

Strengthening Collaborative Governance Based on Local Wisdom: A Study on Disaster Risk Reduction in The Indigenous Communities of The Kulawi Tribe

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Citation: Permana, I. and Yudhistira, F. (2025). Strengthening Collaborative Governance Based on Local Wisdom: A Study on Disaster Risk Reduction in The Indigenous Communities of The Kulawi Tribe, *Journal of Cultural Analysis and Social Change*, 10(2), 4150-4161. <https://doi.org/10.64753/jcasc.v10i2.2239>

Published: November 22, 2025

ABSTRACT

This study examines the application of collaborative governance as a strategic approach in Disaster Risk Reduction (DRR) efforts based on local wisdom in the indigenous community of the Kulawi Tribe, Sigi Regency, Central Sulawesi. Using a qualitative-descriptive approach with ethnographic methods, and referencing the Collaborative Governance Regime (CGR) model by Emerson et al. (2012), this study found that collaboration among local governments, NGOs, DRR forums, and indigenous peoples still faces coordination challenges, low participation from government officials, and insufficient documentation of local knowledge. However, the absence of the state in certain aspects has actually created opportunities to strengthen community-based governance and reinforce local values. The collaboration that is established reflects the practice of governance through community, where local actors and NGOs take an important role as facilitators, companions, and liaisons between communities and formal institutions. The findings show that local wisdom, such as the management of the 12 levels of forests and the philosophy of human-nature relations, are important pillars in shaping community resilience. This study emphasizes the importance of strengthening community capacity, legal recognition of local governance, and consistency of political commitment from the government as a prerequisite for successful collaboration in DRR. Therefore, it is necessary to strengthen the local legal framework, integrate DRR into development planning, and the active and equal involvement of all stakeholders on an ongoing basis.

Keywords: Collaborative Governance, Indigenous Peoples, Local Wisdom, Governance Through Community, Disaster Risk Reduction

INTRODUCTION

Disasters driven by climate change have become increasingly frequent and severe across the globe. According to the 2021 report by the National Development Planning Agency (Bappenas), approximately 95% of disasters in Indonesia including floods, landslides, coastal abrasion, droughts, and strong winds are closely linked to climate change. These phenomena are not merely natural events but are aggravated by unsustainable human activities such as deforestation, environmental degradation, and poor spatial planning (Selby & Kagawa, 2012; Santamarta & Neris, 2013). The Intergovernmental Panel on Climate Change (IPCC) reported that between 1970 and 2014, around 95% of disaster-related fatalities occurred in developing countries (Thomas & López, 2015), emphasizing that disaster vulnerability is rooted not only in ecological conditions but also in social and institutional fragility.

The role of the government and all stakeholders in dealing with disaster risks that are not optimal is influenced by the absence of an ideal and comprehensive operational foundation and not optimal in terms of implementation. Studies since the 2000s show that the development of disaster management at the local level implies holistic, proactive, and integrated management approaches, with shared responsibility, empowerment,

and community participation (Aldunce and Leon 2007; Pandey & Okazaki, 2012; Moe & Pathranarakul, 2006). Local authorities play an important role in disaster management because they have power in the where disasters occur and are closer to the local community (Malalgoda, Amaratunga, and Pathirage, 2010; Anantasari et al. 2017). Approach top-down The dominant ones have not provided significant results for disaster management because they do not pay attention to the needs of the community and ignore the potential of local resources and capacity to increase community resilience (Mohinuddin, 2022; Galperin and Wilkinson, 2015).

Coordinated strategic measures between relevant agencies are needed to reduce the impact of climate change and disaster risk, taking into account the specific needs and conditions of each region. One of the approaches that has been widely used is the disaster risk reduction model through the establishment of disaster resilient villages, which prioritizes active community participation or known as *the Community Based Disaster Risk Management* (CBDRM) approach. Efforts to integrate community-based disaster risk reduction into development plans cannot be separated from the important role of bureaucracy at various levels of government. Therefore, capacity building is crucial, not only for government institutions, but also for local communities, including indigenous groups that have an important role in maintaining environmental balance.

Designing and implementing disaster risk reduction policies needs to involve countries and the private sector to take part in the distribution of aid. In this case, the state remains the superordinate actor who holds the ultimate control. Meanwhile, the duties of other relevant stakeholders in this case are only limited to coordinating activities to indigenous peoples as an extension of the government on behalf of non-profit institutions.

The geographical location of the area where the Kulawi Tribe people live presents its own challenges for stakeholders in the area. Its landscape dominated by mountains, hills, and highlands in protected forest areas makes this area vulnerable to various potential natural disasters. These threats can develop into real disasters if they cause damage, losses, or serious impacts on vulnerable community groups. Given the level of disaster risk and vulnerability faced by the Kulawi indigenous people, it is important for disaster risk reduction programs to be made part of the priority in development plans at the level of Sigi Regency and Central Sulawesi Province.

Based on the records of disaster occurrence data that occurred in Sigi Regency, quite a lot of disasters occurred in this area with the number of thousands of victims, which is quite large, at least in a period of 10 years there have been more than 20 disaster events with more than 1000 casualties, with the largest number of victims occurring at the time of earthquakes and liquefactions that occurred in the last 5 years or those that occurred in 2018. From these records, it is undeniable that Sigi Regency needs to always be on standby to be aware of every possibility of disaster.

One of the main challenges in disaster risk reduction efforts is to create effective synergies between the various sectors involved. This lack of coordination is often reflected in the problems that arise after disasters, such as limited access to health services for victims, uneven distribution of logistical assistance, a number of victims who are not touched by aid programs, and conflicting information due to changing policies. All of this reflects the lack of optimal cross-sectoral cooperation mechanisms that should have been prepared before the disaster occurred.

From a theoretical standpoint, this study is grounded in the Collaborative Governance Regime (CGR) framework proposed by Emerson et al. (2012), which highlights three key elements: principled engagement, shared motivation, and capacity for joint action. Applying this model in the context of indigenous communities provides a deeper understanding of how collaboration evolves, how power and trust are negotiated, and how collective capacity is built. For the Kulawi Tribe, collaboration with government agencies, NGOs, and DRR forums represents a pathway toward sustainable risk management and recognition of customary governance structures.

Therefore, this study aims to analyze the dynamics of collaborative governance in disaster risk reduction (DRR) among the indigenous community of the Kulawi Tribe, focusing on the integration of local wisdom into formal institutional practices. The findings are expected to contribute both theoretically and practically by (1) enriching the discourse on collaborative governance in indigenous contexts, (2) identifying barriers and enabling factors of multi-stakeholder collaboration, and (3) offering policy recommendations to strengthen community-based DRR strategies in Indonesia. By bridging local knowledge systems and modern governance frameworks, this research seeks to promote an inclusive, participatory, and culturally grounded model of disaster resilience.

LITERATURE REVIEW

Definition of Collaborative Governance

In general, collaborative governance is understood as a process involving various interconnected stakeholders, where each party seeks to promote the interests of its institution in order to achieve a common goal (Mah & Hills, 2012). Although this definition does not specify in detail the types of organizations involved, it can be concluded that interagency cooperation aims at collective agreement by leveraging the capacities of each party. Meanwhile, Ansell and Gash (2008) define *Collaborative Governance* as a mechanism in which one or more public institutions

work directly with non-governmental parties in a formal, consensus-based, and collective decision-making process through deliberation, to formulate or implement public policies, as well as managing public programs or assets. This definition emphasizes that collaboration occurs within a formal framework, which involves interaction between actors from government agencies and non-governmental parties.

This is different from the definition of Collaborative Governance described by Agrawal and Lemos (Agrawal and Lemos in Emerson et al., 2012) is the definition Collaborative Governance It is not only limited to stakeholders consisting of government and non-government but is also shaped by the existence of "multi-partner governance (Multipartner Governance)" that includes the private sector, communities and civil society and is built on the basis of synergy of stakeholder roles and planning Hybrid such as public-private and private-social cooperation. A similar definition is given by Emerson et al., (2012). It is explained that Collaborative Governance It is a process and structure in the management and formulation of public policy decisions in a constructive manner involving actors from various levels, both within the internal scope of the government and/or public institutions, private institutions, and civil society to achieve general goals that cannot be achieved if implemented by only one party.

According to Robertson & Choi (in Noor et al., 2022), Collaborative Governance is defined as a collective and equal process, where all participants have equal rights in substantial decision-making. Every stakeholder is given equal space to convey their aspirations in the process. Meanwhile, Dwiyanto (2017) explained that collaboration in governance is characterized by the same vision, goals, strategies, and activities between the parties involved. Each party still has autonomy in making decisions and managing its own organization, even though everything is based on mutual agreement. In line with this, Sink (in Dwiyanto, 2017) states that collaboration is a process in which a number of organizations that have an interest in a certain issue work together to find a common solution to achieve goals that cannot be achieved individually. From these two views, it can be concluded that each entity involved in collaboration has its own interests in a policy and offers solutions to existing problems, but still prioritizes mutual understanding as the main basis of cooperation.

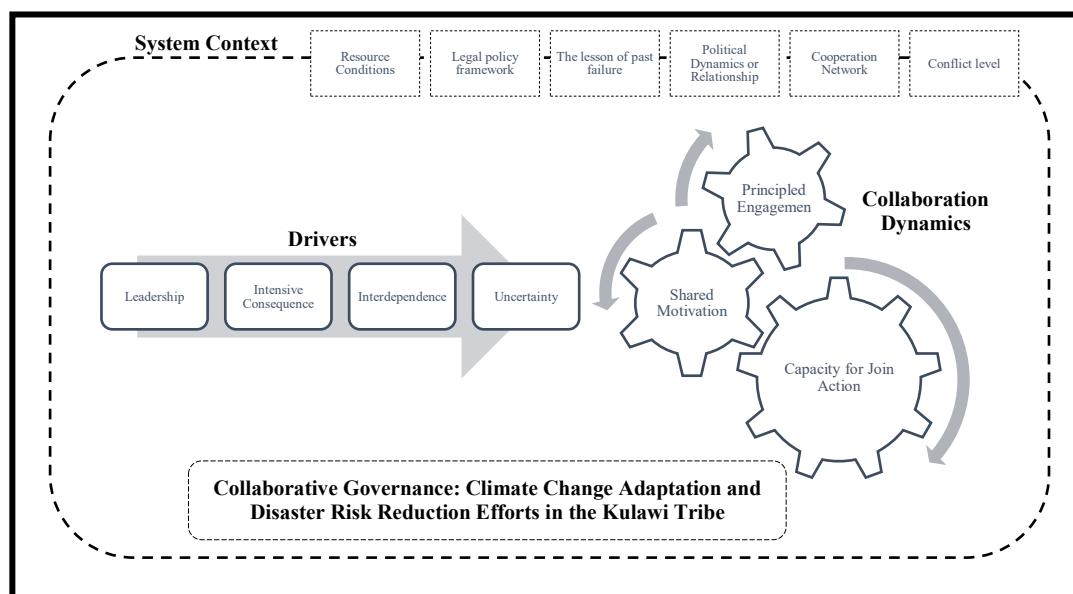


Figure 1. Frame of Mind (Researcher's Processing)

Source: (Emerson et al., 2012), (Purwanti, 2016)

The relationship between collaborative governance and public policy lies in a series of public policy processes that cannot be separated from the actors/stakeholders involved. The actors involved are not only the government but also inseparable from the involvement of the private sector and the community in public policymaking.

In recent years, the concept of collaborative governance has begun to be recognized as a new approach in governance that involves various stakeholders in the decision-making process and public policy. To understand the application of collaborative governance in disaster risk reduction efforts in the Kulawi tribal area, this approach is analyzed through the context of the system and the driving factors of collaborative governance. There are six main system contexts in the collaborative governance model, namely:

1. **Resource Conditions:** This means looking at the condition of natural resources, human resources in the government, indigenous communities and related stakeholders. The condition of resources is very important to be used as a reference to see the existing human resources and how the stakeholders can complement each other with existing resources.
2. **Legal policy framework:** This means several regulations in written form that can explain how stakeholders are in efforts to adapt to climate change and reduce disaster risk. Legal policies can be used as a reference

for various disaster management activities that are passed through regional regulations, even strategic plans in Sigi regency to customary rules in the Kulawi Tribe.

3. The lesson of past failure is to see how each stakeholder related to sharing experiences and lessons experienced to share together if implementing a program and can take lessons from past failures.
4. Political Dynamics or Relationship Strength is how political dynamics or relationship strength affect the course of collaboration. It will see how the Kulawi indigenous community builds a network of relationships with each other.
5. The Cooperative Relationship between Stakeholders can be used as a benchmark for the Cooperation Network: it means looking at the links and connections of the relationships between stakeholders who play a role in disaster management in the To Kulawi Tribe. The cooperative relationship between stakeholders can be used as a benchmark to see the picture of good coordination and communication between each stakeholder in disaster management.
6. Conflict level: it means looking at whether there is a conflict of interest from each stakeholder (National NGOs, regional NGOs, and members of the DRR Forum, Sigi Regency Government and the National Government) so that it can cause conflicts. The conflicts in the field will provide an overview of the extent of progress in climate change adaptation efforts and disaster risk reduction. Because the existence of conflict is a challenge for stakeholders to be able to resolve conflicts properly in order to carry out disaster risk reduction in the To Kulawi Tribe.

The six types of system context (System Context) above are inseparable from the influence of their supporting power (Drivers), namely:

1. Leadership: Leadership is the first important driver that refers to the presence of leaders who are identified as being in a position to initiate and assist with secure resources and support collaborative governance, for example by providing staff, technology and other resources that can help strengthen disaster risk reduction. Leaders are drivers main in its influence to support the success of disaster risk reduction because the leadership skills of stakeholders greatly determine the success of disaster risk reduction efforts that have been carried out.
2. Intensive consequence: meaning looking at the profit side of each stakeholder. With disaster management activities, whether it benefits each stakeholder or not. The incentives that each stakeholder wants are basically different. The difference will affect the level of performance carried out by stakeholders. Incentives in this case are financial or non-financial but are profits. The incentive desired by stakeholders is the desire behind the scenes about what will be obtained if the stakeholders succeed in disaster management activities.
3. Interdependence, A situation where individuals and organizations are unable to achieve certain goals only by relying on their own abilities and efforts. Therefore, collaborative cooperation is important and begins to develop as a solution that enables the achievement of common goals.
4. Uncertainty is one of the biggest challenges in dealing with public issues. When there is no common clarity on how groups work together to address a problem, there is a need to share roles and responsibilities in collective risk reduction efforts.

After looking at the relationship between the System context and the drivers in the collaboration that occurs, this study looks at how the dynamics of collaboration through 3 interactive components of a collaboration, namely:

1. Principle Involvement

Principled engagement can occur on an ongoing basis and involve a wide range of stakeholders at different times and contexts. This process can take place through face-to-face meetings, online forums, inter-institutional networking, or public or private discussions. In this process, individuals with diverse backgrounds of goals, relationships, and identities work across institutional, sectoral, or jurisdictional boundaries to resolve issues, defuse conflicts, or create shared value.

2. Shared Motivation

Mutual motivation as a self-strengthening cycle consists of four elements: mutual trust, understanding, internal legitimacy and commitment.

3. Capacity for Joint Action

The main goal of collaboration is to create shared outcomes that cannot be achieved by each party individually. Collaboration involves active cooperation to strengthen oneself and others' abilities to achieve common goals. Therefore, the Collaborative Governance Regime (CGR) needs to establish new capacity for collective action that did not previously exist, as well as maintain and enhance that capacity during the process of achieving common goals. This capacity building is determined during a principled engagement process, which is based on participants' explicit and implicit understanding of the actions needed to realize their collaborative goals. This capacity will also be greatly influenced by the scope and scale of the group's goals and activities. In addition, the new capacity formed becomes the foundation for group

empowerment, which is often associated with democratic principles within the framework of collaboration.

RESEARCH METHODS

Research Design

This study employed a descriptive, qualitative design using an ethnographic approach to understand the dynamics of collaborative governance in disaster risk reduction (DRR) among the indigenous Kulawi Tribe community. The ethnographic method was chosen to capture the social meanings, values, and interactions among stakeholders involved in DRR practices based on local wisdom. This approach allows the researcher to interpret the complexity of collaboration through the lived experiences and cultural expressions of the community.

Research Perspective

An inductive research perspective guided the analysis, focusing on how individuals and institutions construct meanings from their involvement in DRR efforts. The researcher aimed to translate these local meanings into an understanding of the broader concept of collaborative governance in disaster management, integrating cultural and institutional elements.

Research Site and Duration

The research was conducted in Sigi Regency, Central Sulawesi, the main area inhabited by the Kulawi Tribe. The field study lasted for three months, focusing on disaster management activities carried out between 2018 and the present. This region was selected because of its frequent exposure to natural hazards such as earthquakes and landslides and its strong tradition of local governance rooted in customary law.

Data Sources

The study utilized both primary and secondary data sources:

1. Primary data were obtained through in-depth interviews and participant observation within the community and related institutions.
2. Secondary data were collected from official documents, policy reports, DRR plans, and local regulations relevant to disaster management and indigenous governance.

Participants and Sampling

1. Participants were selected using a purposive sampling technique to ensure representation of various key stakeholders. Informants included:
2. The Head of Traditional Governance Bodies, Village Heads, Women and Youth Leaders, and community members of the Kulawi Tribe;
3. Representatives from the DRR Forum (Forum Pengurangan Risiko Bencana) involved in pre-disaster management;
4. Leaders of local NGOs such as Karsa Institute and Estungkara;
5. Village facilitators and staff from the Indonesian Partnership NGO (Kemitraan Indonesia);
6. Government officials, including a member of the Sigi Regency House of Representatives (DPRD) who actively serves indigenous communities.

Data Collection Techniques

Data were collected through two main techniques:

1. In-depth interviews using semi-structured and conversational formats to explore stakeholders' experiences, perceptions, and collaboration processes.
2. Observation, both participatory and non-participatory, to record interaction patterns, decision-making forums, and DRR-related community practices.
3. All interviews were recorded with participants' consent and supported by detailed field notes to enhance contextual accuracy.

Data Analysis

The data analysis followed the stages of Miles and Huberman's (1994) interactive model, including:

1. **Data Reduction** – selecting and simplifying relevant information from field notes and transcripts.
2. **Data Display** – organizing data into thematic matrices reflecting the Collaborative Governance Regime (CGR) framework.

3. ***Conclusion Drawing and Verification*** – interpreting patterns of collaboration, governance roles, and integration of local wisdom into DRR.

Ethical Considerations

The study adhered to ethical research principles, including informed consent, confidentiality, and cultural sensitivity. The researcher ensured that participation was voluntary and that indigenous knowledge was documented respectfully and used solely for academic purposes.

RESULTS

Context System

The collaborative context system is one of the key dimensions observed in the implementation of collaboration. In the implementation of collaboration carried out by stakeholders, several indicators of Collaborative Governance are described, namely:

Resources

The resources involved in the pre-disaster stage can be observed through the stages of pre-disaster activities, which consist of two stages: non-disaster situations and potentially catastrophic situations. Some of the division of responsibility for activities can be seen through the following activities:

The Situation Did Not Occur in a Disaster

The existence of traditional governance bodies as a form of governance at the grassroots level strengthens the planning and implementation process of disaster management. This institution is based on the values of local wisdom and beliefs that have been passed down from generation to generation, which makes indigenous communities continue to exist today. In fact, these trust values are often adopted by the government in the form of policies. In this context, the integration of disaster management into development plans is carried out collaboratively between the government and indigenous peoples through integrated coordination, cross-sectoral integration, and comprehensive synchronization. The implementation of disaster management activities during the period when there is no disaster includes:

a. *Disaster Management Planning*

The implementation of disaster management in a non-disaster situation includes: Preparation and analysis of planning documents and policy regulations that implement activities, Public Works, Housing and Energy of Mineral Resources, Legal Bureau; Organizing Bureau, Health Office. Furthermore, there are activities to conduct disaster risk analysis. The activity was carried out by traditional governance bodies, PRB Forum, DLH, BPBD. The last activity carried out was to conduct socialization and study of planning documents and regulations/policies carried out by BPBD, Diskominfo, NGOs/NGOs. Secretariat of the DPRD, Health Office.

b. *Disaster Risk Reduction*

Some of the programs implemented by the Sigi Regency Government in collaboration with members of the Sigi DRR Forum in the Regional Action Plan Document are: coordinating and distributing duties, authorities and resources as the implementer of activities, namely the Public Works, Housing and Energy Mineral Resources Office, Health Office, Social Service. Furthermore, it is to increase the capacity of resources in disaster management institutions. This program is carried out by traditional governance bodies, Forum PRB, DLH, BPBD.

c. *Prevention*

Several programs run by the Sigi Regency Government with members of the Sigi DRR Forum, as listed in the 2014–2016 Regional Action Plan Document, include a number of collaborative activities. Among them are disaster risk identification and monitoring activities involving the Forestry Service, the TNI, the Agriculture Service, the Women and Children Protection Service, non-governmental organizations (NGOs), and traditional governance bodies. Furthermore, the implementation of various disaster management efforts in both physical, non-physical, and technical forms is carried out by a number of agencies such as the Pamong Praja Police Unit, the Public Works, Housing and Energy Mineral Resources Office, the Meteorology, Climatology and Geophysics Agency, the Forestry and Plantation Service, the Food Security and Extension Agency, the Health Service, the Agriculture Service, the Fisheries and Marine Service, and the Karsa Institute. Supervision of the control and management of natural resources that have the potential to cause disasters is the responsibility of BPBD, the Energy and Mineral Resources Service, and the Environment and Forestry Service. In terms of environmental management, a number of parties involved include the Public Works, Housing and Energy and Mineral Resources Service, the

Forestry and Plantation Service, the Environment Agency, the TNI, the Agriculture Service, and the Conservation Center. For planning activities and arrangements for development and building planning, the main implementers are the Public Works, Housing and Energy and Mineral Resources Office together with the Agriculture Office. Meanwhile, the development of infrastructure and supporting facilities is carried out by the Public Works, Housing and Energy and Mineral Resources Office and the Conservation Center.

d. *Guidance in Development Planning*

Collaboration between various stakeholders in the integration of disaster management into development planning takes place through several stages, as stipulated in the Sigi Regency Regional Regulation Number 2 of 2012 concerning Disaster Management. In this process, stakeholders work together to harmonize the aspects of disaster management in the regional development plan. The implementation of this activity was carried out by BAPPEDA and involved all Regional Apparatus Organizational Units (SOPD) in Sigi Regency and related vertical agencies.

e. *Disaster Risk Analysis Requirements*

The stakeholders collaborate in risk analysis requirements activities, namely: Conducting a study of the potential for natural, non-natural and social disasters and conducting disaster risk analysis in high-risk developments. The implementing agency is BAPPEDA and is related to all SOPD of the relevant vertical instance district.

f. *Implementation and Enforcement of Spatial Plans*

The stakeholders collaborate in the implementation and enforcement of spatial plans, namely: Preparation and Socialization of Regional Regulations on Disaster-Prone Maps. The implementing agency is BAPPEDA and is related to all SOPD of the relevant vertical instance district.

g. *Education and Training*

Some of the programs implemented by the Sigi Regency Government in collaboration with members of the Sigi DRR Forum in the 2022-2026 Regional Action Plan Document are: Implementation of education, counseling and training carried out by the Kesbanglinmas Agency, WALHI, NGO/NGO, Education and Training Agency, TNI, Manpower and Transmigration Service, BKD, Agriculture Service, Forestry Service, Environment Agency, Universities. Study, observation and monitoring of disaster-prone areas and the risk of using technology carried out by the Public Works, Housing and Energy Mineral Resources Office, NG/NGOs, Development Administration Bureau, Agriculture Office, Universities and Environment Agency.

Situation with Potential Disaster

The implementation of Disaster Management in situations where there is a potential disaster in Law Number 24 of 2007 in Article 44 includes the following stages:

a. *Preparedness*

In an effort to improve preparedness, the Sigi Regency Government collaborates with various stakeholders to implement a number of programs, including: the preparation of disaster preparedness and management mechanisms involving the Kesbanglinmas Agency, Karinakas, the Organization Bureau, and the Health Office. In addition, this activity is also supported by the Food Security and Extension Agency. Other programs include organizing, counseling, training, and implementing emergency response simulations coordinated by the Food Security and Extension Agency together with the TNI. The provision and preparation of logistics and infrastructure facilities for the recovery process is carried out by the Kesbanglinmas Agency, the TNI, the Social Service, the Health Office, and the Public Works, Housing and Energy and Mineral Resources Office.

b. *Disaster Mitigation*

Collaboration between various stakeholders in disaster mitigation efforts includes a number of stages of activities contained in the Sigi Regency Regional Regulation Number 2 of 2012 concerning Disaster Management. In this context, stakeholders jointly carry out mitigation activities which include: spatial planning, development control, infrastructure development, building arrangements, implementation of education programs, counseling, and training carried out through conventional and modern approaches, as well as the preparation of disaster data and information, including the creation of databases and disaster risk maps.

c. *Early Warning*

Early warning is carried out by: 1) Observation of disaster symptoms and development of an early warning system carried out by NGOs/NGOs, the Kesbanglinmas Agency, the Center for Disaster Studies of Tadulako University, 2) The implementation of actions against disaster threats carried out by NGOs/NGOs, the Public Works, Housing and Energy of Mineral Resources Office, and the Center for

Disaster Studies of Tadulako University. It can be seen how many stakeholders are involved in each stage of activities in the pre-disaster stage. However, according to the statement of the Deputy Traditional Head of the Kulawi Ethnic Uma Tribe, Moa Village, the important role of members of the DRR forum, especially NGOs and still do not feel the role of the Sigi Regency government apparatus, it was responded to by the chairman of the DRR forum which acknowledged the importance of government involvement in the pre-disaster stage. The statement that there is a lack of role for government officials to be present directly to provide materials and appeals about disasters is indeed many factors, such as inadequate access to kulawi tribes and can be far from making the role of the government invisible. The budget included in each activity can come from the working budget of each SKPD contained in the Sigi Regency Government Budget or the budget issued by donors or members of the DRR forum.

Legal Policy and Framework

In making a policy framework as an effort to manage disasters at the pre-disaster stage, involving several interest actors, this can be seen at the time this research was carried out, there was a process of making regent regulations related to disaster management at the village level, at that time several villages were making their own rules first to be used as rules at the district/regional level. In addition to disaster risk reduction documents, NGOs and traditional governance bodies are also involved in the submission of Regional Action Plans and are always involved in the annual development planning meeting as an effort to prepare activities based on disaster risk reduction.

According to the results of the interview, the Sigi Regency government felt very helped by the existence of the DRR Forum in making policies, regional actions and activities, this is certainly inseparable from the members of the Forum in taking their time and knowledge in helping the local government. As well as the presence of local NGOs such as the Karsa Institute, ERCB and the national NGO Kemitraan Partnership Indonesia makes it easier for the government to write legal frameworks and activities. Adanaya, the regent's decree on the recognition and protection of customary law communities that provide opportunities for local karfan-based activities for disaster management activities is carried out properly by not eliminating the role of BPBD and other government officials.

a. Lessons from Past Failures

The indigenous people of the Kulawi tribe certainly do not only apply the knowledge and experience that they have felt only to their own organizations, the sharing of experiences makes the indigenous people of the Kulawi tribe, the government and related stakeholders such as the DRR Forum and NGOs can be good partners when disasters occur. Past learning in the Pre-Disaster stage was greatly felt by the indigenous people of the Kulawi tribe themselves, this was acknowledged by the Head of Moa Village. From the interview, it can be seen how there was learning in the form of local wisdom in the past as one of the steps learned for the indigenous people, the forum members and the government at the pre-disaster stage. However, the absence of a legacy in the form of writing or modules makes knowledge in the past only limited to oral speech and easy to forget. There must be an exchange of experiential information as a form of learning recognized by members of the Sigi DRR forum as well as the facilitator of the Moa Village program of the NGO Estungkara Mas Elianus.

From the results of the two interviews, it was stated that a lesson that happened in the past continues to be used as a guideline in dealing with pre-disaster situations. It's just that the writing culture that lacks the kulawi tribe brings these lessons and cannot be well documented. The collaboration that has occurred recently has at least made a breath of fresh air for lessons from the past can be well documented, through programs from members of the DRR forum, NGOs, academics and researchers. The lack of confirmation from the local government as the implementer has become incomplete communication, so that the information that has been confirmed by the residents of the Kulawi tribe that the government in the pre-disaster stage in the Kulawi tribe has not taken part.

b. Political Dynamics/Relationship Strengths.

The political dynamics at this pre-disaster stage can be seen from the commitment of many parties related to all activities that include disaster risk reduction factors, this was conveyed by the Disaster Management Manager of the NGO Karsa Institute, From the interview excerpts, it can be seen how the efforts of the Sigi Regency Regional Government are currently starting to support and pay attention to disaster management activities in the pre-disaster stage. It can be seen how the key actors of this region always support all activities related to disaster management. The support provided is not only moral support but also financial support from decision-makers in Sigi Regency.

The Sigi Regency Regional Government is currently starting to be serious in disaster management efforts, by prioritizing the aspect of disaster risk reduction in all regional development activities and programs, including several budgets for disaster management activities is also seen to be carried out. This can be seen

from the district's mission in conversion in the direction of development and including the APBD which is tucked into several disaster management activities in it. Activities based on local wisdom and organized by NGOs are also supported by the Sigi Regency government.

c. *Relationship Networks*

Values and Norms are the initial foundation for all autonomous units under the auspices of the forum to further network. In addition, the FPRB principle is a representation of the rules of the game in networking for all autonomous units that are members of the forum. What is meant in this case is in terms of the exchange of resources and information in order to develop the potential of each unit to continue to produce an output of disaster risk reduction activities.

d. *Conflict/Trust Level*

In a collaboration consisting of multi-stakeholders, it is impossible to separate from a conflict even if only a small conflict occurs. But how to resolve the conflict must be thought about together. In the pre-disaster stage, the potential for conflict that occurs is very small, this is acknowledged by the Chairman of the DRR Forum of Sigi Regency stating that the potential for conflict in the pre-disaster stage can occur. However, for the preparation of programs in an effort to reduce disaster risk, it was agreed that local wisdom is the main activity during the collaboration between the Sigi Regency Government and members of the Sigi DRR Forum for the indigenous peoples.

In the collaboration between the indigenous people of the Kulawi tribe and members of the Sigi Regency DRR forum in the pre-disaster stage, it was recognized that there were no conflicts that occurred because the focus was on how to develop joint programs as an effort to reduce the risks carried out. Some of the activities that are prepared together certainly give rise to several different opinions, but how to unite opinions for the common good is to be the focus of the collaboration that exists between the Kulawi indigenous people and the members of the Sigi DRR Forum. Regarding the Sigi Regency Government, which seems to be indifferent, there are indeed many factors, one of which is access.

Advocate

a. *Leadership*

One of the important elements in the concept of collaborative governance is the leadership ability of each local government leader, NGO leader and the leader of the DRR Forum itself. Stakeholders who play a major role in disaster management efforts in the indigenous people of the Kulawi Tribe in the Pre-Disaster stage, namely: the Regional Government, the Regent of Sigi Regency, all leaders from related agencies and the PBD Agency as a leader; Leaders of NGOs/NGOs and Communities as well as Leaders of the DRR Forum.

b. *Consequences of Incentives*

The differences in benefits obtained by the parties in the pre-disaster stage are as follows:

- The motive of the incentives desired by the Regional Government, In this collaboration, the incentives that the local government gets is to get some assistance from the forum members, both in terms of finance, which usually forum members are helped a lot by large donor institutions in disaster management activities and non-financially the government gets incentives, namely the assistance from experts owned by the DRR Forum which facilitates some of the Government's work Area.
- Incentive motives desired by the DRR Forum. The DRR Forum in terms of incentives has not received financial assistance but can include aspects of disaster risk reduction in all government activity programs by being able to provide recommendations for several activities based on disaster risk reduction The DRR Forum has felt that in the activities later the government will also include a budget for the implementation of these activities. This can be seen from the document of the medium-term development plan of Sigi Regency, some of the activities to reduce the risk of disasters, the budget is borne by the Central Sulawesi and Sigi Regency APBD.

c. *Dependency*

In the indicator of interdependence, it is seen how there is an aspect of interdependence from the collaborating parties. In the pre-disaster stage, the disaster management activities carried out were seen to be interdependence between indigenous peoples, local governments, NGOs and the Sigi Regency DRR Forum.

d. *Uncertainty*

Disaster management activities are activities that have uncertainty, in this case only focus on emergencies, that we never know when a disaster will come, of course this is what makes uncertainty about how many and role forum members will play in activities if a disaster does not occur. However, the mindset about disaster management that has changed in disaster risk reduction efforts has made the parties, both

indigenous peoples, local governments, NGOs and the Sigi Regency DRR Forum continue to carry out activities whose function is to reduce disaster risk in the absence of disaster potential.

Aspects of Collaborative Governance between Stakeholders in Disaster Risk Reduction Efforts

a. *Principle Involvement*

Problem solving and conflict is also a reference in seeing the involvement of principles at this stage, some exposures to the dimension of the context system have stated that in the pre-disaster stage of conflicts that occur between stakeholders there is no conflict in the context of disaster management, only a lack of knowledge assistance provided by the government with many factors, but with the existence of NGOs/NGOs the coordination gap and assistance can be overcome through the principle owned by the NGO.

b. *Shared Motivation*

In the pre-disaster stage, the motivation that began them to collaborate was the hereditary local wisdom activities conveyed by the predecessors to continue to be preserved through speech and improved in the form of *tulisan* (oral tradition) and also how disaster risk reduction efforts based on local wisdom can be included in all aspects of activities and get to know each other's abilities from each stakeholder to be mapped to be activity holders in the pre-disaster stage. In this pre-disaster stage, the Sigi DRR forum, NGOs and the public are more likely to carry out collaborative activities because indeed the Sigi DRR Forum plays a more important role in the pre-disaster stage which can represent the role of the government itself.

c. *Capacity for Joint Action*

In the pre-disaster stage, the capacity for joint action in the concept of collaborative governance, namely indigenous peoples, members of the DRR Forum and the Government, is shown to how indigenous peoples, governments and forums analyze the capabilities of each stakeholder, map all the capacities and abilities of the members to be able to jointly carry out capacity building efforts. Currently, with the existence of the Sigi DRR Forum and NGOs/NGOs in it, the Government feels that it can be very helpful in its duties and for indigenous peoples to increase capacity, especially in training and scientific activities because within the members of the Sigi DRR Forum there are many experts and institutions/agencies/communities who join as members of the Sigi DRR Forum who can share learning with indigenous peoples. From the side of indigenous peoples themselves, the new capacity building after collaborating is to be able to include aspects of disaster risk reduction based on local wisdom in government programs, forums, and activities.

DISCUSSION

This research raises the importance of a collaborative governance approach in disaster risk reduction (DRR) efforts that are rooted in the local wisdom of indigenous peoples. In the context of the indigenous peoples of the Kulawi Tribe, this approach does not stand alone, but is dynamically integrated with local governance practices and strong social relationships between community actors. Using the Collaborative Governance Regime (CGR) framework from Emerson et al. (2012), this study enriched the concept of collaboration through a critical reading of two supporting concepts: governance (Kooiman & Van Vliet, 1993; Stoker, 2002) and governance through community (Bell & Hindmoor, 2009).

Governance: The Absence of the State as a Space for the Growth of Local Governance

In the context of the Kulawi Tribe, governance appears as a reflection of the weak institutional involvement of the state, but instead becomes an opportunity for the birth of self-regulating community governance. The government's absence in DRR and climate adaptation practices, as shown in field interviews, is not interpreted as a failure, but as a form of indirect recognition of the long-proven independence of customary governance (Stoker, 2002; Budiman & Kusumasari, 2021). The Kulawi people self-manage their responses to environmental risks and changes by relying on the value of mutual cooperation, customary beliefs, and traditional social structures such as the division of 12 levels of forest.

These findings support the proposition that governance does not only come from the state, but also from civil society and non-governmental organizations as important actors in multilevel governance systems (Pramusinto et al., 2018). The government becomes a kind of "navigator" rather than a "paddle", whose primary function is to provide space and facilitation, not domination (Osborne & Gaebler in Bell & Hindmoor, 2009).

Governance through Community: Local Power in Collaborative Systems

The concept of governance through community from Bell and Hindmoor (2009) is very relevant in explaining the dynamics between indigenous communities, NGOs/NGOs, and local governments in Kulawi. Infrastructure lag and weak access to information are recognized as the main obstacles to the role of the government. However, intensive collaboration between communities and NGOs has made them active partners in advocacy for customary forest rights, DRR education, and capacity building for adaptation to climate change (Henttonen et al., 2016; Hummel & Kusumasari, 2024).

Community participation in village planning deliberations, field school education, and cultural activities such as Mora Tanah traditional ceremonies proves that the Kulawi people are not passive, but are actively involved in every socio-ecological adaptation process that occurs. However, even though the role of NGOs is dominant, it is still necessary to maintain a balance so that there is no over-dependence on external actors.

Collaboration as a Catalyst for Change

From the field analysis, the collaboration that occurs is not only the division of technical tasks, but also the exchange of values, legitimacy, and even social recognition. The role of NGOs as facilitators, companions, and liaisons with the central government has succeeded in creating a bridge between local wisdom and national policies. This can be seen from how NGOs help document and advocate for the recognition of customary forests in Moa Village, which takes up to five years.

However, this success cannot be separated from the challenges of coordination and the lack of political commitment from the government. Therefore, this study emphasizes that the success of indigenous people-based DRR collaboration is highly dependent on three main things: (1) strengthening the capacity of communities and supporting organizations, (2) documentation and protection of local wisdom, and (3) the existence of political will and a clear legal framework at the local and national levels.

CONCLUSION

The role of local governments as the main authority holder in the issue of disaster risk mitigation and reduction (DRR) is still not optimal in the context of cross-actor collaboration. This is reflected in the collective experience of the indigenous people of the Kulawi Tribe which shows that the presence of local governments tends to be reactive, only appearing when disasters occur and even then with a slow response. The government's lack of involvement in the pre-disaster phase undermines collaborative initiatives that should be able to strengthen community capacity early on.

In addition, the lack of a clear regional action plan oriented to the pre-disaster phase is also an indicator of the weak role of the government in realizing effective collaboration. The absence of targeted guidelines related to mitigation and DRR is a major obstacle in synergizing the roles of actors, especially in encouraging meaningful participation from indigenous peoples and civil society organizations. Therefore, strengthening the strategic role of local governments is urgently needed through the formulation of DRR policies that are inclusive, participatory, and based on local wisdom.

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