

Effectiveness of Socialization Act No. 24/2007 on Disaster Management

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Abstract

This research aims to determine how effective the implementation of Act. No. 24/2007, especially in Bojong Gede Subdistrict, Bogor Regency. This study uses a qualitative method with case study approach and data analysis model of Miles and Huberman. The results obtained are disaster management system of flood in Bogor refers to Act No. 24/2007. Effectiveness of socialization Disaster Management in Bogor Regency is not maximized due to constraints on the budget and personnel. Efforts have been made Bogor Regency Government towards the implementation Act No 24/2007 to establish a disaster “resilient village” in Bogor Regency phased annually.

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Penelitian ini bertujuan untuk melihat sejauh mana efektifitas penerapan Undang-Undang Nomor 24 Tahun 2007 khususnya di Kecamatan Bojong Gede Kabupaten Bogor. Penelitian ini menggunakan metode kualitatif dan model analisis data Miles dan Huberman. Hasil penelitian yang diperoleh adalah Sistem Penanggulangan bencana banjir di Kabupaten Bogor mengacu pada Undang-Undang Nomor 24 Tahun 2007. Efektifitas sosialisasi Penanggulangan Bencana di Kabupaten Bogor belum maksimal karena terkendala pada anggaran dan personil. Upaya yang telah dilakukan Pemerintah Kabupaten Bogor terhadap penerapan Undang-Undang Nomor 24 Tahun 2007 adalah dengan upaya pembentukan desa tangguh bencana yang dilakukan secara bertahap setiap tahunnya di Kabupaten Bogor.

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Introduction

Disaster is a situation continues marked by an urgent change, scope, impact and respondents need for information and communication (Janssen *et.al* 2010). Based on data issued by the United Nations for International Strategy Disaster Risk Reduction (UN-ISDR). Indonesia become disaster-prone areas due to several reasons, such as natural factors (earthquakes, volcanoes, landslides, floods) and non-natural (population densities, house isn't suit disaster conditions).

Disaster management in Indonesia has been regulated in various laws and regulations that have been applied. As a legal basis of disaster management, have been issued Act No. 24/2007 about Disaster Management, was followed several related implementing rules, ie Presidential Regulation No. 08/2008 about National Disaster Management Agency (Indonesia: Badan Nasional Penanggulangan Bencana (BNPB)), Government Regulation No. 21/2008 about Disaster Management, Government Regulation No. 22/2008

about Funding and Disaster Management Assistance, and Government Regulation No. 23/2008 about International Organizations Participation and Non Government Foreign Institutions in Disaster Management. According Lettieri *et.al* (2009), disaster management is defined as a body of policy and administrative decisions, operational activities, actors and technologies relating to the various stages of a disaster at all levels A new dimension of set of rules in disaster management: (1) Disaster management as an overall effort and proactive begins on disaster risk reduction, emergency response, rehabilitation and reconstruction, (2) Disaster management as the efforts made together by stakeholders with a role and complementary functions. (3) Disaster management as part of the development process to achieve disaster resilience.

Disaster management at provincial and district, each region began to develop the policies, strategies, and disaster management operations in accordance with the direction of policy development at the national level. Therefore, it is

necessary to know the extent of the regulations implementation related to disaster management in the region. Bogor Regency Government issued Regional Regulation No. 2/2010 on Formation Disaster Mitigation Agency (Indonesia: Badan Penanggulangan Bencana Daerah (BPBD)) as a form of policy, strategy and disaster management operations which refers to Act No. 24/2007.

This study aims to look the effectiveness of socialization conducted in Bogor Regency through public understanding about disaster management. Several problems can be identified are: (1) There is a rule regulating of disaster management, but there are still many people living in disaster-prone areas, (2) Disaster management rules has been integrated among stakeholders based on Act No. 24/2007, but the implementation is not understood. (3) Efforts socialization disaster management rules already implemented by the government, but many people who have not find out and implement.

The effectiveness of Socialization

Socialization is defined as a

process with the attributes of learning, interaction, development, and adaptation (Dinmohammadi *et.al.* 2013), frequency and diversity (Helena, *et.al.*, 2012). The latest socialization models explained some mechanisms that result influence such as attitudes, performance, and withdrawal (Bauer *et.al.*, 2007; Bauer and Erdogan, 2011; Kammeyer-Mueller and Wanberg, 2003; Saks *et.al.*, 2007) applied generally to any social system (Thies, 2012)

Socialization includes the examination of socio-cultural environment, social interaction and social behavior. Therefore, the socialization is the most important chain between social systems. because of the socialization involves an individual up to group to participate into one system. According Beyers (2010) stated socialization is a key concept in social theories and focuses on the development of sense of belonging group & appropriate behavior. Socialization affect retention based on the basic human need to develop relationships (Allen and Linda, 2012). Therefore, when considering the effectiveness of

socialization practices, should be remembered the extent to which the practice has been shown to be associated to proximal outcomes (Saks and Gruman, 2012).

Legislations in Indonesia

Legislations is written policies containing legal norms and set by state institutions or authorized officer through the procedure in the legislation. To meet public need on good legislation, it is necessary to formulate a regulation which contains about the legislation formation with definite method, raw and standards that binding all authority agency aspects to establish regulations. Article 22A of 1945 Constitution states that further provisions regarding the procedures for Act establishment governed by Act.

In Act No. 12/2011 about Establishment Legislations Article 1, include: legislation formation stages, the legislation as written rules contain legal norms binding in general and set by state institutions or authorized officer, national and regional legislation program, legislation placement and legislation content.

Research Method

This study uses a qualitative method with case study approach. Case study is a qualitative approach that explores real life, contemporary system limited (one cases) or various systems limited (many cases) involving varied information source and report the case descriptions through data collection detail and in-depth (Creswell, 2014). Qualitative researchers collect their own data through documentation, behavior observation, interviews with participants, generally do not use a questionnaire or instrument created by other researchers (Creswell, 2014). Thus, data collection techniques is observation, interview and documentation

Object research in form of information obtained from study subjects related to effectiveness of socialization Act No 24/2007 about Disaster Management that carried out in Rawa Panjang Village, Bojong Gede Subdistrict, Bogor Regency with purposive sampling technique. Subjects in the study include BPBD (Division Preparedness and Mitigation

in Bogor), village chief in Bogor District whose territory flood-prone, society, government representatives involved in the socialization of Act No. 24/2007 about Disaster Management.

refers to model of Miles and Huberman ie data reduction, a data display, and conclusion drawing / verification (Sugiyono, 2009). Sequence of activities carried out can be seen on figure below:

Data analysis in this study

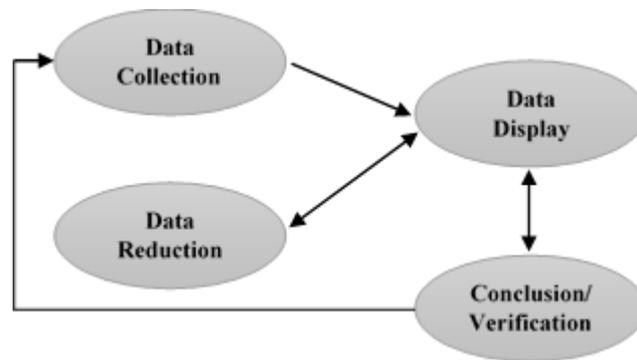


Figure 1 Interactive Model of Miles and Huberman (Sugiyono, 2009)

Test the validity of the data using triangulation by eliminating the differences in construction, the reality in the context of a study when collecting data on a range of events and relationships of the various views, in other words, the researcher can to recheck its findings by contrasting a variety sources, methods, or theory (Moleong, 2014).

Result and Discussion

Disaster Management System in Indonesia

Disaster management patterns has a new dimension with the issuance

of Act No. 24/2007 about Disaster Management, followed by several other rules for disaster management system development, includes policy, strategy, and operations nationally by central and local government. Kusumasasi and Alam (2012) stated disaster management system in Indonesia according concept of community-based through its Self-Initiative Disaster Management System to increase community awareness on potential disasters. Therefore, government have to know relevant regulations implementation to

disaster management in the region. Indonesia can be seen on the table
 Disaster management regulations in below:

Table 1 Regulations on Disaster Management in Indonesia (Kusumasari, 2014)

Category	Number/Year	Contents
Constitution	26/2007	The spatial structuring
	24/2007	Disaster management
Government regulations	21/2008	Disaster management
	22/2008	Funding, assistance management and disaster donation
	23/2008	Role of International Organizations and International NGOs in Disaster Management
Presidential regulation	08/2008	National Disaster Management Agency
	03/2007	Presidential regulation change No. 83, 2005 about National Coordination Board for Disaster Management
	83/2005	National Coordination Board for Disaster Management

Legislation Implementation on the District Government refers to the national legislation system as a system of standards that becomes reference for the regulation at provincial and district government levels (collaborating with disaster organizations from center to to local level). Act No. 24/2007 as an trigger a paradigm change in disaster management. The disaster management should include disaster risk management systematically and various stakeholders can actively control, prevent, identify and eliminate potential hazards. While according to Lettieri et.al (2009), classified against four functions:

perception, analysis, communication, and information.

In Bogor Regency, there has been no regional regulations specifically addressing disaster management. This was revealed by the Head of Prevention and Preparedness of BPBD in Bogor Regency: “We have yet to develop disaster prevention legislation, because it is still not budgeted. Currently, BPBD only based on the Disaster Management Act. In addition, the references we use is the Head of BNPB Regulation” (Interview result, September, 2016). This means that for the socialization of disaster management in Bogor Regency is still governed by national standards (according to Table 1).

Departed from the fact geographical, geological, hydrological, and demographic in Bogor Regency which has vulnerability level disaster occurrence. Then in accordance with Article 18 through Article 25 of Act No. 24/2007 about Disaster Management, each province and districts formed the BPBD. While formation guidelines of BPBD stipulated in Minister Regulation of Home Affairs No. 46 of 2008 about the Organizational Structure and Work Procedure of the BPBD

Implementation of the ministerial regulation, in Bogor Regency realized in the form of Local Regulation of Bogor Regency No. 2/2010 about the Establishment of the BPBD in Bogor Regency are set on March 23, 2010. Furthermore, started on January 11, 2011 BPBD began operations that marked by the official inauguration structural from Echelon II, III and IV, led by the Head of Agency and be responsible to the Regent.

The results showed that Bogor Regency have the Rapid Response Team that composed of personnel

outsourcing. As expressed by Head of the Prevention Section: "Now, we have 75 personnel of the Rapid Response Team and 60 of fire brigade personnel that divided into 3 shifts who ready every day for supporting BPBD in disaster management" (Interview results, September, 2016). From these interviews results can be seen that the human resource capacity in disaster management in Bogor Regency has been sufficiently trained and be divided normal work time. So for disaster emergency could be deployed.

Effectiveness of Disaster Management Socialization in Bogor Regency

Reviewed of effectiveness in this research is mandate of Act No. 24/2007 that held in Bogor. Cases that have been observed with media content is search was focusing on flood prevention in Bojong Gede Subdistrict, Bogor Regency, because the region including the flood-prone areas.

Increasing uncontrolled population number correlated with the flooding danger. In Bogor Regency, many population living on the land

that could potentially flood (like a lot of people who lived along the river). In addition, a habit most people who throw garbage to accelerate occurrence of silting and narrowing

the river. Similarly, drainage system is be met garbage and can not function to drain the water. Conditions in Kali Baru river of Bogor Regency can be seen on the figure below:



Figure 2. Silting of Kali Baru in Bogor Regency (Author Documentation, 2016)

To reduce flood impact, sustainable spatial planning and change behaviors (habits) of population to maintain river cleanliness and repairing drainage system. In addition, efforts to prevent silting, government did river dredging. In 2016, dredging in Kali Baru as submitted by the Head of Development section at Sub District Office “We have proposed to the

Department of Water Resources of West Java province, and the dredging realization in 2016. The dredging had be done in Kali Baru, can be checked now in Kali Baru. This dredging to excavate the river silting in order to be wide and deep”. (Interview Result, September 2016). Dredging of Kali Baru river can be seen on the figure below:



Figure 3. Dredging of Kali Baru river (Author Documentation, 2016)

In addition to dredging, one way to reduce flood occurrence is socialization (appeal) at any opportunity about the flood disaster management. Sub District has submitted material about the disaster in coordination meetings. Unit public officer (village head) can be give information to the Sub District and will be reported to the Environment Agency as well as those involved in disaster management.

Effectiveness of socialization of disaster management is not maximized because most people in Bogor Kaupaten not know the Act No. 24/2007. The limited budget and personnel is a constraint socialization. So is resilient village program, the local government budgets are constrained because every year only

budgeted 300 million from Regional Government Budget and 500 million from BNPB. This budget is used gradually to “Resilient Village” formation. Resilient village priorities based on multi-hazard criteria and impact on society.

Government Efforts in Socialization of Disaster Management

Based on interviews with BPBD parties Bogor Regency stated that “Socialization efforts that we have done is through resilient village program, school with disaster-prone areas through a leaflet which contains disaster risk reduction, cooperation with the business world and society in coordination meeting every year” (Interview Result, September 2016)

Although the government as

the main responsible and coordinator in disaster management, but in practice, it is carried out jointly with the public and business / private sector as represented in “equilateral triangle”. The community has an important role in the emergency phase, namely providing first-response before external assistance arrives. In the pre-disaster and post-disaster, the community were parties to the most imminent danger and threat because the public to know their area, problems and needs of their own

Besides being a victim, they are the subject or the main actors from the planning, monitoring and evaluation (through a bottom-up approach). The treatment for people as the main actors are the main force to create a culture of safety and resilience to disasters. Disaster management system in effect since Act No. 24/2007 was passed so that public become resilient. Increasing public capacity have been informed by the Government of Bogor Regency through disaster resilient village.

Currently it has developed as a resilient village model, efforts to

manage of community-based disaster risk reduction community. Families and communities which is adjacent to the dangers are those who give help (self resilience) or as an initial responder.

The village is a legal public entity with the authority to manage his own family. Creativity or initiative through the village, the community is expected to overcome its problems, including poverty and disaster threats. While the business world also has a social responsibility that is implemented through Corporate Social Responsibility (CSR). Through CSR is understood that the sustained company success can not be separated from the community support. Profit is not only measured by financial aspects, but also measured on the environmental and social aspects (triple bottom line).

Through Act No. 24/2007 about Disaster Management, then there is a significant variety changes to the effort of disasters management in Indonesia (from national to regional), this rule has been able to provide security for the people and territory by

Indonesia's disaster response in characteristics terms, frequency and understanding the vulnerability & disaster risk.

Constraints faced Bogor Regency in terms of socialization of disaster management in Bogor Regency is a matter of budget and personnel. As expressed by the Head of Prevention and Preparedness BPBD of Bogor Regency as follows: "The limited budget and personnel are our barriers in the socialization, but each flood, BPBD certainly send aid, meaning that we are in emergency response terms responds as quickly as we can. Because actual BPBD main function is coordination, in cooperation with all relevant agencies. But sometimes the sectoral ego is still there, so disaster socialization unoptimal.

If the problem during emergency response, in general all institutions associated easy to get the cooperation and quick response, but sometimes during the pre-disaster and post-disaster it was rather difficult and slow response, for example, only we've made fast study and assess the

fulfillment of reconstruction post-disaster building, for example, then we submit to the appropriate authorities in development, but slow response. That is what we are dealing with. (Interview Results, September 2016)

To overcome these constraints, the government has taken various measures and efforts, especially flood disaster management. In accordance with Act No. 24/2007 that disaster management is responsibility of government and local government, which is nationally coordinated by BNPB supported by the community. While in the areas coordinated by BPBD. Similarly, the flood disaster management is also conducted together based on community empowerment, where the government together with the community seeks to reduce disaster risk since before the disaster occurred. These efforts focused on community preparedness. This effort to cooperate with other agencies such as the Indonesian National Police, Indonesian National Army and other stakeholders directly related to Local Government in Bogor Regency.

Flood preparedness priority within the pre-disaster and post-disaster emergency response. The stage of these activities are: (1) Flooding risk study, (2) Weather monitoring, (3) Monitoring the discharge of river water, (4) Early warning, (5) Dissemination of information, (6) Draw up maps of flood-prone, (7) Provide resources for emergency response, (8) Provide heavy equipment and materials needed during flood, (9) Provide a water pump, water tank and car stools, (10) Provide medical personnel, paramedics and ambulance, (11) Preparing evacuation route and temporary shelters, and (12) Provide security.

In line with the opinion Lettieri *et.al* (2009), Disaster management could be provided aid and investigations which can be identified: the theoretical framework used, general phases process, actors involved and responsibilities, technology and information as resources. At the stage of physical disaster mitigation, river normalized by means widening, dredging and make embankments. Concept

development of adaptation to floods is essential to reduce disaster impact

Conclusion

Referring to the issue and analysis that has been done, can be concluded: *first*, Indonesian Disaster Management System refers to Act No. 24/2007 with paradigm change of the emergency response to concept of mitigation and prevention. The rules regarding disaster management in Bogor refers Bogor District Regulation No. 2/2010 about Establishment of BPBD. *Second*, Effectiveness of socialization Disaster Management in Bogor Regency is not maximized due to constraints on the budget and personnel. *Third*, The government have socialize of disaster management by forming resilient village every year, cooperated with other parties to aid communities to emergency response.

Recommendation

Government could be improving disaster management system in Indonesia, both in the central government, provincial, and district level by referring to the Constitution of 1945 through system and regulations

governing disaster management.

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