

REDUCTION OF NATURAL DISASTER RISK THROUGH CONTINGENCY PLAN IN CILACAP DISTRICT, CENTRAL JAVA PROVINCE, INDONESIA



Dr. Rudi SUBIYAKTO, M.A. ¹

¹ *Maritim Raja Ali Haji University, Faculty of Social and Politics Sciences, Department of Public Administration, rudisubiyaktodap2015@gmail.com*

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Abstract

Cilacap Regency is one of the areas that have the highest level of natural disaster vulnerability in Central Java. Various types of disasters have the opportunity to occur and have an impact on the entire region. To anticipate the impact of these potential natural disasters, the district government has issued a contingency plan to reduce the risk of disasters.

This study aims to describe how to reduce the risk of natural disasters through contingency planning. The study uses a qualitative approach with the case study method. Data and information obtained through focus group discussions (FGD), interviews, and documentation studies. The informants were determined purposively, coming from elements of the government, private sector, and a community of 25 people.

The results of the study illustrate that the role of contingency planning is very important to reduce disaster risk. The contingency plan document clearly contains various guidelines and technical steps taken by stakeholders in anticipating natural disasters. The guidelines for the action plan are supported by techniques that can be easily learned so that the stages of the process of how to anticipate natural disasters can be carried out by anyone. The implementation of a natural disaster risk reduction contingency plan in the Cilacap Regency received support from the implementer, the environment, resources, and disposition.

1. Introduction

Cilacap Regency has the highest level of natural disaster vulnerability in the area of Central Java Province. Cilacap Regency has various types of natural disasters except volcanic eruptions, ranging from natural disasters, landslides, tsunamis, robots, drought / drought, fires and tornadoes which are spread across 24 sub-districts, 15 sub-districts and 269 villages. (National Plan for Natural Disaster Management 2014-2019).

At the level of the Province of Central Java Cilacap Regency ranks first as an area that has disaster vulnerability, at the National level the District Head of Cilacap experienced a change from position 3 to position 17 (IRBI 2016), this change occurred because the local Regional Government and the Regional

Disaster Management Agency (BPBD) have speed in responding to every disaster that comes.

Legally formally, the implementation of natural disaster management in Cilacap District has been regulated in Cilacap District Regulation No. 1 of 2012 concerning the Implementation of Disaster Management. The purpose of these regulations is to provide protection to the community from the threat of disaster, guaranteeing the implementation of planned, integrated, integrated disaster management. coordinated and thorough. Article 44 paragraphs 2 and 3 state that in disaster emergency plans, contingency plans and Standard Operating Procedures (SOPs) can be supplemented which are further stipulated in the Regents' Regulations.

Contingency Plan is one of the important points in the implementation of natural disaster management so that the Regional Government of Cilacap Regency has prepared a Contingency Planning Document for all natural disasters that often occur in the Cilacap Regency.

The process of preparing a natural disaster contingency planning document in Cilacap District involves stakeholders from government, community and business sectors through a focus group discussion (FGD). The FGD aims to obtain information and input in the form of data to prepare a contingency plan document for each natural disaster.

Related to the description above, this paper aims to analyze the Natural Disaster Risk Reduction by using the Contingency Planning Document. Observed phenomena include the role of contingency planning documents and how they are implemented both in context and content in natural disaster risk reduction in Cilacap district.

2. Literature review

2.1 Contingency Concept

Contingencies are a condition that can occur, but not necessarily true (BNPB, 2012). Contingency planning is an attempt to plan something event that might occur, but does not rule out the possibility that the event will not occur. Because there is an element of uncertainty, we need a plan to reduce the consequences that might occur.

Based on a literature search it was found that the concept of contingency has several meanings. First, contingencies are interpreted as a guide to act in reducing the impact of disaster risk (Knight, 2001; GTZI, 2010). Second, contingency is defined as a step in taking action to reduce the impact of disaster risk from training, training, organizing and completing, reviewing plans, early warning, education and public information (Choularton, 2007, BNPB, 2010); response and reaction (Schneider 2004). Third, contingency plans are interpreted as a process of planning ahead, in uncertain circumstances, where scenarios and objectives are agreed upon, managerial and technical actions are determined, and systems for responding to events are structured in order to prevent, or better cope with, the situation or emergency situation encountered. "(Khambali, 2017; BNPB, 2010; IASC, 2008).

Contingency plan is a plan that has been designed in conditions that can be said to be not fixed with the agreed paths or paths, techniques, management and various implementations that have been determined together with various countermeasures. Contingency planning is basically a process of identification and

various preparation of plans that can be based on existing contingency conditions.

According to Knight (2001) and Choularton (2007) contingency planning is effective when done following the parameters and functional framework of good emergency preparedness. According to FEMA (2015) emergency preparedness or planning frameworks present important progressive steps to illustrate how levels of government, the private sector, non-governmental organizations and society generally work together to build and maintain the capabilities needed to prevent, protect, mitigate and respond threats and dangers.

In GTZ-International services (2010: 8), the International Strategy for Disaster Reduction (ISDR) sets out the institutions and guidelines for Contingency planning:

- (1). The International Accounting Standards Committee (IASC): as a guideline for contingency planning between agencies for humanitarian assistance as a main reference document for contingency planning between agencies whose members are general in nature.
- (2). International Federation of Red Cross and Red Crescent Societies (International Federation): guidelines that serve as working tools for disaster response staff in international federations at the local, national, regional and global levels.
- (3). National Disaster Management Agency (BNPB): formulates and publishes policies on disaster management and the handling of refugee populations effectively and coordinates the implementation of planned, integrated and comprehensive disaster management activities.

The diversity of definitions confirms the common understanding of planning contingencies must include the initial setup process so that they can make planning or developing strategies and procedures in response to potential crises or emergencies that will occur. This includes developing scenarios (to anticipate crises), determining the responsibilities of all actors who will be involved in identifying roles and resources, the data collection and dissemination process, and organizing each actor so that he is ready when needed, and determining the needs for objectives to be achieved.

Contingency planning is an integral part of the overall preparedness program and needs to be developed for each type of hazard, then updated and trained regularly (Vidiarina, 2010).

Contingency planning made by the IASC provides a general and comprehensive framework to guide joint action between all partners including each agency and / or organization and sector /

group group. The plan does not intend to replace the planning needs of each agency and / or organization with respect to their mandate and responsibilities within the sector / group. However, contingency planning provides focus and integration for the various levels of planning needed to effectively achieve humanitarian response. (GTZ-International services, 2010: 8).

3. Principles of Contingency Planning

Based on workshop reports related to Contingency Planning between the National Disaster Management Agency (BNPB) and GIZ IS PROTECTS, 2012 illustrates that the Working group for contingency planning in the Regional Disaster Management Agency (BPBD) complements the principles of contingency planning as follows: 1. Based on the process of joint compilation & conducted openly 2. Valid only for one type of hazard (Hazard specific) or collateral 3. Has a risk scenario and goals that are mutually agreed upon 4. Has a validity period marked by a trigger 5. When is activated (if there is an indication of disaster and or an official statement / early warning) a. When it will be changed into emergency response operation plan. b. When is deactivation done c. When updated or reviewed 6. Define the roles and duties of each sector (has a division of tasks, authority and clear responsibilities) 7. List realistic resource components 8. Agree on a consensus that has been made together 9. Made to deal with emergencies and the impact of disasters 10. Must be followed up with: a. A series of actions (training / rehearsal, procurement, arrangements) b. Formal adoption c. Monitoring and evaluation The third meaning of the contingency plan above aims to increase preparedness in the face of disasters. Emergency planning must be based on realistic parameters to respond with detailed planning and preparedness (Choularton, 2007). This requires understanding of emergency planning which is very important and relevant to extreme disaster events.

From this definition, several important points can be drawn that contingency planning is:

1. done before an emergency in the form of a planning process going forward.
2. more a process than producing a document.
3. is a process of consensus building to agree on scenarios and objectives to be taken.
4. is a preparedness for emergency response by determining the steps and handling system that will be taken before an emergency occurs.
5. includes efforts that are preventive and also limit the consequences that are likely to occur.

4. Research Methodology

The method used in this research is qualitative. The research seeks to see the interrelationship between the phenomena of contingency plans and sub phenomena that include the process of preparing natural disaster contingency plans in Cilacap district. Creswell (1994: 150-151), in qualitative research conducted through observation, interviews, and document studies. Data collection in this study was carried out with focus group discussions. 25 FGD participants were selected through a purposive method. Data analysis was performed descriptively qualitatively.

5. Research Result

In accordance with the natural disaster contingency planning document in Cilacap District, the person responsible for implementing the natural disaster contingency plan is the Regional Government of Cilacap Regency and in its implementation is assisted by the Regional Natural Disaster Management Agency (BPBD) and Regional Apparatus Organizations, Community, Business World and there are also parties other private parties. Cilacap District Government that records and coordinates all parties involved in the implementation of natural disaster contingency plans so that success or failure in the implementation of the natural disasters contingency planning policy lies in the ability of the Regional Government in recording, coordinating the parties involved. For the Cilacap District, in terms of implementing natural disaster contingency plans, so far it has been running well, often the emergence of natural disasters makes the data of parties involved in organizing natural disasters easily obtainable, and the coordination of Cilacap district government, Regional Disaster Management Agency and Organizations regional apparatus, the community, the business world and all those involved are also going well.

The scope of the implementation of the Cilacap Regency disaster contingency plan is a document that contains policies on strategy, management, efforts and aspects of coordination in disaster management in the event of a disaster (during an emergency response) that is implemented just before a disaster occurs, in circumstances that may occur by the disaster Cilacap Regency Government with coverage of disasters in Cilacap Regency. Related to the scope of the implementation of natural disaster management in the district of Cilacap which includes strategy, management, efforts and aspects of coordination that this applies when the disaster occurs or does not occur, but this illustrates that for the implementation of natural disaster contingency plans in the district of Cilacap , all parties involved are ready if natural disasters really occur.

The Regional Government of Cilacap Regency is responsible for implementing the natural disaster contingency plan and is assisted by the Regional Disaster Management Agency (BPBD).

In terms of responsibility in implementing natural disaster contingency plans in Cilacap Regency, as local government stakeholders assisted by the Regional Disaster Management Agency have been implemented well so that in terms of the scope of the implementation of natural disaster contingency plans that include strategy, management, coordination efforts can be carried out optimally.

6. Discussion

The implementation of mitigation policies and natural disaster contingency plans in Cilacap Regency is a process that must be carried out continuously by individuals, groups and communities in managing all hazards through efforts to minimize the consequences of disasters that may arise from these hazards (mitigation). Mitigation is one of the stages in disaster management. The mitigation phase in its meaning means that preparedness or alertness is an inexpensive way to reduce the effects of the dangers faced by the community compared to other actions, such as evacuation, rehabilitation and reconstruction. Therefore mitigation must be carried out jointly through the Government's agenda, and individually both at and after the event, and before the event. Understanding the interrelated stages in disaster management is done by managing and evaluating so that it does not develop into a disaster. This assessment deals with the physical aspects of the earth better known as geo-risk analysis. Law Number 24 Year 2007 concerning Disaster Management defines disaster as a series of events that pose threats and disrupt people's lives and livelihoods caused by both natural and / or non-natural factors as well as human factors, resulting in casualties, damage to the surrounding environment, material loss and psychological impact. The social, cultural, political and legal dimensions are very important and fundamental in the context of environmental management based on sustainable development. With the issuance of Law No. 24/2007, a derivative policy and the mainstreaming of planning and funding for disaster relief were born. The bill outlines contains an important understanding that is first, there is a change in the disaster paradigm that is focused on pre-disaster or risk reduction. Second, disaster management is no longer reactive but more planned and proactive. Third, the position of the government in this new paradigm is no longer dominant but rather promotes community participation (Faturahman, 2018), by placing the community as a subject, no longer as an object of disaster management. Fourth, the domain of disaster management is no longer an absolute right of the central government but has been decentralized to the regions. In other words, in the context of regional autonomy, the

management of disaster management has also become the responsibility of the region, both in the budget and policy areas.

The link between vision and mission and regional development programs in disaster management in the regions. The pre-disaster stage, namely prevention and preparedness, is part of disaster mitigation in each district, including service to the community. Disaster mitigation is carried out as an increase in the capacity of the Regional Government apparatus in Cilacap Regency. Cilacap Regency emphasizes disaster mitigation on environmental aspects. This shows the setting agenda of disaster management policies in Cilacap Regency included in the regional development agenda so that the inclusion of the disaster mitigation agenda is a serious concern of all regional stakeholders to realize disaster-aware communities.

The role of institutions in disaster management itself is a demand from regional autonomy where government administrative authority is needed as an agent of change, but there are values that have been forgotten that in addition to authority, the government also has obligations and responsibilities to the public. If regional autonomy is intended as a gift the authority of local governments to bring development directly to the public, it is also necessary to develop the values of obligations and responsibilities that are the basis of these authorities. Disaster management in the regions involves the joint implementation of all elements of society for that good governance in realizing a culture of disaster awareness as part of development has three important aspects:

1. An administrative system that involves many actors, both from government and non-government elements, because the source of legitimacy comes not only from the constitution and regulations but also from the values that develop in the community.
2. Conflicts that arise are then developed to respond to problems and public interests as a collective
3. Relationship patterns in the environment do not have to be formal and strict institutional structures.

Disaster mitigation and contingency plans are a series of efforts undertaken to reduce disaster risk, both through physical development and awareness and enhancing the ability of the community to deal with the threat of Soehatman Ramli's disaster (2010: 32). Disaster mitigation is also an attempt to reduce or even prevent the impact caused by a disaster, so it is clear that this mitigation is preventive before a disaster event occurs.

Mitigation is one of the stages of disaster management carried out by the Cilacap Regency Regional Disaster Management Agency (BPBD) which is the first stage carried out. In the pre-disaster mitigation phase this is a task carried out by Field I namely the

Prevention and Preparedness Section of the Disaster Management Agency (BPBD) of Cilacap Regency. In accordance with the pre-disaster stages of mitigation, it can be seen with the programs and activities carried out by the Division I Prevention and Preparedness of the BPBD Cilacap Regency are:

Based on the research results of the meeting, there was an agreement to establish cooperation between stakeholders in disaster management through Contingency Plans, but due to the long process, it caused the compilation of natural disaster contingency planning documents in Cilacap district to be replaced with new ones, waiting for the process from the local government. As a basis for natural disaster mitigation, the Government of Cilacap Regency is still guided by the old documents.

Besides this, early warning was also carried out in the disaster contingency plan in Cilacap. The form of early warning in prevention and preparedness which is subsequently carried out by the Regional Disaster Management Agency (BPBD) of Cilacap Regency is to create a warning system in areas adjacent to the river.

The simple disaster warning system is the task of the Cilacap Regency Regional Disaster Management Agency (BPBD) to be able to change the warning system to be even better by using existing technological innovations. Connectivity between water level monitoring equipment in rivers connected to BPBD posts using the latest information technology will facilitate the disaster management system in dealing with impending disasters, so the impact will be low.

7. Factors that support and inhibit

The success of natural disaster contingency plans in Cilacap Regency is determined by many supporting and inhibiting factors involved in policy implementation. In Edwards III's view, policy implementation is influenced by four factors, namely (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure. The four factors are also related to one another.

Communication of a program can only be implemented well if it is clear to implementers. This concerns the process of delivering information, clarity of information and the consistency of the information conveyed. Resources, including four components namely sufficient staff (number and quality), information needed for decision making, sufficient authority to carry out the duties or responsibilities and facilities needed in implementation.

Disposition or the attitude of the executor is the commitment of the implementer of the program. The bureaucratic structure is based on standard operating procedures that govern the flow of

work and the implementation of policies. To facilitate the implementation of policies, dissemination needs to be done well. The management requirements for policy dissemination are four, namely: (1) there is respect from community members for government authorities to explain the need to morally comply with laws made by the authorities; (2) there is awareness to accept the policy. Awareness and willingness to accept and implement policies manifest when policies are considered logical; (3) the belief that policies are made legally; and (4) initially a policy was considered controversial, but over time the policy was considered as something natural.

In setting goals and especially in achieving these goals, there are three important elements of planning that call attention to the need for coordination, there is consistency between the various socioeconomic variables of a community, and setting priorities.

1. Supporting factors

There is a role for the community in disaster management efforts through awareness of the dangers of natural disasters by creating special community organizations and focusing on disaster in Cilacap district. This community organization receives assistance in the form of facilities and infrastructure originating from the private sector in the form of building posts and evacuation equipment. The establishment of this community organization provides the community with information on the status of disasters so that the community can immediately prepare for disaster.

2. Inhibiting factors

According to Edward III's approach, according to the approach, the implementation of government policy is influenced by four variables, which become a supporting factor if all goes well but if not it will become an inhibiting factor. These variables are communication, resources, disposition and bureaucratic structure.

These four factors are interconnected:

a. Communication

The success of the policy requires that the implementation knows what needs to be done. If the goals and objectives of the policy (the target group) will reduce implementation distortion. If the goals and objectives of a policy are unclear or even unknown to the target group, then there is a possibility of resistance from the target group. The implementation of communication on disaster contingency plans in Cilacap Regency through a work program of socialization and simulation as well as the formation of disaster volunteers is done in a series of events. The formation of disaster volunteers begins with the socialization process first. In the implementation of the socialization and simulation process, the

activity implementing committee carried out the planning that had been prepared in the previous stage. In the previous stage, the Cilacap Regency BPBD as the party who formulated the communication message, prepared all communication components. Communicators, messages, media and communicants were prepared by the BPBD of Cilacap Regency as the organizer of the communication activities for the disaster contingency plan.

In communicating, communicating messages are carried out by a communicator prepared by the organizing committee to deliver the communicative message to the communicant, in this case the people of Cilacap Regency. The process of selecting communicators in each work program of the Cilacap Regency BPBD was discussed in an internal meeting. The communicator in the work program of socialization and simulation is the person in charge of delivering the communication message that has been prepared in the terms of reference. The communicators in the socialization program and the simulation are the speakers or speakers who have been appointed and prepared by the organizing committee of the activity. While the speakers are chosen based on their capacity and capability as well as the suitability of their work fields. Cilacap Regency BPBD has not only internal speakers in the Cilacap Regency BPBD, but also in several other agencies such as the official or regional government in accordance with the theme and topic of the socialization talks.

b. Resource

Although the contents of the implementation policy and contingency plan have been clearly and consistently communicated, if the implementer lacks of resources it will implement. Implementation will not be effective. These resources can be in the form of human resources, namely competition forementement and financial resources. Resources are important factors for implementing policies to be effective. Without resources, policies are just left to work and become documents.

c. Disposition

Disposition is the character and characteristics or attitudes of the implementor such as commitment, honesty, democratic nature. If the implementor has a good disposition then he will run the policy as well as what the policy maker wants. When an impementor has different characteristics or perspectives from policy makers, the policy implementation process also becomes ineffective.

d. Bureaucratic structure

In charge of implementing the policy has a significant influence on the implementation of the program. One of the important structural aspects of every organization is the existence of standard operating procedures (SOP). SOP is a guideline for every implementor in acting. An organizational structure that is

too long will tend to weaken supervision and lead to red tape, which is a complex and complex bureaucratic procedure. This can in turn cause organizational activity to be inflexible.

8. Conclusion

Based on the results of research and discussion, there are several conclusions. in this research, namely:

1. Normatively implementing the natural disaster contingency plan in Cilacap Regency, all actors can contribute to the initiation planning process and natural disaster contingency plan in Cilacap Regency. This makes good mitigation plans and disaster contingency plans are policies that can solve problems related to disaster mitigation and natural disaster contingency plans in Cilacap District.

2. The process of preparing a contingency plan is prepared jointly by the Office / Institution / Institution of Government and non-Government and business world related to disaster management in Cilacap Regency. This Contingency Plan can be used as material / guidance for cross sectoral agencies / agencies to carry out activities in the context of disaster management and reduce risk / danger. The activation of this Contingency Plan becomes an Operational Plan at the time of a disaster and becomes a reference for each sector / element / agency of the relevant agency. Contingency Plans will be evaluated according to circumstances and changing conditions and will be conducted every 2 (two) years to update data and information. Coordination for the preparation, monitoring and updating of the Contingency Plan is carried out by the Cilacap Regency BPBD or other Institution appointed by the Cilacap Regent. This Contingency Plan will also be followed up with socialization and rehearsals or simulations to the public, especially those in risk areas in Cilacap Regency.

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