Community-Based Mount Agung Disaster Communication Model through Pasebaya Community

Adhianty Nurjanah
Communication Science
University Muhammdiyah of Yogyakarta
Yogyakarta, Indonesia
adhianty.nurjanah@yahoo.co.id,
adhianty@umy.ac.id

Aswad Ishak
Communication Science
University Muhammdiyah of Yogyakarta
Yogyakarta, Indonesia
ishak@umy.ac.id

Sakir
Government Science
University Muhammdiyah of Yogyakarta
Yogyakarta, Indonesia
mas.sakir@gmail.com

Abstract— **Mount Agung erupted on November 27, 2017 with 43,358 refugees and spread across 229 refugee points. This study aims to determine the disaster communication model conducted by the government in this case the Public Relations of Karangasem Regency Government with the community affected by the Mount Agung disaster in reducing disaster risk. This study used a qualitative descriptive method and conducted in-depth interviews with the Head of Public Relations of Karangasem Regency, Staff of the Regional Disaster Management Agency (BPBD) of Karangasem Regency, and Pasemetonan Jagabaya Community. The results showed that the Mount Agung disaster management communication model carried out by the government synergized with the community through the Pasemetonan Jagabaya (Pasebaya) community. This community-based disaster communication model is carried out with the disaster risk reduction system through the Pasemetonan Jagabaya Disaster Risk Reduction (FPRB) Forum. The communication media used are community-based communication radio namely Orari, Pemda and Rapi.**

Keywords— Communication, Disaster, Model, Community, Mount, Agung, Pasebaya

I. INTRODUCTION

Mount Agung erupted on November 27, 2017 with a total of 43,358 refugees and spread over 229 refugee points[1]. Mount Agung is an active volcano in Bali. Disaster communication during and after a disaster happens becomes an important thing that must be done especially from the government to affected communities.

When natural disasters occur, effective disaster communication involving communication and information technology must be carried out especially from the government to the affected communities. In this case the prioritization issues that must be done are related to KIKK namely Communication, Information, Coordination and Cooperation. This is absolutely necessary because it requires a fast, precise, and accurate update of information[2]. The issue of KIKK is also important not only in terms of providing accurate information about disasters, but it can also build public empathy and encourage affected communities to be able to rise from problems that arise due to natural disasters that occur.

In this case, at the time of occurrence and post-disaster the need for accurate information is needed by the community and private institutions that have concern for disaster victims. Communication in disasters is not only needed in disaster emergency conditions, but is also important at the time and pre-disaster. As said that communication is the best way to succeed in disaster mitigation, preparation, response, and recovery of a situation during a disaster. The ability to communicate messages about disasters to the public, government, media and opinion leaders can reduce risk, save lives and the impact of disasters[4]. According to Breakwell[5], the main reason for communicating risks prior, during and after the natural disasters is to initiate and carry out direct protective measures.

Public Relations Government has the function of providing services to the public regarding information and mobilizing community participation in the success of government policies by upholding the principle of openness. In the era of information disclosure, communities have the right to obtain correct and non-discriminatory information including information and communication about disasters that occur in their area. Thus, the role of Government Public Relations in carrying out the functions of communication and information to the public at the time of disaster becomes very vital. Disaster communication conducted by Public Relations of Karangasem Regency with all stakeholders both from the government and affected communities is very important to reduce disaster risk. Based on the background above, the researchers wanted to know the disaster communication model of the Karangasem District Government Public Relations in the Mount Agung eruption communication on November 27, 2017.

The research method used in this research using case study method. The selection of case study method because with the researcher aimed to conduct the study in a systematic way through observation, data collection, data analysis until reporting research how the Disaster Communication Model of the Karangasem Regency Government Public Relations upon the eruption disaster of Mount Agung on November 27, 2017.

This research is included into the type of descriptive qualitative research. Descriptive research is research for fact-finding with appropriate interpretation. Studying issues in society, as well as specific community settings and situations, including on the relationships of activities,

attitudes, views and ongoing processes and the effects of phenomena.

II. LITERATURE REVIEW

A. Government Public Relations

Public Relations is a form of communication that applies to all types of organizations, whether commercial or aimed at seeking profit (profit) or non-commercial companies that are not seeking profit. It doesn't matter whether the organization is in the government sector or the private sector. Based on the explanation above, PR is one of the efforts to create harmonious and beneficial relationships between organizations and the public by fostering mutual understanding between organizations and their public.

Public Relations Government conducts public relations activities with the aim of providing good services regarding information and mobilizing community participation to succeed policies that have been decided by the government by upholding the principle of openness. Communities in the era of information disclosure have the right to obtain correct and non-discriminatory information so public relations must carry out their duties in order to provide optimal service. This is as stated in Nurjanah and Nurnisya[6], that the Government Public Relations also has the duty to disseminate new policies, especially related to the new "special jogja" tagline to the people in Jogjakarta by utilizing digital public relations which is part of the implementation of E-government.

As according to Betty[7] in his book Government Public Relations, broadly the purpose of Government Public Relations concerning three things namely:

1) Reputation and image: Public relations duties cannot be separated from reputation and image; this means the assumption that a positive image will be related to the high public access to the output of the organization.

2) Bridge of communication: Public relations is a communicator and mediator in delivering government aspirations.

3) Mutual benefit relationship: public relations must ensure that the government in its operations has good intentions in realizing social responsibility and is expressed through mutually beneficial relationships between the government and the public.

While the function of Government Public Relations According to Edward L Bernays[7], namely:

1) Provide information to the public;

2) Conduct persuasion to change attitudes and actions of the community directly, and;

3) Attempt to integrate the attitudes and actions of an agency or institution in accordance with the attitudes and actions of the community or vice versa.

To carry out the functions and tasks as a public relations officer in the government field, the public relations must have the following capabilities:

1) Observing and analyzing each problem that becomes the concern of the agency and its stakeholders

2) Able to establish two-way communication with every public,

3) Able to influence and create public opinion that supports the institutional program,

4) Able to build good relations and conducive cooperation with various parties.

B. Disaster Communication

When and after a disaster, communication is an important thing to do, especially from the government to the affected communities. In this case, at the time of occurrence and post-disaster the need for accurate information is needed by the community and private institutions that have concern for disaster victims. Communication in disasters is not only needed in disaster emergency conditions, but is also important at the time and pre-disaster. As said that communication is the best way to succeed in disaster mitigation, preparation, response, and recovery of a situation during a disaster. The ability to communicate messages about disasters to the public, government, media and opinion leaders can reduce risk, save lives and the impact of disasters[4].

According to Haddow, G. D, and Kims[4], there are 5 main bases in building effective disaster communication, namely:

1. *Costumer Focus*, which is to understand what information is needed by customers in this case the community and volunteers. Communication mechanisms must be established to ensure that information is delivered accurately and accurately.

2. *Leadership Commitment*, leaders who play a role in emergency response must be committed to effective communication and actively involved in the communication process.

3. *Situational Awareness*, effective communication is based on the collection, analysis and dissemination of controlled information related to disasters. The principle of effective communication such as transparency and trustworthiness is the key.

4. *Media partnership*, media such as television, newspapers, radio, and others are very important media to convey information appropriately to the public. Collaboration with the media concerns an understanding of the need for information.

5. Disaster Management, must be supported by various approaches both soft power and hard power to reduce the risk of disasters. The soft power approach is to prepare community preparedness through the dissemination and provision of information about disasters. While hard power is an effort to deal with disasters with physical development such as building facilities and infrastructure.

III. RESEARCH METHODS

This study uses a qualitative approach, with the object of research being the Public Relations of the Karangasem Regency Government. This research is a qualitative descriptive study by describing and analyzing existing data based on the theory of Government Public Relations and disaster communication.

This research is more directed towards the positivistic paradigm because this paradigm deals with the search for or

discovery of the law of causation that can be used in different contexts and times[8].

The technique of collecting data uses primary data namely interviews and FGDs to related informants who are selected purposively in order to meet research needs, while secondary data is using literature study techniques and documentation to confirm and strengthen the data to be analyzed. Qualitative data analysis requires researchers to carry out activities simultaneously with data collection, data interpretation and writing research reports[9]. Thus data analysis is not done separately with data collection, but is an activity carried out together. During data collection, researchers move interactively in 3 components of analysis, namely data reduction, data presentation and final conclusions / verification[10].

IV. RESULT AND DISCUSSION

A. Karangasem Regency Public Relations Communication, Information, Coordination and Cooperation (KIKK) in the Mount Agung Eruption Communication Disaster November 27, 2017.

Before, during and after the earthquake disaster occurred in Bali, communication activities from the government in this case PR to the community that being affected by the disaster was very important. Communication in disasters is not only needed in disaster emergency conditions, but also important at the time and pre-disaster. As said that communication is the best way to succeed in disaster mitigation, preparation, response, and recovery of a situation during a disaster. The ability to communicate messages about disasters to the public, government, media and opinion leaders can reduce risk, save lives as well as the impact of the disasters[4].

During the Eruption of Mount Agung on November 27, 2017 the Karangasem District of Bali, the Public Relations Office of the Karangasem Government had carried out KIKK activities namely Communication, Information, Coordination and Cooperation. This is as stated by the Head of Public Relations of Karangasem Regency in the following interview:

"At the time of the Mount Agung eruption on November 27, 2017, the function and function of the Public Relations Office was normative and the KIKK had the highest command. One of them was by making a circular related to the latest condition of Mount Agung and information regarding places of refuge with various parties, namely the local government, related agencies, BPBD, DHO, Dinsos, Kesbangpol, Satpol PP, village government, hamlet governments (hamlet leaders), RT and RW, community leaders, religious leaders, traditional leaders, youth leaders, and community institutions at the village. We were greatly assisted by the Pasemetonan Jagabaya (Pasebaya) community, which is a community organization that is very helpful for the government to educate and assist the government, especially in communication, during the Mount Agung eruption" (Interview with Edi Setiadi, Head of Public Relations of Karangasem Regency).

The purpose of KIKK activities is to deal with affected victims and avoid the risk of greater casualties. The existence of intensive communication, providing comprehensive information about disasters before they occur to the affected communities is very important. In addition, between Public Relations the Government and related agencies coordinate and cooperate with each other in disaster mitigation, during disasters and post-disaster.

Karangasem Regency Public Relations also uses communication media such as Instagram social media and fanspage in delivering information related to the Mount Agung eruption disaster on November 27, 2017.

Figure 1 : Instagram @HumasKarangasem
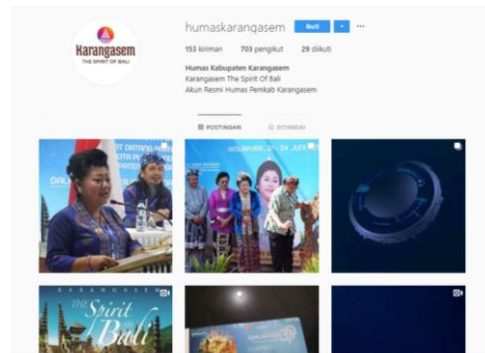
Source: https://www.instagram.com/humaskarangasem/?hl=id[11]

@HumasKarangasem instagram social media activities have contributed to the media to provide information and education of the Government Public Relations Society Karangasem. In addition to supporting the wider dissemination of information, Karangasem Public Relations also uses @HumasKarangasem Fanspage.

Figure 2: @HumasKarangasem Fanspage

Source: https://www.facebook.com/pemda.karangasem/ [12]

As stated by Mr. Made as the Community of Kubu Village, Karangasem Regency, the Government of the Karangasem Regency uses social media in conveying information to the public.

"The government informed the disaster of the eruption of Mount Agung before the eruption, namely by using loudspeakers and sirens to warn the public to immediately evacuate in a safer place according to what was determined by the Government. Like in the

Mangles area, Sisingamangaraja, and others. In addition, the government also uses Instagram social media and Fanspage for the dissemination of other information". (Interview with I Made, community of Kubu Village, District of Karangasem).

The interesting thing about disaster communication carried out by the government, especially the public relations of Karangasem district, is that they are synergizing with the community, namely the Pasemetonan Jagabaya Community (Pasebaya).

B. Pasebaya Community as a Mediator for Disaster Communication

Pasemetonan Jagabaya (Pasebaya) Mount Agung is a community that plays an active role in providing information to residents in areas exposed to the eruption disaster. Pasemetonan Jagabaya (Pasebaya) installed three community-based radio communication repeater units in 28 affected villages. Pasemetonan Jagabaya (Pasebaya) prepares a special number to receive reports and will deliver information that is directly transmitted via 146800 MHz so that radio listeners can listen to it.

"*Pasemetonan Jagabaya (*Pasebaya) is a communicator in informing every development of Mount Agung using the Frequency of HT Pasemetonan Jagabaya (Pasebaya). And Pasemetonan Jagabaya So there is gust info or whatever happens at Mount Agung, our volunteers who are in the circle of Mount Agung will inform Pasemetonan Jagabaya (Pasebaya)". (Interview with Pak Pupuh, *Pasebaya* member).

Pasemetonan Jagabaya (Pasebaya) consists of *perbekel* (village leaders) who is in an area of 6 to 12km radius from Mount Agung. Pasemetonan Jagabaya (Pasebaya) plays a role in providing education to the community, both using HT frequency, and providing education to women and children.

"Pasebaya is now one of the information presenters that began to serve as a reference for the people of the slopes of Mount Agung when doing daily activities. Simply by monitoring the frequency of using HT communication devices, residents can hear the latest information regarding the situation and activities of Mount Agung reported by the Pasemetonan Jagabaya volunteers (Pasebaya) scattered on the slopes of Mount Agung." (Interview with I Made, a resident of Kubu Village, Karangasem Regency).

C. Disaster Communication Model Through Pasebaya Community

In the disaster communication Karangasem Public Relations synergized with the Pasebaya community in delivering information related to Mount Agung. The communication model applied through the Mount Agung Eruption Disaster Risk Reduction Education System by Pasemetonan Jagabaya (Pasebaya).

CHART 1: DISASTER RISK REDUCTION EDUCATION SYSTEM
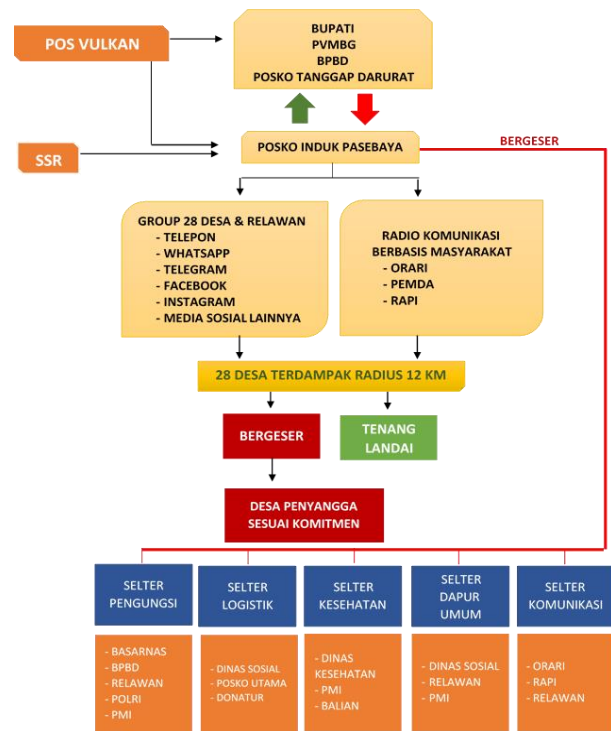
Source: Researchers' Documents

This education system was started from elements of the Government, Regent, PVMBG, BPBD, and Emergency Response Command Post conveying information to the Pasemetonan Jagabaya Main Post (Pasebaya) in which 28 villages were affected by a 12km radius. The communication media are delivered via telephone, WhatsApp, and community-based communication radio, namely Orari, Pemda, and Rapi. The message was received by 28 villages affected by a 12km course. When there is a disaster, the community will be evacuated in the buffer village in 28 buffer villages. The buffer village here is a safe village in the Mount Agung evacuation within a 12km radius. The 28 buffer villages are as shown in the following table.

TABLE I. 28 BUFFER VILLAGES DURING THE MOUNT AGUNG ERUPTION

NO.	NAMA DESA	NO.	NAMA DESA
1.	Rubaya	15.	Kel. Karangasem Tukad Janga
2.	Desa Kubu	16.	Desa Buana Giri bagian atas
3.	Desa Dukuh	17.	Desa Budakeling
4.	Desa Batu Ringgit	18.	Desa Kesimpar
5.	Desa Sukadana	19.	Desa Pembatan
6.	Desa Ban	20.	Kelurahan Subagan
7.	Desa Tianyar	21.	Desa Bebandem bagian atas
8.	Desa Pidpid bagian	22.	Desa Jungutan
9.	Desa Nawakerti	23.	Desa Duda Utara
10.	Desa Menanga	24.	Desa Amerta Buana
11.	Desa Kesimpar	25.	Desa Sebudi
12.	Desa Datah bagian atas	26.	Desa Peringsari bagian atas
13.	Desa Ababi bagian atas dan barat	27.	Desa Muncan bagian atas
14	Kel.Padangkerta	28.	Desa Besakih

Each buffer village has Refugee Shelter, Logistics Shelter, Health Shelter, Kitchen Shelter, and Communication Shelter. Thus the government carries out disaster communication in the affected villages in synergy with the Pasabaya Pasemetonan (Pasebaya) through a predetermined disaster risk reduction education system, with the hope that it will reduce the victims of Mount Agung. Thus the community-based communication model as a subject is more responsive and heard in handling disasters.

V. CONCLUSIONS

Karangasem Government Public Relations has carried out KIKK activities namely Communication, Information, Coordination and Cooperation with various parties such as BPBD, Dinkes, Dinsos, Kesbangpol, Satpol PP, village government, hamlet governments (hamlet heads), RT and RW, community leaders, religious leaders, traditional leaders, youth leaders, and community institutions namely Pasebaya. In conveying Government Public Relations disaster communication in synergy with the Pasemetonan Jagabaya (Pasebaya) community. Pasemetonan Jagabaya (Pasebaya) The community-based disaster communication model was carried out with a disaster risk reduction system through the Pasebaya Agung Disaster Risk Reduction (FPRB) Forum 28 Affected Villages 12 km. The communication media used are community-based communication radio namely Orari, Pemda and Rapi.

REFERENCES

[1] Erdianto. 2017. Kompas: Refugees of Mount Agung Eruption Reaches 43358 Fatalities https://nasional.kompas.com/read/2017/11/29/1837376 1/gunung-agung-meletus-pengungsi-mencapai-43358-jiwa diakses pada 24 Juni 2019

[2] Budi HH, Setio (ed), 2011, Disaster Communication, Publisher: ASPIKOM, PERHUMAS Yogyakarta dan Buku Litera

[3] Asteria, Donna. 2016. Optimization of Disaster Communication in Mass Media as Supporting Disaster Management. Communication Journal, Department of Communication Science, Faculty of Social and Political Sciences, University of Indonesia. Vol.1. No. 01.

[4] Haddow, G. D, dan Kims. 2008. Disaster Communications, In A Changing Media World. London. Elsevier

[5] Rod,S.K., BotanCarl, Holen. 2012. *Are Risk communication and the willingness to follow evacuation instructions in a natural disaster, Health, Risk & Society, Vol. 14, No. 1,* February 2012, 87–99, Routledge : 4)

[6] Nurjanah, Adhianty & Nurnisya, Frizki. 2016. Utilization of Digital Public Relations (PR) in the "Jogja istmewa" Tagline Socialization of Yogyakarta City Government Public Relations. Aristo Journal. ISSN 2338-5126. Vol. 4. No.1. Coppola, Damon, Maloney, Erin K, 2009. Emergency Preparedness Strategies for Creating a Disaster Resilient Public. Taylor and Francis Group, LLC.

[7] Nilasari, Betty Wahyu. 2012. Government Public Relations. Jakarta: Graha Ilmu

[8] Daymon, Christine & Immy Holloway. 2008. Qualitative Research Methods in Public Relations and Marketing Communication (trnsltd). Yogyakarta: Bentang

[9] Cresswell, J.W. 2012. Research Design: Qualitative, Quantitative and Mixed Approaches. Third Edition. Yogyakarta: Pustaka Pelajar

[10] Sutopo, H.B, 2006. Qualitative Research Methodology: Basic Theory and Its Application in Research,, Surakarta: Sebelas Maret University Surakarta

[11] Instagram 2018. Humaskarangasem. https://www.instagram.com/humaskarangasem/?hl=id

[12] Facebook. 2019. Pemda.Karangasem. https://www.facebook.com/pemda.karangasem/