



**COLLABORATION FOR MANAGING DISASTER EMERGENCIES
THROUGH THE LASER WARE PROGRAM
(Study at the Regional Disaster Management Agency, Pinrang Regency,
South Sulawesi Province)**

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ABSTRACT

Handling disaster emergencies with the Integrated Emergency Management System through the LAKA SI LASER program has the aim of exploring the collaborative process of handling disaster emergencies that occur in Pinrang Regency. Handling disaster emergencies through the LAKA SI LASER program refers to the concept of collaborative governance put forward by Emerson. The three dimensions measured are collaboration dynamics, collaborative actions, impact and adaptation of the LAKA SI LASER program. Qualitative research method with a case research approach that explores information on handling disaster emergencies within the Pinrang Regency BPBD and agencies involved in handling disaster emergencies. Strengthening case studies using data triangulation. Collaboration through the LAKA SI LASER program shows the fact that in dealing with disaster emergencies, not involving all agencies in the LAKA SI LASER program to handle disaster emergencies and also minimal facilities for handling disaster emergencies. However, the collaboration carried out provides benefits for each agency participating in the collaboration to handle disaster emergencies.

Keywords: *Collaboration, Disaster Emergency, LAKA SI LASER.*

ABSTRAK

Penanganan kegawatdaruratan bencana dengan Sistem Penanganan Gawat Darurat Terpadu (SPGDT) melalui program LAKA SI LASER memiliki tujuan untuk mengeksplorasi proses kolaborasi penanganan kegawatdaruratan bencana yang terjadi yang ada di Kabupaten Pinrang. Penanganan kegawatdaruratan bencana melalui program LAKA SI LASER merujuk pada konsep *collaborative governance* yang di kemukakan oleh Emerson. Tiga dimensi yang diukur yaitu, dinamika kolaborasi, tindakan kolaborasi, dampak

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serta adaptasi program LAKA SI LASER. Metode penelitaian kualitatif dengan pendekatan studi kasus yang mengeksploriasi informasi penanganan kegawatdarurtan bencana di lingkup BPBD Kabupaten Pinrang dan instansi yang terlibat dalam penanganan kegawatdaruratan bencana. Penguatan studi kasus menggunakan triangulasi data. Kolaborasi melalui program LAKA SI LASER menunjukkan fakta dalam menghadapi keadaan darurat bencana, tidak melibatkan semua instansi dalam program laka si laser untuk melakukan penanganan kegawatdaruratan bencana dan juga fasilitas yang minim dalam melakukan penanganan kegawatdaruratan benacana. Namun, kolaborasi yang dilakukan memberikan manfaat masing-masing instansi yang ikutserta dalam kolaborasi menangani kegawatdaruratan bencana.

Kata Kunci : Kolaborasi, Kegawatdaruratan Bencana, LAKA SI LASER.

INTRODUCTION

Public service encompasses the comprehensive manner in which the government provides services to its citizens across various sectors. Effective service delivery requires strong collaboration between these sectors to ensure synchronization and the achievement of optimal, efficient, and effective results (Pratama A. R., 2023). Emergency victim care has undergone significant changes, with a noticeable increase in the number of disabled or deceased victims due to emergencies, highlighting the suboptimal handling of such incidents (Kabupaten Tegal, 2022).

Emergency care involves a series of integrated treatments, where the success largely depends on the speed of victim identification, the promptness of seeking help, the quality and attentiveness of the provided assistance, transportation to medical facilities, and subsequent care at health centers or hospitals (Oman &

McLain in Rini et al., 2019). The Integrated Emergency Management System (SPGDT) serves as a public tool that combines emergency services, security, and rescue operations. This system integrates various elements, including healthcare professionals, cross-sector emergency services, communication systems, and public participation (Yuliati, 2018).

The National Disaster Management Agency (BNPB) is a non-ministerial government body led by a high-ranking official, tasked with formulating and implementing disaster mitigation policies and providing effective and efficient refugee management (Warsono & Buchari, 2019). To enhance service quality and optimize emergency victim handling, BNPB has developed the Integrated Emergency Management System (SPGDT), which unifies emergency response efforts and fosters cross-sector cooperation. This system

prioritizes rapid and accurate responses based on the principle: "Saving Time is Saving Lives and Limbs."

This integrated safety service streamlines response times by using a call center and a single communication number, 119, connected to the national command center. Available 24/7, it ensures swift emergency assistance and efficient victim care (It Ditjen Yankes, 2017). PSC action becomes very important which is marked by the increasing number of emergency cases. The increasing number of emergency cases in Indonesia is a reference in providing emergency services through the 119 call center service. This increase is in line with the increasing number of 119 emergency calls received by the emergency service center in Indonesia which provides emergency response actions (Taufiqurokhman et al., 2022)

The Makassar City Government has successfully implemented an integrated emergency response system through a Public Safety Center (PSC), effectively managing emergency cases. The swift response involved collaboration between the Makassar City BPBD, nurses from DR. Wahidin Sudirohusodo Hospital, and the Hasanuddin University Medical Assistance Team. This cross-sectoral cooperation enhanced the chances

of saving lives and ensured the accuracy of the assistance provided, leading to positive outcomes (Indrawatii, 2012).

Table 1. Disaster Data of Pinrang Regency from January-August 2022

No	Event	Number of Events
1	Fire	16 times
2	Strong Wind	37 times
3	Landslide	1 times
4	Flood	6 times
5	Abrasion	1 time
6	Ground shift	7 times

Source: BPBD Kab. Pinrang

On the other hand, the implementation of the Integrated Emergency Response System through PSC 119 in Bitung City has not reached the desired level of effectiveness. One key factor is the insufficient socialization of the program to the community, resulting in a lack of understanding or awareness about its existence. Additionally, the lack of cooperation and coordination between various agencies and sectors has hindered the program's success. Furthermore, the limited infrastructure for emergency services in Bitung City has prevented the achievement of optimal emergency handling standards (Pieter et al., 2021). The government's efforts in handling emergencies through SPGDT are a challenge in realizing a public service that provides first aid. Collaboration is a necessity in the implementation of

emergencies, this is because emergencies require fast and immediate action on victims or property with the aim of rescuing and protecting (Sasti Ihtiarni, 2023).

The LAKA SI LASER Program that is implemented by the Pinrang Regency government is important as the population of the region reached 411,795 people. Pinrang Regency is both a mountainous and coastal area, which exposes it to a high risk of natural disasters. The following table presents the disaster-prone index for Pinrang Regency (Yunus, 2022).

Over an eight-month period, Pinrang Regency experienced 68 disasters, underscoring the need for enhanced disaster preparedness. Given the frequency of natural disasters, it is essential for the region to strengthen its emergency response capabilities to protect public safety.

Given the frequency of natural disasters in Pinrang, the LAKA SI LASER Program involves various stakeholders, including the community, in managing emergency cases. The success of the program hinges on the collaboration between different parties. Therefore, this research focuses on examining the collaborative efforts in managing natural disaster emergencies through the LAKA

SI LASER Program at the Pinrang Regency Regional Disaster Management Agency.

THEORETICAL REVIEW

A. The Concept of Government

The government is an organizational entity tasked with carrying out various functions to serve society. Numerous scholarly works elaborate on these functions, with one key perspective being the regulatory function, which aims to establish social order and create conditions conducive to the sustainability of community activities (E.Eva & Sutiyo, 2023). Ndraha stated that the government is an agency that has the task of carrying out public service processes and has the obligation to carry out civil services using state institutions, so that all members of society who have interests can receive them when needed, in accordance with the expectations or provisions of the government (Sari et al., 2020). The government has a service function, namely this function cannot be separated from service to the public which regulates the various interests of the community so that collisions between the communities themselves do not occur (Sari et al., 2020). Additionally, a government function highlighted in the journal "Trends in Digital Literacy Research

(2012-2022): A Bibliometric Approach” is the provision of public services. These services aim to ensure justice by granting all members of society equal access to the public services offered by the government.

With the rapid advancements in technology, the government must swiftly adapt to these changes to maintain effective governance. Many government policies have been implemented to support the integration of technology into administrative functions, ensuring that governance remains efficient and responsive to societal needs (Rahmadanita & Hidayat, 2023)

Collaborative Governance

Etymologically, the term "collaboration," derived from the English word *collaborative*, combines "co" and "labor," meaning the unification of efforts or the enhancement of capabilities to achieve common goals. Collaboration is often used to describe the process of completing tasks that transcend boundaries—whether sectoral, relational, organizational, or even national (O’Leary & Vij, 2012).

According to Emerson and Nabatchi, collaborative governance refers to a method of formulating public policies and managing public affairs that holds significant value and meaning throughout its process. This approach involves not

only government actors but also external stakeholders such as business leaders, community figures, academics, and other institutions, all working together to shape public administration (Noor et al., 2022).

Disaster Emergency Response Management

Emergency response refers to the immediate and rapid actions taken to protect the public and minimize losses during an emergency situation. An emergency is defined as an event in which normal procedures are suspended, and extraordinary measures must be implemented to address the crisis. A disaster event, which is a specific type of emergency, has the following characteristics (E.Eva & Sutiyo, 2023):

1. Requiring swift mobilization of resources that typically fall outside the scope of an organization's core activities. To address this need, specialized organizational arrangements must be implemented to ensure the availability of the required resources.
2. Requiring expertise and knowledge that are generally unrelated to the organization's primary operational focus.

Emergency response management encompasses all actions taken by the government immediately

following a disaster to assist victims, provide essential supplies, minimize suffering, and rapidly address damage to critical infrastructure.

B. Lasinrang Service Accident and Emergency Services Program (LAKA SI LASER)

The LAKA SI LASER program addresses emergency cases, including accidents, workplace emergencies, and disasters. It is an implementation of the Integrated Emergency Management System (SPGDT), established through the creation of the Public Safety Center (PSC) in Pinrang Regency. Collaboration with various parties in handling emergency cases allows for swift and accurate responses, reducing the risks of disability and death for victims (Yunus, 2022).

This program is accessible to all members of society in multiple ways, such as contacting the 119 call center or directly reaching out to post officers. Every resident is entitled to receive equal services. The primary goal of the program is to provide emergency services to the people of Pinrang Regency by establishing a 24-hour standby emergency team, ensuring a fast response time. The program focuses on victim safety and facilitates referrals between facilities handling emergency cases, ensuring that

the community can easily access necessary emergency services.

METHOD

This research employed a qualitative approach with a case research method (Bungin, 2022). A purposive sampling technique was used to select key informants based on their knowledge and understanding of the issues relevant to the research, gathered through interviews (Rahamdi, 2011). Data collection methods included interviews, observation, and documentation (Miles et al., 2014). The data triangulation technique followed four stages: data collection, data condensation, data display, and conclusion drawing/verifying (Miles et al., 2014).

RESULTS AND DISCUSSION

The collaboration in emergency management through LAKA SI LASER program can be carried out in 3 dimensions based on the collaborative governance concept according to Emerson et al., namely:

1. Dynamics of Collaboration in Disaster Emergency Management

The dynamics of collaboration in handling disaster emergencies can be assessed using three key indicators: the movement of shared principles, shared motivation, and the capacity to take shared action. These three indicators form

the foundational elements that establish a common understanding, initiating the collaborative process in emergency response.

1.1 Shared Principle Movement of Actors in Collaboration

The shared principle starts with open dialogue among agencies in the LAKA SI LASER program to build mutual understanding and kickstart collaboration. This understanding is key to aligning goals and creating effective, sustainable cooperation.

Open dialogue happens before and after a disaster. Beforehand, it focuses on planning, protocols, and improving coordination. After a disaster, it helps evaluate the response, identify weaknesses, and develop strategies to improve collaboration for future emergencies.

Coordination meetings help establish shared agreements on commitments and next steps for handling disaster emergencies, including actions to improve collaboration, such as additional training and resource allocation. These meetings ensure that all parties involved in the LAKA SI LASER program have a shared understanding of their roles and responsibilities, allowing them to work together effectively toward the common

goal of saving lives and minimizing the impact of disasters.

1.2 Shared Motivation of Actors in Collaboration

Shared motivation fosters the commitment of actors involved in the LAKA SI LASER program to handle disaster emergencies. It encourages collaboration through activities like learning exchanges to enhance involvement and maintain dedication to collective emergency response efforts, such as establishing shared posts for handling emergencies.

In the context of cross-sectoral collaboration, the LAKA SI LASER program, led by BPBD, has effectively motivated agencies to engage in disaster emergency response. This is evident through the activation of the Disaster Emergency Handling Command Post (Posko PDB), which serves as the control center for managing disaster operations, reflecting the success of the command system implemented by BPBD.

1.3 Capacity to Take Collective Action

The LAKA SI LASER program in disaster management is directly led by the Pinrang Regency BPBD, making it the central leader in collaboration efforts during disaster emergencies. In these activities, BPBD plays a critical role in

coordination, command, and implementation functions.

To effectively manage disaster emergencies, the Pinrang Regency BPBD follows a set of established procedures, or standard operating procedures (SOPs). These SOPs are outlined in the Decree of the Head of the Pinrang Regency BPBD Number: 800/II/BPBD/I/2023, which formalizes the SOPs for handling disaster emergencies as part of the agency's operational framework. Below is the SOP for handling disaster emergencies by the Pinrang Regency BPBD.

- a) Obtaining information regarding the disaster.
- b) Ordering, coordinating, assigning tasks, and commanding the Rapid Reaction Team (TRC) to prepare for deployment to the disaster location.
- c) Preparing evacuation facilities and infrastructure, including personnel, equipment, vehicles, and documentation.
- d) Verifying the readiness of each team, coordinating with relevant agencies, providing instructions for rescue operations, and submitting reports.
- e) Proceeding to the disaster site as quickly as possible, activating the emergency siren, and maintaining communication with related parties.

- f) Conducting rescue operations and evacuating disaster victims.
- g) Providing on-site directives during evacuation efforts and preparing updated progress reports.
- h) Submitting regular reports to leadership, providing instructions, and making decisions or policies as directed by leadership.
- i) Identifying the scope of the disaster, including the affected area, victims, damage to facilities and infrastructure, disruption of public services, and natural resource impact; conducting documentation and rapid needs assessments.
- j) Preparing reports on the outcomes of evacuation and rescue efforts.
- k) Receiving, reviewing, and submitting results in a staged process.
- l) Receiving, verifying, and archiving reports based on classification.
- m) Storing report archives securely.

The SOP above ensures that all parties involved in the LAKA SI LASER program and participating in disaster emergency response follow the guidelines set by the Pinrang Regency BPBD. The SOP, issued by the head of the BPBD, provides clear and detailed instructions for handling emergency disaster situations. By adhering to these procedures, all stages of disaster response can be carried out

effectively and efficiently, minimizing potential risks and losses resulting from disasters.

2. Collaborative Actions in Disaster Emergency Management

Collaborative actions in disaster emergency response focus on facilities in the collaboration process as well as activities carried out (Kusumawati et al., 2023).

2.1 Facilitate Collaborative Process for Handling Emergencies

Adequate facilities are crucial for creating an environment that fosters productive and sustainable collaboration. In the case of the LAKA SI LASER program, which addresses disaster emergencies, the facilities and infrastructure of the Pinrang Regency BPBD are notably limited. These shortcomings are especially concerning given the region's high disaster risk index, which requires more robust resources.

Currently, only the BPBD's facilities and infrastructure are utilized in handling disaster emergencies, which hampers the effectiveness of the collaboration process. The lack of comprehensive support from all actors involved in the LAKA SI LASER program means that the response to disaster emergencies is not optimal. This insufficiency in resources negatively

affects the collaboration and coordination among actors.

2.2 Advancing the Collaborative Process for Disaster Emergency Response

The progress of collaboration in the LAKA SI LASER program is demonstrated by the significant contributions made by the actors involved in disaster emergency response. These contributions include rescuing victims, mitigating the disaster's impact through contingency plans, providing health services, and engaging local communities as emergency response teams. Furthermore, the use of technology by the involved agencies enhances preparedness and facilitates a quicker response from both the actors and the community in addressing disasters. These efforts collectively improve the effectiveness of the disaster management process.



Figure 1.

The Utilization of Ina-Tews

The community also plays a key role in the disaster emergency response collaboration by utilizing technology. Through smartphones and social media

applications, or by directly contacting the 119 call center, the community can quickly report disaster emergencies. This use of technology helps accelerate the response to disasters. The collaboration process in the LAKA SI LASER program has seen significant progress, marked by the substantial contributions made by all involved actors. Additionally, the integration of technology by both the agencies and the community has enhanced preparedness and improved the speed of response, contributing to more effective disaster management.

3. Impact and Adaptation in the Collaboration Process

The collaboration process in emergency response undoubtedly influences the activities carried out by the actors involved in disaster management. The impacts of this collaboration can be categorized into several types. Expected impacts refer to the positive outcomes that were anticipated, such as timely victim rescue and effective resource allocation. Unexpected impacts might include unplanned yet beneficial outcomes, like increased community awareness or stronger inter-agency relationships. Unintended negative impacts could involve coordination challenges or resource misallocation. Lastly, feedback from the actors involved is critical for

evaluating the effectiveness of the collaboration.

3.1 Expected Impacts in the Collaboration Process

The expected impact of collaboration in disaster emergency response, as seen in the LAKA SI LASER program, is the achievement of small wins or positive results that directly benefit the overall disaster management process. The collaboration, involving actors such as the Pinrang Regency BPBD, the Health Office, KSR PMI, and the community, facilitates a faster and more efficient response. Through this collaboration, resources are mobilized effectively, ensuring rapid resolution of disaster situations.

This coordinated effort leads to several positive outcomes, including quicker response times, better communication between agencies, and more efficient use of resources. Furthermore, the collaboration strengthens volunteer networks and mobilizes the community, expanding operational reach and improving the effectiveness of services like evacuation and recovery efforts. The positive impact is also evident in the swift and precise health services provided to disaster victims, which help reduce casualties and suffering.

Additionally, the collaboration offers valuable lessons for the community in preparing for and responding to disasters, contributing to increased resilience and preparedness for future events.

3.2 Unintended impacts in the collaboration process

Unexpected impacts or obstacles in the collaborative process of disaster emergency management can significantly hinder the effectiveness of response efforts. In the case of the LAKA SI LASER program, these obstacles are encountered by actors directly involved in disaster management, such as the TRC BPBD Pinrang Regency team, the health service emergency team, KSR PMI Pinrang Regency, and the community.

One of the major constraints faced in disaster situations is the difficulty in accessing the affected areas. Damaged roads, destroyed infrastructure, and adverse weather conditions can severely delay response times and hinder the ability of responders to reach those in need. These obstacles exacerbate the situation, making it harder for actors to coordinate their efforts and provide timely assistance.

These unexpected impacts can make the disaster response process less effective. The more obstacles encountered in the field, the more challenging it

becomes to manage the situation efficiently. As a result, the disaster's impact can spread more widely, affecting a larger area and potentially leading to greater loss of life and resources. Overcoming these constraints requires swift adaptations, additional resources, and improved coordination among the responding actors.

3.3 Unexpected Impacts in the Collaboration Process

Collaboration in handling emergency disasters through the LAKA SI LASER program generates both direct and indirect unexpected impacts. These impacts, though unforeseen, play a critical role in shaping the effectiveness and outcomes of disaster response efforts.

One direct unexpected impact is the provision of emergency health services. Through collaboration, health services are quickly delivered to disaster victims, reducing the risk of loss of life and mitigating the overall impact of the disaster. The rapid distribution of health services significantly aids in minimizing harm during emergency situations.

Collaboration in the LAKA SI LASER program also has an indirect effect on the agencies involved in handling the disaster. The increased capacity for disaster management is one of the key unexpected benefits. Agencies

gain valuable experience in disaster planning, logistics management, cross-sectoral coordination, and emergency response. This enhanced capacity allows the involved actors to respond more effectively to future emergencies.

While these unexpected impacts are generally beneficial, they also bring challenges. Negative unforeseen effects, if any, should be used as learning opportunities. Addressing and managing these obstacles is crucial to ensuring that disaster emergency management remains effective and sustainable in the long term.

3.4 Actors' Feedback in Collaboration

Feedback from actors involved in the collaborative process of disaster emergency management plays a key role in the adaptation and improvement of future responses. In the context of the LAKA SI LASER program, this feedback helps foster mutual benefits between the agencies involved. By sharing knowledge and leveraging support from one another, agencies can enhance their effectiveness in responding to disaster emergencies.

Through collaboration, agencies can respond quickly to disasters, ensuring that affected communities are properly supported. Agencies in the LAKA SI LASER program work together to facilitate swift evacuations and provide immediate assistance to victims. This

collaborative effort increases the overall efficiency of the response process, making it more effective in minimizing the impact of disasters.

The mutual benefits of collaboration include improved coordination and cross-sectoral collaboration, which are essential in handling emergency situations. Health agencies, for example, are able to provide optimal health services to disaster victims.

Collaboration through the LAKA SI LASER program also enhances the credibility of the involved agencies. By prioritizing humanitarian principles, agencies gain the trust and support of the community, government, and other partners. This support strengthens disaster management efforts and helps build a more resilient response system for future emergencies.

Community participation in the collaborative disaster emergency response through the LAKA SI LASER program brings significant benefits for both the community and the actors involved in disaster management. The community benefits from the feedback provided by the agencies, which results in a quicker response time. This enables more organized evacuations and enhances the effectiveness of rescue operations. Furthermore, the dissemination of

accurate information helps the community take the necessary precautions to reduce the risk of loss of life during a disaster.

Active participation from the community also provides valuable feedback to the agencies involved. One key contribution is the community's role in quickly and accurately reporting disaster events to the relevant agencies. This timely reporting accelerates the response and rescue efforts, ensuring that help reaches affected areas promptly.

The act of reporting disaster events also strengthens the relationship between the community and the agencies involved in disaster management. It makes the community feel heard and supported, fostering a sense of involvement in the disaster emergency response process. This closer relationship promotes better collaboration between the various agencies, resulting in a more coordinated and effective response to disaster emergencies.

CONCLUSION

Based on the results of the collaborative research on disaster emergency management through the LAKA SI LASER program, several key findings and conclusions emerged. The program's collaboration dynamics revolve around a shared goal of saving lives and

reducing the impact of disasters through rapid response. However, there is an imbalance in the roles of various parties involved, with not all stakeholders actively participating in disaster emergency situations. This imbalance results in suboptimal disaster management, mainly due to the limited capacity of human resources. While contributions and technology utilization by the involved actors drive the program's success, activities to facilitate collaboration are hampered by insufficient facilities. Only the Pinrang Regency BPBD's facilities are being utilized in disaster emergency management, which limits the overall effectiveness of the disaster response. This lack of adequate infrastructure prevents collaborative actions from being fully optimized. Overall, the research underscores the importance of improving coordination, expanding human resource capacity, and enhancing facilities to ensure more effective disaster emergency management through the LAKA SI LASER program.

This research offers both informative and constructive input to the results of the in-depth analysis, particularly in addressing inefficiencies in the dynamics and collaborative actions of disaster management due to an imbalance in roles within the LAKA SI LASER

program. To overcome these challenges, it is recommended that the program establish a Memorandum of Understanding (MoU) with all involved agencies. This MoU should clearly define the roles and responsibilities of each agency and include an effective coordination and communication mechanism. By implementing such an agreement, the program will be better positioned to maximize human resource capacity and ensure the involvement of other agencies' facilities in the collaborative disaster response efforts. Ultimately, this approach will help the LAKA SI LASER program achieve its goal of saving lives and minimizing the impact of disasters in a more efficient and coordinated manner.

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