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The Role of the Pohuwato Regency Government in Carrying out Disaster Mitigation in Marisa District

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ABSTRACT

This research aimed to find out and describe the role of Regional Government of Pohuwato District in mitigating disaster in Marisa Sub-district, and to find out as well as to describe factors which inhibit the role of Regional Government of Pohuwato District in mitigating disaster in Marisa Sub-district. This was empirical study. The research finding showed that the role of Regional Government of Pohuwato District in mitigating disaster in Marisa Sub district has been conducted in accordance with vision and mission. Subsequently, it was shown by the role of Head of Regional Disaster Management Agency who executed every management properly and better as well as quickly and decently in accordance with the demand of the situation. In addition, the factors which inhibited the role of Regional Government of Pohuwato District in mitigating disaster in Marisa Sub-district were a human condition, nature, and also the behavior of citizen eho had lack of understanding on the danger of disaster risk which led citizen to refuse the appeal and invitation of the Regional Disaster Management Agency.

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INTRODUCTION

The country is the highest organization in the life of the community in a container. As an organization, the state has goals contained in the state constitution. Based on the Constitution of the Unitary State of the Republic of Indonesia, the State of Indonesia is a Unitary State in the form of a Republic. Where the relationship and mechanism between the central and regional governments is an inseparable unit in a unitary state such as the Republic of Indonesia.

Likewise with the application of the decentralization and deconcentration system, where this is a manifestation of the distribution of power between the central government and local governments, according to Wildan Saifullah that "At this theoretical level, then the practice of state administration makes the distribution of powers as a philosophical foundation, that in the government structure there is a hierarchical position. There is a central government, there is a local government, although some constitutional law experts reject the existence of local governments on the grounds that in the Law there is not a single redaction of the word "government" that exists as "government" which grammatically refers more to the process of state administration rather than the problem of existence". So that in order to realize national ideals, namely to protect the entire Indonesian nation and all Indonesian bloodshed, promote public welfare, educate the nation's life and participate in implementing a world order based on eternal peace and social justice, in accordance with what is mentioned in the Preamble to the 1945 Constitution of the Republic of Indonesia. Various efforts have been made by the government in achieving this goal, one of which is through the granting of broad autonomy to regions which is directed to accelerate the realization of community welfare through Law No. 32

The granting of autonomy to regions is in accordance with the mandate of the 1945 Constitution of the Republic of Indonesia article 18 paragraph (2) which reads: "provincial, regency, and city governments regulate and manage their own government affairs according to the principle of autonomy and assistance duties". The implementation of local government in accordance with this mandate, local governments that regulate and manage government affairs according to the principle of autonomy and assistance duties (medebewind), are directed to accelerate the realization of community welfare, through improving services, empowerment, and community participation, as well as increasing regional competitiveness by paying attention tothe principles of democracy, equity, justice, privileges, and distinctiveness of a region in the system of the Unitary State of the Republic of Indonesia. It can be explained that the role is a dynamic aspect of the position, if a person exercises the rights and obligations in accordance with his position, then he has performed a role. In its implementation, the government cannot work alone, but needs other parties, especially in the implementation of government in the regions.

The granting of devolution of authority to lower and smaller units of government or units is an absolute necessity and cannot be avoided. Given the high level of social fragmentation in a country, there are certain things that must be held locally where local governments will be better able to implement them than to be done nationally and centrally. According to Syaukani, the national government in this case functions to prepare general guidelines that are used as parameters for the implementation of the government so that local governments do not deviate from the Unitary State. Therefore, according to the Regulation of the Minister of Home Affairs Number 33 of 2006, Part A. General Guidelines for Disaster Mitigation The delegation of authority from the central government to local governments is often not accompanied by the transfer of responsibility for service and protection to the community. As a result, when danger becomes a disaster, regional responses tend to be slow and often expect a direct response from the central government. This situation becomes even more complicated if the disaster covers more than one area. On the other hand, in the event of a disaster, the lack of coordination between government levels hinders the provision of a fast, optimal and effective response.

One of the characteristics of climate change is also characterized by the increase and distribution of rainfall which will increase the level of flood risk in the rainy season. The effects caused include floods, long dry seasons, etc. The increase in the frequency of climate change events can also affect people's health and livelihoods as well as biodiversity, and economic sectors, which in turn can indicate a threat to the success and achievement of Indonesia's socio-economic development. One of the negative impacts caused by climate change is the increased risk of flooding. This potential flood occurs as a consequence of high rainfall that results in an increase in the volume of water in the river flow. This will definitely intersect with human life activities in an area, especially those in residential areas that are close to rivers.

The Regional Disaster Management Agency (BPBD) of Pohuwato Regency, said that there are 5 (five) potential disaster risks that threaten the Pohuwato area. Where the greatest frequency is dominated by hydrometeorological disasters or floods. "There are 5 potential disaster risk areas that we can map in Marisa District, namely: flash floods/floods due to the influence of overflowing river water level discharge, landslides, earthquakes, strong winds and tsunamis. According to the frequency and intensity, the most frequent occurrence is disasters caused by hydrometeorology. These hydrometeorological disasters include landslides, floods due to extreme weather. Marisa District with 8 (eight) villages is all an area prone to floods, strong winds and high waves. Including the dry season or drought as occurred for several months in 2018.

One of them is the Flood disaster which also caused dozens of houses, plantations and rice fields to be submerged, which had an impact on property damage and losses as well as casualties from the community. The BPBD has mapped disaster-prone areas for 8 (eight) villages in Marisa District as follows:

- a. Areas prone to earthquakes/ground movements cover all villages, namely:
- 1. Botubilotahu Indah Village;
- 2. Bulangita Village;
- 3. South Marisa Village;
- 4. North Marisa Village;
- 5. Palopo Village;
- 6. Pohuwato Village;
- 7. East Pohuwato Village and;
- 8. Lotus Village.
- b. Landslide-prone areas are found in three villages, namely:
- 1. Botubilotahu Village
- 2. Bulangita and;
- 3. Lotus Village.
- c. Areas prone to drought disasters are affected in all villages (8 villages).
- d. The affected tsunami-prone area is leased on the coast, namely Pohuwato village, East Pohuwato.
- e. and flood-prone areas are affected by all villages in Marisa sub-district.

This disaster-prone area has been included in the planning document in the RPJMD. BPBD Pohuwato noted that throughout 2018 due to high rainfall, the frequency of floods was quite high in almost all villages in Marisa district.

Disaster management is one of the manifestations of the government's function in protecting the people, therefore the people expect the government to carry out disaster management completely. This is a new paradigm, disaster management is an integrated work that actively involves the community. This kind of integrated approach requires better coordination among all parties, both from the government sector, community institutions, international bodies and so on. The implementation of disaster management includes 3 stages, namely pre-disaster, emergency response, and post-disaster. The author researched at the stages of emergency response from 2013 which is still ongoing to this day. The implementation of disaster management during emergency response includes:

- 1. Rapid assessment of location, damage, and resources
- 2. Determination of emergency status; rescue and evacuation of people affected by disasters; fulfillment of basic needs
- 3. Protection of vulnerable groups; and immediate recovery of vital facilities.

PROBLEM FORMULATION

Based on the description above, the author formulates the formulation of the problem, namely what is the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District and what factors hinder the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District

RESEARCH METHODS

Regarding this type of research, generally legal experts divide it into two, namely the type of sociological or empirical research and the type of normative legal research. Empirical legal research is data obtained by going into the field or data directly obtained from the community. Sociological or empirical legal research consists of research on legal identification and research on legal effectiveness. Based on the title raised by the researcher in this study, it is determined that this type of research is a type of empirical research. Meanwhile, judging from its nature, this research is included in descriptive research. Qualitative methodology is a research procedure that produces descriptive data in the form of written or spoken words from people and observed behaviors.

DISCUSSION

Disaster can be defined in various senses both normatively and in the opinion of experts. According to Law Number 24 of 2007, a disaster is an event or series of events that threaten and disrupt people's lives and livelihoods caused by either natural or non-natural factors or human factors resulting in human casualties, environmental damage, property losses and psychological impacts.

Meanwhile, a disaster is an event or series of events that threaten and disrupt people's lives and livelihoods caused by, either natural and/or non-natural factors or human factors resulting in human casualties, environmental damage, property losses, and psychological impacts. According to Arifin, in general there are several factors that cause floods These factors are natural conditions (geographical location of the area, topophary conditions, river geometry and sedimentation), natural events (rainfall and duration of rain, tides, backflow from the main river, subsidence, dam of river flows due to landslides, sedimentation and cold lava flows), and human activities (cultivation of floodplain areas, inappropriate spatial designation in floodplains, lack of management and development patterns of floodplains, settlements on riverbanks, inadequate drainage systems, limited flood mitigation measures, lack of public awareness along river channels, deforestation in upstream areas, limited efforts to maintain flood control buildings).

The government is an organization that has the authority to make policies in the form (application of laws and regulations) in a certain region. The area is the territory under their rule. The government is different from the government. The government is an organ or complementary tool when viewed in a narrow sense the government is only an executive institution. According to Asep Kartiwa, Government comes from the word "government", and it comes from the word command. In Indonesian, the words mean: (1) Command is a word that means to tell to do something; (2) Government is the power that governs a Region, Region, and State; (3) Government is the act, way, thing, and affairs of governing. In a broad sense, government is an act of governing carried out by legislative, executive, and judicial bodies in a country in order to achieve the goals of state administration.

The meaning of government in a broad sense is that it all includes the state apparatus which includes all organs, bodies or institutions, state fittings that carry out various activities to achieve state goals. The state institutions in question are executive, legislative, and judicial institutions. Government in a narrow sense is all activities, functions, duties and obligations carried out by institutions to achieve state goals.

Regional government according to Article 1 paragraph 2 of Law Number 23 of 2014 concerning Regional Government is as follows:

"Regional Government is the implementation of government affairs by local governments and regional people's representative councils according to the principle of autonomy and assistance duties with the principle of autonomy as widely as possible in the system and principles of the Unitary State of the Republic of Indonesia as referred to in the Constitution of the Republic of Indonesia in 1945."

The government itself has a position of duties and functions carried out by a person who is in it, both in groups and individually, this is the meaning of the word role. The definition of role according to Soerjono Soekanto, namely role is a dynamic aspect of position (status), if a person exercises his rights and obligations in accordance with his position, then he carries out a role. From the above, we further see other opinions about roles that have been previously defined as normative roles. As a normative role in relation to the duties and obligations of the transportation service in law enforcement, it means total law enforcement, namely full law enforcement.

According to P. Nicolai, government authority is the ability to carry out certain legal acts or acts, i.e. actions or deeds intended to give rise to legal consequences, including the arising and disappearance of legal consequences (het vermogen tot het verrichten van be paalde rechshandelingen is handelingen die op rechtsgevolg gericht zijn en dus ertoe strekken dat bepaalde rechtsgevolg gericht zijn en dus ertoe strekken dat bepaalde rechtsgevolgen onstaan of teniet gaan). Furthermore, it was stated that within the authority of the government, there are rights and obligations from the government in carrying out the actions or deeds of the government.

The purpose and purpose of granting regional autonomy which is expressly outlined in the GBHN is development-oriented, which is meant by development in a broad sense covering all aspects of life and livelihood. There is an obligation for the regions to participate in facilitating the development as a means of achieving people's welfare. This welfare ideal is carried out with a sense of responsibility.

As an autonomous region and at the same time an administrative area, which exercises the authority of the Central Government delegated to the Governor. Provincial Regions are not the superior governments of Regency and City Regions. Therefore, the Provincial Region, in addition to the Autonomous Region, is also an Administrative Region, namely the work of the Governor as the Central Government in the Region. Autonomous Regions, hereinafter referred to as Regions, are legal community units that have territorial boundaries that have the authority to regulate and manage the interests of the local community according to their own initiative based on the aspirations of the community in the Unitary State system of the Republic of Indonesia.

The Role of the Pohuwato Regency Regional Government in Disaster Mitigation in Marisa District

Article 3 of Law Number 24 of 2007 concerning Disaster Management states that:1

"Disaster management must be based on the main principles or principles, among others, humanity, justice, equality of position in law and legal certainty, togetherness, environmental sustainability, science and technology. In addition, disaster management must also be based on the following practical principles: fast and precise, priority, coordination and integration, effective and effective, transparency and reliability, partnership, empowerment, non-discrimination and non-proselytization.

Basically, the Indonesian people must be able to be aware of all forms of disasters that occur. Most of the people have not realized that the disasters that have occurred so far are the result of the actions of the community itself by damaging the environment. Redress is needed to prevent disasters. The community must help in the implementation of disaster management so that it can avoid various kinds of disasters that result in the pace of development being hampered.

The above principles of disaster management are a reference or foundation for disaster management in our country, including the Regional Disaster Management Agency (BPBD) of Pohuwato Regency, as in an interview with the Head of the Regional Disaster Management Agency (BPBD) of Pohuwato Regency Drs. Ramon Abdjul, M. Mpd, as follows:

"Based on Government Regulation (PP) Number 4 of 2011 concerning the Implementation of Disaster Management, we as those who handle this must be agile and better in dealing with disasters that occur in Pohuwato Regency, including those in Marisa District".2

The above statement can be drawn that it is in accordance with the vision and mission of the Regional Disaster Management Agency of Pohuwato Regency which carries out disaster management quickly and better. In carrying out these mitigation services, every service actor is obliged to provide better services in accordance with the statement of the Head of the Regional Disaster Management Agency (BPBD) of Pohuwato Regency Drs. Ramon Abdjul, M. M.Pd, as follows:3

"The services provided are in accordance with our role as implementers in carrying out better disaster and fire management. What we mean here is to be a proactive and responsive process to all disasters that occur in Pohuwato Regency, including those in Marisa District. This is proven when a disaster occurs, then there is cooperation between all parties in handling the incident. From this incident, it can indicate to us that every

element in the community, especially us as the Regional Disaster Management Agency of Pohuwato Regency, must be better from time to time".

The Head of the Regional Disaster Management Agency (BPBD) of Pohuwato Regency gave an overview of how the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District where the Regional Disaster Management Agency (BPBD) in taking a stance by providing services, namely when an incident occurs, disaster management implementers must be proactive and responsive to the incident by participating and involving all aspects that in society. The involvement of all parties in overcoming and overcoming disasters is not only the responsibility of the Regional Disaster Management Agency (BPBD) but also for the cooperation of all parties in the community.

Law Number 24 concerning Disaster Management Article 47 Explained Disaster Mitigation there are 3 things: 4

Implementation of Spatial Planning

Disaster-prone areas in the local government of Pohuwato Regency have been included in the spatial planning of the area which is the concern and reference of every resident in carrying out physical development, this is done in order to minimize the risk of many victims when a disaster occurs.

Development Arrangements, Infrastructure Development, Spatial Planning

Residential settlements are made in such a way that they do not contradict the Regional Spatial Planning that has been outlined. In this regard, the local government of Pohuwato district has issued rules and prohibitions to the community not to build housing near the coast with the consideration that the Pohuwato coast is an area prone to tsunamis. Likewise, building a house on the slopes of hills or mountains is not justified because there is a risk of landslides.

• Implementation of Education, Counseling, and Training both conventional and modern.

Since the last few years, the Pohuwato Regency Government through BPBD has promoted various education and socialization to the community about disaster mitigation in order to provide the community with how to evacuate and save themselves when a disaster occurs, such as conducting conventional disaster simulations and at the same time forming task forces and volunteers from the local community in each village and sub-district. The Regional Government through BPBD Pohuwato has also collaborated with universities and schools in the ranks of the Pohuwato National Education Department, namely integrating disaster education in the educational curriculum so that students from an early age understand and understand what disaster mitigation is, and how to safely deal with it when a disaster occurs. This activity was carried out by providing subject matter to students at school and the speakers came from BPBD itself, and it has started to be carried out in 2019.

The Secretary of the Regional Disaster Management Agency (BPBD) of Pohuwato Regency stated, that:

"To carry out our duties in the field of prevention and preparedness, we cannot stand alone without the support of the community and the cooperation of certain parties, of course".7

After handling and evaluating, we will carry out our duties in preparing all assistance and appropriate countermeasures for the disaster that occurs."10 Heads of the Implementing Agency of the Regional Disaster Management Agency of Pohuwato Regency gave an overview that flood disasters can be prevented if the participation of the community in the flood disasters that occur. This prevention can also be done by:

- 1. The creation of the Flood Prone Map was carried out functionally by Bakosurtanal by involving the Office of the Minister of Environment / Bapedal, and the Ministry of Home Affairs, as well as the Department of Public Works;
- 2. Socialization of flood-prone area maps and community empowerment involving the Department/Social Service, Bakornas PBP/Satkorlak PBP/Satlak PBP, Department of Public Works, Ministry of Forestry and other related agencies;
- 3. Flood Prevention and Mitigation Training is carried out by the Department of Public Works involving the PBP Satkorlak/Provincial and Regency/City Kesbanglinmas Agency; and d) Early Warning System by the Meteorology and Geophysics Agency (BMG) of the Ministry of Transportation by involving LAPAN, BPP Technology, the office of the Minister of Environment / Bapedal and other agencies involved.
- 2. What Factors Hinder the Role of the Pohuwato Regency Regional Government in Carrying Out Disaster Mitigation in Marisa District

Aware of its position as a "disaster-prone country", the Indonesian government formed Law Number 24 of 2007 concerning Disaster Management. The Law regulates the implementation of disaster management and the following implementing agencies, namely the National Disaster Management Agency (BNPB) to handle disaster management in the national scope, and the Regional Disaster Management Agency (BPBD) to handle disaster management at the respective regional level.

Pohuwato Regency is one of the districts in Gorontalo Province that has a Regional Disaster Management Agency (BPBD) to handle disasters in the region. The Pohuwato Regency Regional Disaster Management Agency was formed based on the Pohuwato Regent Regulation Number 12 of 2010 concerning the Pohuwato Regency Regional Disaster Management Agency. Furthermore, the implementing regulation

through the Pohuwato Regent Regulation Number 18 of 2010 concerning the Duties and Functions of the Regional Disaster Management Agency which was reaffirmed by the birth of Regional Regulation (Perda) Number 4 of 2011 concerning the Establishment of the Regional Disaster Management Agency.

The implementation policy of disaster management in Pohuwato Regency refers to Law Number 24 of 2007 concerning Disaster Management and Regional Regulation (Perda) Number 4 of 2011 concerning the Establishment of Regional Disaster Management Agency and various other regulations, but there are still many things that must be fixed in relation to the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District. The following are the factors that hinder the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District.

Factors that are considered as factors inhibiting the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District include:

Budget Source

The Head of BPBD Pohuwato Regency in the budget table above, especially direct expenditure in 2019 amounted to Rp. 1,714,818,500. which are allocated for 12 programs, 32 activities, which are distributed in 4 fields, namely: Secretariat Field, Prevention and Preparedness Field, Emergency and Logistics Field and Rehabilitation and Reconstruction Field. For the Secretariat Field, it is a field that supports the smooth running of the duties and functions of the other three fields. Because it concerns accommodation, transportation for task forces, volunteers and disaster personnel for a year, including honorarium for the operators of dolphin boats at sea, sensor operators/Alkon and drivers for 4 cars/field fleets as well as the cost of operating equipment and fleet including fuel and lubricants, as well as maintenance and service costs in case of damage, or in other words that the task force, volunteers and BPBD personnel in disaster management for a year. On the one hand, the budget for this field should be large because of the support of BPBD's human resources and the cost of operating tools/fleets in the context of disaster management in the field, but on the other hand, the budget ceiling provided and approved is very limited in accordance with the region's financial capabilities. Then for the Prevention and Preparedness Field is a field whose main function is to prepare task forces, volunteers and disaster personnel who are tough and professional in handling disasters both in terms of prevention and in terms of preparedness. Of the number of task forces needed for all sub-districts of at least 390 people, with a ratio of 30 people for each sub-district to handle disasters in all villages in their sub-districts, which have been formed only 180 people or around 6 sub-districts, there are still 7 sub-districts that have not been formed due to the lack of available budget. So BPBD will try to achieve this target and will pay it in installments for the next 2 years for the 7 more sub-districts. It should be noted that to form a disaster task force in each sub-district requires reliable training and practice so that a qualified, resilient and professional task force is formed in handling disasters in accordance with its SOPs and provides a uniform consisting of field shoes, pants, shirts, hats and disaster management equipment so that it can be known in the field, and all require a fairly large budget.

Human Resources.

The above Human Resources that have been formed and trained by the Pohuwato Regency BPBD to support the implementation of disaster management in the region, especially Marisa District, amounted to 30 (thirty) people spread across 7 (seven villages). as stated by the head of the Pohuwato Regency Regional Disaster Management Agency, Drs. RAMON ABDJUL, M.Mpd who explained that.

"So far, other factors that also hinder the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District are the limited human resources, both BPBD and the existing Volunteer Team, which sometimes interferes with the implementation of emergency response during disaster events, there are still some insufficient equipment resources such as HT and heavy equipment in the form of trucks, Alkon and other equipment".

Based on the results of the interview, it is clear that the factors that hinder the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District are also influenced by the limited human resources, both BPBD and the existing Volunteer Team, which sometimes interfere with the implementation of emergency response during disaster events, and the lack of equipment that is urgently needed.

In addition to the factors described above, the researcher also found that there are other factors, this is as stated by the Head of the Regional Disaster Management Agency (BPBD) of Pohuwato Regency. The following is an excerpt of the interview:

"No less important is one of the factors that hinders the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District, which is related to social and political conditions, where factors from nature, also due to the behavior of the community itself who lack understanding in maintaining the surrounding natural environment, then the lack of public understanding of the dangers of disaster risk also makes people still reject appeals and the invitation of BPBD. In addition, the political conditions where the government issued a moratorium on the temporary termination of the appointment of civil

servants also affected the limited number of human resources in the BPBD of Phuwato Regency was also one of the factors that also hindered the role of the local government of Pohuwato Regency in carrying out disaster mitigation in Marisa District, because civil servants or civil servants in this field are urgently needed".

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