

Disaster Management Policy Analysis at the Regional Disaster Management Agency BPBD Palu City

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ABSTRACT

Palu City is one of the regions in Indonesia with a level of vulnerability to various natural disasters. One of the policies that regulate disaster management is Law No. 24 of 2007 concerning disaster management and Palu City regional regulation No. 5 of 2011 concerning the implementation of disaster management. The implementation of disaster management is a crucial stage in the public policy process. The implementation of disasters in the city of Palu is carried out by BPBD which was formed based on regional regulations. BPBD is a supporting element of the duties of the Regent / Mayor in the administration of local government in the field of disaster management, led by a head of the agency under the responsibility of the regent/mayor. The method used in this study is qualitative with a descriptive approach, where the data source comes from primary data (direct interviews with informants) and secondary data from the results of review documents related to disaster management. From the results of the analysis of disaster management policies in Bandan Regional Disaster Management BPBD Palu city has not been implemented effectively. This is because of the four indicators used as measuring instruments, namely communication, resources, disposition, and bureaucratic structure, there are only two indicators that have been implemented well, namely disposition and communication. While the other two indicators have not been implemented properly.

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1. Introduction

Indonesia's geographical location in the tropics is located between two continents and two oceans making Indonesia have a distinctive weather system and maritime continental climate. Although climate patterns occur in regular shifts such as the alternation of the rainy and dry seasons, in the event of tropical disturbances, extreme weather often arises that can trigger natural disasters. (Winarno, 2016). Catastrophic events are always accompanied by inexhaustible tragic stories of human suffering. Expose the priceless destruction of nature and

material and the destruction of human civilization. Indonesia is a region that has geographical, geological, hydrological, and demographic conditions that are prone to disasters and high frequency. (Ramli, 2010).

This natural condition factor is exacerbated by the increasing population which is a trigger factor for flooding indirectly. Human behavior that does not preserve forests by carrying out uncontrolled logging can also cause increased and uncontrolled surface water flow resulting in environmental damage in the area of one river basin. Floods that occur in the territory of Indonesia every year are proven to leave an impact on human life and the environment, especially in terms of casualties and material losses (Ministry of Social Affairs of the Republic of Indonesia, 2008).

Based on data from the national disaster management agency (BNPB), in 2016 in Indonesia there have been 2,406 disaster events resulting in 712 deaths and missing 3,164,247 victims suffering and displacing (including injuries), 48,363 units of house damage, and 2,232 damage to public facilities.

Earthquakes occurred in Indonesia in a span of two years, namely in 2017 and 2018. The earthquake is related to the fact that Indonesia is an archipelagic country that includes many volcanoes, faults, and meeting points between the Australian plate and the Asian basin along the southern coastal areas of Indonesia to the western coastal areas of Indonesia (Mardiatno, Malawani, Annisa, & Wacano, 2017).

Based on data in Central Sulawesi Province, there have been 6 tsunami disaster events. The city of Palu is the capital of central Sulawesi province with geographical location located at coordinates are 0.35-1.20 LU and 120-122.90 BT. Palu City is a five-dimensional city consisting of valleys, oceans, rivers, mountains, and bays. Palu City is one of the provincial capitals in Indonesia which is right on the equator. One of the many areas in the eastern part of Indonesia that holds a large enough tsunami potential is the city of Palu and its surroundings. Based on data in the city of Palu, three incidents were recorded around Palu bay, namely in 1927, 1968, and 1996 (Rudijanto, Putri, & Santoso, 2023).

The natural disaster that occurred in the city of Palu on September 28, 2018 shows the pattern of government coordination as if helpless. During the tsunami disaster, most of the *stakeholders* who had the authority to organize and organize assistance to disaster victims in Palu "did not work" A small number of government officials became victims, while the surviving officials were busy saving themselves and family members (Hidayati, 2008). Natural disasters that occur in the city of Palu occur in three types of disasters, first is an earthquake, second is a tsunami, and third is liquefaction. (Tajuddin, 2021).

A tectonic earthquake has occurred in Donggala regency, Central Sulawesi on Friday, September 28, 2018, at 17.02.44 WITA with M 7.7 location 0.18 LS and 119.85 BT and a distance of 26 km from the north of Donggala Central Sulawesi, with a depth of 10 km. Small tremors occurred throughout the day, but the 7.4 quake on the Richter BderDirect scale when the Palu Koro fault, which crosses the city of Palu, shifted about 10 km below ground level. Since then, there have been at least 500 aftershocks in Palu, most of which were not felt by residents (Wekke et al, 2019)

Looking at the geographical position of the city of Palu which is on an active fault in Sulawesi, namely the Palu koro fault which extends approximately 240 km from north (Palu city) to south (malili) to Bone bay. This fault is an active sistral fault with a shift speed of about 25-30 mm/year (pakpahan ddk, 2015). Therefore, it takes a functional unit that is expert in understanding related to the characteristics of the source. Thus facilitating the process of assessing disaster potential and reducing the impact of disasters that may be caused and reducing the impact of disasters on life around and public facilities around the location. (Hanafi, 2008)

One of the policies governing disaster management is Law No. 24 of 2007 concerning Disaster

Management. and PERDA Kota Palu No. 5 of 2011 concerning the Implementation of Disaster Management. Based on Law No. 24 of the year, BPBD (regional disaster management agency) has the function of formulating and determining disaster management policies, handling refugees, and coordinating the implementation of disaster management activities. BPBD Palu is a local level government agency that carries out tasks related to disasters, especially local disasters (Angriawan, 2019).

Public Policy Concept

Policy is a collection of decisions taken by an actor or political group, in an effort to have goals and ways to achieve certain goals (Winarno, 2016). Basically, policymakers have the *power* or ability to carry out these policies. (to do or not to do), which means that policy is a choice for the government to do or not do something (Abidin, 2012).

Policy is one of the tools that can be used to achieve goals. In addition, policies are also part of programs related to their goals, values, and implementation. Andreas Hoogerwerf, quoted in Miriam Budiardjo, said that an object in political science is government policy, the process of formation, and its consequences. Based on this curse, public policy intends to build society in a directed manner through the use of power (Kanyasan et al., 2018).

Public policy is a series of actions implemented or not implemented by the government that have certain objectives in the interests of the entire community (Islamy, 2014). As a product of legislation, public policy should be relevant to the interests of society. Therefore, public policy includes a process of selecting and sorting out the best alternatives in solving problems, how to solve them, how the policy objectives, how the policy is implemented, and evaluation (dwiyanto, 2012).

Van Meter and Van Horn (1975) define policy implementation as an action used by either individuals or groups of government or private officials, which is directed to achieve a goal that has been set in policy decisions. Both views presuppose that a policy implementation runs linearly from public policy, implementor, and policy performance.

Disaster Management and Disaster Understanding

Disasters according to Law No. 24 of 2007 are defined as events or series of events that threaten and disrupt the lives and livelihoods of the community caused by natural factors such as earthquakes, tsunamis, erupting mountains, floods, droughts, typhoons, and landslides. Disaster is a meeting of three elements, namely disaster threats, vulnerabilities, and capabilities triggered by an event. Then based on Indonesian great dictionary, a disaster is something that causes or causes distress, loss, or suffering. (Ariyanti, 2015) suggests that disasters are damage to normal life patterns, detrimental to human life, social structure, and the emergence of community needs.

Disasters are classified into natural disasters, hand-made/human-made disasters, and social disasters. Natural disasters are those caused by nature. Hand-made/man-made disasters can be classified into technology disasters, transportation accidents, public place failures, and production failures. Disasters caused by human actions through technology and so on that have an impact / result in causing damage and material losses and also casualties felt by some people in general can be said to be non-natural disasters. Please note that the nature of disasters cannot always be predicted or analyzed concretely (Marcillo-Delgado, Alvarez-Garcia, & García-Carrillo, 2022).

Disaster

Based on Law no. 24 of 2007 concerning disaster management, the implementation of disaster management consists of three stages including, pre-disaster, during emergency response, and post-disaster. The disaster management process consists of three phases, namely:

1. Pre-disaster: the implementation of disaster management in situations where no disaster occurs includes; disaster management planning, disaster risk management, prevention, integration in development planning, disaster risk analysis requirements, implementation and enforcement of spatial plans, education and training, and requirements for disaster management technical standards.
2. During emergency response: the implementation of disaster management during emergency response, namely: first; rapid and precise assessment of location, damage and resources, second; establishment of a state of emergency in this case the state of emergency is established, the National Disaster Management Agency and the Regional Disaster Management Agency, third; Rescue and evacuation of people affected by the disaster rescue and evacuation of victims. Fourth; fulfillment of basic needs, keliam; protection of vulnerable groups, and finally immediate recovery of vital infrastructure and facilities as a form of restoration of the function of vital infrastructure and facilities carried out by repairing and/or replacing damage due to disasters.
3. Post-disaster: implementation of post-disaster mitigation, namely rehabilitation and reconstruction (Karatu, 2022).

The Role of BPBD in Disaster Management

Local governments have the main responsibility to protect their communities from any hazards that have the potential to disrupt the normal life of the community (kusumasari, 2014) in disaster management or what is referred to in the Law as disaster management, local governments have the responsibility to ensure the implementation of disaster management in a planned, integrated, coordinated, and comprehensive manner in order to provide protection to the community from threats, risks, and the impact of disasters (Marcillo-Delgado et al., 2022).

Local governments are responsible for disaster management at the local level. In carrying out this responsibility, BPBD is carried out as the SKPD implementing disaster management in the field of disaster management at the regional level. Regional disaster management is carried out by BPBD which is formed based on regional regulations. BPBD is a supporting element of the duties of the Regent / Mayor in the administration of local government in the field of disaster management, led by a head of the agency under the responsibility of the regent / mayor. The Regional Disaster Management Agency is divided into two parts, namely implementation and directing. The steering element consists of relevant local government officials, community members, professionals, and experts. Meanwhile, the implementation element has integrated tasks which include pre-disaster, disaster emergency, and post-disaster

2. Materials and Methods

This research uses qualitative methods with a descriptive approach, in order to determine the occurrence of certain social aspects or phenomena based on facts in the field by referring to the development of concepts. Qualitative methods so that it is easier to understand problems in the field. The main instrument in this method approach is the researcher himself, as a data collector and as a determinant in the entire process of research (Creswell & Creswell, 2017).

The research used is based on data sources, namely primary data and secondary data obtained through a set of direct interviews with employees at BPBD in the city of Palu and other documents related to disaster management (Sugiyono, 2012).

The data analysis technique is data processing which is the process of reducing, measuring, and extracting the essence of a myriad of data that has been collected. Presentation of data and validity of data to ensure the validity of data from a study because good and correct data will determine the results of a study as a good and correct research result.

3. Results and Discussions

The BPBD regional disaster management agency is one of the PD regional apparatus organizations in the city of Palu. BPBD of Palu City was formed based on the Regional Regulation of Palu City No. 2 of 2009 concerning the Organization and Work Procedures of the Regional Disaster Management Agency of Palu City. BPBD is under and responsible to the Mayor of Palu. BPDB is under and responsible to the mayor of Palu. BPDB is led by the head of the agency concurrently (*ex-officio*) held by the regional secretariat.

Based on the Regulation of the Mayor of Palu Number 33 of 2009 concerning the Elaboration of the Duties and Functions of the Implementing Agency of the Regional Disaster Management Agency of Palu City, the executor has the task of carrying out integrated disaster management which includes pre-disaster, during emergency response, and post-disaster. To carry out the intended tasks, BPBD implementers carry out coordination, command, and implementation functions in the implementation of regional disaster management (AFNELIA, 2023).

a. Analysis of disaster management policies in BPBD in Palu city seen from the aspect of bureaucratic structure

In disaster management policy, BPBD of Palu city translates policies based on the vision and mission of the Palu city government, namely realizing a safe, comfortable, resilient Palu city and so on. Departing from the word Tangguh, it then became a policy for BPBD to implement a strategic program with activities. Billuh is then interpreted into two; First, Tangguh people and Tangguh infrastructure, the most important thing in the mitigation and handling carried out by BPBD is how to prepare human resources in the city of Palu to understand all potential disasters and understand how to save themselves both independently and together. The second is resilience in infrastructure, both education infrastructure, markets, the economy of five sectors. In order to realize this resilience, what BPBD does is to collaborate with all stakeholders. (interview results).

The basis of authority referred to by BPBD of Palu city is the authority derived from the guardian and local regulations regarding the duties and functions of BPBD, as an extension of the mayor in terms of disaster management, so technically we divide the structure into secretariat and field one preparedness and prevention, and field two emergency and logistics, and field three rehabilitation and reconstruction (Ghafar & Manar, 2022).

The existing policy shows that the head of BPBD in Palu city is the head of daily implementation, because the head of the agency is the city of Palu, so the work of BPBD is more about bureaucracy and making documents related to disaster risk, disaster management plans, and contingency plans. Understanding disasters is a destiny as religious people, but we must be ready to face disasters of any type of disaster, BPBD also tries to realize the vision and mission of the mayor of Palu to form a quick reaction team with *stakeholders* in accordance with the distribution of their respective tasks. Meanwhile, pre-disaster is carried out jointly in disaster mitigation management, in the form of socialization to residents, rescuers to school students, as well as communication and coordination with OPD.

Structurally, disaster management policy is the regional secretary, while the head of BPBD of Palu city serves as a daily executor under the sekot. Therefore, all policies related to the program are submitted in the form of important documents that are used as references in the implementation of disaster management and the implementation of the RPJMB. As a field of program planning and reporting our duties and responsibilities are more bureaucratic domain, structural policies, policies which are then made in the form of documents related to disaster risk

assessments, disaster management plans, and also contingency plans

In the process of implementing the emergency response policy, the BPBD of Palu city in this case felt awry in its implementation. This is because the emergency response status can only be determined if there has been paralysis in certain kelurahan or sub-district. The emergency response status is determined by the regional head who is taken by consensus. The city of Palu had previously received an award from Bappenas, but when a week later there was a disaster that hit the city of Palu on September 28, 2018, making everything scattered. Massive efforts in the form of public education continue to be carried out, as well as adjusting emergency response to the cycle of natural disasters, fire disasters, adjusting the criteria whether low, medium or large, because disasters are a joint responsibility, not only BPBD of Palu city.

The policy of BPBD in the city of Palu in carrying out post-disaster programs, technically BPBD is not a provider, this is because BPBD is only an agency, and not an office in the field of rehabilitation and reconstruction because both have their respective sections. BPBD in Palu tends to be a symbol of the name only, without being supported by good financing. So that the people placed in BPBD are only second class, third class and so on. And not the best people, but now there have begun to be improvements, and they are in accordance with what is done. What has been done includes trying to ease the burden on affected residents, after the disaster.

The field of rehabilitation and reconstruction consists of two sections, each of which has a different role from reconstruction and rehabilitation. In the process of implementing countermeasures, technically BPBD only runs in accordance with what has been practiced because decision making or policies are not fully held by BPBD Palu City.

b. Communication in the Implementation of Bencama Mitigation Policy at BPBD Palu City

From the results of research communication in the implementation of disaster management policies in BPBD Palu city is still not good. Where there is still often miscommunication between BPBD in Palu city and the Mayor of Palu, in the organizational structure of BPBD is the operationalization of BNPB. Meanwhile, from the Ministry of Home Affairs based on the Permendagri that the head of BPBD is the Secretary of the city of Palu. Where the head of BPBD in Palu city is only the chief executive, so that in the implementation of field tasks there is often miscommunication.

From the informant's statement, the head of BPBD in Palu city said that BPBD refers to Permendagri No. 46 which regulates governance, while judging from the actual organizational structure, BPBD has two parents, the first is the Ministry of Home Affairs and the second is BNPB. So from here it can be seen that there is a little miss communication, but it is not a big problem because BPBD always connects from two sides. From BNPB, BPBD refers to the regulations of the head of BNPB, and from the Ministry of Home Affairs we refer to the regulations of the Minister of Home Affairs from these two policies are then synchronized by BPBD so as to avoid miss communication in the implementation of disaster management policies (Hariani, Arisuma, & Rahayu, 2022).

c. Resources in implementing disaster management policies in BPBD Palu City

BPBD's resources in Palu are currently fairly sufficient, but in terms of expertise it is still a problem, so the strategy carried out by BPBD is to add non-civil servants and involve outside experts. Because if BPBD only relies on civil servants, it seems that it is still very lacking, this is because the number of civil servants only amounts to 39 people, then by involving non-civil servants and experts from outside to meet the needs that exist in the BPBD organization in the city of Palu.

Related to infrastructure, BPBD collaborates with agencies that have authority related to

infrastructure, besides that BPBD Palu City also optimizes cooperation with cross-OPD in monitoring, reporting, and proposed disaster management studies as well as cooperation with many NGOs.

In interviews with other informants, some stated that the existing resources were inadequate, when viewed in terms of fields, only 3 fields in the BPBD of Palu city were adequate. But in other fields there is still a lack of resources, this is because there are often reshuffles in each field and some are also reassigned.

d. Disposition of Disaster Management Policy Implementation at BPBD Palu City

Disaster management itself is from superiors and technical implementation lies with the head of BPBD Palu city, if there are discrepancies, an assessment and review will be carried out with staff so that existing regulations and policies can be improved. In disaster management, it still refers to the emergency law, so that if it has been dispositioned but there are things that cannot follow the normal procedure, BPBD will adjust to the type of disposition. Whether implemented, canceled, or studied and scrutinized so that it is always fundamental to various considerations.

e. Bureaucratic Structure of Disaster Management Policy Implementation at BPBD Palu City

BPBD SOPs are specialist or special, but BPBD of Palu city always refers to Law No. 24 of 2007 in the policy of the Law discussing Pre-disaster, during-disaster, and post-disaster. In addition, there are derivative policies such as Perka 13 and there are also derivatives sourced from local regulations, guardians, or decrees.

After the natural disaster that hit the city of Palu, all agencies have been included and minimum service standards related to disasters are required, and are contained in the making of the RPJMD. Some informants said that the bureaucratic structure was already running well. however, some other informants stated that in terms of bureaucratic structure it has not run optimally because it still depends on other agencies, and BPBD seems still half-hearted, and not yet strong, this is because BPBD is only a coordinating body.

Flexibility of coordination is very important in disaster management, not prioritizing ego, OPD must coordinate with BPBD and remove each other's egos, so that activities before or after disasters. Good communication and coordination should always be done

4. Conclusion

The author concludes that from the results of the analysis of disaster management policies in BPBD Palu city have not been effective and / or have not run optimally. This is because of the four indicators according to the theory of George C Edwards III (1980), which in Edwards III's view that policy implementers are influenced by four variables, namely; 1) communication, 2) resources, 3) disposition, and 4) bureaucratic structure, only two indicators have been implemented well, namely resources and bureaucratic structure, while communication and disposition have not run optimally.

These are suggestions of the study as follows: 1. BPBD of Palu city needs to increase strategic cooperation with other cross-sectors in pre-disaster, emergency response, and post-disaster efforts. 2. BPBD Palu City needs to improve human resources who better understand standard operating procedures (SOPs) in disaster management so as to create a resilient community in case of collisions and swift in disaster management in their respective locations. On the other hand, the need to fulfill the basic needs and infrastructure needed. So in terms of human resources, an additional 34 people are still needed, especially those who have the

expertise of disaster emergency response personnel, as well as from facilities and infrastructure

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