

# Implementation of Sinabung Eruption Disaster Management Policy at Post Disaster Stage

Tunggul Sihombing  
Department of Public Administration  
University of Sumatera Utara  
Medan, Indonesia  
t.lumbantoruan@yahoo.co.id

Rudi Kristian P. Manurung  
Department of Public Administration  
University of Sumatera Utara  
Medan, Indonesia  
jondimitri77@gmail.com

**Abstract**— Disaster and its impact is a form of reality to test the foundation of disaster management policy in Indonesia. As a collision to see how far the government and society can deal with and resist the impact / cost incurred. The presence of disasters should not be something to be grateful for, but if you want to see the development of our disaster management capability, disaster is the right thing to invite so that we can see how far our ability to deal with disaster and can survive and even hit back the disaster. This research uses a qualitative approach with observation of data collection and in-depth interview. Implementation of disaster management policies was Analyzed using disposition factors, bureaucratic structures, communications and resources owned by the Karo District Government (Edward, 1980). The results showed that the disposition is a dominant factor in the implementation of disaster management policy Sinabung eruption. The implementation of the policy still has many shortcomings. This is due to the fact that the government knows more about what is needed by the victims while the community feels that the government does not involve; Them in disaster management.

**Keywords**— policy, implementation, disaster

## I. INTRODUCTION

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Disaster and its impact is a form of reality to test the policy foundation for Disaster Mitigation in Indonesia. As the collision to see the extent to which governments and communities can face and withstand the impact/cost incurred. Attendance should disaster is not something that should be

thankful for, but if you want to see the development capabilities of our disaster management, disaster is the right thing to be invited so that we can see the extent of our ability to survive the face of disaster and could even backfire disasters.

Disaster consists of; natural disasters, social upheavals and non-natural disasters or caused by humans. Indonesia's position is geologically located between three major tectonic plates, the Indo-Australian Plate, the Eurasian Plate and the Pacific Plate. Loui (in Kodoatie, 2006: 46), the meeting of these plates are made Indonesia as one of the countries most geological changes in the world. The world's siege of three tectonic plates that form the Pacific Ring of Fire, which is also a series of lines of active volcanoes in the world that can erupt at any time and lead to calamity. Pacific Ring of Fire or allegedly Pacific Ring of Fire is an area of frequent earthquakes and volcanic eruptions that encircles the basin of the Pacific Ocean. So we will often intersect with volcanic eruptions and earthquakes. According to research agency the US Geological Survey/USGS (in greenjournalist.net) since 1900 along the ring of fire every year, an average of 20 earthquake measuring over 7.0 on the Richter scale. In the path of this fire ring, there are 40 percent of the volcano is still active. PVMBG note we have approximately 127 active volcanoes, which means anytime and anywhere, we will be dealing with the volcano, but unfortunately no one can be sure when will the eruption of the volcano / explode.

One of the unexpected mountain will erupt is Volcano Sinabung in Karo. Since the eruption in 2010, and then re-erupted in September 2013, which up to now activities are not stopped, even today (October 2017) is in the Alert level (the highest level). Bring a tremendous impact, especially for the 16 villages in the vicinity and generally almost all regions in Kabanjahe affected by the ash.

Mount Sinabung eruption provides a new and valuable experience for the Indonesian government to provide disaster relief response. When compared with other volcanoes in Indonesia as Mount Merapi, when the eruption of Mount Merapi, the impact does not take long, because after the eruption of Mount Merapi levels gradually fall, so people do not need to linger in shelters. While the eruption of Mount Sinabung eruption continued until now. It would take a lot of energy, material and psychic all circles. And this is unprecedented.

## II. RESEARCH METHOD

This research uses a qualitative approach with observation of data collection and in-depth interview. Implementation of disaster management policies was Analyzed using disposition factors, bureaucratic structures, communications and resources owned by the Karo District Government (Edward, 1980).

## III. DISCUSSION

### A. Disaster Relief

Disaster relief consists in three cycles, namely pre-disaster, emergency response (when a disaster occurs) and post-disaster. In disaster management, will often encounter problems. Some of the problems that often arise in the field of disaster management is; Limited human resources, facilities and infrastructure and the health system. Indonesia's health system is not prepared to deal with large-scale casualties.

Besides, the problem faced by the Issuer, Mount Sinabung eruption victims in the refugee also has a lot of problems as a result of the eruption of Sinabung. One village that is Sigaranggarang, problems that until now have not found a way out is the social function of the community, getting bored with life in the post evacuation, land ownership, once the refugees have enough land to finance the entire family, now have no land, so to survive life, they were working in the fields of others as aron (journeyman), used to have land and employ others, now even be working for others. It is still difficult to be accepted by the refugees. First at home want to move freely, now have to move on a limited basis because they have to share with other refugees, and there is division of time in activities, such as meals, meals should be at a certain hour. Another with refugees who have settled in the Siosar from villages Simacem, Bekerah and Suka Meriah, the public got a house and land for cultivation, land selauas ½ Ha granted leasing rights for 20 years. However there are similarities with refugees from land related Sigaranggarang village, formerly living one house consists of 2-3 heads of family and work a large area that can feed the whole family once in Siosar, they only got one home for home policy change home, as well as the land they receive, ½ Ha divided to 2-3 head of the family, obviously this is a new challenge for them. So many refugees are forced to rent land for cultivation, be aron in another man's field. Likewise, residents in the village used to be a tenant and do not have fields, they cannot be home and cannot land compensation.

It is a challenge also for the government. Does not provide a solution to the catastrophic effects of a disaster, for which the government should be able to provide solutions. The government may not be able to accommodate all the needs of refugees, but should the government could provide an alternative for people / victims.

### B. Function of Government

Governments an institution that should always be present in each of the problems faced by the community. Completion of the issue must be adjusted to the ability of governments and community conditions. The World Bank (1997: 42) states that the government has five fundamental tasks, namely (1) laid

the foundations of law; (2) hold a solid policy-not deviate, including macro-economic stability; (3) investing in basic social services and infrastructure; (4) protect the weak; and (5) to protect the environment. While Anderson (1989: 19) states that the basic function of government consists of seven kinds:

First, the provision of socio-economic infrastructure of basic institutions, regulations, and plans that are required in conducting social and economic system. Secondly, the provision of goods and services collectively. But according Setiyono (2014) there is a wide variety of general goods and services that benefit the entire community, but difficult to meet individually with respect to the amount that must be provided. Third, resolve conflicts in society. Where government presence is aimed at solving the problems faced by or developed in the community. So that the government can also prevent problems do not arise or minimize potential problems. Fourth, keep the competitive climate. According Setiyono (2014) competition is the lack of opportunities and resources while enthusiasts and demand a lot.

Fifth, protect the environment. The environment is a resource related to the lives of many people. So that the environment must be managed properly in order to keep the benefit without damaging its existence.

Sixth, providing for minimum access to goods and invidu services. The mechanisms involved in the market economy are sometimes very rough, often the poor and disabled will not be able to get goods and services even though they desperately need.

Seventh, stabilize the economy. Government action is needed to help so that the difference between the two conditions was not too extreme to do with monetary policy and the control of prices and wages.

### C. Instrument Government

In governing the Stateshall be guided in accordance with the mandate of the Constitution of 1945. According to Setiyono (2014), an instrument of the government in governing the so-called instrument of government which is the way the government acts. This action is based on the mechanism used by the government in carrying out functions in accordance with standard rules. Hughes argues that the government's intervention and the role of the good life can be carried out through four instruments, namely:

First,Provision, which is how the government role in providing public goods in the form of goods or services through the provision of funding; Second, Subsidies. where the government helps the people or groups in the private sector for the provision of goods and services desired by the government; Third, the production, the government is making or producing goods or services for sale on the open market; Fifth,Regulation,the government uses coercive powers to allow or prohibit certain activities.

Every form of government intervention is carried out while maintaining public interest. These interventions should be made based on the principle of justice.

#### *D. Disaster Management Policy*

Forms of government intervention in disaster management can be shaped regulation. Regulation is not only to restrict certain activities but to be ground or the power of the government to support an activity. Activities referred to here is the policy of disaster management. Disaster relief is a form of government intervention in the face of the existence and potential disaster.

Disaster relief is in the public interest / public. Based on Presidential Decree (Decree) of the Republic of Indonesia, No. 55 of 1993, article 1, paragraph (3), which referred to the public interest is "the interest of the whole society". All the people here are not understood in absolute but of interest involving groups of people who are in a state of emergency so that the government needs to act fast and responsive.

The essence of the policy-making is a response to public interest. Dye (Nugroho, 2008) considers that public policy as "whatever Governments choose to do or not to do, why they do it, and what differences it makes". Here is emphasized that the public policy measures taken by the government related things, either by making decisions or ignore it. So that the actions ignore the problems facing society is equal to ignoring the public interest / public. Which concluded that neglect is a policy.

Anderson Nugroho (2013: 3) calls public policy as a relatively stable, purposive course of action Followed by an actor or set of actors in dealing with a problem or matter of concern. His emphasis on the actors of the policy makers, the policy made by the government / automated apparatus is a policy that aims for the public benefit. The targeted public has been first determined.

Based on the notion of public policy was discussed above, Subarsono (2005: 3) considers that public policy can be a Law, Government Regulations, Provincial Government Regulation, Government Regulation City / Regency, and the Decision of the Mayor / Regent. Regulation or legislation is a product of legislation to support the implementation of certain policies.

In the implementation of the policy, Edward (1980) suggests four factors that affect the implementation of the policy, namely (1) Communication, (2) Structure of bureaucracy, (3) Resources (4) Disposition. The fourth of these factors are interrelated in policy implementation. So the lack of a factor will result in the existence of or compliance with any other factor.

#### *E. Disposition s*

Disaster relief must be supported by the attitude of the government in the form of concrete. Concrete form of government they can be seen from the absence of regulations to accommodate disaster such as the Regional Regulation (Perda). But in Karo since the eruption of Mount Sinabung in 2013 until now, there has been no legislation that became the legal umbrella of disaster management. In 2015, Karo District Government proposes legislation DRR but until now this law has not been published. Though the publication of this law will help the Government in the implementation of disaster

management. This regulation when viewed at the stage of pre-disaster, but it must be remembered that disaster management is a stage that runs clockwise (cycle). Preparation of this law is a disaster on Post-disaster phase that aims to prevent the emergence of a greater impact of the disaster when disaster strikes.

Not the issuance of permits clearing of forest land for the relocation of refugees will be a reflection of the government's attitude toward Sinabung eruption disaster management policies. Forests are nature must be protected so that the change in function must still be tailored to the needs. The government considers that the change of forest land for relocation is not urgently needed because there is still land that could be used, but refugees can not be relocated to stay in one place, so that independent relocation in groups into a single alternative. However, if the alternative is finding obstacles, the government must issue permits clearing of forest land for relocation.

Disposition or attitude of the government can be seen through the efforts of the government in reducing the impact of disasters, disaster budget provision, public infrastructure, health, social to provide socialization related to the potential for disaster.

Disposition of the Karo district government in this case the legislative and the executive has not yet quite good, considering the regulation of DRR is still not yet published. While the relocation of two stages in the form of independent relocation for 1,683 heads of families from four villages affected by the eruption of Mount Sinabung should be completed in June 2016, but until now there is no clarity, many refugees complained about the government's promise and began to not trust the government.

Making the Disaster Risk Reduction local regulations related early warning that the government has no legal basis in planning and other activities related to early warning. And relocation can be kept independent yet be a tool to assess the disposition of the government.

#### *F. Resource*

Provisioning can be a human resources skilled and expert in disaster management, disaster relief support facilities both offices, equipment and other aid, the budget to support the implementation of disaster management in this case is at the stage of post-disaster. Provision of low resources would affect the implementation of the disposition factors, bureaucratic structures and communications.

Here, the policy can be understood as a tool /tools for disaster management budget allocation. So when the tool /tolls are not there then the government can not provide the budget heading. The government has supported the provision of resources, as shown by drafting legislation on Disaster Risk Reduction. So with the issuance of this law, the government can budget for disaster relief.

Help has been sourced from BNPB. Since the eruption of September 2013 and September 2017, BNPB continue to provide assistance to people affected by the eruption. Total funds have been disbursed to the handling of the eruption of

Sinabung since at Rp589,1 billion. This fund is a fund Ready / DSP (funds oncall) and grants Rehabilitation and Reconstruction.

In contrast to the relocation of the first stage in Siosar (village Simacem, Bekerah and Sukameriah), the relocation of the second stage (ie Desa Guru Kinayan, Berastepu, Kuta Tonggal) carried out independently in which the government does not prepare the land, but rather to provide financial assistance. The magnitude of the funds provided is Rp. USD 110 million with the composition. 59.4 million for the provision of land and construction of houses and Rp. 50.6 million for the supply of agricultural land. Relocation of the first phase of the government who seek and provide land for residential development. In contrast to the second phase in the relocation of refugees independently. This is done because of forest clearing permit does not come out. So it was decided that the community as a group seek areas for construction of houses and agricultural land. While public facilities housing support will be provided by the government.

Relocation funds provided there is support from the central government and BNPB, government sedangkan Karo has not provided a budget for not issuing of Regional Disaster Risk Reduction. Facilities for support in the form of office also yet built, while the professionals who have expertise in keencanaan not in the government.

#### *G. Bureaucratic Structure*

The second phase of the relocation is done independently. This is done because of forest clearing permit does not come out. So it was decided that the community as a group seek areas for construction of houses and agricultural land. While public facilities housing support will be provided by the government.

Ideal Bureaucracy is the implementing agency policies. So if the institution is not responsive, it will result in delays in the implementation of policies. Implementation of emergency disaster management policy so that the necessary bureaucracy that responds to these conditions.

The existence of the Regional Disaster Management Agency (BPBD) Karo will support the bureaucratic process that responds and does not impede the course of the process of the implementation of disaster management policies eruption of Mount Sinabung. The Institute is the coordinator of disaster management.

Bureaucratic structures can not be separated from ethical behavior of bureaucrats. According Kumorotomo (1992: 361) there are two ethics ethics of individual and ethics. societal Individual ethics regarding professional conduct standards for bureaucrats or administrators. Meanwhile, ethics societal refers to the objectives aspired by the people who are the guidance for the direction of public policy.

Disaster management policy should give priority to the public interest, so that if the measures taken hamper the fulfillment of public interest has been the policy should be reviewed. Because it does not meet ethics. societal Or if it is not offensive policy made public needs, so it needs to be made the new policy.

Individual ethics as a professional to make the government must be careful in making and implementing policy. Implementation of the policy can not be separated from ethical individual, wherein the individual ethics that would be relevant in the implementation of policies, whether supportive or even reject the policy so that the implementation is not well targeted.

Not discharge permits rapid clearing of forest land by the government responded by making relocation Karo independent, but independent relocation must be accompanied by supporting regulations, if there are no supporting regulations and the support of other government institutions will make this relocation becomes stagnant.

#### *H. Communication*

Delays BPBD in Karo cannot be denied is the impact of the Regulation of the National Disaster Management Agency No. 3 of the 2008 Guidelines Formation BPBDs and Regulation No. 46 of 2008, so that disaster management at the time of the eruption of Sinabung occurred there at the Department of Social and Bakesbanglinmas, Karo BPBDs was formed in 2014.

Differences of opinion on the meaning of government regulations will make the government is unresponsive to act because the existing rules limit the space for governments in the region. BPBDs formed in an area that has adequate resources capabilities. It was not clear if that has the potential disaster area do not have sufficient resources. Government disaster management so that there is at Dinsos Karo and Bakesbanglinmas. The two agencies also have duties and functions in addition to disaster relief.

Communication is a good form of interaction between people and between organizations. Where the purpose of the communication is the message delivered to be well received by its message to the message recipient. Disaster management policy does not set out clearly how the face of the conditions faced by the Government of Karo Regency. So the impact of these rules are not clearly make Karo District Government does not form BPBDs (BPBDs formed after the eruption occurred). Ideally BPBDs formed when the potential disaster could have known.

#### IV. CONCLUSION

The implementation of disaster management should pay attention to factors Resources, Communications, Bureaucratic Structure and Disposition. Implementation of the eruption of Mount Sinabung disaster began to stage pre-disaster, post-emergency response to the disaster in Karo already done. This study focused on post-disaster phase. At this stage of the government's disaster relocation and reconstruction. Reconstruction is under way, while the relocation is in process. Relocation are in the form of temporary shelter and permanent housing. Relocation in the form of a new permanent occupancy granted to refugees from the village Bekerah, Simacem and Sukameriah.

So the existence of the legal framework of local regulations (Perda) is indispensable in order to support the

implementation of public policy. The bureaucratic structure as the engine of policy implementers should support the implementation of disaster management policies, the establishment of regulation. Disaster management should not be stopped because of the constraints in the establishment of the institution and the issuance of supporting regulations. Not discharge permits rapid clearing of forest land by the government responded by making relocation Karo independent, but independent relocation until now still not performing well.

Implementation of disaster risk reduction at the stage of pre-disaster but publishing existing legislation on Disaster Risk Reduction in the post-disaster phase as an instrument of government in dealing with disasters. PRB regional rulemaking intended that the government has no legal basis in planning and other activities related to early warning.

Thus the disposition and the communication factor, this factor is indicated by the issuing of Regional DRR yet until now, so this effect on the budget allocation for disaster management. It also shows that no clear communication between the executive and the legislature, draft legislation has been proposed PRB since 2015 but until now has not been published. In connection with the PRB regulation has not been rising, the resources factor, the government cannot be

allocated because there is no budget and government posts Karo still rely on assistance from the Central Government and BNPB in the implementation of the relocation of refugees

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