ANALYSIS OF DISASTER MANAGEMENT POLICIES (CASE STUDY OF CENTRAL SULAWESI REGIONAL REGULATION NUMBER 2 OF 2013)

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INTRODUCTION

This study aims to analyze disaster management policies issued by the Provincial Government of Central Sulawesi, namely Central Sulawesi Regional Regulation Number 2 of 2013 concerning Implementation of Disaster Management. The main basis for analyzing the Central Sulawesi Regional Regulation No. 2 of 2013 is by using the theory put forward by Dunn (2018), namely the values contained in a policy, the facts that occur and the actions that need to be taken by the government in realizing the policies that have been made.

Disaster is an event caused by both natural and human that unexpectedly injures people, damages property and infrastructure, and threatens the survival of the organization (Pearson & Clair, 1998). The natural disaster itself is an event caused by nature including earthquakes, tsunamis, volcanic eruptions, floods, droughts, hurricanes, and landslides (Article 1 Paragraph 2 of Law No. 24 of 2007). In the history of mankind, there have been many natural disasters with destructive levels of destruction. These disasters include the Chile Earthquake in 1960 with a magnitude of 9.5 on the Richter Scale (SR) which lasted up to 11 minutes and in 2010 an earthquake with a magnitude of 8.8 (Barrientos & Ward, 1990; Delouis, Nocquet & Vallée, 2010) , the 1985 Mexico earthquake with a magnitude of 8.1 which resulted in more than 10,000 fatalities (Sánchez-Sesma, Chávez-Pérez, Suárez, Bravo, & Pérez-Rocha, 1988), Japan earthquake that occurred off the Pacific coast in the region Tohoku in 2011 was named "Tohoku Region Pacific Offshore Earthquake 2011" by the Japan Meteorological Agency, with a magnitude of 9.0 and was the highest in Japanese history (Imamura, Boret, Suppasri, & Muhari, 2019), as well as the in eastern New Zealand in 2016 with a magnitude of 7.8 which resulted in the lifting of the ground surface as if forming an 8 meter high wall (Hamling et all., 2017).

Disaster management is a dynamic process of a disaster management function such as planning, organizing, activating and monitoring, in which the way it works includes prevention, mitigation, emergency response and recovery processes (Nurjanah, et al, 2012). The definition of disaster management put forward by Kelly (in Kusumasari, 2014), is an effort carried out by the government, volunteers and the private sector, which includes plans, structures and arrangements in a coordinated and comprehensive manner to respond to all needs in an emergency.

In a disaster management system, Simonovic (2011) explains that integrated disaster management is a systematic decision-making process that refers to mitigation,

preparedness, response and recovery. The same thing was stated by Alexander (2002), Coppola (2007), King (2007), Moe & Pathranarakul (2006), and Quarantelli (2007) (in Kusumasari, 2014), that the activities that are very important in the disaster management cycle are mitigation, preparedness, response and recovery. Furthermore, Simonovic (2011) explains that the four aspects are a systemic and integrated part of a policy, strategy, management and operation, and of course supported by national, regional and local regulations.

Referring to the post-disaster rehabilitation and reconstruction process which is the recovery stage, if you look at the explanations by Nurjanah, et al (2012) and Simonovi´c (2011), relocation is included in it. In the recovery stage, Carter (2008) explains that relocation is an important thing to do for communities and community groups, because: 1). Loss of land and shelter due to disaster, and; 2). The area they lived in was continuously damaged. However, Carter (2008) also emphasizes that relocation generates a number of problems caused by human factors, even though the new environment tends to be better and safer to live in.

Natural disasters that have occurred in Indonesia in recent years, namely the Tsunami in Aceh in 2004, the earthquake in Yogyakarta in 2006, the earthquake in Lombok in 2018 and the earthquake, tsunami and liquefaction in Palu in 2018 (BNPB, 2018). In a period of 2 years (2017-2018) a total of 18,506 earthquakes that occurred in Indonesia (both those that can be felt and those that cannot be felt by humans), and from the beginning of January to the end of December 2018, disasters occurred in Indonesia, namely 2,572 the incident which caused 4,814 fatalities (dead and missing), and also caused damage to 320,165 community residences (BNPB, 2018).

Public policy should be relevant to the interests of society, that's why public policy includes a process of selecting and sorting out the best alternatives to solve certain problems in society (Yuniko & Putra, 2017). Public policy also includes the process of forming, solving, determining, implementing, and evaluating a problem. There are four main characteristics of policy problems, namely: 1) Interdependence where the policy is not an independent entity, but part of the entire problem system; 2) Subjectivity, as an external condition that creates a problem is defined, clarified, explained, and evaluated selectively; 3) The nature of assistance is that the form of policy issues is socially understood, maintained, and changed; 4) The dynamics of policy problems as people's perspectives on problems will ultimately determine the solutions offered to solve these problems (Khaldun et al, 2019).

The government in anticipating disasters that will occur in Indonesia after the Aceh (2004) and Yogyakarta (2006) disasters, namely by making Law Number 24 of 2007 concerning Disaster Management. A year later, the government issued Government Regulation Number 21 of 2008 concerning Disaster Management. With the enactment of these laws and government regulations, President Susilo Bambang Yudhoyono at that time issued Presidential Decree No. 8 of 2008 which became the basis for the formation of BNPB (BNPB, 2018). BNPB (National Disaster Management Agency) is an agency formed in 2008 to coordinate the implementation of disaster management activities in a planned, integrated and comprehensive manner (BNPB, 2020). The disaster management or disaster management cycle in Indonesia is divided into three stages (UU No. 24 of 2007 & PP No. 21 of 2008), namely pre-disaster, emergency response and post-disaster.

It has been explained above that the strategy for implementing disaster management is regulated in government regulations. For the regions themselves, there are regional regulations which are derivatives of Law Number 24 of 2007 concerning Disaster Management. A year later, the government issued Government Regulation Number 21 of 2008 concerning Disaster Management. In Central Sulawesi, this is regulated in the

Central Sulawesi Provincial Regulation Number 2 of 2013 concerning Disaster Management.

Policy analysis is drawn from various disciplines and professions with descriptive, evaluative and prescriptive objectives. Policy analysis borrows not only from the social and behavioral sciences but also from public administration, law, ethics and various branches of systems analysis and applied mathematics. Policy analysis can be expected to produce information and reasonable arguments regarding three kinds of questions (Dunn, 2018), namely: 1) The value achieved is the main benchmark for seeing whether the problem has been resolved; 2) Facts whose existence can limit or increase the attainment of values; 3) Actions whose application can result in the attainment of values. There are several models that are generally used in public policy analysis (Suharto, 2005), namely: 1) Prospective Model is a form of policy that directs its study of the consequences of a policy before a policy is implemented. This model can also be called a predictive model; 2) The Retrospective Model is a policy analysis conducted on the consequences of a policy after the policy is implemented. This model is usually called the evaluative model, because it involves many evaluation approaches to the impacts of policies that are being or have been implemented; 3) Integrative Model is a combination model between the two models above. This model is often referred to as a comprehensive model or holistic model, because the analysis is carried out on the consequences of policies that may arise, both before and after a policy is put into operation.

The regional regulations that have existed since 2013 have actually become the main foundation in dealing with natural disasters that occurred in Central Sulawesi. However, in 2018 there was an earthquake, tsunami and liquefaction at 3 points in the Central Sulawesi region which resulted in a lot of damage and casualties. For this reason, this regional regulation needs to be analyzed further so that the main problems can be identified from the ineffectiveness of the Regional Regulation No. 2 of 2013 in minimizing damage and casualties.

METHOD

The method used in this research itself is literature review / literature study, which is a method that is often used to obtain theoretical data by seeking written and systematic information from several experts that can broaden understanding in thinking (Rukajat, 2018). The articles used in this research are scientific articles that focus on research on disaster management policies. The article that focuses on disaster management policies is used to see that the facts that occur in the field are not in accordance with the values of disaster management regulations, especially in Central Sulawesi (Central Sulawesi Regional Regulation Number 2 of 2013 concerning Implementation of Disaster Management).

The initial stage carried out in this research is to analyze disaster management policies in Indonesia. In this section, the Central Sulawesi Regional Regulation Number 2 of 2013 concerning Implementation of Disaster Management will be analyzed using the theory put forward by Dunn (2018) which explains that there are three things to look at in analyzing a policy, namely:

1) Value: Benchmark in seeing whether the problem has been resolved with the existence of a policy
2) Facts: What happened and became things that limit or increase the value
3) Actions: Things that are done to realize value.

The three things above will be used as a reference in analyzing disaster management policies in Central Sulawesi

DISCUSSION

Analysis of Disaster Management Policy in Central Sulawesi

Disaster is one of the things that can endanger human survival. In this case, disaster management policies serve as guidelines for the government in overcoming disasters, starting from the mitigation and preparedness stages to reduce material losses and casualties. In addition, the disaster management policy itself regulates the emergency response process carried out and the recovery actions that can be taken by the government. Law No. 24 of 2007 concerning Disaster Management is a regulation that regulates how to deal with disasters that occur in the Indonesian territory. The implementation process is regulated in Government Regulation Number 21 of 2008 concerning Disaster Management. These two regulations become the foundation for the government in overcoming disasters.

In Central Sulawesi itself, the Regional Regulation of the Province of Central Sulawesi Number 2 of 2013 concerning Implementation of Disaster Management forms the basis for the Central Sulawesi government in carrying out disaster management..

Value

Value refers to benchmarks in solving problems using regulations that have been made (Dunn, 2018). Central Sulawesi Provincial Regulation Number 2 of 2013 concerning the Implementation of Disaster Management has regulated how the government should carry out disaster management.

Facts

Facts refer to things that happen in the field and have an impact on a value, both limiting value and increasing that value (Dunn, 2018). In this section, it can be seen that the process of disaster management has not been fully realized as stated in the Regional Regulation of the Province of Central Sulawesi Number 2 of 2013 concerning Implementation of Disaster Management.

The natural disaster that occurred in Central Sulawesi on September 28 2018 can be said to be a major disaster, because the earthquake with a magnitude of 7.4 on the Richter Scale (SR) not only caused a tsunami but also caused liquefaction in the Petobo and Balaroa Villages (Kurniawan, Rohadi, Sulastri, Rachman, & Sunardi, 2018). The tsunami that occurred in Palu City was 8 meters deep and had a height of 10 meters above sea level (Muhari, Imamura, Arikawa, Hakim, & Afriyanto, 2018). At that time, the community was faced with a considerable sense of trauma due to the aftershocks which could be identified by the sound of the booms that could be heard by the community (Commission, 2018). The disaster also claimed many lives, damaged buildings, and material losses which are estimated to reach IDR 13,820,000,000,000 / 13.82 trillion Rupiah (Hadi and Kurniawati, 2018).

Actions

Own action refers to what must be done in overcoming the facts that limit value and what is done to realize that value (Dunn, 2018). Referring to this, the government should be able to implement disaster management policies properly. The lack of community involvement, coordination between government agencies that did not work well and a bureaucratic process that was quite complicated has hampered the disaster management process in Central Sulawesi and created problems.

CONCLUSION

Based on what has been explained above, it can be concluded that the Regional Regulation of the Province of Central Sulawesi Number 2 of 2013 concerning Implementation of Disaster Management cannot be properly realized. This can be seen from the fact that what happened in the field is not in accordance with the values

contained in the regional regulations. The government should be able to see that existing disaster management policies have not been able to fully restore society from material and non-material losses. In addition, community participation is at the lowest level, lack of coordination between agencies and sectoral ego which results in the complexity of the bureaucratic process.

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