

Disaster Management Concepts Based on Public Policy Perspective

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Abstract

Disaster mitigation is an early session of disaster management that is more towards reducing disaster risk for disaster-prone areas as an effort to minimize the higher risks caused by natural disasters. The purpose of this research is to discuss disaster management policies in disaster-prone areas based on the National Long-Term Development Plan (RPJPN) 2005-2025. descriptive method is used to clarify the reflection of disaster-prone areas mitigation based on theoretical in-depth analysis and comparative secondary information documents from the RPJPN. The results of the research show, conceptual model of disaster mitigation as output, empirical condition of disaster-prone areas as input, executive and legislative processes as stages in the public policy period. Not only that, disaster management is included in the policy plan in the RPJPN through the development strategy of disaster protection and preparedness as an effort to maximize the capacity of the government in each region when experiencing natural disasters.

Keywords: Disaster Management, Public Policy, National Long-Term Development Plan

Introduction

Disasters management is an applied science which seeks, by the systematic observation and analysis of disaster, to improve measures relating to mitigation, preparedness, emergency response and recovery (Carter, 2008).

Yuliani et al. (2020) stated that disaster is the occurrence of damage to the normal life patterns, harm human life, social structure and the emergence of community. Indonesia is a country that has a relatively high level of disaster vulnerability, there are so many natural disasters that occur in various parts of Indonesia with various types of disasters, with relatively high and dangerous magnitudes and frequencies. Disaster management is a guarantee for the implementation of appropriate and adequate assistance for disaster victims, this is done in order to achieve a fast and effective recovery. Disaster management is built

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with the aim of achieving the normalization of people's lives which can be achieved in a short time, as well as reducing casualties and property losses. Disaster management efforts carried out by the government to reduce the risk resulting from the impact of natural disasters have been regulated in law number 24 of 2007 concerning Disaster Management, this indirectly brings changes to patterns and perspectives in disaster management and management in Indonesia. The perspective in disaster management that used to be more responsive or emergency response in dealing with disasters, now the disaster management paradigm has shifted to an activity that is counteracting, so that the risk of disasters can be minimized. Disasters are events or events that threaten and disrupt people's lives and livelihoods caused, both by natural factors and/or non-natural factors as well as human factors, resulting in human casualties, environmental damage, property losses, and psychological impacts (Ramli, 2010).

When viewed from the results of previous studies, the relevance or similarity between the previous studies above is where this study both examines disaster management which is then associated with public policy in disaster mitigation, while the novelty of this research when compared with previous research is located at a wider research locus where previous research only covers certain areas while this research covers the national or the entire territory of the Indonesian state, besides that novelty is also found in processed data where data from previous research uses data in 2015 while in This writing uses data in 2020.

Policy is a decision to address certain problems to achieve certain objectives, carried out by authorized government agencies in the framework of the implementation of state government duties and nation-building (Ayuningtyas, 2014; Capano, 2011). public policy is whatever the government chooses to do or not to do". Another German expert, (Ayuningtyas, 2014; Crinson, 2004) states that policy is a concept, not a specific or concrete phenomenon, so defining it will face many obstacles or in other words it is not easy. Crinson further confirmed that the policy would be much more beneficial if seen as a guide to action or a series of decisions or decisions that were interconnected with each other.

Literature Review

Faturahman (2018) with the title conceptualization of disaster mitigation through a public policy perspective obtained the result that the disaster mitigation process is also part of the public policy cycle and also changes the perspective of disaster management aimed at increasing regional capabilities in disaster prevention and preparedness.

Sahilala (2015) with the title " Management of the distribution of logistical assistance to victims of natural disasters" obtained the results that the slow distribution of aid during disasters and after disasters in Bojonegoro Regency was caused by poor governance during emergencies as well as a lack of coordination and involvement of various actors in formulating and overseeing aid distribution policies is a separate obstacle.

According to Fitrianto (2020) mentions the factors that influence disasters, namely:

1) Hazard is a natural or artificial phenomenon that has the potential to threaten human life, loss of property and environmental damage. Hazards are grouped into 2, namely natural hazards consisting of geological, hydrological-meteorological, biological and environmental materials. Meanwhile, man-made hazards consist of technological failure, degradation, environment and conflict.

2) Vulnerability is a condition of a society that causes the inability to face the threat of danger. Factors that affect vulnerability are as follows:

2.1) Physical vulnerability, describes a physical condition that is prone to certain hazard factors such as the percentage of built up area, density of buildings, electricity network, ratio of length of roads and railways.

2.2) Social vulnerability, describes a condition of the level of social fragility in the face of disasters such as population density, population growth rate and percentage of the population aged under five-elderly.

2.3) Economic vulnerability, describes a condition of the level of economic fragility in the face of disaster threats, such as the percentage of households working in the vulnerable sector and the percentage of poor households.

2.4) Environmental vulnerability, describes a condition of the level of environmental fragility in the face of disasters including the availability or damage to resources such as land, air and water.

3) Disaster risk is the interaction between the level of vulnerability of the area with the existing hazard. In general, hazard indicates the possibility of a disaster, both natural and non-natural. Vulnerability shows the vulnerability faced by a society in the face of threats. The higher the hazard and vulnerability, the greater the disaster risk faced. Efforts that can be made in reducing disaster risk are through reducing the level of vulnerability because this is relatively easier than reducing or minimizing social and environmental hazards.

Research Methodology

Define method qualitative research as a research method in the social sciences data collection in the form of words (oral and written) and actions humans and researchers do not attempt to calculate or quantify the qualitative data that has been obtained and not analyze numbers (Afrizal, 2014). This writing uses a descriptive method which has the aim of describing facts and characteristics of a particular population in a factual and accurate manner in order to obtain a general picture of an event. The technique of collecting data from this paper is through secondary data in the form of literature relevant to the topic of writing, journals, and other important documents. The approach used in discussing the conceptual approach (conceptual approach). This approach is discussed by connecting the concept of disaster mitigation with the theory of the public policy cycle.

Research Result

Public Administration

Public administration was originally known as state administration, but basically the concept of public administration is not a new concept in Indonesia, only the name seems different. In principle, public administration is more used to manage governance in Indonesia. This is in accordance with some opinions of public administration experts. According to Chandler & Plano cited in (Myrick, 2012) public administration is a process in which public resources and personnel are organized and coordinated to formulate and implement and manage or manage decisions in a public policy.

If it is associated with natural disasters, then the public administration run by the government has a very large role and responsibility. Where natural disasters that occur in Indonesia are the responsibility of the central government and local governments, it is hoped that the implementation of disaster management in Indonesia will be better (Sahilala, 2015).

Sutejo et al. (2020) defines "Administration public is the management and organization of human beings and their equipment to achieve the government's objectives." Conclusions that can be drawn from several understanding of public administration is the cooperation conducted by a group of people or institutions in carrying out government duties to achieve government objectives effectively and efficiently in order to meet public needs.

Disaster Management

Disaster Management is activities carried out to control disasters and emergencies, as well as provide a framework to help communities in high-risk situations to avoid or recover from disasters. Disaster Management basically seeks to prevent the community from disasters,

both by reducing the possibility of extraordinary events and overcoming vulnerabilities (Sambodo, 2016).

Disaster management according to Nurjanah in Trisnamansyah & Nurjanah (2017) as a dynamic process about the operation of disaster management functions such as planning, organizing, actuating, and controlling. The way it works includes prevention, mitigation, and emergency response and recovery preparedness. Disaster management is a guarantee for the implementation of appropriate and adequate assistance for disaster victims, this is done in order to achieve a fast and effective recovery. Disaster management is built with the aim of achieving the normalization of people's lives which can be achieved in a short time, as well as reducing casualties and property losses. The thing that needs to be considered from disaster management is that there are definite steps in controlling disasters so that victims can be rescued immediately and on time and that post disaster recovery efforts are carried out as quickly as possible.

Based on data from the National Disaster Management Agency (BNPB), it is recorded that in the last one year starting from early January to the end of December 2020, 2,925 natural disasters have occurred throughout Indonesia.

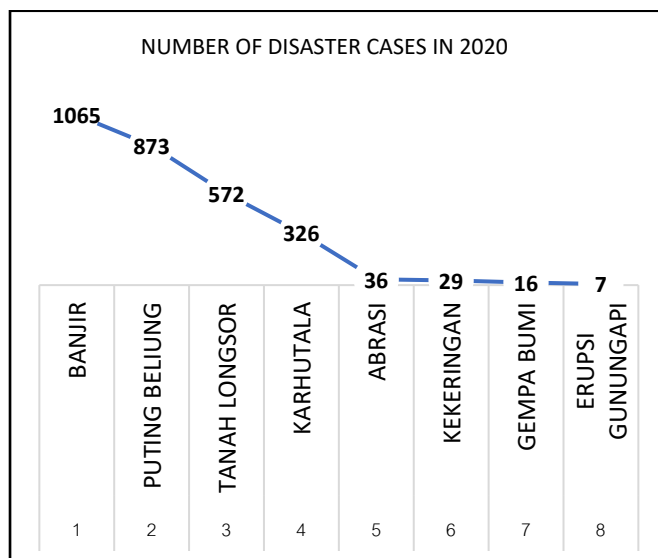


Figure 1 Number of Disaster Cases in 2020

Source: BNPB in 2020

Natural disasters that occur cause losses that are not slightly directly or indirectly such as casualties, damaged and loss of property, damage to infrastructure, and trauma for victims who survived, based on data from the National Disaster Management Agency (BNPB) the number of victims recorded by the result from natural disasters that occur throughout 2020 as served on the table below:

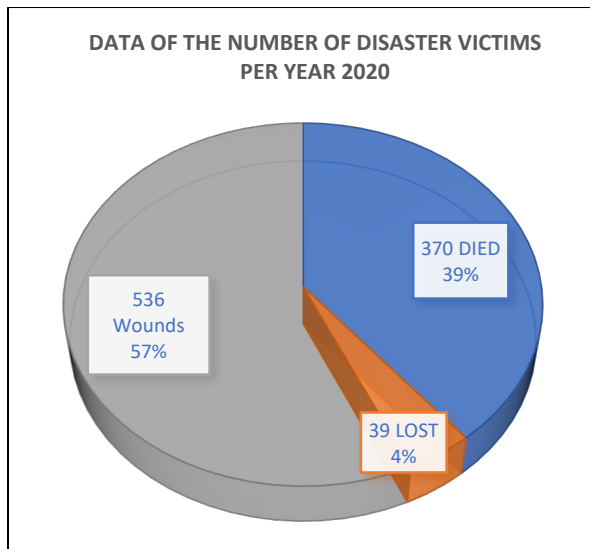


Figure 2 Data of the Number of Disaster Victims per Year 2020
Source: BNPB data for 2020

Based on data above the number of fatalities in disaster in the country throughout 2020 based on data obtained from the National Disaster Management Agency (BNPB) recorded as many as 370 people, while the victims lost 39 people, and injured victims reached 536 people spread in all regions of Indonesia.

When viewing in terms of development planning, the effort in disaster management included in the National Long-Term Development Plan (RPJPN) in 2005-2025, the RPJPN was arranged with basic considerations that the conditions of the country of Indonesia in disaster-prone areas.

Disaster Mitigation in the Public Policy Cycle

Although theoretically disaster management has its own stage, namely; Prabons, emergency response, and post-disaster. This perception is considered quite clear in evaluating the actions and steps that should be carried out but it does not rule out the possibility of an initial and final policy process that is unclear. The following is explained by the clarity of disaster mitigation in the policy cycle:

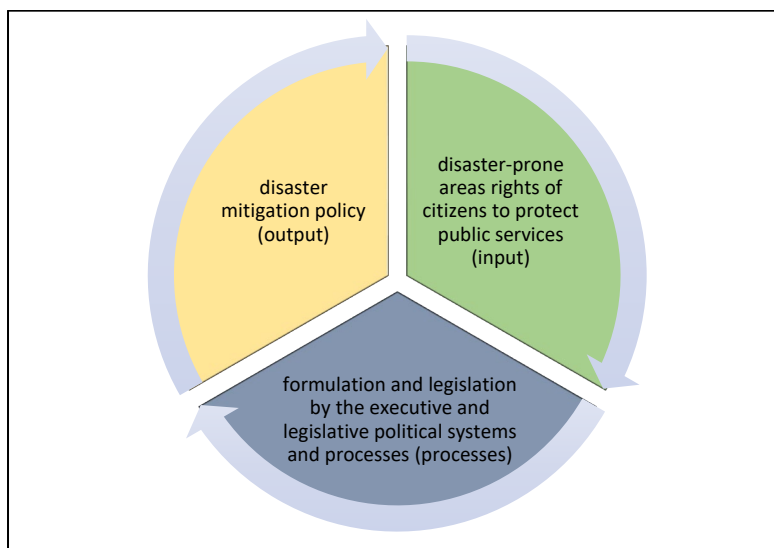


Figure 3 Disaster Mitigation in the Public Policy Cycle

- 1) Accountability for policy choices made
- 2) See the Public Budget Process Formulated and allocated according to the procedure
- 3) Accountability for achieving goals or results

Integration of Disaster Mitigation Policies

Mitigation is a process in handling and disaster management. Mitigation processes in their meaningful preparedness or vigilance are an easy way to minimize due to the hazards that are likely to be faced by the community compared to other actions, such as evacuation, rehabilitation and reconstruction. Therefore, mitigation needs to be done together with the government agenda, or itself both when and after the incident, and before the incident. The interpretation of tension is unshown with the stage in disaster management is carried out by controlling and evaluating so that it does not develop into a disaster. The evaluation is related to the physical aspects of the earth better known as Geo-Risk analysis (Faturahman, 2017).

Social, cultural, political and legal dimensions are very necessary and fundamental in the context of underlying environmental management on sustainable development. With the birth of Law No. 24 of 2007, the policy of derivative management of the Utara Planning and Disaster Management Planning and Funding. The Act in general contains an important interpretation, namely first, there is a change in disaster paradigm which is more at the point of reduction in risk. Second, disaster control is no longer reactive but more planned and proactive. Third, the location of the government in this new paradigm is no longer dominant but prioritizes community participation (Faturahman, 2018) by positioning the community as subjects is no longer the object of servicial disaster management, the domain of disaster stresses is no longer the absolute right for the Central Government but has been decentralized to the back. Or known as regional autonomy position, management of disaster management and handling is the responsibility of the region both in terms of budget and policy.

Institutional participation in handling and disaster management itself is the demands of regional autonomy where government administrative sovereignty is needed as a change of change, but there are values that have been forgotten that besides authority, the government also has obligations and responsibilities to the public if regional autonomy Intended as authority to the regional government to bring direct development to its public, it is also necessary to develop the values of obligations and responsibilities that are the basis of its authority. Handling and disaster management in the region concerning the implementation of all the elements of the community for good governance in realizing a culture of disaster conscious as a part of development has three important aspects:

- 1) An administrative system that involves many actors (multi stakeholders) from government and non-government elements because the basis for legitimacy is not only from the constitution and regulations but also from the values that develop in society.
- 2) Developed to respond to public problems and interests as a collective
- 3) The pattern of relations between actors does not have to be a formal and strict institutional structure, but can be very loose, in the form of mechanisms, procedures and networks.

Conclusions

The concept of disaster management as an early stage in disaster management is related to the public policy process where it is necessary to determine the position of disaster mitigation to be used as a decision in public policy. The disaster management stage itself is part of the public policy cycle (input-output), namely the empirical conditions of disaster-prone areas and the executive and legislative processes are included in the input and process while the output is disaster management policies which are then included as a public agenda in the public policy process. With the stipulation of disaster mitigation in the policy agenda, the stages of policy formulation, implementation and evaluation are carried out to clarify the direction of pre-disaster management policies in regional development.

The disaster management paradigm based on Law Number 24 of 2007 gives full authority to the regions to form development patterns that are in line with the conditions of each region. It aims to increase the capacity of local governments in dealing with natural disasters through disaster prevention and preparedness. For this reason, it is necessary to integrate regional development that leads to disaster mitigation actions for disaster-prone areas or areas. So that the policy on pre-disaster management has been approved as a public agenda to be carried out as a regional development priority program.

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