
DISASTER RESILIENT VILLAGE IN PADANG CITY: HOW PADANG CITY EFFORTS TO DEFINE THE DISASTER

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Abstract

Disaster Resilient Village is a program to reduce disaster risk by involving the community. Due to budget constraints, Padang been in a vacuum of program implementation from 2016 to 2020. Even sub-districts implemented only received a low rating. The community is motivated to implement the program because they are willing to use private funds. This is interesting because there is a gap in the form supported by achievements from the government and community motivation, but it's still low in program implementation. The research question is how is the management of the disaster resilient urban village program by the Padang City Regional Disaster Management Agency. This study uses qualitative method and management function theory, this research focuses on how actors to plan, organize, motivate, and control the program. The study results of the study indicate that the management of the disaster resilient urban village program in Padang City has not implemented optimally due to budget constraints, implementation that is not in accordance with general guidelines and the low assessment obtained by sub-district that have implemented the program.

Keywords: Disaster Resilient Village, Disaster Management Community Based, Disaster Local Government

Abstrak

Kelurahan Tangguh Bencana merupakan program pengurangan risiko bencana dengan keterlibatan masyarakat. Pelaksanaan program di Kota Padang sempat vakum sejak Tahun 2016 hingga 2020 karena keterbatasan anggaran. Kelurahan yang telah melaksanakan hanya berada pada kriteria yang rendah. Masyarakat memiliki motivasi dalam melaksanakan program karena bersedia menggunakan dana pribadi. Hal ini menjadi menarik karena terdapat kesenjangan antara prestasi kinerja pemerintahan dalam penanggulangan bencana dan motivasi masyarakat dengan rendahnya penilaian kelurahan yang melaksanakan program. Rumusan masalah adalah bagaimana pelaksanaan Program Kelurahan Tangguh Bencana oleh Badan Penanggulangan Bencana Daerah Kota Padang. Penelitian ini menggunakan metode kualitatif dan teori fungsi manajemen. Penelitian ini berfokus pada bagaimana aktor merencanakan, mengorganisasikan, memotivasi dan melakukan pengendalian. Hasil kajian menunjukkan bahwa pelaksanaan Program Kelurahan Tangguh Bencana di Kota Padang belum terlaksana optimal karena keterbatasan anggaran, pelaksanaan yang tidak sesuai dengan pedoman umum, dan rendahnya penilaian yang diperoleh kecamatan yang telah melaksanakan program

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INTRODUCTION

Disasters are events that threaten and disrupt people's lives caused by natural and non-natural factors, resulting in human casualties, environmental damage, property losses, and psychological impacts. Disaster is a phenomenon that cannot be denied its presence so that disaster becomes an interesting study to be discussed by both the government and the community as the first community to face a disaster. Several disaster events that have occurred have made various parties realize the importance of reducing disaster risk.

Disaster risk reduction is a systematic effort to analyze and manage the factors that cause disasters. Putera, et al (2020) stated that coordination between parties in disaster risk reduction is very important. Salwa (2019) stated that disaster risk reduction must involve a group in the community because the community itself is the most familiar with the area and the disasters in its area. Cici Safitri et.al (2021) states that the involvement of local government with all elements of the community so that it creates public trust in the policies implemented. Putera, et al (2020) stating that there are several parties admitting the involvement of many actors makes it easy to solve disaster problems in the Padang City.

The National Disaster Management Agency in 2009 established a disaster status through the Disaster Risk Index. Based on the West Sumatra Disaster Risk Index, the Padang City experienced a reduction in disaster risk throughout 2017 to 2020. However, the potential for disasters in the Padang City is still in the high category. The Padang City is the only area in West Sumatra where all sub-districts have the potential for landslides and floods. Based on geological data, experts predict that in West Sumatra there will be a large earthquake in the Mentawai Islands. The most threatened population of Mentawai Megathrust is in Padang City with 508,804 people. Thus, the Padang City has the potential and impact of many losses due to disasters. This needs to be the attention of the Padang City government to reduce the risk due to disasters.

With the high vulnerability to disasters, an important effort to minimize disaster risk is to involve all elements in disaster risk reduction efforts. The efforts made by the Padang City in reducing disaster risk are by implementing the Disaster Resilient Village Program. The Disaster Resilient Village Program is a series of activities carried out by a group of people in the village so that they have the independent ability to adapt and deal with disaster threats and recover from the adverse effects of disasters.

The Disaster Resilient Village Program is a response to Law Number 24 of 2007 which states that the government and local governments are responsible for implementing disaster management. The person in charge of disaster management at the regional level is the Regional Disaster Management Agency, so that the Regional Disaster Management Agency becomes the leading sector implementation of the Disaster Resilient Village Program. The implementing structure of the Disaster Resilient Village Program can be seen in the following chart:

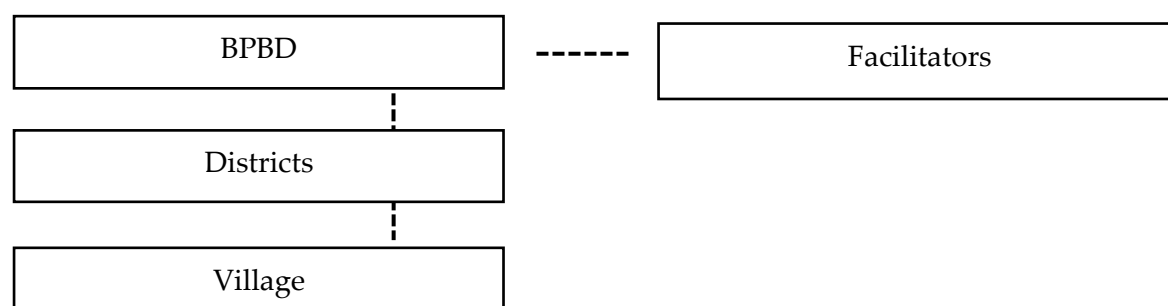


Figure 1. Implementing Structure of the Disaster Resilient Urban Village Program
 Source: Research Results Based on General Guidelines Disaster Resilient Village

Based on figure 1, it can be seen that there is a management process in organizing in the form of division of tasks to program implementers and coordination between program implementers. District/city BPBDs play an active role in encouraging and facilitating sub-districts to plan and implement programs by providing resources and technical assistance needed by villages/kelurahan. The sub-district plays a role in assisting district/city BPBDs in monitoring and providing technical assistance to implementers at the sub-district level. District/city BPBDs facilitate villages/kelurahan by providing facilitators for the development of disaster-resilient urban villages. Thus, there is a delegation of authority in the implementation of the Disaster Resilient Village Program to the facilitator.

The target of the Disaster Resilient Urban Village Program is a different village every year proposed by the Padang City BPBD by considering disaster-prone areas. The Padang City implemented the Disaster Resilient Village Program in 2015 in Lolong Belanti and Bungus Selatan Villages. Then in 2021 in Olo Village. Thus, there are three sub-districts that have implemented the Disaster Resilient Urban Village Program for six years, out of 35 sub-districts that are in the red zone.

Padang City has the largest population in West Sumatra, indicating that the Padang City has adequate resources to be empowered to become a disaster preparedness group. However, from 2015 to 2021, only three out of 104 urban villages have implemented the Disaster Resilient Urban Village Program in Padang City. Thus, the program planning process to set goals in the form of increasing community involvement in disaster risk reduction is still low.

The implementation of a program should be supported by a budget so that the objectives of program implementation can be achieved. Based on the General Guidelines for the Disaster Resilient Village/Village Program, the source of the budget comes from the APBN and the Provincial APBD. The budget provided for implementing the Disaster Resilient Village Program can be seen in the following table:

Table 1 Budget for the Implementation of the Disaster Resilient Village Program

No	Ward	Year	Budget
1	South Bungus Village	2015	100,000,000
2	Lolong Belanti Village	2015	100,000,000
3	Olo Village	2021	200,000,000

Source: Research Results Based on BPBD Padang City

Based on the table, it can be seen that the program budget in 2021 is 200,000,000, while in 2015 it is 100,000,000. Thus there is an increase in the budget allocated for the implementation of the Disaster Resilient Village Program. According to Salwa (2019) found that, despite the increase in the budget, the implementation of the program still had limited budgets so that this had an impact on the lack of maintenance of emergency response facilities. Behind this, Salwa (2019) concluded that the people in Lolong Belanti Village have high motivation in implementing the program, this can be seen from the existence of activities whose funding sources come from personal funds to conduct training. Thus, the community realizes that the Disaster Resilient Village Program needs to be implemented.

Measurement of program implementation needs to be done by determining the cause of failure and taking corrective action so that the next program implementation can be better. Before the kelurahan carries out activities, there is an assessment based on three criteria. The order of the criteria for disaster-resilient Kelurahan from the highest value is primary, intermediate, and pratama. Villages that have implemented the Disaster Resilient Urban Village Program in Padang City are in the primary criteria. This indicates that the Disaster Resilient Urban Village Program has not yet been optimally realized in the Padang City because it has not yet received the main assessment score. Seeing the few villages that implement the program, the government should be able to more optimally implement the program.

Efforts in order to achieve the objectives required a management function because it will affect the achievement of goals. John F Mee classifies management functions into four parts, while the management functions proposed by John F Mee consist of planning, organizing, motivating, and supervising. Researchers focus more on program management by using the theory of management functions. This is because the phenomena that the researchers found better describe the variables contained in the management function because there are problems in program implementation such as budget constraints, the assessment of disaster resilience is still low, while the Padang City is considered to have a good performance in disaster risk reduction and there is community motivation to implement the program.

The Disaster Resilient Urban Village Program in the Padang City has budget constraints that affect the implementation or not implementation of the program in one budget year. The theory that discusses the budget related is the theory of management

functions which incorporates the budget into program indicators. Meanwhile, another theory that discusses specifically related to disaster is the WN Carter Theory which has indicators of providing incentives. The government does not provide special incentives to actors or target groups involved in implementing the Disaster Resilient Village Program. However, in the implementation of the program, a budget is provided that can support the implementation of the program, such as costs for training. The difference between budgets and incentives is that the budget is a management tool for planning an activity that is stated quantitatively that can be used for organizing, implementing, and evaluating managerial performance by Efrilna (2018). Meanwhile, incentives are bonuses given to motivate subordinates in achieving their targets.

Then in the Disaster Resilient Urban Village Program in Padang City, there are several actors involved, namely the Padang City BPBD, sub-district, urban village, and facilitators so that coordination and clear division of tasks are needed. This is a weakness of disaster mitigation theory because it does not discuss the relationship between actors. In the theory of management functions, this is discussed in the organizing variable which looks at how activities are determined, division of tasks, coordination, and delegation of authority.

This study is important to do considering that disaster is fundamental for risk reduction, especially in areas that are in the red zone and have the most threatened population, such as the city of Padang. The form of decentralization implemented by Indonesia has made the City of Padang participate in implementing the management policies established by the center, namely by implementing the Disaster Resilient Village Program. the Disaster Resilient Village Program is seen not only as limited to achieving goals but also needs to look at how the process is in achieving these goals so that it will be seen how planning, organizing, motivation and control are carried out.

The Disaster Resilient Village Program has been widely researched with various research focuses and loci, thus creating a novelty in research. Several previous studies have focused more on community participation in the Disaster Resilient Village Program, such as those conducted by Salwa (2019), Najib (2021) and Haksanamana (2018). Furthermore, Haksamana (2018) stated that if the community recognized these signs properly, it would minimize the loss of life and property. Some of these studies aim to determine community participation from the factors that influence community involvement, forms of community participation, and the level of community participation.

Then the study of the Disaster Resilient Urban Village Program was also carried out by Friska, et al (2021). Friska found that the Disaster Resilient Urban Village Program helped reduce the risk of landslides in Sawahlunto. Furthermore, Munita Reni's 2015 study also found that many people in Srimulyo DIY Village were interested in carrying out landslide training through the Destana Program, this was seen from the excessive

number of people participating in the program from the quota provisions set by the BPBD.

The differences between the studies of the Disaster Resilient Village Program that have been carried out previously and the studies conducted by the researchers are in the research locus. The Disaster Resilient Village Program in Padang City has never been carried out before. Previous research has focused more on disaster capacity by the target group, namely the disaster preparedness group in the kelurahan and some previous studies looked at community participation in program implementation. The study that will be carried out by researchers will focus more on the management process in the form of how the actors involved in achieving the objectives of the Disaster Resilient Village Program are. Based on this, the purpose of this research is to provide benefits for the Padang City Regional Disaster Management Agency as the implementer of the Disaster Resilient Village Program in Padang City. Then this research is expected to add to the repertoire of knowledge of Public Administration in general and program management in particular.

RESEARCH METHOD

This study uses a qualitative research method with a descriptive approach. Qualitative research according to Bogdan and Taylor (Moleong Lexy: 2010) is a research procedure that produces descriptive data in the form of written or spoken words from observable behavior. Analysis of the qualitative research approach emphasizes the process of deductive and inductive inference and in its analysis, there is a dynamic relationship between observed phenomena using scientific logic.

The focus of this research is the Disaster Resilient Village Program in Padang City. The research location is Padang City, because Padang City is an area that has high disaster vulnerability and has the best risk reduction performance in 2021 in West Sumatra. The unit of analysis is the implementer of the Disaster Resilient Village Program based on the Regulation of the Head of the National Disaster Management Agency No. 1 of 2012 concerning General Guidelines for Disaster Resilient Villages. The selection of research informants was carried out by purposive sampling so that the informants in this study were the Head of the Padang City Regional Disaster Management Agency, the Head of the Padang City Prevention and Preparedness Division, the Facilitator, and the West Padang District. The data validity technique used in this study is the source triangulation technique, so that the researcher collects data through the people of Olo Village, Bungus Selatan Village, and Lolong Belanti Village.

RESULTS AND DISCUSSION

The Disaster Resilient Urban Village Program is a program that involves sub-districts so that they have the independent ability to adapt and deal with potential

disaster threats, as well as recover from the impact of disasters. Rimala Salwa (2019) the purpose of the program is for the community to know what to do when a disaster occurs and the community has knowledge about disaster. The Disaster Resilient Village Program is based on the Regulation of the Head of the National Disaster Management Agency No. 1 concerning General Guidelines for Disaster Resilient Villages/Kelurahan. Based on general guidelines, the Regional Disaster Management Agency (BPBD) is in charge of program implementation so that BPBD becomes the leading sector of program implementation. BPBD forms facilitators as community assistants to carry out activities.

The Padang City has implemented the Disaster Resilient Urban Village Program in 2015 in Lolong Belanti and Bungus Selatan Villages, then in 2021 in Olo Village. The Padang City had a vacuum in program implementation from 2026 to 2020 due to budget constraints, even though the community had high motivation in implementing the program. Behind this, the Padang City government won the Tangguh Adhiwirasana Award which was given to regions that had good performance in disaster risk reduction. However, the implementation of the Disaster Resilient Urban Village Program has not been fully optimal because the sub-districts that have implemented the program have not received a satisfactory score, which is in the primary criteria. Based on this, the researcher will analyze how the Disaster Resilient Urban Village Program in Padang City is carried out by the Padang City Regional Disaster Management Agency in planning, organizing, motivating, and supervising.

William H Newman stated that in planning it is necessary to set goals, policies, programs, methods and procedures so that program implementation is more focused Sukarna (2011). Based on general guidelines, the Disaster Resilient Village Program aims to increase community participation in order to have disaster capacity. The objectives to be achieved have been described in the general guidelines established by BNPB and have been explained by BPBD to kelurahan when conducting program socialization. In order for program implementation to be more focused, policies are needed as guidelines in carrying out activities. The implementation of the Disaster Resilient Village Program is guided by the Head of BNPB Regulation No. 1 of 2012 concerning General Guidelines.

Then the Padang City Regional Disaster Management Agency made technical instructions, implementation instructions, and a working reference framework as a derivative of the general guideline policy. Based on general guidelines, the mayor should form a disaster-resilient urban village policy for implementing regional programs, but there is no policy established by the Padang City Government. Then based on general guidelines, the kelurahan also forms policies that regulate disaster risk reduction. However, in its implementation, the kelurahan does not form a disaster risk reduction policy because the kelurahan has a limited budget to make a policy. Taking into account the budget is also important in planning. The Disaster Resilient Village Program will be implemented if there is a budget by the Padang City government.

In 2016 to 2020 the implementation of the Disaster Resilient Village Program was not carried out because there was no budget given. In response to this, the Regional Disaster Management Agency as the leading sector and budget manager stated that the cause of the lack of a budget was because the Padang City government had a priority scale so that it prioritized more important things such as handling Covid which occurred in 2019 and 2020. The budget given to implement the program occurred. an increase in 2021 by 200,000,000, while in 2015 it was only 100,000,000. However, in practice, the budget provided is still inadequate, so this has an impact on the lack of maintenance of emergency response facilities.

Organizing is the whole process of grouping people, equipment, activities, tasks, and authorities and responsibilities so that the organization can be moved as a whole in achieving its goals. In the Disaster Resilient Village Program, the activities to be carried out have been described in the general guidelines. The activities carried out are assessing the potential for disasters in the village, preparing risk assessment documents, preparing action plans, strengthening, disaster risk reduction forums, outreach to the community and assessment of final conditions. Implementation of the program in the city of Padang was carried out with fifteen meetings with representatives of twenty communities.

In contrast to the implementation of the Disaster Resilient Village Program in Lam Teungoh Village, Aceh, Rina Suryani Oktari (2018) found that the program was implemented for three years, the first year being the preparation phase, the second year the implementation phase, and the third year the monitoring phase. In the grouping of people, general guidelines have also determined the role of each party. The Regional Disaster Management Agency plays a role in encouraging and facilitating sub-districts to plan and implement programs by providing resources and technical assistance needed by villages/kelurahan. The sub-district has a role in assisting the Regional Disaster Management Agency in monitoring and providing technical assistance to implementers at the kelurahan level.

The Regional Disaster Management Agency facilitates sub-districts by providing facilitators for the development of disaster-resilient urban villages. Thus, there is a delegation of authority in the implementation of the Disaster Resilient Village Program to the facilitator. However, in implementing the Disaster Resilient Village Program, the sub-district does not carry out its role as set out in the general guidelines.

Motivation is the whole process of giving motivation (encouraging) to employees to work more passionately so that they consciously want to work in order to achieve organizational goals effectively and efficiently. In implementing the Disaster Resilient Urban Village Program, the kelurahan is motivated by the Regional Disaster Management Agency by providing an understanding of the importance of community-based risk reduction efforts because the first community to face disaster is the community. Then people who take part in the activity will be given an incentive of one

hundred thousand per meeting. Judging from the community's participation in participating in the activities, around 75 percent of the people attended each meeting. This is because not all people have the opportunity to attend because they have other needs and some work.

The supervisory function is an act of assessment and improvement of management so that its implementation is as planned. There are indicators for the assessment of disaster-resilient urban villages consisting of 5 components with 28 indicators derived. Based on the village/output resilience assessment module, the parties that carry out the assessment are the head of the lurah, secretary, community guardian, disability, and general public guardian by taking into account gender representation. However, the assessment of disaster resilience in the Padang City is carried out by people who take part in the Disaster Resilient Village Program. The disaster resilience assessment was carried out by representatives of twenty people who took part in the program, namely those classified as being able to be heard by the general public, such as village officials, traditional leaders, religious leaders, youth leaders, disaster preparedness groups, community units, neighborhood associations, Bhayangkara Pembina Kamtibmas, and the Village Trustees.

Based on the results of the assessment of disaster resilience criteria, Olo Village is in the intermediate criteria while Lolong Belanti Village and South Bungus Village are in the pratama criteria. The efforts of the Regional Disaster Management Agency to make Olo Village meet the main criteria do not exist. This is because the Regional Disaster Management Agency hopes that when the activity has been carried out, the people who participate in the activity provide education regarding what was obtained during the activity to other communities so that they have disaster resilience. There is no further monitoring, because the following year BPBD will only focus on the development of other kelurahan developments and it is hoped that the kelurahan where the program has been implemented have resilience.

Based on the explanation of the planning, organization, motivation, and supervision carried out in the Disaster Resilient Urban Village Program, it can be concluded that it has been running according to its objectives, but has limitations due to budget shortfalls so that the program is vacuum for five years, no policies are formed by the kelurahan, and lack of maintenance of emergency response facilities.

CONCLUSION

The Disaster Resilient Village Program is a program formed because it is prone to disasters, so it requires community involvement as the first community affected by the disaster. The community is invited to get involved because it is the people who know the potential best in their area. The Regional Disaster Management Agency has implemented a disaster-resilient urban village program by carrying out planning, organizing,

motivating, and supervising. The Regional Disaster Management Agency has provided education and training to the community and has carried out an assessment of the village's disaster resilience. However, in implementing the disaster-resilient urban village program, there is still a lack of support from the sub-district.

Based on general guidelines, the sub-district has the role of monitoring and providing technical assistance to the kelurahan. However, in the implementation of the disaster-resilient urban village program there has been no involvement from the sub-district because it does not have a budget and there are budget cuts. Then there is a discrepancy with the general guidelines in the form of the absence of policies formed by the mayor regarding the implementation of the disaster-resilient urban village program, and the sub-district does not form policies that regulate disaster risk reduction. This is because the government's attention is still low and budget constraints. Budget constraints are also the cause of not implementing the program for 5 years, from 2016 to 2020. Thus the Disaster Resilient Village Program in Padang City has been running but still has limitations in the budget. It is hoped that in the future the actors involved in the Disaster Resilient Village Program can carry out their respective roles and there will be monitoring carried out by the Regional Disaster Management Agency for villages that have implemented the program so that all people in the village receive education.

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