Synergy between Disaster Preparedness Area program with local institutions for community disaster preparedness

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Abstract. The Government of Indonesia through Ministry of Social Affairs launched the Disaster Preparedness Area Program (Kawasan Siaga Bencana or KwSB) in 2019 to build community preparedness for natural disasters. This program is a forum for early community-based disaster management synergy with an integrated approach that involves various stakeholders in areas with high risk of natural disasters. Meanwhile social reality exposes that historically, people living in areas prone to natural disasters have had their own local institutions and knowledge on dealing with natural disasters. Several research results indicated there is a gap between the government programs and the social realities in society. Accordingly, this research will identify the consequences of the KwSB Program on existing local institutions in the community before this program was launched. That very problem is answered through qualitative approach with data collected from literature studies, observations, in-depth interviews, and Focus Group Discussions (FGDs). Furthermore, the collected texts and narratives are analyzed by categorization and then comparing the existence and actions of local institutions before and after the KwSB Program. The results show that there are consequences due to the presence of the program on the social reality of local institutions, especially in the reconfiguration of social networks in the community.

1. Introduction
Natural disasters are global issue since they occur in most parts of the world. The disaster resulted in enormous impacts and risks for various dimensions of life, and threatened the survival of humans and other living things [1–4]. For Indonesia, as of February 2021, 237 natural disasters have occurred. These natural disasters include floods with 227 incidents, cyclones 66 incidents, landslides 60 incidents, earthquakes 7 incidents, tidal waves or abrasion 7 incident, and forest and land fires 4 incidents [5].

Handling these natural disasters requires an integrated and holistic approach that involves various parties [6–12]. The government through the Indonesian Ministry of Social Affairs has developed a social protection program for victims of natural disasters, which is technically organized by the Directorate of Social Protection for Natural Disaster Victims (Direktorat Perlindungan Sosial Korban Bencana Alam or in short; Dit-PSKBA) [13–15]. One of them is community-based disaster management in an area known as the Disaster Preparedness Area Program (Program Kawasan Siaga Bencana or in short KwSB), with the aim of increasing the culture of disaster preparedness in the community [16].

Several research results indicated there is a gap between the government programs and the social realities occurring in society [17–19]. The targeted communities are not a blank canvas that can be filled with anything, because they already have their own dynamics and uniqueness before the presence of
government programs [17, 20]. Accordingly, this research will identify the consequences of the KwSB on existing local institutions in the community before this program was launched. In line with the explanation, the problem of this research is how KwSB builds synergy with related parties to build community preparedness to face disasters. Thus, the purpose of this study is to describe the activities of KwSB to build synergy with related parties to build community preparedness to face disasters.

2. Material and methods

Conceptually, the KwSB is an institution or organization that has a clear structure with special management, with all activities driven by a number of personnel in collaboration with a number of stakeholders who are partners. Thus, preparedness is the result, consequence, or even product of the KwSB as an institution with all the factors that influence it. This explanation is in line with the notion of preparedness as a series of activities carried out to anticipate disasters through organizing with appropriate and efficient steps.

Based on these considerations, this study uses a qualitative approach with descriptive research methods. This approach provides a detailed description of a specific situation, social setting or social relations [21]. The qualitative approach itself is a way to ascertain objects in which researchers study things or various phenomena in this world in their natural environment, and tries to get an understanding of these phenomena based on the meanings of people who live or experience them first-hand [22].

Primary data was collected by means of observation, in-depth interviews, and Focus Group Discussions. Secondary data was collected by means of documentation studies, by reading and reviewing books, papers, news, and regulations. The data collected were analyzed descriptively qualitatively according to the research objectives. Furthermore, the collected texts and narratives are analyzed by categorization and then comparing the existence and actions of local institutions before and after the Disaster Preparedness Area Program.

The research location was chosen purposively based on the consideration of the ongoing program implementation. The selected research locations are natural disaster-prone areas, such as Sunda Strait [23–25] and southern coast of Java Island with megathrust threat [26–28], that have already implemented the program [16]. As shown in Table 1 below.

| Province          | Regency       | District | Village/Sub-District |
|-------------------|---------------|----------|----------------------|
| S.R. Yogyakarta   | Kulon Progo   | Galur    | Banaran              |
| Banten            | Pandeglang    | Carita   | Carita               |
| West Java         | Pangandaran   | Parigi   | Kalipucang           |
| East Java         | Malang        | Tirtoyudo| Purwodadi            |
| Lampung           | South Lampung | Ketapang | Sumur                |
| Gorontalo         | Bone Bolango  | Bulawa   | Mopuya               |

3. Result and discussion

3.1. KwSB overview

The central government through the Ministry of Social Affairs conducts KwSB Program with the aim of: (a) improving public understanding of disasters; (b) improving the culture of disaster preparedness in the community; (c) improving community preparedness indicators, including the public, students, educators, and educational institutions located in disaster-prone locations; and (d) improving the readiness of disaster management officers and administrators.

The establishing process began with outreach activities, training and simulations involving relevant stakeholders in disaster-prone locations, who are also the administrators of KwSB. Of the six research locations, only Kulon Progo KwSB already has a decree (Surat Keputusan or SK) on the formation of KWsB issued by the Head of the Social Service for Women’s Empowerment and Child Protection in
Kulon Progo Regency (Dinas Sosial Pemberdayaan Perempuan dan Perlindungan Anak Kabupaten Kulon Progo) dated September 14, 2020, while five KwSB in other locations do not yet have a decree.

In general, the establishment of the KwSB received positive responses. Informants from all research locations, especially stakeholders at the village level, positively welcomed the presence of KwSB. Informants stated that the presence of KwSB complements or strengthens the existing programs, by supplementing physical supplies or buffer stock. However, it is still limited to the community around the location of the establishment and the local Social Service (Dinas Sosial) who are indeed involved in the formation process as working partners of the Ministry of Social Affairs in the regions. The low insight of this formation is not only caused by the age of KwSB which has not yet reached one year, but also because of the vacuum state of KwSB itself, in the sense that it has not carried out institutional activities, so that it is not yet widely known, except for informal activities carried out by management administrators along with their daily activities.

This vacuum state is also related to the process of establishing KwSB through information dissemination activities, training and disaster management simulations involving the community. However, the activity lasted very short (three days), so the results obtained were less than optimal. The KwSB Administrators expressed his disappointment by saying “there were trainings, but that was it, the main thing is that it is carried out. We were even given tools, but we didn't know how to use them. Our people are not trained to use it.”

After the establishment, no monitoring was carried out by involved parties in the form of further guidance activities to ensure the functioning of the KwSB. This means that the KwSB has not yet been fully formed. KwSB Kulon Progo, which has formal legality, is still experiencing difficulties due to limited authority, unavailability of budget, and no secretariat. The social buffer stock which is used as a place to store disaster mitigation equipment is still staying at the Karang Taruna secretariat. Meanwhile, in other locations, KwSB which does not yet have a SK is more difficult to obtain a budget from the regional government because it does not have a legal standing.

This basic problem makes it difficult for KwSB to coordinate with government agencies and other parties engaged in disaster activities. Several informants indicated that the administrators had doubts about managing the KwSB. The doubt is related to the existing government structure with all the bureaucratic provisions that are felt to be difficult to penetrate. The same complaint appeared in the FGD forum when participants said “the KwSB should have been supported by a decree from the Regency Government so that its position is stronger”. While another said, “the unclear regulation and control of KwSB is felt to be a moral burden for the administrators.”

But at the community level, in fact efforts to build community preparedness already exist through the relevant agencies with the presence of the Disaster Resilient Village (Desa Tangguh Bencana or Destana) formed by the Regional Disaster Management Agency (Badan Penanggulangan Bencana Daerah or BPBD), Disaster Preparedness Youth (Taruna Siaga Bencana or Tagana) formed by the Ministry of Social Affairs, and similar institutions formed by the community. The presence of KwSB is expected to further strengthen efforts to build preparedness. However, the disaster care group in the FGD complained by saying “…so the facts are like this, sir. No matter how many programs, each agency makes a program. When it comes to the community, they're the same people, sir. It would be better if the government made one program but comprehensive. So the development is also easy.”

3.2. KwSB synergies

Synergy is a form of a process or interaction that produces a harmonious balance so that it can produce something optimal. This activity runs informally in the community along with daily community activities involving KwSB management administrators.

Conceptually, the KwSB is not yet known by the wider community in the research location. However, the individuals who become the administrators of the KwSB carry out their moral responsibilities in carrying out their duties even though it has not been carried out formally. Along with daily activities, administrators interact with disaster care groups in responding to social situations to create disaster preparedness.
In the Ketapang area of South Lampung, disaster management groups run in sectors under each institution so that the development of the concept of a Disaster Preparedness Village (Kampung Siaga Bencana or KSB) into a Disaster Preparedness Area (KwSB) has not been realized, such as the KS with the Social Service, the National Police with Resilient Village (Kampung Tangguh), BPPD with the Destana, and others.

In Kalipucang Village, Pangandaran Regency, a KSB has already been formed. The task of this KSB is to carry out mapping and data collection, provide socialization related to natural disasters, guide community preparedness to face natural disasters, and provide services for victims of natural disasters. When carrying out these activities, KSB has established a synergy with the Community Early Preparedness Forum (Forum Kesiapsiagaan Dini Masyarakat or FKDM), which is an institution formed by the BPBD. In addition to coordinating with FKDM, KSB was also assisted and received reinforcement from Tagana and the KwSB. The disaster mitigation equipments managed by Tagana and KwSB are used jointly with KSB and FKDM in natural disaster management at the village level. The synergy between KSB and FKDM supported by Tanaga and KwSB succeeded in reducing the impact of natural disasters in Pangandaran Regency.

In Pandeglang. At the district level, cooperation between regional apparatus organizations (organisasi perangkat daerah or OPD) has not yet been seen, although each OPD has carried out activities related to natural disasters, both in pre-natural disasters, natural disaster emergencies and post-natural disasters. However, each OPD implements it according to the activities that have been planned by each OPD. Meanwhile, at the sub-district and village levels, KSB in carrying out natural disaster management coordinates with local local organizations such as Destana, Balawista, Kompak, SAR Potential, and Tagana.

Kulon Progo synergies occur in establishing community preparedness in dealing with disasters at the community level. At the district level, there is an agreement between the Social Service and BPBD that preparedness is the main task of the BPBD, while emergency and rehabilitation are the affairs of the Social Service. There are several local institutions at the community level that are also engaged in disaster management. In the Banaran Village, there is an environmental care group that is active in planting mangroves in order to prevent abrasion on the coast as well as to protect the land from the threat of big waves. This group synergizes closely with KwSB, among others, by collaborating in planting mangroves in the estuary of Kali Progo. The synergy between KwSB and this group occurred because several activists of this environmental care group also served as administrators of the Galur KwSB. The network of environmental activist actors in this region is actually closely networked with actors who care about disaster issues. With the existence of KwSB, the existence of environmental care groups is further strengthened since they have access to the Social Service and the Ministry of Social Affairs. They are able to marry environmental conservation issues with natural disaster prevention so that the discourse on disaster management becomes more holistic starting from the pre, during, and post-disaster stages.

Various components, both institutions and individuals, have collaborated and synergized in community-based disaster management in Malang Regency. BPBD as the agency tasked with coordinating disaster management activities initiated the Destana while the Ministry of Social Affairs, the East Java Provincial Social Service and the Malang Regency Social Service established the KSB (there were five KSBs formed by the Ministry of Social Affairs and two KSBs formed by Provincial Social Service) as a form of community-based disaster management established by the government. Meanwhile, Indonesia Red Cross formed a Community-Based Assistance Alert Team (CBAT) for disaster-prone villages in Malang Regency. The South Malang area is a disaster-prone area, the types of disasters that often occur are floods, landslides and earthquakes and the potential for a tsunami disaster to occur because it is directly facing the Indian Ocean.

However, it has not been implemented well in Bone Bolango Regency. Synergy between institutions has not been well developed because each institution is still carrying out its duties and roles according to the duties and functions of the main organizations.
4. Conclusion

Based on the findings from the six research areas, it can be concluded that the synergy between the KwSB Program and local institutions occurs in areas that have historically been accustomed to dealing with natural disasters. In this area, there have been many local institutions that have concern for natural disasters. Meanwhile, in areas that have only recently begun to experience threats or have just experienced natural disasters, this synergy is less visible because local institutions have not been exposed.

Unfortunately, this synergy occurs because of the similarity of personnel between the KwSB management and local institutions, such as environmental activists who are also the KwSB administrators in Kulon Progo. However, changes that occur in local institutions are that with the actors becoming KwSB administrators, they are able to access new social capital, namely relations with regional and central governments as larger policy makers.

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