Multi-stakeholder Participation Challenges

In Local Disaster Management Policies:

A Case from Bojonegoro District, Indonesia

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ABSTRACT

This article talks about disaster management policies in Bojonegoro District. Being the first district to implement an open government partnership, the formulation of disaster management policies in Bojonegoro namely Regulations No. 7 of 2012 became the starting point development in Bojonegoro District. The data in this article was obtained by unstructured interviews with stakeholders who participated in the implementation of disaster management policies in the district of Bojonegoro. The Government, Non-Government Organizations (NGOs) and the Community work together in the formulation and implementation of disaster management policies so that collaboration among multistakeholders can be the key to implementing disaster management. The initiation of the Regent Regulation No. 7 of 2012 concerning Disaster Management in Bojonegoro is from NGOs working in the field of public safety in industrial activities in Bojonegoro. The challenge is to involve private stakeholders, namely industrial organizations, religious institutions and educational institutions. Collaboration with the 3 stakeholders began to be carried out in handling flood disasters that often occur. The multistakeholder collaboration effort has become balanced in implementing disaster management policies so that disaster risk can be reduced from year to year and losses and victims can be minimized.

Keywords: Disaster Management Policy, Multistakeholders, Collaboration, NGOs

I. INTRODUCTION

Disaster is a phenomenon that cannot be avoided in changing nature. Tropical conditions in Indonesia also have certain hydrological conditions that trigger natural disasters such as tornadoes, extreme rains, floods, earthquake, and droughts. [1]. The global commitment explained at the 2015-2030 Sendai Framework meeting for Disaster Risk Reduction, disaster risk management is implemented holistically to achieve the achievement of the Sustainable Development Goals (SDGs) [2] By 2020, The SDGs focus on increasing the number of cities by adopting comprehensive policies and strategies for inclusion, resource quality, climate change mitigation and adaptation, disaster resilience, and designing and implementing them [2]. This statement is an indication that disaster management will be an important focus in the next 10 years. Disasters themselves are objects that must be observed as a form of massive efforts to overcome them.

The most frequent disasters in Indonesia are floods, tornadoes and earthquake [3]. Massive efforts are needed to anticipate and overcome this disaster. The government in overcoming disasters is demonstrated by various public administration activities carried out through the formation of disaster management policies. This effort provides an explicit picture of public administration that plays a role in disaster management; this was stated by Albuquerque [4] and also supported by Siriporananon [5]; and Otani [6]. Playing a role in each disaster management process has both success and failure. Lowndes & Skelcher, [7] and Brown and Keast, [8] suggest that failure is possible because networks of government are not collaborative due to the dynamics of their members' behavior. The same statement was also made by Mandell & Steelman, [9]; Mandell and Keast [10]; Davies, [11]; and Subatin [12].

Disaster management policy is an effort to demonstrate that disaster management is a priority for the government in realizing a good service system. Law Number 24 of 2007 concerning disaster management, Government Regulation Number 21 of 2007 Implementation of Disaster Management, Funding and Management of disaster assistance, Government Regulation Number 23 of 2007 concerning the Role of International Institutions and Foreign Non-Government Organizations, Presidential Regulation (Perpres) No 08 of 2008 concerning The formation of BNPB, and the last one is the 2015-2019 BNPB Strategic Plan. [13]. Disaster management policies are made to expedite the disaster management process as a form of the government's main role. Strengthening this statement Sebastian, [14], Hui Hu, et al [15] and Mashi et al [16] stated that the government also has an obligation to encourage innovation and concern for disaster risk reduction by stakeholders. Disaster risk reduction is carried out to minimize the impact due to disasters

The trend of the impact of the disaster which is depicted in the last 10th period there has been a decrease in casualties, house losses and damage to facilities [3]. This becomes an interesting question to ask about the involvement of various parties in disaster management. Has disaster management been running well in Bojonegoro District? What is the role of stakeholders in disaster management in Bojonegoro District? How is the multi-stakeholder partnership and its challenges in disaster management in Bojonegoro District? This question is indeed important to give an explanation because Bojonegoro is a District with the most area Crossed by the Solo River Basin of Bengawan, which is 14 Districts [17]. This research focuses on answering the curiosity of the multi-stakeholder partnership in disaster management in Bojonegoro District.

2. LITERATURE REVIEW

Disaster management is characterized as an applied science that seeks improving policies relating to prevention (prevention), mitigation (reduction), preparedness, emergency response and recovery through comprehensive disaster monitoring and analysis. [18]. According to Nei Grigg [19] the main stages and functions of disaster management in general include: first stage is planning (planning), next stage is organizing namely a mechanism for the division of labor, roles, rights and obligations of all individuals (parties) who are part of a community organization. Leadership (directing) is the process of leadership, mentoring, coaching, coaching, coaching, motivation, reward and punishment, counseling and training. Coordination, namely the effort to coordinate human resources (HR) to be involved, have a sense of belonging, participate or be able to participate either partially or completely, so that HR can function properly

and correctly. Control is an effort to control, to monitor, to evaluate and to monitor human resources, organizations, the results of activities from a part or all existing activities. Budgeting, in terms of disaster management, budgeting is a crucial component of performance for the development process in normal or emergency situations, starting from the assessment, planning, construction, operation and maintenance of existing infrastructure. Finance (financial), the budgeting process is the starting point for financial planning.

After the main tasks and functions are carried out, a work program is determined, the calculation of costs and benefits as well as an analysis of the risk and success of the program. According to Willian Nick Carter [20], natural disaster management must be carried out in several stages, such as disaster preparedness, repair of damage (reconstruction), restoration of damaged social infrastructure and facilities (rehabilitation) and taming natural changes that cause disasters (mitigation).

According to Freeman [21] and Biset [22], stakeholders are groups or individuals who can influence and or be influenced by the achievement of certain interests in the problem. Based on their strength, important position, and influence on an issue, by Freeman [21] and Grimble and Wellard [23], stakeholders are categorized into 3 (three) groups: primary, secondary and key stakeholders. Key stakeholders are direct involved stakeholders and are the main determinants of policy decisions. Supporting (secondary) stakeholders are groups who have no direct involvement in the program. But it has interest (interest) and concern such that it affects public perceptions and legal decisions of the government. Main stakeholders meanwhile are stakeholders with legal authority to make decisions. Judging from the role of stakeholders, they are grouped into 7 (seven) sections in which there are intersections with each other [24]. Figure 1 below can explain the division of stakeholder groups according to their roles.
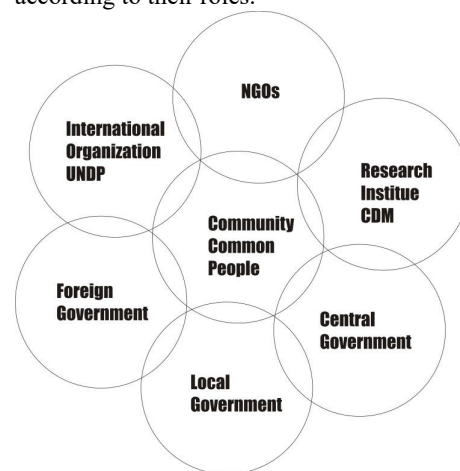

Figure 1 The Role of Various Stakeholders in Disaster Management

From Figure 1, it can be seen that there are 7 (seven) stakeholders who play a role in disaster management, Non-Government Organizations, Research Institutions, Central Government, Regional Government, Foreign Government, UNDP International Organization, and the general public. There are parties that have not been included in the stakeholder group, namely the private sector. Roeth [25] provides advice for the private sector in helping prepare for disasters: a. Link disaster preparedness with the climate change adaptation agenda. b. Raise awareness and carry out advocacy. c. Create a multi-stakeholder cooperation framework. d. Creating a network of cooperation between companies. e. Provide policy input from the company point of view. f. Building intra-sector business cooperation. g. Creating various disaster mitigation pilot projects

This study divides the stakeholders into 3 categories: the general public who are affected/and at risk; NGOs LPBNU (Nahdhlatul Ulama Disaster Management Agency) and Bojonegoro University as an educational institution; and key stakeholders, namely the central government and BNPB (National Agency), Disaster Management) and the local government, namely BPBD Bojonegoro District. Emerson (2015), Shergold (2008) and Wanna (2008) in Zaenuri [26] describe a transformative collaborative governance process whose stages consist of building a shared vision, then stakeholder participation, after which the network is realized, and what the latter results in partnerships that are sustainable.
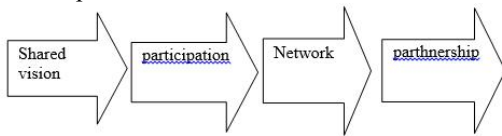

Figure 2 Collaborative governance process transformation

Figure 2 explains that the first stage is a shared vision, namely building a shared vision. According to Senge [27], Bryson [28] and Zaenuri [26] the interests of stakeholders required efforts to unify goals in the collaborative process. The shared vision is well received by all stakeholders (government, community and private sector) [26]. According to Arnstein [29] and Zaenuri, [26] that the second stage is participation which is marked by the emergence of a commitment to voluntarily be carried out by citizens without being instructed). The third is a network, the establishment of relationships between stakeholders in carrying out joint activities to solve problems. The characteristics of networks in governance include the dependence of actors, the exchange of organizational resources, the interaction of actors with negotiation of collective agreements, having a broad level of autonomy, contributing to the public interest, institutionalized actor interaction, finally the diversity of actors. [30]. The last stage is a partnership/partnerships. The sustainability of participation in the long term is a

form of partnership. There are 3 levels of participation according to Ostrom [26], namely operational, policy-making and institutional.

3. METHODS

This study used data triangulation techniques, which were carried out by collecting data from various different sources and then reviewed and compared. Validity is obtained by crossing information from these various sources. The stages carried out in the study consisted of three stages. The first is Observations. this research focuses on multi stakeholder participation of disaster management. Furthermore, the results of these observations are recorded, reduced and analyzed to be formulated in answering research questions. The second is interview; this study was conducted using unstructured interview. Unstructured interviews were conducted involving stakeholders, namely the Government, Non-Governmental Organizations (NGOs) and the Community. The government was represented by BPBD Bojonegoro District, NGOs were represented by the Bojonegoro Institute, and community representatives in the Bengawan Solo watershed. Unstructured interviews were also conducted to obtain more in-depth information, conducted by interviewing the Nahdlatul Ulama Disaster Management Agency (LPBNU) as a religious institution that has a work program focused on Bojonegoro disaster and an educational institution, namely Bojonegoro University. The third is documentation, collecting secondary data needed to determine the track record of disaster management in Bojonegoro District.

4. RESULT AND DISCUSSION
4.1 Role of Stakeholders

The results of the study illustrate that the stakeholders in the disaster management process in Bojonegoro District consist of 5 (five) groups, namely the Government, the Community, NGOs, the private sector and universities. Senge, [27], Bryson, [28] and Zaenuri, [26] stated that each group has different interests, so it is necessary to define common goals so that a collaborative process can be established. Figure 3 below shows the five stakeholder groups involved in disaster management in Bojonegoro District. Figure 3 was adopted and processed by researchers from Freeman [21], Grimble and Wellard [23], Sadisun [24] and Primary Data Sources.
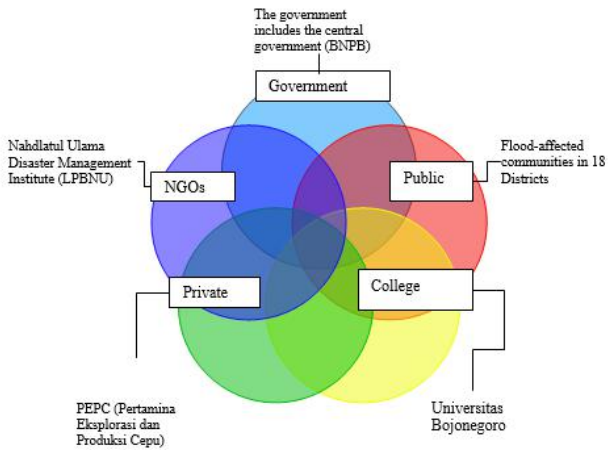
Figure 3 Stakeholders in disaster management in Bojonegoro District

Figure 4 he Role of Stakeholders in disaster management in Bojonegoro District

It can be seen in Figure 3 that there are 5 stakeholder groups in which there are also parts of each of these groups. The government consists of the central government, namely the National Disaster Management Agency (BNPB) and local governments, namely the Regional Disaster Management Agency (BPBD). Non-governmental organizations that play a role are religious institutions, namely the Nahdlatul Ulama Disaster Management Agency (LPBNU). Furthermore, there is the private sector represented by Pertamina Exploration and Production Cepu (PEPC). Higher education is represented by Bojonegoro University, and the last is a community within 18 sub-districts affected by the flood.

In 2012, Bojonegoro District Regulation No. 7 on disaster management was issued. Disaster management policy formulation is carried out by involving stakeholders in disaster management. Conducted with an audience process and Focus Grub Discussion (FGD), conducting a mapping of how the disaster management process is effective in Bojonegoro District. It involved several NGOs, namely the LPBNU and the Bojonegoro Institute, but in the process until now the LPBNU has had a more role than other NGOs. Bojonegoro Institute was involved in the policy formulation process at Perkab Bojonegoro No.7 of 2012 in a FGD with the community and other stakeholders. Interestingly, the LPBNU, as an NGO under a religious organization, plays a fairly dominant role in disaster management in Bojonegoro District.

Describing the role of each stakeholder is not easy, as it means to analyze what each stakeholder has done and their goals. These objectives must be used as a starting point for formulating common goals so that a so-called multi-stakeholder partnership is created, where all stakeholders must accept this [26]. Figure 6 below maps the roles of each stakeholder in disaster management in Bojonegoro District.
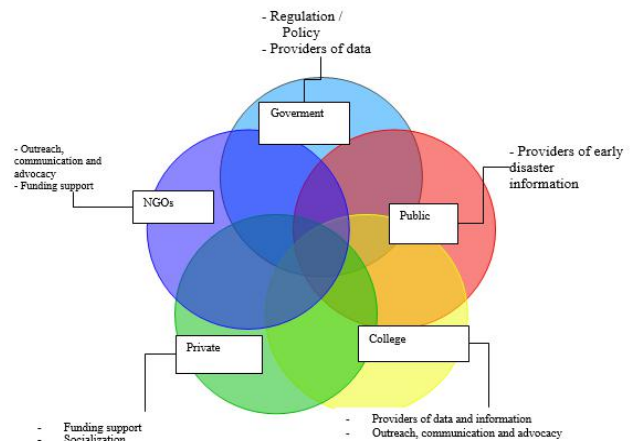
From Figure 4, it can be seen that the role of each stakeholder is the initial part in formulating a common vision so that collaboration will be created in disaster management in the form of a partnership as expressed by Arnstein, [29] and Zaenuri [26]. The government plays a role in providing disaster management regulations, namely in the form of policies. In addition, the government also has an obligation to provide data and information about disasters in its area. This is used as material to formulate policies on disaster in the region. Mapping data and information that has an impact on the policies to be taken is an important part of the provision of a disaster budget. Budget support is the government's role in implementing disaster management in Bojonegoro District. Budget support in disaster management is closely related to the attitude of the bureaucracy as one of the supporting factors and hindering the implementation of disaster management policies. [31]. The government is the main provider of funds for disaster management, starting from the mitigation process, emergency response to recovery. Disaster mitigation is carried out by the government with structural and non-structural measures. Structural is carried out by building infrastructure along the Bengawan Solo River Basin, which often overflows. Construction was also carried out in the riverbanks area in the mountains around Bojonegoro District which resulted in the Flash Flood.

Non-structural mitigation is also carried out by the government in the form of socialization and advocacy to village communities, especially those affected in Bojonegoro District. Disaster Resilient Village (Destana) has become a media for socialization and advocacy to the community. The next stakeholder is an NGO, namely LPBNU, an institution under the religious organization Nahdlatul Ulama with a vision and mission that focuses on disaster management in Bojonegoro District. The LPBNU is involved from the process of formulating policies to

implementation. His active involvement is shown in socialization, communication and advocacy at the pre-disaster / mitigation, emergency response and recovery / recovery stages. The LPBNU conducts socialization and communication in disaster mitigation through internal members of the organization, namely training each representative of the branch coordinators in the sub-district. Members who have been given this training will socialize them to the closest congregation who are within an organization. Following after that was socialized to the wider community. This method of socialization and communication is carried out in stages because the Nahdlatul Ulama organization itself has used it in communication patterns within their organization. Communication and outreach covering how to prevent and minimize the impact of disasters, how to prepare communities for disasters and map out follow-up efforts are part of the goal of disaster management. [19]

LPBNU also conducts coin jumputan activities for each member and community who wishes, these results will be used for operational purposes related to mitigation and emergency response. The LPBNU also has a role in funding support. The government has its own regulations in the disaster management budget, while the LPBNU is part of the Charity Zakat Infaq and Shodaqoh Nahdlatul Ulama (LAZISNU) as the provision of funds which makes LPBNU an extension of the hand in channeling funds devoted to disaster management. LPBNU provides funds for emergency response to disaster victims, provides facilities and infrastructure to be used in the disaster management process, such as emergency cars that have been distributed to 11 sub-districts with high disaster risk in Bojonegoro District. The next stakeholder is the private sector, namely Pertamina Exploration and Production Cepu (PEPC). Having a role as a provider of funds in emergency response, the role of outreach has also been carried out frequently since 2016. Emergency response is a major role in this private sector, apart from social responsibility, also for social branding of their organization. Furthermore, Bojonegoro University is a university that also plays a role in emergency response. Emergency response is usually carried out shortly after a disaster occurs. In addition, universities also have a role in providing disaster-related data and information through scientific studies.

The last one is the community, specifically the people affected and at risk, while in general it is the whole community of Bojonegoro District. Communities are providers of initial information about disasters, so that other stakeholders can take action in disaster management efforts. In addition, emergency response is also an important part of the community's role. This is because turning the community into an object and subject is one of the disaster management efforts itself. The community becomes more aware of how to prepare for a disaster and

can minimize risks when a disaster occurs. This knowledge of community readiness is the responsibility of other stakeholders, so that the role of rapid response in this disaster can be maximized.

4.2 Multi-Stakeholder Partnership

Stakeholders are stakeholders who have their original purpose in playing a role in solving existing problems. The collaborative process has stages so that there is participation from many existing stakeholders. Formulating common goals was carried out by the five stakeholders in disaster management in Bojonegoro District in the Disaster Risk Reduction Forum. Even though there are not only five stakeholder sections in the forum, the researchers have mapped these five stakeholders who have more roles. The role of the Multi-Stakeholder Partnership in disaster management in Bojonegoro District is seen in Figure 5 below.
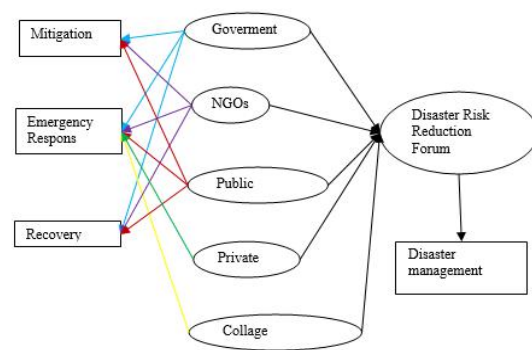

Figure 5 The Role of Multi-Stakeholder Partnership in disaster management in Bojonegoro District

Figure 5 presents a description of the partnership in disaster management in Bojonegoro District. Put together through the Bojonegoro District Disaster Risk Reduction Forum, the five stakeholders were mapped to have their respective roles in the disaster management process. Menurur Hemmati [32] and Simpungwe, [33] state that a multi-stakeholder partnership brings together various stakeholder sectors to work together in collective action to realize collaborative solutions. This statement is also confirmed by Sartas et al., [34] and Hailua et al. 35]. In Figure 7 it can be seen that the government, NGOs and communities have a role in the mitigation, emergency response and recovery stages. The private sector and universities have many roles in emergency response.

According to Morgera and Cirelli [36], Gilmour et al., [37] and Goldammer, [38] that to increase the role of stakeholders in Multi-Stakeholder Participation includes capacity building and continuous innovation, as well as a faster decision-making process, this statement also

supported by Wagner, [39] and Hemmati, [32]. This is done in order to deal with environmental changes that require a rapid change process so that challenges can be faced properly. The challenge in multi-stakeholder participation in disaster management in Bojonegoro District is to maximize the role of the private sector and universities so that they can play a role in every process in disaster management. Meanwhile, the role of the private sector was only seen dominant during the emergency response [40], whereas in the process before and after it had not been shown to be maximal. The disaster management process is not only temporary when a disaster occurs, but it is also important to instill discipline and concern about the disaster itself. Bojonegoro, which is a mining industry area, has a vulnerability to nature. So it is necessary to have a high awareness and social responsibility in making efforts to build awareness of disasters.

Higher education also has an obligation to build disaster awareness, has a duty to build public awareness so that it needs to be involved in the disaster management process from mitigation to recovery. This role is an important part of and challenges in disaster management in Bojonegoro District. Of course, it is adjusted with the respective goals of both private organizations and universities. Being a disaster-prone area, disaster management should be part of the core policy or program every year.

5. CONCLUSION

Stakeholders in disaster management in Bojonegoro District are parties who have an interest in disaster management in Bojonegoro District. The results of this study can illustrate the role of multi-stakeholder disaster management and multi-stakeholder challenges in disaster management in Bojonegoro District. There is an explanation of these conclusions, namely:

1. This study identifies 5 (five) groups of stakeholders in disaster management, namely, the government represented by BNPB and BPBD, the private / private sector represented by Pertamina Eksplor and Cepu Production, Non-Governmental Organizations (NGOs) represented by LPBNU, Higher Education represented by Bojonegoro University, and the general public.
2. There is a role for each of the 5 (five) stakeholder groups, namely, the government as a regulatory/policy maker, provider of disaster data and information, budget support and outreach and advocacy. The private sector/private sector has a role in socialization, communication and advocacy, as well as funding support. NGOs as stakeholders have a very important role, namely as providers of data and information, financial support, and lastly they play the role of communication, outreach

and advocacy. Higher education has a role in providing disaster data and information, as well as in communication, dissemination and advocacy of disasters to the community. Finally, the community has a role in providing initial information about disasters, besides that it also plays a role in quick response when a disaster occurs.

3. Multi-stakeholder partnership is characterized by a unity of activities in carrying out the disaster management process, namely the Disaster Risk Reduction Forum in Bojonegoro District. This forum is the main forum for implementing the multi-stakeholder disaster management process. Stakeholders play a role according to their abilities in the process stages. The government, NGOs and communities are involved in the mitigation, emergency response and recovery processes. Private sector/private and universities are in the emergency response process.

4. The challenge is to maximize the role of the private sector and universities in order to support the entire disaster management process. This is done to seek public awareness and awareness of disasters in the mitigation process. Besides, it can also play an active role in the recovery process both physically and non-physically.

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