages (destana), and other institutions (Perdana, T. S., & Hamid, I, 2025), 2). The continuing lack of clarity regarding the division of authority has resulted in suboptimal disaster management efforts (Paulyna, A., Pandin, M. G. R., & Waloejo, C. S., 2024), 3). Optimisation and synergy from various stakeholder perspectives are needed in order to be closer to the community for disaster management activities (Mutiarawati, T., & Sudarmo, S., 2021), 4). There is a need to increase institutional capacity in disaster management and synergy between actors (Rahmah, A. V. et. al, 2025), 5). Improving coordination among stakeholders, as well as increasing capacity and post-disaster training that emphasises community-based mitigation efforts as a sustainable strategy (Hidayat, A. R., Azijah, D. N., & Putri, L. D. M., 2025).

Previous research has revealed weaknesses in government collaboration efforts, where in some cases, there are still shortcomings that ultimately impact the effectiveness of disaster management. In this study, we seek to identify the best form of government collaboration practices in Ponorogo, with the aim of developing an ideal model for disaster management. The research question is: How effective are government collaboration practices in disaster management in Ponorogo Regency? In line with this, the objective of

this study is to identify good practices that are more effective and efficient in disaster management from the implementation of disaster management in the Ponorogo region.

METHOD

Descriptive qualitative research (Yuliani, W. 2018) (Fadli, M. R. 2021) (Hanyfah, S., et.al. 2022), which emphasises in-depth analysis of government collaboration models in addressing disaster issues. The data source used is primary data (Sulung, U., & Muspawi, M. 2024) (Sasmito, C., & Nawangsari, E. R. 2019) derived from field interviews regarding the efforts made by the government, private sector and community in dealing with disaster issues. Secondary sources (Kogaya, I., et.al.2023) (Adityaningrum, A., et.al .2023) This data was obtained from important documents related to government policies on disaster management, documentation of activities, and other important documents. This study uses a descriptive qualitative method to examine the collaborative governance model in disaster management efforts in Ponorogo Regency, where numerous disasters have occurred over the past ten (10) years, necessitating the measurement of efficient and effective disaster management efforts. This research was conducted from April 2025 to December 2025, collecting primary and secondary data from various sources. The technique used in determining informants was purposive sampling, which emphasised the informants' understanding of information in the disaster management process in Ponorogo Regency or those considered to understand the issue, who were the informants in this study.

Table 2. The informants in this study

Regional Disaster Management Agency	Selected for their knowledge of disaster management techniques in Ponorogo Regency	
Disaster response community	Chosen because he is considered to know the disaster response process in several incidents in Ponorogo Regency	
non-governmental organisation	Selected as an actor in the disaster management process in Ponorogo Regency	
Community Leader	Selected because they are considered to understand the disaster management process due to their involvement in the process.	
Paju Subdistrict	One of the subdistricts that is prone to flooding was chosen because it has experience in flood disaster management.	
Banaran Village Administration	One of the villages affected by landslides was selected because it had experience in landslide disaster management.	

The stages in this research began with: data collection, data reduction, data codification and data display (Rijali, A. 2018) (Ahmad, A., & Muslimah, M. 2021) (Djumadin, H. 2021), The collected data will be tested for validity through in-depth observation and triangulation techniques (Alfansyur, A., & Mariyani, M. 2020) (Susanto, D., & Jailani, M. S. 2023) (Liang, M., & Irawan, M. D. 2023). The division of tasks was carried out in a balanced manner. The chairperson was directly responsible for the research process, from start to finish. Member 1 was tasked with compiling the final report and financial report, while member 2 was tasked with compiling the research output. The involvement of students was aimed at assisting with the data collection process in the field, so that the entire team participated in the implementation of the tasks.

RESULTS AND DISCUSSION
Disaster Events in Ponorogo

The disasters that have occurred in Ponorogo Regency consist of floods, landslides and forest fires. These events are recurring and vary in intensity, resulting in varying impacts.

> *Ponorogo Regency has experienced several natural disasters over the past 20 years, as recorded in our archives. These disasters include floods, landslides, and forest fires. The worst flood occurred in 2007, submerging almost the entire Ponorogo and Pacitan areas. Then, in 2024, a major flood occurred, resulting in two fatalities and material losses. The second disaster was a landslide in Banaran Village, Pulung District, Ponorogo Regency, which buried nearly an entire hamlet and also caused fatalities (BPBD,10/Agustus/2023).*

> The landslide that occurred in Banaran Village was unexpected and happened so quickly. It is estimated that 200 houses were buried by the landslide, many fields planted with ginger were damaged, and several people died as a result of being buried by the landslide debris (Desa banaran,10/Agustus/2023).

> *Our area is prone to flooding because, in addition to being low-lying, it is also close to a river, so there are times when the river overflows due to high rainfall. This means that flooding can occur at any time, so we are used to dealing with it (Kelurahan Paju,11/Agustus/2023).*

The disaster experienced by Ponorogo Regency shows the magnitude of potential disasters that can occur, given that this region is a highland with hilly terrain and winding, steep roads. Therefore, natural disasters must always be anticipated and prepared for in order to minimise losses and casualties.

Disaster Management in Ponorogo Regency

The disasters experienced and occurring in the Ponorogo Regency area, when compared to 2007, showed very minimal flood mitigation efforts, with the community relying solely on assistance from the local government. This situation was exacerbated by the limited capacity of the local government to handle disasters, resulting in delayed responses. In contrast, the handling of the 2024 floods was more effective, utilising adequate rescue teams and supported by the preparedness of the local community, who had been repeatedly trained to deal with floods. Meanwhile, the landslide in Banaran Village, Pulung Sub-district, Ponorogo District was handled swiftly, starting from disaster response during the incident, followed by post-disaster management to normalise the lives of disaster victims. This involved numerous actors, including volunteers from various non-governmental organisations, community groups, and the media (BPBD,10/Agustus/2023).

The landslide that occurred in our hamlet left deep scars, as we lost our livelihoods and our homes were buried by the landslide. However, we are grateful that the government and volunteers helped us to move on by providing homes for us, the landslide victims, and teaching us life skills so that we could return to our normal activities (Desa banaran,10/Agustus/2023).

The frequent flooding in our area prompted the government to initiate the formation of a disaster resilience group consisting of community members who undergo training to prepare the community for the inevitable occurrence of disasters (Kelurahan Paju,11/Agustus/2023).

Table 3. Actor Involvement in Disaster Management

Types of Disasters	Actor	Description
Flood	Local Government, Regional Disaster Management Agency, Tagana, Community Groups	Disaster management has been quite effective, involving many parties, including trained community groups, so that the surrounding community is resilient in facing floods.
Landslide	Provincial Government, Local Government, BPBD, MDMC, Media	The response to the landslide disaster was highly effective, thanks to the involvement of many parties and actors who were able to resolve post-disaster issues and quickly normalise community life by equipping the community with survival skills and strengthening their psychological resilience through proper religious practices.

Flood	Local Government	The response appears to be slow and poorly coordinated, as it relies solely on the limited capabilities of local governments.

Collaborative Governance Model

Table 4. Roles and Functions of Actors in Disaster Management

| Types of Disasters	Actor	Role and Function
Flood	Local Government and BNPB (Single actor)	The Ponorogo district government carried out disaster mitigation activities and prepared the allocated budget. The National Disaster Management Agency (BNPB) carried out prevention, emergency response, rehabilitation and reconstruction efforts in response to the disaster that had occurred.
Forest fire	Local Government, Fire Department (Single actor)	The local government mitigates the frequent forest fires The fire department prevents and controls fires in a safe and controlled manner.
Landslide	1). Local Government, 2). Mass Media, 3). Community Organisations (Triple Helix)	The Ponorogo Regency Government carried out disaster mitigation activities for affected victims, as part of its main duties. The mass media reported accurately and impartially on the disaster situation. Community organisations such as Muhammadiyah assisted the community after the disaster and also provided post-disaster assistance through community support programmes until the community was able to recover.
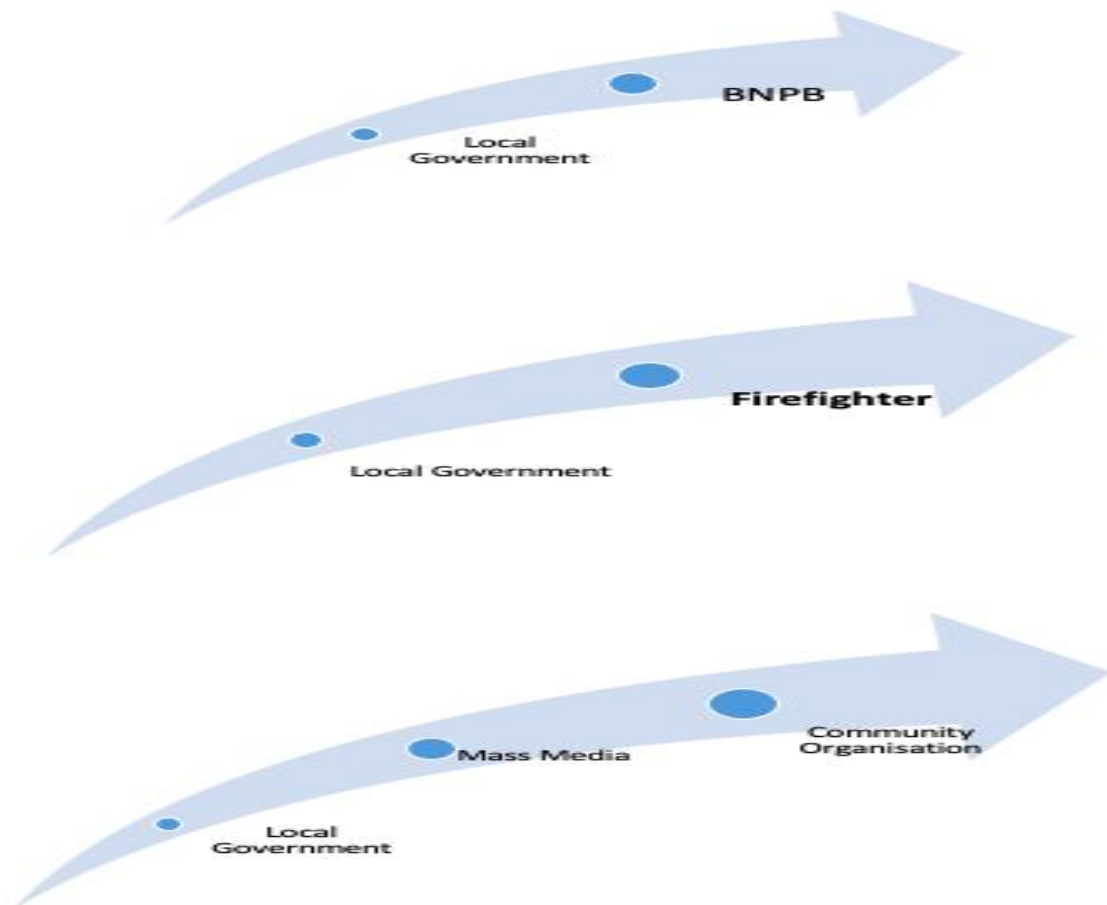
Figure 3. Collaborative Governance Modelling in Disaster Management in Ponorogo Regency

Collaboration can be defined as a process in which two or more entities work together voluntarily to achieve common goals that cannot be achieved effectively on their own (Ansell & Gash, 2008). In the context of government and community organisations, collaboration involves various levels of interaction, ranging from information exchange to strategic partnerships involving the sharing of resources, responsibilities and risks. This concept is in line with the New Public Governance theory, which views the government as a facilitator and coordinator of a complex network of service providers, rather than as the sole service provider (Osborne, 2010). The success of collaboration depends heavily on building trust, effective communication, a clear understanding of objectives, and commitment from all parties involved (Bovaird & Loeffler, 2012).

Collaborative action components are carried out by the government and other stakeholders in facilitating, educating and assisting regional development. Coordination, discussion group forums, training, mentoring, monitoring and evaluation are very important to achieve the regional development objectives concerned. The temporary impact and adaptation component of collaborative action is a temporary control measure to assess the impact and shortcomings of development. Temporary impacts can be observed through target groups or sectors of development. This allows for partial and simultaneous evaluation of development improvements for the next period. Based on the results of research conducted on regional development from the perspective of collaborative governance, the process of collaboration between regions is new and its

processes and procedures need to be developed. Many papers analyse collaboration between stakeholders but not yet between regional organisations. The collaboration process begins with joint decision-making, the promotion of shared principles, shared motivation and the ability to carry out joint collaborative actions.

Effectiveness of Disaster Management

Collaborative practices are key to resolving disaster issues in Ponorogo. This can be seen from various collaborations that demonstrate the complexity of the actors involved in accelerating recovery and normalising community life after a disaster. In addition, intensive coordination and communication are absolute requirements in the process of resolving disaster incidents. Looking at the experience of disaster management in the field, the supporting factors in this process include: 1). Clarity of the functions and specifications of each volunteer, enabling immediate resolution of disaster-related needs and issues, 2). A balanced disaster communication model between actors, making the disaster management process fast and accurate. Meanwhile, the inhibiting factors include: 1). There are still many overlapping roles and functions, making the disaster management process less effective, 2). The government's limited capabilities due to its assumption of being the sole actor, thus slowing down disaster management efforts, 3). The unpreparedness of the community in facing disasters is a hindering factor in resolving disaster issues. Looking at the three disaster management models that have been implemented in Ponorogo Regency, the latter type is the most effective, as seen from the practice of collaborative governance involving actors with diverse and complex roles, in accordance with the needs of the community in the disaster area. This model can be identified as a triple helix model, which is highly effective and efficient, whereas models 1 and 2 still focus on the role of the government as the sole actor, which is slow and ineffective due to numerous limitations.

CONCLUSION

The most effective collaborative governance practice was found in landslide disaster management efforts in Banaran Village, using the triple helix model. This model is highly effective because it can resolve pre- and post-disaster issues, restoring the lives of affected communities to normal. In addition, this model allows for the complex involvement of actors to synergise and complement each other well, enabling issues to be resolved quickly. Limitations in this study sometimes reveal ineffectiveness in the implementation of the collaborative governance model due to the involvement of many actors with different interests, which hinders the resolution of disaster events. Therefore, it is necessary to conduct a more in-depth study of the specific roles of each actor.

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