

Policy Synergy Model in Earthquake Disaster Management in Cianjur Regency

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Abstract

This research is based on a phenomenon that indicates the ineffectiveness of policy synergy in dealing with the impact of the earthquake disaster in Cianjur Regency. This phenomenon can be observed from several indications, including the lack of fully effective communication patterns among stakeholders involved in disaster management. Apart from that, it was detected that there were still differences in perceptions from some stakeholders in dealing with technical matters, so that the provision of assistance tended to be uneven. There were delays in evacuating and relocating those affected by the disaster. Through desk study methods and approaches, research results were found, including; To synergize earthquake disaster management policies in Cianjur Regency, clear parameters are needed, so that all stakeholders can carry out their duties in accordance with their roles and functions. The parameters referred to include, among other things, the existence of similarities in perception, potential resources, communication patterns, attitudes of policy actors, and organizational structure. Similarity of perception among stakeholders in disaster management will be effective if a common perception is established regarding objectives, content, programs and implementation. To translate disaster management policies, potential resources are needed which include human resource capabilities, budget, facilities and technology. Meanwhile, to facilitate communication in disaster management, clarity, speed and accuracy of communication patterns are needed, then there needs to be socialization and cooperation as well as completeness of information. To build the integrity and trust of the public in the authorities in dealing with the impacts of disasters requires the attitude of policy actors who have responsiveness, consistency and commitment. Meanwhile, to help facilitate the process of dealing with the impact of disasters, an organizational structure is needed which includes; aspects of division of authority, support from all stakeholders and clarity of procedures (SOP).

Keywords: *Policy Synergy, Stakeholders, Earthquake.*



A. INTRODUCTION

Earthquakes are essentially a natural phenomenon that can be caused artificially, as a result of human activities or as a result of natural events (Anidhea, 2021). The implication of these two things is that the ground vibrates as an effect of the propagation of energy waves radiating from the epicenter or focus. The energy that radiates from the focus is the result of mechanical events (collision, friction, traction) or chemical events (explosion due to chemical reactions), the energy that occurs as a result of these events spreads in all directions in the soil media (Opi & Sompie, 2022). Conceptually, an earthquake is translated as a vibration or shock that occurs on the earth's surface due to the sudden release of energy from beneath the surface which creates seismic waves which are usually caused by the movement of the earth's crust or earth's plates (Firdausiyah, 2022).

The earthquake that rocked Cianjur Regency, West Java on Monday 21 November 2022, empirically caused extraordinary damage. This earthquake with a magnitude of 5.6 was caused by active fault activity, the characteristics of which are not yet well known. Geographically, the earthquake originated on land with the epicenter at coordinates 107.05 East Longitude and 6.84 South Latitude. The location of the epicenter of the earthquake was around 9.65 kilometers southwest of Cianjur City, or 16.8 kilometers northeast of Sukabumi City with a depth of 10 kilometers (BMKG, 2022).

This incident has written a dark history and still carries deep sorrow, because the earthquake that occurred resulted in hundreds of people losing their lives and thousands of people being injured and tens of thousands of people affected were forced to flee to safer places or areas. Based on information from the National Disaster Management Agency (2022), the total number of houses damaged by this earthquake is estimated to be 63,229. Then, of the total damaged houses, it was identified that 26,237 houses were heavily damaged, 14,196 houses were moderately damaged, and 22,796 houses were lightly damaged. Meanwhile, in terms of damaged infrastructure, there were 421 schools, 170 places of worship, 14 health facilities including community health centers (puskesmas) and auxiliary health centers, and 17 buildings or offices. (Jabar.bps.go.id, 2022).

Regionally, the earthquake that occurred on November 21 2022 apparently had quite a broad impact, at least 16 sub-districts in Cianjur Regency felt the impact of the earthquake. The 16 sub-districts in question include; Cianjur, Karang Tengah, Warung Kondang, Cilaku, Gekbrong, Cugenang, Cibeber, Sukaluyu, Sukaresmi, Pacet, Bojong Picung, Cikalong Kulon, Mande, Cipanas, Haurwangi, and Ciranjang Districts (BNPB, 2023).

Viewed from a morphological perspective, the areas that experienced damage were generally located in a undulating hilly morphology. For example, what happened in Cugenang District, the intensity reached VII-VIII Modified Mercalli Intensity (MMI), characterized by massive damage to buildings, especially in Gasol Village, Sarampad and Cugenang Village. Quite severe damage with an intensity reaching VII MMI also occurred in Cianjur, Warungkondang and Gekbrong Districts. In Kadudampit Village, Rancagoong Village, Cilaku District, a unique phenomenon occurred, many two and three storey buildings suffered heavy damage, and one supermarket building even collapsed completely (BMKG, 2022).

The magnitude of the impact caused by the earthquake indicates how important it is to synergize various stakeholders, including the central government, provinces, district governments, National Board for Disaster Management (BNPB), Meteorology Climatology and Geophysics Council (BMKG), Police, Indonesian National Army (TNI), NGOs and so on in dealing with various possibilities that occur as implications of this disaster. In this context, of course there is a need for a legal umbrella that becomes the basis or foundation and guide for all parties to carry out mitigation, especially in relation to disaster mitigation which has often received little attention. This weak attention to disaster mitigation was also pointed out by

Jonatan A. Lassa (2022) who emphasized that "society, academics and the government actually understand the importance of mitigation. However, disagreement often arises regarding where mitigation should start. He added that the mitigation aspect of natural disasters is often ignored by many countries around the world because their occurrence cannot be predicted. The government should have earthquake maps on a "by name, by address" scale to be able to carry out detailed mapping."

Therefore, it is necessary to have a series of comprehensive policy packages, so that dealing with the impact of the earthquake disaster can be implemented systematically, comprehensively and measurably. The problem is, to what extent all stakeholders involved in disaster management are able to synergize the policy package that has been agreed and determined by the government. This research aims to examine and analyze how the policy synergy model is implemented in managing earthquake disasters in Cianjur Regency.

B. LITERATURE REVIEW

Synergy as defined by Deardorff & Williams (2006) is "a process of combining several activities in order to achieve multiple results". This understanding implies that synergy is actually an effort or step to combine various activities, so that it can produce maximum output. Therefore, in the context of implementing a policy, the term synergy is very important to pay attention to and should not be ignored by the stakeholders involved in the policy.

Synergy in this context is, in principle, an effort or step to build and ensure the existence of constructive cooperative relationships based on a common view so that harmonization is built between various stakeholders, to produce useful and quality implementation of public policies (Satibi et al., 2023). This statement implies that the stakeholders involved in implementing a policy must be able to build harmonious and constructive cooperation so that the policies that have been determined can be implemented optimally (Satibi & Henrizal, 2019).

Conceptually, the definition of public policy synergy as a whole does not seem to have been put forward by many experts. Therefore, the author will take references based on the results of previous studies and the results of the academic contemplation that the author has carried out. Based on this, the author defines public policy synergy as "a process of cooperation and synchronization (adjustment/simultaneity) as well as harmonization (alignment) between various stakeholders involved in policy, resulting in more useful and quality policy impacts" (Satibi, et al, 2023).

To translate the concept of policy synergy, dimensions and indicators are needed as parameters to measure the success of implementing synergised policies. The dimensions and indicators in question include, among others; first, the dimension of perceived equality which includes indicators; policy objectives, policy content, policy programs and policy implementation. Second, the dimension of resource potential which includes; indicators of human resources, budget, facilities and technology. Third, dimensions of communication patterns which include indicators;

clarity of communication patterns, speed of communication patterns, accuracy of communication patterns, forms of socialization, cooperation models, and indicators of completeness of information. Fourth, the attitude dimension of policy actors which includes indicators; responsiveness, consistency and commitment indicators, and fifth, dimensions of organizational structure which include indicators of division of authority, support and indicators of procedural clarity (Satibi et al., 2023).

C. METHOD

Methodologically, this research uses the desk study method. The use of this method is based on the consideration that this method is based on material published in reports and similar documents available in public libraries, journals, websites, data obtained from surveys that have been carried out, etc.

D. RESULTS AND DISCUSSION

In accordance with the research objectives to be achieved and the analytical tools used, the output of this research is directed at producing a comprehensive picture of the policy synergy model in managing earthquake disasters in Cianjur Regency. The comprehensive research results can be explained as follows:

1. Perception Equalization

Similarity of perception in the context of this research is essentially a similarity in interpreting and interpreting the essence of policies related to earthquake disaster management in Cianjur Regency. In this way, it is hoped that there will be synergy between all stakeholders involved in this policy, both at the central and regional government levels and other elements. In line with the analytical tool used, empirically the dimension of equality of perception consists of four indicators, namely indicators of equality of perception regarding policy objectives, policy content, policy programs, and indicators of equality of perception regarding policy implementation.

The research results found that a common perception regarding the objectives and content of policies in disaster management seems to have developed into a common view of all stakeholders involved, both at the policy, technical and administrative levels. Stakeholders at the central government level include; involving the Ministry of Social Affairs, Ministry of PUPR, Ministry of Health, Ministry of Home Affairs, BNPB, BMKG, Police, TNI and so on. Meanwhile, at the regional government level, it involves, among other things, the West Java Provincial Social Service, West Java Provincial PUPR Service, West Java Provincial Health Service, West Java BPBD, and so on. Stakeholders at the district level include all SKPD in Cianjur Regency, Cianjur Regency Police, Cianjur Regency Kodim and sub-district governments, village and sub-district governments, especially those affected by the earthquake. Other stakeholders who are also involved in handling the earthquake disaster include; Indonesian Red Cross (PMI), NGOs, Religious Organizations, Community Organizations, Political Parties, Youth Organizations, Academics, Student

Organizations, entrepreneurs and the general public, both in Cianjur Regency and from outside Cianjur Regency.

In general, all stakeholders in principle have the same perception that the priority scale for dealing with the impact of the earthquake disaster is to establish disaster mitigation policies, which are technically translated into various forms of programs and activities, both urgent (urgent) and activities or programs that long term (continued). The urgent programs and activities include; First, rescue the affected residents so as not to increase the loss of life. Second, simultaneously search for and take care of victims who have been found. Third, carry out temporary relocation of affected residents to safer places or locations. Fourth, prepare and build emergency tents and public kitchens to meet the temporary housing and food needs of the refugees. Fifth, collect data on affected communities on a "by name, by address" scale to be able to carry out detailed mapping. Meanwhile, long-term (continued) programs and activities include, among others; First, prepare a permanent population relocation program based on the results of data collection based on name, by address. Second, prepare and build a recovery program, both economically and psychologically. Third, prepare and rebuild various public facilities, such as schools, places of worship, health centers, roads damaged by the earthquake and other things that are needed. Fourth, help rebuild people's houses damaged by the earthquake, whether heavily, moderately or lightly damaged.

The research results also found that the similarity of perceptions regarding the program and policy implementation is considered very important for all stakeholders to pay attention to in order to synergize the policies that have been established. Empirical facts show that although substantively stakeholders, especially at the managerial level (leadership), generally know and agree and understand the content and program of the policies to be implemented, technically the operations do not appear to be fully effective. The policy programs that have been established, in terms of implementation, are not easy to translate, especially at the start of a disaster. The earthquake disaster impact management program seemed more sporadic and "like" not well coordinated. All stakeholders, including both the central government and the Cianjur Regency Government, also seem nervous and "shocked", so that the response patterns implemented have not been systematic and measurable. This condition, psychologically, can certainly be understood because this incident cannot be predicted in advance, thus causing shock for all parties.

2. Resource Potential

Resource potential in the context of this research is essentially a potential value that is possessed to translate earthquake disaster management policies in Cianjur Regency. In this context, there are four potential resources needed which are also indicators of this dimension, including; human resources, budget, facilities, and technological indicators. The human resources in question are the ability of human resources who are members of the stakeholders to synergize the implementation of

earthquake disaster management policies in Cianjur Regency. In this position, all stakeholders, both at the central, provincial and district government levels, including other stakeholders are required to have the ability to map the objectives, content and programs of disaster management policies in accordance with the roles of each party. In this way, policies for dealing with earthquake disasters that occurred in Cianjur Regency can be synergized effectively, so that the implementation of these policies can be achieved optimally.

Empirically, human resources in the context of the synergy of earthquake disaster management policies in Cianjur Regency actually have quite the potential to support the success of earthquake disaster management. Institutionally, quite a lot of human resources were involved to help deal with the impact of the earthquake that occurred. The parties involved in this response include the central government, West Java Provincial Government, Cianjur Regency Government, BNPB, BMKG, PMI, NGOs, Mass Organizations, Religious Organizations, Universities, Political Parties, Youth Organizations, and others. . The large potential of human resources from these various institutions is actually "capital" for the Cianjur Regency Government and BNPB to accelerate efforts to overcome the impact of the earthquake disaster that has occurred. The problem is, to what extent the Cianjur Regency Government and BNPB, which are the leading sectors in this response, are able to synergize all existing potential, so that the same steps are developed in translating every policy that has been established. Empirical facts show that institutionally the Cianjur Regency Government and BNPB are considered quite capable of synergizing various stakeholders in translating the disaster management policies that have been established, although technically operationally, especially related to management at the start of a disaster, there is still a need for structuring and improvement.

Regarding the availability of budget resources to support post-earthquake disaster management policies, it cannot be denied that a very large budget is needed. This is understandable, because the implications of the earthquake that occurred apparently had a fairly wide spectrum, namely impacting 16 sub-districts in Cianjur Regency. In this context, the Cianjur Regency Government has received financial support, both directly and indirectly, from various parties, including the Central Government, Provincial Government, NGOs, Mass Organizations, Religious Organizations, Universities, Entrepreneurs, Individual Communities and so on.

Empirical facts also show that refugees need a lot of facility support from various parties, in the form of food, drinks, clothing, baby needs, medicines, tents, beds and so on. Technically, the provision of this facility support is carried out directly to disaster locations that are considered very urgent for assistance, but quite a few are also provided to the Cianjur Regency Government which is facilitated by BNPB, TNI and Police.

The research results also reveal that regarding the need for technological facilities, the Cianjur Regency Government has received significant support and

assistance from various parties, especially the BMKG, for example regarding the prediction and detection of earthquake phenomena. This is of course very necessary in order to anticipate potential aftershocks which could endanger the safety of the population, especially those who are still at the epicenter of the earthquake.

3. Communication Patterns

Communication is a very important factor to support the success of dealing with the impact of disasters that have occurred. Therefore, the communication built by stakeholders, especially the Cianjur Regency Government and BNPB which is the leading sector in disaster management, actually has a good communication pattern. This is very important to pay attention to, so that disaster impact management policies can be more clearly synergized with all stakeholders.

Conceptually, there are six indicators that show the success of communication patterns, namely clarity of communication patterns, speed of communication patterns, accuracy of communication patterns, forms of socialization, cooperation models, and indicators of completeness of information. Empirical facts have found that at the beginning of the earthquake, communication and coordination patterns did not appear to have been developed effectively, giving rise to insufficient or even unclear information regarding the development of post-disaster conditions and situations. The information that develops tends to be partial and sometimes unsourced. This can be understood considering that the psychological condition of the population and local government at that time was still experiencing shock and shock due to the extraordinary impact of the disaster.

The complexity in carrying out communication and coordination patterns in the context of dealing with the impact of the disaster is also exacerbated by the "high interest" of the community who come both from Cianjur Regency and from outside, many even come from various provinces in Indonesia who want to participate to ease the burden on the affected community. affected by the earthquake. From a humanitarian perspective, of course the community's attitude and concern for those affected by the disaster needs to be appreciated and grateful, because the strengthening of the community's level of concern is actually "social capital" which can be a force to assist in disaster management. However, the problem is how far the level of ability, capacity and integrity of the government, both central and regional, including stakeholders who have authority in disaster management, to coordinate and ensure that the assistance they provide actually reaches those who are entitled to it.

Empirical facts also show that the assistance provided by the community is actually provided directly by them, and mostly without communicating and coordinating with stakeholders who have authority in disaster management. This then gives rise to various implications, including; Firstly, the road to locations that were quite badly affected by the disaster, such as entering the villages of Gasol, Sarampad, Benjot, and Cugenang Village, Cugenang District experienced very severe traffic jams and this happened for a relatively long time. Second, the form of assistance provided by the community/donors is generally linear (the same), so that for some it is not in accordance

with the needs of refugees. Third, there is an accumulation of aid in several locations, while there are some locations that really need help, such as areas that are close to the foot of Mount Gede.

However, over time the communication patterns established by the Cianjur Regency Government and BNPB with various stakeholders and the community have undergone improvements and perfection. This is reflected in the clarity and speed of communication carried out by the Cianjur Regency Government and BNPB in order to actualize data and information related to the impact of the earthquake that occurred. For example, updating data and information regarding the development of the number of fatalities and injuries, the number of refugees, the number of damaged houses, both moderately heavily damaged and lightly damaged houses, the number of damaged public facilities such as places of worship, schools, health centers, government offices and others. -other.

The research results also found that to provide information regarding developments in the impact of the earthquake that had occurred, the Cianjur Regency Government had carried out outreach, which was manifested in various forms and media. Some of the outreach activities carried out include; Firstly, outreach to the public is carried out through television, newspapers, internet, radio, bulletins, flyers and community groups. Second, outreach to SKPD within the Cianjur Regency Government which is carried out through meetings, FGDs, instructions and so on.

In addition to socializing developments regarding the impact of disasters, the Cianjur Regency Government has also implemented a model of cooperation with various stakeholders in order to support the acceleration of response and improvement of post-disaster conditions, both related to improving infrastructure, buildings, health, psychology and other things. For example, collaboration with the PUPR-RI Ministry in the context of relocating and building new houses intended for earthquake victims whose houses can no longer be built in their original place because they are in the red zone, as happened in Sarampad Village, Cugenang District.

Relocation the construction of special houses for earthquake victims was placed in two different locations, namely Vila Mande Lestari Housing and Bumi Sirnagalih Damai Housing, which were considered to have good quality and relatively complete public facilities so that they could live comfortably with the victims' families. The initial stage of repairs has been prepared for 2.5 hectares and is intended for 200 heads of families with type 36 and a land area of 90 m², while the construction technology uses the RISHA (Simple Healthy Instant House) model. Apart from the relocation and house building program, the Cianjur Regency Government also provided assistance in the form of stimulus funds amounting to Rp. 50 million for houses that suffered heavy damage, Rp. 25 million for moderately damaged houses, and Rp. 10 million for houses that experienced minor damage.

4. Attitudes of Policy Actors

The attitude of policy actors in the context of dealing with the impact of earthquake disasters, in this case government officials, both at the central, provincial

and district government levels, is one of the factors that determines how to restore post-disaster conditions, both related to physical and non-physical problems. physique. The attitude of policy actors will be reflected in their responsiveness, consistency and commitment in overcoming the impact of the earthquake disaster that has occurred.

Conceptually, the responsiveness of policy actors can be observed from; First, there is awareness among policy actors of the tasks that must be carried out with full seriousness. secondly, the sharp sensitivity of policy actors in dealing with the various matters they face and thirdly the policy actors' understanding of the essence of the responsibilities that must be assumed (Satibi, et al, 2023).

The research results reveal that in terms of the responsiveness of policy actors, especially at the start of an earthquake, the response of government officials, both central and regional, is still considered less responsive by the community in dealing with the impact of the earthquake that has occurred. This condition, psychologically, can actually be understood because the impact of the earthquake apparently had a fairly wide spectrum, so that the officials and officials of the Cianjur Regency Government still looked shocked, anxious and stuttering. At first they did not expect that such a powerful earthquake would occur, where many houses and buildings collapsed, many roads were also split and collapsed, making it look very sad and scary. That is why at the beginning of this earthquake, the officials and apparatus of the Cianjur Regency Government still seemed panicked and confused about what to do to respond to the situation that occurred. However, as time went by, the Cianjur Regency Government structured and systemically continued to take various strategic and technical steps to respond to the wishes and hopes of the community, especially those affected by the earthquake disaster. Coordination, cooperation and synergy continue to be carried out with various groups, including the government (central and provincial), the private sector, entrepreneurs, NGOs, universities, mass organizations and others.

The research results also found that the Cianjur Regency Government, initially assessed by the people affected by the earthquake, lacked commitment and consistency. This condition can be seen from the protests and insults from some people who are disappointed with the attitude of the Cianjur Regency Government. Even the emergence of protests and insults from the community went viral on social media. To overcome various problems that arose related to dealing with the impact of the earthquake, the Cianjur Regency Government then carried out various collaborations and collaborations with various stakeholders, especially the central government, provincial government, BPPB, Police, TNI and other stakeholders. The cooperation and collaboration carried out are translated into various forms of programs and activities, such as; evacuation and handling activities for earthquake victims, relocation of residents, construction of tents, public kitchens, and so on.

5. Organizational Structure

To synergize earthquake disaster management policies in Cianjur Regency, an organizational structure is needed which includes the division of authority, stakeholder support and clarity of procedures. The division of authority is very necessary, so that disaster impact management can be carried out systematically and measurably, with clear accountability. Through this division of authority, it can be seen who is responsible for strategic, technical and administrative policies. The results of the research show that to make disaster management targets and objectives more effective, the Cianjur Regency Government together with all stakeholders, from the central, provincial and district government levels, have designed an organizational structure that involves all parties and is cross-sectoral in nature, in accordance with mitigation needs. As the leading field sector that handles directly at the scene (epicenter) of disasters, it is held by BNPB (National Disaster Management Agency).

In order to support the effectiveness of dealing with the impact of the earthquake disaster, the Cianjur Regency Government has received significant support, both from the central government, provincial government, and other stakeholders, such as BNPB, TNI, Polri, PMI, NGOs, Mass Organizations, Student Organizations, Youth Organizations, Universities, Entrepreneurs, Political Parties and the general public. Then, to expedite the operationalization of disaster impact management, the Cianjur Regency earthquake impact management team has also prepared a number of procedures (SOPs) in accordance with the disaster impact management program that has been established. Through the SOP (Standard Operating Procedure) that has been determined, all stakeholders involved in disaster management can carry out their duties according to the SOP.

E. CONCLUSION

Based on the results of the research that has been carried out, it can be concluded as follows: To synergize earthquake disaster management policies in Cianjur Regency, clear parameters are needed, so that all stakeholders can carry out their duties in accordance with their roles and functions. The parameters referred to include, among other things, the existence of similarities in perception, potential resources, communication patterns, attitudes of policy actors, and organizational structure. Similarity of perception among stakeholders in disaster management will be effective if a common perception is established regarding objectives, content, programs and implementation. To translate disaster management policies, potential resources are needed which include human resource capabilities, budget, facilities and technology. Meanwhile, to facilitate communication in disaster management, clarity, speed and accuracy of communication patterns are needed, then there needs to be socialization and cooperation as well as completeness of information. To build the integrity and trust of the public in the authorities in dealing with the impacts of disasters requires the attitude of policy actors who have responsiveness, consistency and commitment. Meanwhile, to help facilitate the process of dealing with the

impact of disasters, an organizational structure is needed which includes; aspects of division of authority, support from all stakeholders and clarity of procedures (SOP).

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