

## IMPLEMENTATION OF THE DISASTER MANAGEMENT POLICY IN THE SIGI DISTRICT

(Study on Regional Disaster Management in The Sigi Regency)

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### ABSTRAK

Tujuan dari penelitian ini adalah untuk mengetahui implementasi kebijakan penanggulangan bencana di Kabupaten Sigi yang difokuskan pada tahap rehabilitasi dan rekonstruksi pasca bencana gempa dan likuifaksi di Kabupaten Sigi yaitu program pemberian bantuan perbaikan rumah dan bangunan permanen. Bantuan pembangunan perumahan yang memang menjadi tanggung jawab Badan Penanggulangan Bencana Daerah Kabupaten Sigi. Metode penelitian kualitatif. Data dikumpulkan melalui observasi, wawancara, dan dokumentasi. Peneliti melakukan wawancara kepada 10 (sepuluh) informan yang terdiri dari unsur pelaksana program dan penerima program dengan pertanyaan terkait 4 (empat) aspek model implementasi kebijakan dari Thomas B. Smith. Hasil penelitian menunjukkan bahwa aspek kebijakan ideal dilaksanakan dengan baik sedangkan aspek Kelompok Sasaran, Organisasi Pelaksana dan Faktor Lingkungan tidak dilaksanakan dengan baik. Dengan demikian dapat disimpulkan bahwa pelaksanaan kebijakan penanggulangan bencana tahap rehabilitasi dan rekonstruksi program pemberian bantuan perbaikan rumah bagi masyarakat belum terlaksana dengan baik.

### ABSTRACT

The objective of this research is to find out the implementation of disaster management policies in Sigi Regency which are focused on the rehabilitation and reconstruction phase of the earthquake and liquefaction post-disaster in Sigi Regency, namely the program of providing assistance to repair houses and permanent housing development assistance which is indeed the responsibility of the Regional Disaster Management Agency of Sigi Regency. It was a qualitative research method. Data were collected through observation, interview, and documentation. Researcher conducted interviews to 10 (ten) informants consisted of elements of program implementers and program recipients with questions related to 4 (four) aspects of the model of policy implementation from Thomas B. Smith. The results of the research show that the ideal policy aspect are implemented well while the aspect of Target Group, Implementing Organizations and Environmental Factors are not implemented well. Therefore, it can be concluded that the implementation of the disaster management policy of the rehabilitation and reconstruction phase of the program of providing assistance to repair houses for the community has not been implemented well.

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## INTRODUCTION

Sigi Regency is included in an area with a fairly high category of disaster susceptibility, especially earthquakes. So where parts of the Sigi region lie directly above the Fossa-Sarasina fault or currently called the Palu-Koro fault, it is prone to earthquakes. The September 28, 2018 earthquake destroyed almost every neighborhood in Sigi Regency. The earthquake was followed by other natural disasters, namely soil liquefaction, called *nalodo* in the local language. There were 5 (five) villages that liquefied, 4 (four) were located in Sigi Biromaru district, namely Mpanau village, Lolu village, Jono Oge village and Sidondo I village, while one (1) village was located in Tanambulawa district, namely Sibalaya. Selatan village.

The National Disaster Management Agency was established under Disaster Management Act No. 24 of 2007. The Sigi Regency Regional Disaster Management Agency, as the main disaster management sector in Sigi Regency, should be able to implement disaster management programs. As one of the principles of disaster management states, this disaster management is carried out quickly and accurately so that there are no complaints. These complaints arise because there is a mismatch between wishes and expectations, both from the community and from the government as an implementer, including:

No	Type of complaint
1.	There are people who do not appear in personal data by address, basic data of victims;
2.	There is a property damage assessment that does not meet the criteria;
3.	The process of disbursement of home repair funds to the community for both Phase I and Phase II has been slow and some potential recipients have failed to meet the requirements.
4.	The construction of third-party housing, such as the Simple and Healthy Instant House (RISHA), which is slow and non-compliant.
5.	The policy of building houses in situ (building on the original site) can be accepted and implemented by the community, indeed some inhabitants refuse,
6.	There are residents who build houses that do not comply with the provisions and the funds are used for other purposes.

From the description above, there are indications of a lack of support from the target

group or weak supervision by the implementing agency of the program implementation, so that it there are target groups who build houses that do not comply with the provisions and exceed the fixed term. Lack of resources within the Regional Disaster Management Service, making the collection of casualty data time consuming and inaccurate.

The implementation of disaster management is a series of efforts including policy formulation on disaster risk, disaster prevention activities, emergency response and rehabilitation. Government disaster management is the implementation of government policy. As explained by Edward III and Sharkansky (in Eko Handoyo, 2012:9) state *"What government say and do, or not to do. It is the goal or purpose of government program"*. Public policy is what the government says and does or does not do. It is done to achieve the set goals.

Public Policy Implementation Model, Thomas B. Smith (1973: 203), explains that there are 4 factors that influence the success of the implementation phase of disaster management.

Rehabilitation and reconstruction are interdependent, namely:

- The idealized policy, in this case linked to aspects of the built interaction model between government and target group, is currently being implemented well;
- The target group, seen from the target group's support for the program, is not good enough, most of the target groups do not commit to the stipulations, especially regarding the time limit and the construction of earthquake-resistant housing (RTG), as well as the organization of the target group, namely the head of the RT who did not work as expected;
- The implementing organisations, given the availability of human resources, that there is still a lack of human resources with training in technical disciplines and proficiency in information technology (IT) and that are not 'supported by adequate facilities and infrastructure, and;
- Environmental factors (environmental factors), taking into account the external factors that negatively affect the implementation of the program social, economic and political conditions.

By then, from the description brought in the context of the reflection above, that disaster

management in the post-earthquake and liquefaction recovery and reconstruction phase is very important to implement to provide services and reduce suffering of earthquake and liquefaction victims . disasters. If disaster management is not done properly at this stage, it could create another "catastrophe". Currently, the condition of the community is very worrying, many people are still living in temporary shelters (huntara) and refugee camps, these conditions are definitely not very good and comfortable for the community. If this condition persists for a long time, it can have a negative impact on society, for example public health, as little attention is paid to environmental hygiene and sanitation in temporary housing.

**RESEARCH METHODS**

This research study uses a qualitative approach through descriptive methods. Determination of research informants using purposive sampling, research informants sourced from the Secretary of the Regional Disaster Management Agency of Sigi Regency, Secretary of the Regional Development Planning Agency of Sigi Regency, Head of Rehabilitation and Reconstruction of the Regional Office of Disaster Management of Sigi Regency, Head of the Housing and Land Use Service Office of Public Works and Public Housing Sigi Regency, Rehabilitation Officer for the Sigi Regency Regional Disaster Management Agency, Promotional Fund Facilitator Phase I and the District Housing Development Acceleration Team (TP4) Phase II, Head of Lolu Village, Sigi Biromaru Regency, Secretary of Sibalaya Selatan Village, Community of Jono Oge Village, Sigi Regency. The techniques in collecting data using interview techniques, and documentation studies. In testing the validity of the data, researchers used the source triangulation technique. In this study the research instrument used was an interview guide which was prepared according to the research objectives and the types of questions that lead to aspects of policy implementation according to Thomas B. Smith.

**RESULT AND DISCUSSION**

**Description of Regional Disaster Management Implementation In Sigi Regency**

Disaster management implementation phases in the rehabilitation and reconstruction phase have started since October 2018, i.e. starting to collect data on the damage to houses, while the financing stimulus implementation process has started in April 2019, both the provision of stimulus funds and the build permanent housing. The budget used for the first phase of the foreign aid stimulus funding was Rp 80,100,000,000, the distribution of Rp 568,663,780,000, while permanent housing construction comes from the provincial APBD, APBN and donor aid.

This research is more focused on activities that support the rehabilitation of community housing (incentive) and the construction of permanent housing (Huntap). Post-disaster housing rehabilitation and reconstruction assistance was provided for the construction/repair of homes for disaster victims, totaling 25,821 homes to earthquake-resistant engineering standards based on disaster risk reduction. Here is the data on the number of damage to houses, consisting of heavily damaged (RB), moderately damaged (RS), and slightly damaged (RR) houses.

**Table 1. Home Damage Rates by District in Sigi Regency**

No	Kecamatan	Kerusakan Rumah		
		RB	RS	RR
1	2	3	4	5
1.	Sigi Biromaru	2.023	1.845	2.879
2.	Dolo	870	789	1.710
3.	Tanambulawa	241	199	1.132
4.	Dolo Selatan	1.205	631	924
5.	Dolo Barat	302	420	1.020
6.	Marawola	410	516	1.969
7.	Marawola Barat	77	34	41
8.	Kinovaro	291	68	38
9.	Palolo	36	205	597
10.	Gumbasa	467	301	832
11.	Lindu	99	121	332
12.	Kulawi Selatan	106	88	504
13.	Pipikoro	9	7	105
14.	Kulawi	889	414	841
15.	Nokilalaki	5	45	184
<b>Jumlah</b>		<b>7.030</b>	<b>5.683</b>	<b>13.108</b>

Source: BPBD Kabupaten Sigi

In accordance with the Sigi Regent Ordinance No. 3 of 2019 Regarding the Rehabilitation and Reconstruction Plans after

the Earthquake and Liquefaction in Sigi Regency for 2019-2021, the implementation of disaster management for the rehabilitation and reconstruction phase in Sigi Regency will come from the regional Revenue funded by Sigi Regency. and Expenditure Budget (APBD II), Central Sulawesi Provincial Provincial Income and Expenditure Budget (APBD I) subsidizes National Revenue and Expenditure Budget (APBN) funds, Foreign Assistance (BLN) and NGO support. The grant assistance is intended to accelerate the rehabilitation and reconstruction of homes after a disaster in the form of subsidized housing grants, the amounts of which are as follows:

- Rp. 50,000,000 for badly damaged houses;
- Rp. 25,000,000 for moderately damaged houses; and
- Rp 10,000,000 for slightly damaged houses

In order to discover the implementation of the disaster management policy in the recovery and reconstruction phases after earthquakes and liquefaction in the Regency Sigi, the researchers used the theoretical approach of Thomas B. Smith, where the implementation of the A policy is based on 4 aspects, namely the ideal policy. , executive organization, target group and environmental factors. For more information, see the statement below:

### **Ideal Policy**

Smith (1973: 203) that the primary determinant of success or failure of implementation is an idealized policy. The research on idealized aspects of politics focuses on discussions on the creation of models of interaction with target groups related to disaster management in the rehabilitation and reconstruction phase, namely the provision of assistance to repairing community houses in Sigi Regency after the earthquake and liquefaction disaster that occurred on September 28, 2018.

To ensure that the implementation can proceed smoothly, before the start of the delivery of the various policy outputs, it is necessary to create interaction by conveying information to the target group. This activity of disseminating information is commonly referred to as socializing. Socialization can be done in two ways, namely directly and indirectly. Direct socialization is achieved through conferences, community forums and the like. While socialization is indirect when the frontline agents (bureaucrats at street level) in

disseminating a policy do not interact face to face with the target group or stakeholders but through message boards, pamphlets, banners, community advertisements, online media and others (Agus Purwanto, 2012:75).

As for the things to be achieved in this research related to the ideal aspect of the policy is how the interaction is built through socialization by the Sigi Regency government to the people in the Sigi Regency area.

It can be concluded that the ideal policy has been implemented properly. The interactions carried out between the implementing organization (BPBD) and the target group related to disaster management during the rehabilitation and reconstruction phase, namely the program for providing community housing repair assistance, were achieved as desired. Socialization is carried out in stages and involves many parties. With the interaction pattern that is built, the target group is expected to be encouraged to carry out the program as it has been determined.

### **Target Audience**

The target group largely determines the success or failure of the programme. The target group's support for the work of front-line bureaucrats will affect the success of program implementation. Agus Purwanto (2012; 43), The target group are those individuals within the organization or group most affected by the policy (Smith 1973: 202). The target group in question are the people affected by the earthquake and liquefaction in Sigi Regency and the institutionalization of the target group represented in the smallest elements of government, namely the heads of RT and the village government (street level bureaucracy).

With regard to the evaluation points of the target group aspect i. H. how the community responds as a target group by accepting and implementing programs supported by the role of target group organizations, the village government and RT leaders who support the implementation of civil protection programs provision of stimulant funds and the construction of permanent housing in Sigi Regency.

Some aspects of the target group did not implement the program optimally. Lack of support among the target group, as a result of which the construction of the houses was not carried out on time and there were construction activities that did not comply with the

regulations. In March 2020 or five months after the indicated time, 1,068 of the 1,602 targeted homes had been completed (ready to live in), so still 67%. The delays were caused by many factors, including aid funds used by the target group for other purposes, the increase in the size of the house from the specified 6 x 6 m, and the lack of builders.

Meanwhile, the organization of the target group has not worked optimally because there are still many residents who are not registered and there are beneficiaries who are not on schedule, where there are RT leaders who provide data that is not in line with the truth.

### **Executive Organization**

The parties primarily responsible for the implementation of government policy are administrative units or bureaucratic units at each level of government. Smith (1973: 203) calls it the term "executive organization", that is, the government bureaucracy responsible for the implementation of government policy.

While the executive agencies involved in the implementation of public policy may vary widely, the bureaucracy has so far taken the most dominant position compared to other organizations. Bureaucracy remains the backbone for achieving various public policy objectives. As the backbone of policy implementation, the success of bureaucracy is strongly influenced by organizational capacity, Armstrong (in Agus Purwanto 2012: 128). With regard to the reference in the implementation organization aspect is the availability of human resources and the attitude of the leadership in the implementation of the program.

Executing Organizations in carrying out programs certainly require personnel or human resources. The need for human resources owned must meet the needs of the organization such as good skills, knowledge and personality. According to Agus Purwanto (2012: 149) there is no definite formula for how many human resources an organization must have in order to carry out its duties properly. The number of human resources that must be provided by an organization is very dependent on the tasks that must be carried out. The more complex a policy, the more human resources must be provided to carry out the task of implementing the policy.

The current condition with the number of human resources owned by 64 people consisting of 34 civil servants and 30 non-PNS people. The availability of human resources

who have technical disciplines and mastery of IT is still lacking. So that it has an impact on the implementation of the implementation of community housing repair assistance which is carried out slowly.

### **Leadership**

Yukl (in Priyono 2010: 121), says that Leadership or leadership is a process in which an individual influences other group members to achieve organizational goals. Leadership studies show that leadership has two styles, namely transactional leadership and transformational leadership. Thus the importance of the role of leadership in an effort to achieve organizational goals, so that it can be said that the success or failure experienced by an organization in the perspective of public policy implementation is largely determined by the quality of leadership possessed by the people entrusted with the task of leading in that public organization ( Kandji Yulianto, 2015: 94).

Disaster management affairs are not only carried out by the BPBD of Sigi Regency, there are other agencies that also handle disasters in accordance with Law Number 23 of 2014 concerning Regional Government. So it is necessary to synchronize programs between related agencies and donor organizations so that sectoral egos do not emerge from each institution or agency.

The current leadership of the BPBD Chief Executive is quite experienced, having previously led several other OPDs. So that there are no difficulties when building coordination with other parties.

Thus, the aspect of the implementing organization in implementing the program has not been effective due to limited human resources as the main component in an organization implementing the program resulting in delays in the program implementation process. But on the other hand, in terms of leadership, the leadership in BPBD is quite good at building good communication with fellow agencies and donor organizations or with the community.

### **The Environmental Factor**

The last thing that needs to be considered in assessing the success or failure of policy implementation is the extent to which the external environment contributes to the success of public policy. An unsupportive or non-

conducive social, economic and political environment can be a source of problems from the failure of the policy implementation process. Therefore, policy implementation efforts require a conducive external environment.

Related to social, economic and political conditions affecting policy implementation, Tachjan (2006:5) explains that:

- a) Changes in social conditions can affect the interpretation of the problem;
- b) Changes in economic conditions have the same impact on policy implementation; and
- c) Variations in the political situation affect the execution of work.

### **The Social Factor**

Douglas (in Adiyoso, 2018: 12) that in addition to damaging development, disaster events also affect the social conditions of society, including psychology. Disasters can destroy existing physical, social and economic infrastructure systems. In addition, the impact of the disaster that occurred also caused damage, loss, and psychological pressure for disaster victims. The worsening psychological condition of the victims of the disaster is most likely caused by (i) loss of emotional control, (ii) grief due to the loss of homes and property and even close relatives, and (iii) memories of disaster events that will affect their future lives. Wisner, Gailard and Kelman (in Adiyoso 2018: 241).

Smith (1973:203) states that the characteristics of each target group, such as gender, level of education, experience, age, and social conditions can affect the target group in responding to comply with or adapt to the program so that it can accept and implement the implemented policies.

From the description above, it can be explained that the social conditions of the community related to the psychology of public health are not yet stable, the number affected by the earthquake and liquefaction and the dishonesty of the community have an adverse effect on the implementation of disaster management in the provision of housing repair assistance. On the other hand, the Sigi Regency BPBD as the executor has not paid attention to one of the principles of disaster management, namely prioritizing vulnerable groups of people.

### **The Economic Factor**

Based on the data from the Central Statistics Agency (BPS) for 2019, the poverty rate in Sigi Regency increased by 0.31% from 12.60% to 12.91% or 30.82 thousand people. This figure places Sigi Regency in the third lowest rank out of 13 regencies/cities in Central Sulawesi Province.

This shows that the community's economic condition has not fully recovered, because most of the people affected by the disaster are farming communities, several affected areas have damaged agricultural land and irrigation sources that are still damaged, of course, making economic conditions more difficult, this has an impact on the implementation of disaster management programs.

As a result, the community's economy that has not yet recovered has had a negative impact on the implementation of the disaster management program in the post-earthquake and liquefaction rehabilitation and reconstruction phase in Sigi Regency. Several things happened due to economic factors, namely the transfer of funds from house construction to other needs, the use of materials that were not in accordance with the regulations with the aim of wanting to make a profit by reducing the quality of building materials which ultimately had an impact on the smooth construction and quality of the house.

### **The Politics Factor**

In terms of environmental factors, the last factor is politics, Smith (1973:203). According to Torenviled and Thomson (in Agus Purwanto 2012:79) there is political bargaining in the implementation process. Political bargaining is a reality that cannot be avoided when the implementation process occurs in the public domain with heterogeneous interests. There are groups that benefit positively from program implementation, but there are also groups that feel disadvantaged as a result of program implementation. This is where the bargaining process becomes an integral part of the implementation process. The high political content occurs because many implementations involve many stakeholders.

According to Kiviniemi (in Agus Purwanto 2012: 80) that there are non-governmental actors who participate in the interaction in the implementation process making the implementation process very dynamic. About this he said "It is very to outline "normal" or

typical implementation process. The number of stages and components in a given process accordingly is a dynamic situation in which there are always possibilities for many different events and actions. The interaction of actors, both from government and non-government circles, gives rise to political dynamics that accompany the implementation process.

The political factor has quite an unfavorable influence on the implementation of disaster management. It can be explained that in the implementation of disaster management during the rehabilitation and reconstruction phase, there are many stakeholders who play a role and hinder the acceleration of program implementation. For example, the involvement of third parties in providing instant housing, until the deadline is given, people's houses have not been completed.

Overall, it can be concluded that environmental factors, including social, economic and political factors, have had a negative impact on the implementation of disaster management in the post-earthquake rehabilitation and reconstruction phase and the liquefaction of the community housing repair assistance program. The psychological condition of the community is not yet stable so that they are still easily emotional and the impact of the disaster is quite large causing the community to become more selfish and coupled with the very high level of damage to houses, reaching 24,219 housing units, which is an obstacle in implementing the program. Likewise, economic conditions have not yet recovered and political conditions that are not conducive have hampered the implementation of community housing repair assistance.

## CONCLUSSION

The result shows, which have been explained in the previous discussion, it can be concluded: Implementation of Disaster Management Policy in the post-earthquake and liquefaction rehabilitation and reconstruction phase, namely the provision of assistance for repairing houses in Sigi Regency which has not been optimal or not running well. Because, of the 4 aspects assessed, there are 3 aspects that do not support the program implementation process, namely: First, the target group aspect does not yet support program implementation because there are still many houses that have not been completed and have passed the time limit set for phase I stimulants and there are

inappropriate recipients. Second, the implementing organizational aspect, seen from the resources, both human resources in quality and quantity, and the resources for facilities and infrastructure have not been implemented optimally due to delays in the program implementation process starting from data collection, implementation to supervision. Third, environmental aspects, both social, community-economic and political, which have a negative impact on the process of implementing the housing repair assistance program. Meanwhile, the ideal policy aspect is good because interaction through socialization has been carried out in stages by involving many parties.

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