

Good Public Communications Are Key to the Success of Disaster Mitigation (Increasing Community Literation of Disaster Mitigation by Government Public Agency in Padang City)

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ABSTRACT

Padang city is located in a disaster-prone area. The earthquake that hit the city of Padang on September 30, 2009, recorded 383 people who died due to the quake. Since then, the local government strives to reduce the death rate during a disaster by providing disaster information to the public. This study aims to analyze the optimization of disaster communication by the disaster management office Padang city (BPBD) on disaster mitigation. This study is qualitative with descriptive methods, intended to understand the phenomenon experienced by research subjects. The results showed that BPBD Padang City had built good and intensive communication with the Padang City community. That can be seen from the existence of a special section of the BPBD that is tasked with disseminating information related to disaster mitigation, namely the disaster prevention and preparedness section. Also, the material presented was well prepared, involving experts in the field of disasters and NGOs. Furthermore, in conveying information to the public, BPBD uses a variety of media or channels, such as discussion forums, radio, television, social media (Facebook, wag), billboards, and making a "tsunami save zone" road markings to make people understand how to save themselves if a disaster occurs. This disaster mitigation socialization has been carried out to the community of 15,000 houses and 50 urban villages in the tsunami red zone. This has an impact on reducing the number of people who exodus to outside Padang City.

Keywords: disaster communication, disaster mitigation, BPBD

1. INTRODUCTION

The movement of tectonic plates that runs along the western coast of Sumatra Island are highly vulnerable to earthquake and tsunami, coupled with the presence of four active segment fracture of the earth that is segment Sianok, segment Suliki, segment Sumani and segments Sumpur of potential earthquakes in the Barisan Hill that crosses the West Sumatra (BPBD West Sumatera, 2016). Based on the calculation of the earthquake's intensity, shaking in Padang achieves an Instrumental Intensity scale of 6-8 SR. The high intensity of the earthquake in Padang City is also due to its geographical position on the "megathrust," threat of massive earthquake centered in the Mentawai. This major earthquake can destroy Padang city (Perdana, 2019).

Disaster preparedness absolutely must be done by all the people of Padang. Under Law No. 24 of 2007 on disaster management mandates that various approaches should support disaster mitigation. First, the soft power approach prepares the preparedness of society through awareness and providing information about the disaster. Second, the hard power approach, namely to physical construction such as developing communication

infrastructure, building dikes, establishing a concrete wall, dredging rivers, and so on. Accordingly, disaster management measures must refer to the protection of human life and reduction of potential loss and damage (Koshimura, S., & Shuto, N, 2015:1).

Organizationally, in 2008, Indonesia established the National Disaster Management Agency (BNPB) as the lead disaster management agency responsible for the overall disaster management policy and practice to minimize human casualties through better disaster risk management, Information Technologi-enabled disaster preparedness and response (Chatfield, A. T., & Brajawidagda, U, 2013). In other hand, the handling of disaster management in local government is managed by disaster management district office (Badan Penanggulangan Bencana Daerah - BPBD) located in every region (Purworini, D., Purnamasari, D., & Hartuti, D. P, 2019). The establishment of BNPB at the national level and BPBD at the regional level is expected to streamline efforts to prepare communities for disaster situations and cope with emergency conditions to rehabilitate the post-disaster (Nurdin, 2015:51).

Disaster management office Padang city (BPBD) through Padang Local Regulation No. 18 the Year 2008 on the Establishment of the Organization and Work Procedure BPBD, is expected to understand the disaster to the community by optimizing communication about the tragedy. The management of disaster information is fundamental to mitigation and effective disaster-relieve operations. Disasters usually happen abruptly and often with different levels of severity, posing a major challenge for effective information exchanges and coordination. These events have given rise to the realization that more concerted communication is needed to manage disasters more effectively (Moorthy, R., Benny, G., & Gill, S. S., 2018). Disaster communications are not only needed in emergency conditions but are also crucial during the pre-disaster. In addition to adequate information about potential disasters, training, and internalize habits for disaster situations should also be done on an ongoing basis. Much information alone is insufficient to sensitize the citizens on the dangers of impending disaster. How to convey the statement also must be done correctly. Defects in communicating information could lead to uncertainty, which worsens the situation (Nuridin, 2015:51).

This paper attempts to describe the way of BPBD communication in disaster management to increase public literation of disaster mitigation. Disaster communication carried out by BPBD Padang City has seen from the five components of Harold Lasswell's communication, namely: who (the communicator or sender or source of message), says what (the content of the message), in which channel (the medium or media), to whom (the receiver of the message or an audience), and with what effect (the feedback of the receiver to the sender).

2. METHOD

The study is qualitative research with a descriptive method. It can be synthesized that qualitative research aims to understand the phenomenon of what is experienced by research subjects, such as behavior, perception, motivation, action, and others, holistically. And by way of description in the form of words and language, in a specific context naturally and by utilizing various natural methods (Moleong, 2012: 6). Based on this, the researchers feel a kind of qualitative research is assessed according used in this study.

This study's completeness was obtained by using three data collection techniques, namely, observation, interviews, and documentation study. They were taking informants in this study using purposive sampling; as disclosed by Sugiyono (2017: 85), purposive sampling is a sampling technique with specific consideration. This is determined by looking at the status, role, and position in

certain social strata. The informant in this study was the Chief Executive BPBD, Secretary BPBD, Head of Prevention and Preparedness BPBD, and a staff member of the Prevention and Preparedness BPBD.

Mechanical examination of data's validity, that the extension of participation, persistence observation, triangulation, peer checking, referential adequacy, negative case studies, the checking member, detailed description, dependence audit, and audit assurance (Moleong, 2012: 327). Researchers used an interactive model of Miles and Huberman (2014: 15-20) to analyze the research data. Activities in qualitative data analysis are performed interactively and run continuously until complete so that the data is already saturated. The interactive model is composed of data reduction, data presentation, and conclusions/ verification.

3. RESULTS AND DISCUSSION

3.1 BPBD as a communicator in literacy enhancement of disaster mitigation

The capability of BPBD to manage a disaster are very important issues. Important factors in strengthening technical capability of BPBD are an effective logistic management system, a sufficient technology information system, and a communication network between organizations, the community and media representatives (Kusumasari, B., & Alam, Q, 2012). The BPBD, as a government agency in charge of disaster prevention, has three fields with different tasks for each of their areas: 1) prevention and preparedness, 2) emergency and logistics, 3) rehabilitation and reconstruction. especially, the prevention and preparedness section carry out disaster mitigation activities.

Disaster prevention and preparedness unit has the most frequent of activities delivery of information related to disaster mitigation. The implementation of activities is usually carried out in collaboration with NGOs and volunteers, depending on the mitigation activity type. If the activities can be handled independently by the Prevention and Preparedness department, the actions will only be carried out by BPBD. However, if the activities are carried out on a large scale, then team NGOs, PMI, and other organizations in the field of disaster are involved.

Furthermore, the team or person who will deliver the information depends on the situation itself. For example, suppose the dissemination information on disaster mitigation will be held in one school. In that case, the one that will provide disaster mitigation information is the Prevention and Preparedness team from BPBD. But if the activities to deliver information to schools are held simultaneously or massively, then BPBD will be assisted by friends from NGOs and activist friends in other disaster fields.

Disaster communication becomes an important element in disaster risk reduction both in knowing disaster threats, the needs of victims, and various disaster risk evaluations (Lestari, P., Ritonga, R., Ruliana, P., & Barus, C. C. B., 2020). BPBD as a communicator in disaster communication have credibility in delivering information. As Beggs, J., C (2018) said, credibility is an important component when working with the public. The BPBD as spokesperson who will convey important messages to the public have a reputation and can be trusted. So far, BPBD has succeeded in becoming a reference or guideline for the community to obtain information about disasters.

3.2 Disaster Mitigation Material that Presented by BPBD Padang City

There are at least ten types of disasters that may occur in Padang at any time, for example; 1) floods, 2) earthquakes, 3) tsunamis, 4) landslides, 5) drought, 6) extreme waves and abrasion, 7) extreme weather, 8) forest and land fires, 9) disease and disease outbreaks, 10) failed technology. The BPBD of Padang City, as a government agency, has duties and functions in disaster management, is always trying to make Padang a Disaster Smart City. Namely, realizing the people of Padang City who know disasters to save themselves, their families, or others when a disaster occurs. This knowledge will foster a culture of disaster preparedness in people's lives (BPBD, 2020).

Padang as a Disaster Smart City consists of twelve programs, including; 1) disaster smart family, 2) disaster smart school, 3) disaster smart tutoring place, 4) disaster smart market, 5) disaster smart village, 6) disaster smart hotel, 7) disaster smart hospital, 9) disaster smart mall, 10) disaster smart campus, 11) disaster smart state-owned enterprise, 12) disaster smart regional working unit (OPD). In the last three years, the BPBD of Padang City has focused on the material for Disaster Smart Families and Disaster Smart Schools.

The Disaster Smart Family program provides direct education to the community, especially those who live in the red zone. This activity is carried out house to house. The process of providing education itself is carried out using interpersonal communication between members of the Disaster Preparedness Group and the community, who is the main target. The information conveyed included: 1) potential disasters in their place of residence, 2) dangerous spots in their homes or in their environment, 3) characteristics of the earthquake and tsunami and what actions to take, 4) safe locations for evacuation places in around where they live, such as TES (temporary evacuation site) or whatever they can use 5) family evacuation plans, 6) how to escape from the earthquake and tsunami, 7) "short golden time" to save themselves, only 20 minutes until 30 minutes, 8) prepare an emergency disaster standby bag.

Furthermore, School Smart Disaster Programme can be seen in table 1.

Table 1. School Smart Disaster Programme (SCB)

No	Name of Activity	Material Provided
1	Introduction of SCB	1. Introduction to schools about SCB activities. 2. Delivered the purpose of establishing the SCB
2	SCB Team Formation	Formation organizational structure of the SCB team. This team consists of the chairman, vice-chairman, secretary, information and socialization sector, evacuation and rescue sector, logistics, and equipment sector.
3	School Disaster Risk Identification	1. Recognizing potential disasters, potential losses, and potential victims in schools. 2. Making a comprehensive list of events or incidents, causes, triggers, and obstacles from achieving goals
4	Basic Concepts of Planning and School Evacuation Map	a series of activities and measures to guide the implementation of the evacuation of vulnerable areas to safer areas.
5	Preparation of the routine procedures of disaster management in schools	1. Establishment of a disaster chain of command. 2. Determine the division of duties, functions, and authorities of each official involved. 3. Ensure that disaster management in schools will be successful. 4. Guidelines the sequence of steps to be done. 5. Guidelines for disaster management implementation according to function based on technical indicators and emergency management procedures.
6	Preparation of school action plans	Management of disaster risk reduction serves as a guideline for stakeholders in providing support, such as government, education office, and others.

The preparation of material for socialization activities is a collaboration with NGOs in the field of disaster.

3.3 The Media Used in Disaster Mitigation Information Submission

The media used by BPBD in the socialization disaster mitigation were laptops, LCDs, and so forth. They were using this media for the community on a small scale, for example, a discussion forum. However, on a large scale, they were using radio and television, which collaboration with Classy FM, Arbes FM, RRI, TVRI, and Padang TV. Each activity is held, the materials are always given on Facebook and Whatsapp Group (wag). BPBD has many WAGs, with OPDs, NGOs, and other institutions. BPBD holds a meeting with them every month, namely coffee morning. They share information with each other while drinking coffee. In addition, BPBD also uses billboards in disseminating disaster mitigation. This billboard is installed in certain places. Besides that, BPBD made the "tsunami save zone" marking road in the main road. Also, BPBD has a pusdalop (operation control center), which operates 24 hours a day. So, the public can communicate with BPBD every time.

Disasters, regardless their nature (natural, biological, chemical, radiological), will require a fast, accurate, and credible message to the public (Beggs, J. C, 2018). Different forms of social media provide different communication tools (Hughes, A.L, 2014). Therefore, BPBD uses various social media platforms for mitigation information to the public. This is considered very effective, considering that everyone currently uses social media. Such as information dissemination after the earthquake in Japan in 2011, Twitter delivered the news about the earthquake about 20 minutes before the mainstream media. After the official report by the mainstream media, people engaged in communication mainly through social media.

3.4 Target of Delivering Disaster Mitigation Information

The selection of targets in this socialization of disaster mitigation is based on disaster-prone areas. People who lived in the red zone area become the top priority for disaster mitigation socialization, then the people in the yellow and green zone. BPBD focuses 50% on the red zone, and the other regions are divided into areas prone to landslides, floods, and so on.

Furthermore, the selection of targets for information delivery is based on vulnerabilities, for example, families and schools. School is the best place for the dissemination of disaster mitigation information. The reason is more manageable to educate children than adults. BPBD assumes they will convey the information that they accepted to their parents at home.

These NGOs, among others; KOGAMI, Mercy Corps Indonesia, Jemari Sakato, DRR Indonesia.

BPBD is sufficiently able to adapt to the community in delivering mitigation information. They usually adjust the language and the way it is conveyed so that people can easily understand what is being said. For example, by disseminating information on disaster mitigation to school children, BPBD will definitely choose the language that is appropriate and easy to understand to children. As for the general public, BPBD will first look at the community's background, education, and culture. Then, information delivery is carried out in accordance with the conditions of the community itself.

On the other hand, it takes time for the public to listen to the information conveyed by the BPBD. In conducting socialization, of course, the community must provide a special time. The public sometimes finds it difficult to find time to listen to socialization. So BPBD must always be able to adjust the time of socialization with the time provided by the community. This is also related to funding; if people listen to the socialization, they will certainly leave their other jobs, then BPBD will provide compensation for this.

3.5 Feedback on Delivery of Disaster Mitigation Information

Community response to disaster mitigation information is quite good, depending on the condition of the community itself. Usually, the community responds quickly when a disaster or earthquake occurs. However, if there is no disaster, they usually forget. However, as a whole, the community who exodus outside Padang City in 2009 have gradually returned to stay in Padang City. This proves that the people of Padang City have a better understanding of how to save themselves from disasters.

4. CONCLUSIONS

As a communicator, Padang City BPBD has a disaster prevention and preparedness section to socialize disaster mitigation to the community. They were delivering information to the public based on the main priority, namely the red zone. In preparing disaster mitigation materials, the prevention and preparedness division always collaborates with disaster experts, agencies, and NGOs. So, the socialization provided can be tailored to the needs of the community. The media used in conveying information also varies, such as; discussion forums, meetings, TV, radio, advertisements, installation of billboards, leaflets, evacuation signs, making tsunami markers on the highway, WhatsApp groups, Facebook and Pusdalop. The existence of social media is used to exchange information between BPBD, government agencies, NGOs, and the community. The selection of

targets in disaster mitigation can be said to be quite right on target because the BPBD of Padang City chooses a place for socialization based on a community gathering place, such as a school. Not only at school, but this socialization activity is also carried out in the urban village, door to door, targeting families.

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