

## Transmission of disaster information in the implementation of relocation policies after the Earthquake, Tsunami and Liquefaction in Palu, Central Sulawesi

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### Abstrak

Penanganan bencana besar yang terjadi di kota Palu masih menyisakan polemik, saat ini masih ada masyarakat yang tinggal di hunian sementara dengan harapan mendapatkan santunan yang layak. Tidak ada alasan untuk berpaling dari bencana besar yang terjadi di kota Palu. Yang menarik adalah meskipun diberikan keseriusan, namun diketahui kebijakan tersebut menemui jalan buntu dalam pelaksanaan kebijakan di lapangan, beberapa polemik belum tuntas hingga saat ini, sehingga kebijakan rehabilitasi dan rekonstruksi bagi warga terdampak belum berjalan sesuai rencana sebagaimana mestinya, fakta menunjukkan bahwa diantara mereka yang terdampak bencana, ada yang kehilangan tempat tinggal akibat bencana, baik rumahnya tertimbun tanah. akibat likuifaksi, hanyut. bersih akibat gelombang tsunami yang kuat maupun runtuh akibat gempa bumi dengan skala dahsyat, ditemukan masih menjerit di tempat pengungsian, mereka masih hidup di tengah ketidakpastian. Hasil: Penelitian ini menggunakan pendekatan penelitian kualitatif, dengan memperhatikan bagian penyampaian informasi, dengan cara menelaah seluruh bagian penting dari kebijakan yang diadopsi dan disebarluaskan kepada seluruh pemangku kepentingan, terutama ruang lingkup dalam mengidentifikasi secara tepat segala kemungkinan kebijakan yang dipilih, berupa pertentangan, kesepakatan dan penyimpangan atau perbedaan. penafsiran pada level pelaksana dan masyarakat luas, menjawab sejauh mana hirarki birokrasi memberikan dukungan yang kuat dalam mengimplementasikan kebijakan, kemampuan pemangku kepentingan dalam mendefinisikan kebijakan dan menangkap informasi kebijakan yang penting. Kesimpulan: Terpaparnya secara menggemparkan mengenai penanggulangan bencana banyak menimbulkan kerugian, memunculkan banyak polemik, penafsiran dan pilihan kebijakan yang mengundang risiko, penanganan bencana dengan mekanisme baru yang mengabaikan cara konvensional kemudian memunculkan multitafsir, memunculkan perdebatan, hal ini kemudian berdampak pada kondisi hirarki birokrasi yang ada seolah-olah tidak memberikan dukungan yang kuat dalam mengimplementasikan kebijakan, hal ini menimbulkan kebuntuan dalam mendefinisikan kebijakan relokasi..

**Kata Kunci:** Transmisi, Informasi, Relokasi, Palu, Indonesia

### Abstract

*Background: The handling of the major disaster that occurred in the city of Palu still leaves polemics, currently there are still people living in temporary housing who hope to receive proper compensation. There is no reason to turn away from the major disaster that occurred in the city of Palu. What is interesting is that even though it is given seriousness, it is known that the policy has reached a dead end in implementing the policy in the field, several polemics have not been resolved to date, so that the rehabilitation and reconstruction policy for affected residents has not gone according to plan as it should, the facts show that among those affected by the disaster, there are those who have lost their place. lived because of a disaster, whether his house was buried in the ground. due to liquefaction, it was washed away. clean due to strong tsunami waves or collapses due to an earthquake on a powerful scale, found still screaming in refugee camps, they still*

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*live during uncertainty. Results: This research uses a qualitative research approach, paying attention to the information transmission section, by examining all important parts of the policies adopted and distributed to all stakeholders, especially the scope in correctly identifying all possibilities for the policies chosen, in the form of contradictions, agreements and deviations or differences. interpretation at the implementing level and the wider community, answering the extent to which the bureaucratic hierarchy provides strong support in implementing policies, the ability of stakeholders to define policies and capture important policy information. Conclusion: The shocking exposure regarding disaster management caused a lot of losses, gave rise to a lot of polemics, interpretations and policy choices that invited risk, handling disasters with new mechanisms that ignored conventional methods then gave rise to multiple interpretations, giving rise to debate, this then had an impact on the condition of the existing bureaucratic hierarchy as if -if they do not provide strong support in implementing the policy, this creates a deadlock in defining the relocation policy.*

**Keywords:** *Transmisi, Informasi, Relocation, Palu, Indonesia.*

## Introduction

The Great Disaster of Palu City is still causing polemics, there are still many residents who live in temporary houses in the hope of getting proper compensation (Nursamsir, Jamaluddin, Iqbal, & Ismanto, 2022, hal. 98) there is no reason to turn a blind eye to their suffering due to the problems that occur, the formulation of government policies must provide guarantees of justice as a form of respect for the rights of those who live in uncertainty and worry, providing protection as a form of it. respect for human rights for those who are victims of the disaster (Ismeti, Palipadang, Tavip, & Weri, 2023, hal. 213) The death toll was 2,113 people, the most in Palu City 1,703 people, the rest were spread across Donggala Regency 171 people, Sigi 223 people, Parigi Moutong 15 people (Ismeti et al., 2023, hal. 213), There are those who doubt the government's commitment to resolving the remaining problems, but it is difficult to say that this is not serious, because the journey involves broad components, the central government, the president, and his cabinet, (Jokowidodo, 2018) to accelerate post-disaster rehabilitation and reconstruction in Central Sulawesi province.

The recovery of the socio-economic life of disaster victims involves the Cabinet, Ministers, TNI Commander, Chief of Police, Attorney General of the Republic of Indonesia, Heads of Non-Ministerial Government Institutions, Governor of Central Sulawesi Province, and Regents and Mayors in carrying out their duties, functions, and authorities for faster recovery, (Jokowidodo, 2018) is a form of seriousness on a wider scale in completing rehabilitation and reconstruction after the earthquake, tsunami and liquefaction disaster that occurred in Central Sulawesi province, especially Palu City as a location that received the impact of the disaster with an extraordinary level of damage, especially to the Central Sulawesi government. provide him with instructions (Djanggola, 2019) for a planned, transparent, integrated and sustainable post-disaster rehabilitation and reconstruction plan and ensure the livelihoods and protection, rehabilitation, reconstruction and recovery of all residents affected by the disaster, (Djanggola, 2019) in the form of guidelines for the development and implementation of policies for the Central Sulawesi regional government, as well as affected districts and cities, and all stakeholders in post-disaster recovery and reconstruction efforts, (Rencana A. AU3 - Satelit, H. T., 2021).

Strong support in disaster management is also shown in several policies of the Palu City government (Palu, 2019) through the 2019-2020 Post-Earthquake, Tsunami and Liquefaction Rehabilitation and Reconstruction Plan document in Palu City which generally facilitates the community and prepares new settlements to accommodate residents who move to Talise-

Tondo, Duyu, Petobo and Balaroa Districts as relocation locations, the determination of the location for the construction of permanent houses in Balaroa Village, Palu City which is claimed to be the direction of the Governor of Central Sulawesi. (Djanggola, 2019), the location of permanent housing development in Balaroa sub-district, West Palu district (Hidayat n.d. p. 1) which provides clarity regarding the location of the Balaroa Satellite Permanent Area which is known to be 5.3 hectares, the policy was issued on the basis of zoning adjustments, where the search process carried out successfully identified that the location was a residential area, so it was very suitable for building housing on it, this feasibility included the light yellow zone for the feasibility of building housing.

In addition, in addition to what the Palu City government has done in providing land, as well as socializing Permanent Housing to residents affected by the disaster, the Regional Disaster Management Agency or BPBD of Palu City has taken a lot of part in this process, the socialization forum that has been delivered is directed to communicate the relocation policy to residents, regarding the importance of conveying to residents to register themselves as prospective residents at the designated location, this process also involves the Palu City Housing and Settlement Area Service, as the manager of the Satellite Permanent Housing, many things are done in this regard. the socialization process includes communication of the relocation action plan, housing readiness, the process of finalizing data on residents affected by the disaster, the process of socialization and consultation with residents, socio-economic studies, profiles of affected areas, the process of relocation of residents and the recovery action plan after permanent housing residence containing the relocation action plan document, land acquisition plan or Land Acquisition Plan document and Environmental Management and Monitoring Efforts.

Before the various documents were submitted, the Palu City government paid serious attention to communication to ensure that everything was communicated well through various activities that varied as a series of processes for preparing relocation action plan documents, finalizing data on disaster-affected residents who were claimed. based on the criteria for blessings listed. in the governor's direction regarding the post-disaster rehabilitation and reconstruction plan (Djanggola, 2019) socialization and consultation with disaster-affected residents regarding the relocation and livelihood recovery plan, socio-economic studies of disaster-affected residents to identify relocation subjects based on the results of verification of prospective permanent home occupants, studies and consultations with the local community, studies and consultations with the local government regarding policies, schedules and agreements regarding the stages of activities for moving and restoring disaster-affected residents to permanent residences (Hidayat, n.d.), Despite being taken seriously, the policy is known to have reached a dead end in implementing the policy in the field, several polemics have not been resolved until now, so that the rehabilitation and reconstruction policy for affected residents is not running according to plan. which must be completed in 2021.

Although they are serious about solving the problems that arise due to the disaster that struck, the facts show that among those affected by the disaster, some have lost their homes due to the disaster, either their houses were buried by the ground due to liquefaction, swept away by the strong tsunami waves or collapsed due to a massive earthquake, were found still screaming in evacuation, they are still living in the midst of uncertainty, many studies provide information that the implementation of disaster management policies in Palu Many problems were encountered in the field, starting from their claims regarding the poor implementation of Post-Disaster policies in many ways, as if creating a gap between what was produced and their serious efforts, the article builds the suspicion that the failure shown is a consequence of poor transmission of information accompanying the implementation policy.

Communication is a determining factor in policy implementation (Wahyunengseh S., 2021), (Lestari R. AU3 - Ruliana, P. AU4 - Barus, C. C. B., 2020) Communication is very

important in influencing the success of policies at the implementation level, determining the achievement of goals, how to understand what to do, on that basis all policies must be communicated appropriately, accurately and consistently, therefore all stakeholders are required to maintain the quality of communication in policy implementation (Wahyunengseh S., 2021), The success of communication is measured by the extent to which information is distributed properly, because this will ensure that the policy is implemented properly, misunderstandings in policy implementation cause distortion of information in its implementation, implementers must receive information clearly and must also be consistent (Lestari R. AU3 - Ruliana, P. AU4 - Barus, C. C. B., 2020) To ensure that there is no confusion for implementers in the field, synchronization is carried out (Lestari et al. 2020 p. 8) Information received by the community in the process of implementing disaster policies, communication does not only emphasize how the message is delivered, but more importantly how the message is received, (International, 2015).

It is important to emphasize to policy actors that by providing information to an informed public, policy actors can gain a clear understanding of what is happening in the field so that they are ready to take action that will then have an impact on how the targets that have been set are achieved or provide maximum results, because we cannot close our eyes to the fact that the gap between what is ordered or issued by policy makers is a phenomenon that is sometimes inherent in many cases, which then causes conflicts that give rise to distortions that actually hinder communication in the community, especially when faced with a long chain bureaucratic structure, or public policies on a very large scale, because they are related to the ability of implementers to understand what they should do, disaster policies.communication plays a role in building awareness of disasters (Khumairoh I. D. K. K. AU3 - Sumantri, S. H., 2021). Communication is an important element in policy implementation. Policy objectives become difficult to achieve if communication between stakeholders is poor, communication coordinates and disseminates information about policies, including opening a conducive collaboration space in policy implementation (Raungratanaamporn P. AU3 - Kamiko, A. AU4 - Denpaiboon, C., 2014) to handle post-disaster problems.

## **Literature review**

Shared understanding that information transmission is a process of delivering messages from sender to recipient, how policy messages are delivered and received by interested parties, clear and efficient information is a benchmark for good transmission, the public agrees that the transmission process requires a good language style. simple and easy to understand as a buffer to ensure the receipt of information, then it becomes a necessity in the process of delivering information to match who is the target of the information, how is their ability to understand and receive policy messages, because this will then raise awareness, especially support at the level of policy implementers in the field, therefore a policy does not only depend on how the policy is decided but more importantly how the policy is implemented, (Tamami AU2 - Suryawati, 2021) Policy makers must provide strong consideration for how it is implemented, including understanding the extent to which the policy will be faced with deviations at the implementation level, ((Tamami AU2 - Suryawati, 2021) understanding that the goodness of the policy taken can be seen from the extent to which the policy provides compliance for its implementers, (Tamami AU2 - Suryawati, 2021) does this give rise to many interpretations and debates?

This session is designed to answer the quality of communication regarding the implementation of post-disaster policies, how disaster information is conveyed to the public in the form of relocation policies for residents affected by the earthquake, tsunami, and

liquefaction in Palu City, by paying attention to the information delivery section, by reviewing all sections. It is important for policies to be taken and disseminated to all stakeholders, especially their reach in properly identifying all possibilities for the chosen policy, whether in the form of conflict, rejection and deviation or differences in interpretation at the level of implementers and the wider community, answering the extent to which the bureaucratic hierarchy provides strong support in the implementation of policies in the field, to the ability of stakeholders in defining policy arrangements, as well as the ability to capture or receive important policy information, especially those affected by the disaster, this article shows a very surprising exposure in handling large-scale disasters that cause a lot of damage, showing so many polemics in various things.

Through communication, ideas and concepts become mutually understood, misunderstandings can be avoided through the establishment of strong communication, then a reasonable argument will be put forward to say that communication is a variable that has a strong influence on the achievement of public policy implementation in society. promised goals, no one denies that, that the distortion of information contained in public policy causes chaos in its implementation, policy implementers must have a good understanding of how the policy is implemented, therefore it is important to pay attention to the method or method of implementing it. whose information is conveyed to the public as an inseparable part of the success of the implementation of public policy, (Putra A., 2019) how public policy is expressed so that it can be conveyed effectively to the public, presenting information transmission through an orderly system, either through symbols, signs, or behavior, (Putra A., 2019). The earthquake, tsunami and liquefaction disasters that occurred a decade ago in Palu City certainly contain many things that must be observed and paid attention to, deep trauma, policy makers and implementers, and affected residents must be observed and understood further and in depth.

To gain a complete understanding of the extent to which the potential for deviations or differences in interpretation at the implementing level and the wider community regarding the chosen policy has been identified, the extent to which the bureaucratic hierarchy provides support for the chosen policy, the implementation of the policy and the ability of stakeholders to determine the order. policy, or the ability to collect important policy information, especially those affected by the disaster, this study has succeeded in identifying stakeholders in implementing the relocation policy through four charts, with different positions and involvement in implementing the policy, first the Central Government or the president provides direction for the Acceleration of Post-Disaster Rehabilitation and Reconstruction which is then continued with the direction of the vice president to BAPENNAS together with PUPR and ATR to prepare a master plan, second, the Central Sulawesi Provincial Government in this case the Governor, provides direction through the Master Plan for Post-Disaster Recovery and Redevelopment of the Central Sulawesi Province, third, the Palu City Government in this case the Mayor of Palu has prepared a post-earthquake, tsunami, and liquefaction rehabilitation and reconstruction plan document that is different from the Post-Disaster Recovery and Regional Development Planning Framework in Central Sulawesi prepared by the National Development Planning Agency. Fourth, affected residents, in this case communicating all the losses they experienced due to the disaster

## **Method**

This study uses a qualitative research approach, by paying attention to the information transmission section, by examining all important parts of the policies taken and distributed to all stakeholders, especially the scope in identifying precisely all possibilities of the chosen policy, in the form of contradictions, agreements and deviations or differences. interpretation

at the level of implementers and the wider community, answering the extent to which the bureaucratic hierarchy provides strong support in policy implementation, the ability of stakeholders to define policies and capture important policy information.

## **Result and Discussion**

After going through all stages of research and implementing a systematic, thorough, and precise disaster information delivery method in implementing the post-Earthquake, Tsunami, and Liquefaction relocation policy in Palu, Central Sulawesi, the findings of this study are summarized and explained in detail as follows:

### **Identification, Interpretation and Policy Choices That Invite Risk**

The President's attitude as the highest policy maker in communicating disaster management through the formation of a disaster management task force deserves high appreciation, be it the formation of the task force, instructions for accelerating rehabilitation and reconstruction and its completion, because with its priority it invites the involvement of many components in disaster management which are known to include the Vice President as Head of the Disaster Management Task Force and the Disaster Management Agency as the Chief Executive and the Minister; Minister of Public Works and Public Housing, Minister of Agrarian Affairs and Spatial Planning or Head of the National Land Agency; Minister of Home Affairs; Minister of Social Affairs; Minister of Health; Minister of Education and Culture; Minister of Finance; Minister of National Development Planning or Head of the National Development Planning Agency; Head of the Financial and Development Supervisory Agency; Commander of the Indonesian National Armed Forces; Chief of the Indonesian National Police; Governor of Central Sulawesi Province; and the Regent of Sigi, the Regent of Donggala Parigi Moutong and the Mayor of Palu (Jokowidodo 2018 pp. 1–6), (Jokowidodo 2018 pp. 1–25) (Jokowidodo 2022 pp. 1–18) and also involving the Attorney General of the Republic of Indonesia (Jokowidodo 2018) However, it is very unfortunate that in its implementation in the field there are many challenges, the disaster management policies presented tend to be specific only to disasters with an extraordinary scale of severe damage such as the disaster that occurred in the city of Palu. , compared to the conventional disaster management pattern that has been implemented so far. Poor communication between the Palu city government and the provincial government is a bitter consequence that must be accepted due to the conditions and debates that occur.

The debate that emerged due to the policy with a dual coordination pattern in disaster management became a new bad experience. This condition became the center of attention, especially when the bad relationship increased at the implementation level, in the form of a halt in communication between institutions. The Palu City Government as the implementer of the policy and its structure. The government is one level above it in this case is the Central Sulawesi government. Many assumptions have developed in this position, ranging from the assumption that the central government failed to make observations before important decisions were taken, to the suspicion of other intentions behind the decisions taken. There are no claims about what happened behind the decision-making, this will be an interesting thing to study further, however, one fact that has been revealed is that the central government's policy in Jakarta has invited real polemics in the field. where the policy is implemented at a very high level. bad, namely the lack of collaboration in disaster management between all stakeholders. Basically, signs of polemics have been seen, especially when the president's direction was translated more deeply by the provincial government, especially when delivering disaster management information through the issuance of the Central Sulawesi Provincial Recovery and Redevelopment Master Plan after

the disaster. and post-disaster rehabilitation and reconstruction plan, (Longki Djanggola 2019), a document that aims to coordinate and ensure that Recovery and Development is Better, Safer and Sustainable.

In the process of preparing important disaster management documents, the Palu city government should be involved, as a strong reason that they have a deeper understanding of how the policy will be implemented, have a lot of information about the location where the disaster occurred, in fact the preparation of the document is known to involve Ministry of National Development Planning/Bappenas, Ministry of Public Works and Public Housing, Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, National Disaster Management Agency, Ministry of Energy and Mineral Resources, Meteorology, Climatology and Geophysics Agency, and Geospatial Information Agency which are members of the Team Coordination and Assistance for Post-disaster Regional Recovery and Development in Central Sulawesi (Longki Djanggola 2019), The non-involvement of the district and city governments, especially the Palu government, which was previously feared would have bad consequences later in disaster management efforts, finally actually happened, the different choices in disaster management efforts are a strong reason that it actually happened. The resulting policies are in the form of policy directions and macro strategies which will then be developed into the Central Sulawesi Post-disaster Area Rehabilitation and Reconstruction Action Plan implemented by the district and city governments in Central Sulawesi as affected, accompanied by the Central Sulawesi Post-disaster Regional KAPP Team, Read More concretely accommodating more detailed rehabilitation and reconstruction directions, division of authority for each ministry in preparing the Post-Disaster Area Recovery and Redevelopment Master Plan in Central Sulawesi Province, Post-disaster Area Recovery and Redevelopment Master Plan in Central Sulawesi Province intended to ensure that recovery and development can run better, safer and more sustainably.

It was claimed that the concentration of the Palu city government in handling disasters in its area was initially running as is, according to the Disaster Emergency Response Statement (Hidayat, n.d.; Palu, n.d.-b, n.d.-a, 2018) Determination of Emergency Response Status for Disaster Management (Walikota Palu n.d. p. 1) Arrangement of the Composition of Disaster Emergency Response Command Posts (Walikota Palu 2018a), Extension of Disaster Emergency Response (Hidayat 2018 p. 1), Determination of Emergency Transition Status for 60 days from 27 October to 25 December 2018 (Walikota Palu 2018b), to Extension of Emergency Transition Status to Disaster Recovery (Walikota Palu 2018c p. 1). However, polemics then become unavoidable, especially when disaster management policies involve very broad levels of government, the large scale of damage caused by the disaster that occurred in the city of Palu invites the involvement of the central government to take part in disaster management which is then specifically claimed to have contributed to its birth. polemics on policy implementation, which reach a very wide range in resolving post-disaster problems, especially when the alternative policies chosen to resolve post-disaster problems are claimed to be not well consolidated with conventional disaster management approaches that have been used in resolving post-disaster problems.

Basically, there is nothing wrong with the central government creating new ways to solve disaster problems, especially considering the level of damage caused by the disaster, but the lack of integration with the existing conventional approach is also unjustifiable, unfortunately. Communication between the Palu city government and the provincial government in disaster management is a strong reason to say that there is an error there, especially when this is seen when the Palu city government conveys disaster information by accelerating the completion of the Palu City Rehabilitation and Reconstruction Plan Document. Post-Earthquake, Tsunami, and Liquefaction Disaster in Palu City in 2018. The Palu City Government is described as walking alone in implementing policies, the process of

accelerating the completion of the Rehabilitation and Reconstruction Plan Document after the Earthquake, Tsunami, and Liquefaction Disaster in Palu City in 2018, provides a picture of poor communication between the provincial government and the Palu city government. That's right, planning documents to be used as guidelines in the implementation of rehabilitation and reconstruction to be implemented, the preparation of the Rehabilitation and Reconstruction Plan, the Palu City Government only involves the Palu City Regional Disaster Management Agency, the Palu City Regional Disaster Management Agency, and the Palu City Regional Disaster Management Agency. Palu City Development Planning Agency and Palu City Technical Regional Apparatus and other stakeholders facilitated by the National Disaster Management Agency, the United Nations Development Program and the Ministry of National Development Planning of the Republic of Indonesia/Bappenas. The document is known to contain rehabilitation and reconstruction policies and strategies, details of rehabilitation and reconstruction activities, funding needs for each activity, identification of programs or activities and budgets for each regional apparatus that can be directed to fund rehabilitation and reconstruction activities, determination of funding sources (government, local government, community, business world, domestic and foreign community organizations, and the period for implementing rehabilitation and reconstruction.

Even though the relationship between the Palu city government and the provincial government seems bad and seems to be running alone in implementing post-disaster policies, especially the preparation of the Rehabilitation and Reconstruction Plan document after the Earthquake, Tsunami and Liquefaction disaster in Palu City in 2019-2020, the Palu city government claims that The preparation of the Rehabilitation and Reconstruction Plan document has a strong basis, according to him, the process it has gone through is in accordance with the government's mandate (Presiden 2008) in the Implementation of Disaster Management; direction of the head of BNPB in Preparing Post-disaster Rehabilitation and Reconstruction Plans (BNPB, 2017a, 2017b) and directions from the Head of BNPB (BNPB 2017b) concerning the Implementation of Post-disaster Rehabilitation and Reconstruction, in the context of carrying out comprehensive and integrated rehabilitation and reconstruction of post-disaster areas by taking into account the results of post-disaster needs assessments, determining priorities, allocating resources and implementation time, government work plan documents both central and regional, and planning documents other related developments.

Although the attitude of the Palu City Government is considered very different, it still states that the recovery and reconstruction plan after the earthquake, tsunami, and liquefaction in Palu City in 2019-2020 has been prepared as a program and action plan. The recovery and reconstruction plan after the earthquake, tsunami and liquefaction was prepared by Palu City to build understanding and commitment between the government, local government, business community, community, universities and non-governmental organizations and align the city in carrying out all activities. Ministries and institutions, the Sulawesi Provincial Government, the Central Government, and the Palu City Regional Government have integrated the Palu City earthquake, tsunami, and liquefaction recovery and reconstruction plan with the medium-term plan, the annual plan of the central and regional governments, the City Government also involves other stakeholders regarding the implementation of post-disaster recovery and reconstruction through systems and mechanisms that mobilize resources from the community to avoid duplication of post-disaster recovery and reconstruction activities. Utilizing the APBD and other legal information sources effectively, efficiently, transparently and participatory. Planning and budgeting of programs and activities, participatory and consultative planning and budgeting, rehabilitation and reconstruction programs and activities in accordance with the principles of good governance, in accordance with the national development planning system and in accordance with national and regional planning documents All stakeholders, disaster consultation including input from and to stakeholders;



ease of monitoring and management of post-disaster activities, and use of financial resources for post-disaster recovery and reconstruction activities in accordance with the principles of prudence and responsibility and management.

Through concrete plans at each stage of post-disaster disaster management implementation, the Palu City Government ensures that disaster management planning information implemented at each stage of disaster management implementation in the form of important goals in targeted recovery and reconstruction steps. Post-disaster reconstruction, humanitarian aspects in the form of social psychology, medical services, education services, reconciliation and conflict resolution, security and order, participation and role of social institutions and organizations, business and community, aspects of housing affected by the disaster Infrastructure support, such as improving the local environment, repairing apartment buildings and rebuilding community facilities, developing facilities and infrastructure, implementing appropriate disaster-resistant designs, improving public service functions, and developing important infrastructure in the form of economic aspects of city services, restoring infrastructure that supports the economy, improving economic conditions, increasing local economic development sectors such as livestock, fisheries, trade, cooperatives, small and medium enterprises, industry, etc., and social recovery. The state of health infrastructure, education, health and religious cross-sectors in the form of restoring government activities, banking, order and the environment.

### **Bureaucratic Hierarchy Does Not Become Strong Support for Policy Implementation**

The earthquake, tsunami and liquefaction disasters that occurred in the city caused extraordinary damage, this demand then invited the involvement of many components in resolving all problems arising from the disaster, both the central government including ministers and other non-governmental parties. central department institutions, the Central Sulawesi provincial government, the Palu city government and national and international organizations seem to really take part in handling various post-disaster problems, this condition shows how crucial the damage caused by the disaster is, however, the implementation of the policy has caused a lot of debate, because after so long it turns out that there are still various problems that have not been resolved, one of which is the policy of relocating residents affected by the disaster, especially those who have lost their homes who have so far been forced to evacuate to temporary housing that is not suitable for habitation built by the government, this condition then becomes questionable because the problem was not resolved in the year In the midst of the abundant disaster management resources provided, coming from various corners, both from the government and from non-governmental organizations, both from within the country and from abroad and from the community voluntarily.

No one denies that resource support has a strong influence on every policy presented, but it is difficult to say that resources are the only determinant of the success of policy implementation, handling the disaster that occurred in the city of Palu is very important. an interesting case to strengthen this claim. It is known that, although not designated as a national disaster like the major disaster that occurred in Aceh, disaster management is known to involve large resources, not only the large amount of funds spent on disaster management but also the involvement of government levels. structures in dealing with disaster problems too. so broad, involving the central government, provinces, and the city of Palu. The failure of policy implementation, or the unresolved many problems in the disaster victim relocation policy amidst the involvement of state components on such a large scale, has raised much speculation about how it works and how long it lasts. bureaucratic structure provides strong support. Regarding the quality of policy implementation in the field, some suspect that there

is a problem in that position. The investigations carried out have shown a lot of interesting information, providing answers to all speculation and suspicions related to the involvement of a long bureaucratic structure, all components involved in policy implementation together have the same thoughts in solving post-disaster problems but have a bad relationship. At the level of policy implementers and the community as stakeholder units, this is a different case that is important to understand further to get an answer to the extent of support from the bureaucratic structure.

All agree on the extent of the central government's involvement, starting with the formation of a Task Force involving all stakeholders who also emphasize the need to take steps according to their respective duties, functions and authorities to support the completion of post-disaster rehabilitation and reconstruction. become a guideline for all components to move in order to achieve the implementation of post-disaster rehabilitation and reconstruction policies in Palu City, but it is very difficult to accept the central government's policies which tend to be new in disaster management, contrary to the policies of the central government. conventional policies that are commonly used in disaster management, thus giving rise to interpretations. different at the level of policy implementation, especially with the lack of policy synchronization between the two, this then becomes the root of new problems in policy implementation in the field, perhaps the central government departs from a deep sincerity in handling disasters, but the phenomena in the field explain something different, thus giving the impression of a long bureaucratic chain in policy implementation instead of providing efficiency and effectiveness but instead creating complex and complicated difficulties to implement.

The Central Sulawesi Provincial Government, which is part of a long bureaucratic chain, is expected to build a common disaster management step that are less convincing, the main thing is to direct the district and city governments as one level of government. Below is less encouraging, one important thing that is commented on from this position is that it is unable to provide good cooperation with the Palu city government, poor communication between the two is a crucial and sad problem in the case of handling major disasters in the city of Palu. Palu, because of this condition, then spread to damage the implementation of the relocation policy that has been known so far. Until now, there are still many very crucial problems that have not been resolved, even though the Provincial Government claims that what it is doing is still within the boundaries of the region. With its limited authority, the attitude of the Palu city government which chooses a different way of dealing with disasters weakens its claim.

The condition that occurs is the implementation of policies in the form of directives conveyed in the context of implementing the relocation policy for residents affected by the earthquake, tsunami, and liquefaction disasters have different views in their implementation, even though several stakeholders have the same thoughts and views, this can be seen from the differences in attitudes in the field which indicate unsynchronized policy implementation, in the case of Central Sulawesi Province and the Palu City Government are different variants, how they act in the field, this perspective then gives birth to unsynchronized regulations, the methods and methods used by the Central Sulawesi provincial government and the Palu city government choose different paths, but this is not because the information is not conveyed properly. in the field or the method of delivery is indeed problematic, but differences in views in policy implementation are an important point of the problem, it is not yet clear whether there is a tendency behind it. The difference in choices presented, but the similarity of views of other stakeholders, illustrates the existence of claims regarding this tendency.

Regarding how the Palu City Government implements the policy, one encouraging thing is that, despite choosing a different path by not clearly stating the direction of the Governor of Central Sulawesi or the president as a reference, throughout the implementation

of the policy, they did not show any deviation in that direction, what is important is that it is understood that differences still exist because they have a strong basis and reasons, their attitude is very reasonable even though it cannot be justified to take a different attitude, this is because all regulations conveyed in the context of disaster policy maintain the spirit of collaboration and cooperation, maybe this is true with their attitude for strong reasons, but there is no justification for ignoring cooperation and synchronization in policy implementation, because it is a complementary approach. an achievement that fulfills the promise of goodness.

The lack of good coordination between the Palu City Government and the Central Sulawesi Provincial Government that occurred at that time, as well as differences of opinion in implementing the policy of relocating residents affected by the disaster were the reasons put forward by both of them, but more easily accepted as an important part of the problem. The reason for the difference is, the attitude of both of them who pay great attention to their position in getting a profitable role in implementing the policy, implementing the policy set by the provincial government gives them more benefits for themselves or gets a larger portion in implementing the policy which is also considered less profitable for the Palu city government, this is because the implementation of the policy communicated by the provincial government reduces the freedom of the Palu city government in the implementation process, the position that should be, and On the other hand, the standards used in implementing the current policy are in many ways more useful and will be stronger because of the regulation that regulates it by default, namely Government Regulation Number 21 of 2008 concerning Policy Implementation. The policy has occurred disaster management. Decree of the Director General of BNPB Number 05 of 2017 concerning Preparation of Post-Disaster Recovery and Reconstruction Plans, and Decree of the Director General of BNPB Number 06 of 2017 concerning Implementation of Post-Disaster Recovery and Reconstruction for the Provision of Command Posts. Disaster management will include the implementation of comprehensive and integrated recovery and reconstruction activities. Recovery and reconstruction of post-disaster areas by considering the results of post-disaster need assessments.

Another reason that is also claimed to strengthen the differences is the existence of an open regulatory gap and provides an opportunity for policy implementers to have support in choosing, this is what the Palu city government uses to claim that what is being done is right. and has strong reasons. In addition, the disaster that occurred in the city of Palu was a disaster with a very wide scope, so that extra policies were presented in disaster management, outside of ordinary disasters that can be resolved with conventional disaster policies that only involve institutions that specifically handle disasters. handling disasters, that is the basis for the Palu city government in handling the disaster that occurred, especially in this mechanism it provides broad freedom for it in handling the disaster that occurred, avoiding a broad and layered hierarchy in handling major disasters that are known to involve government structures on a scale that exceeds the central government and its subordinates, as well as the provincial government, emerging from the strictness of new regulations involving many stakeholder components, the point is that the Palu city government has a strong understanding. how to implement relocation policies for affected residents.

It is known that the Central Sulawesi Government conveyed information through the formation of the Central Sulawesi Regional Recovery and Development Coordination and Assistance Team (KAPP) which outlined the governor's regulations governing the post-disaster Rehabilitation and Reconstruction plan, in order to coordinate and ensure that Recovery and Development can run better. Safer and more sustainable, containing the direction of macro policies and strategies which will then be developed into the Post-Disaster Regional Rehabilitation and Reconstruction Action Plan in Central Sulawesi, while the City Government conveyed information through statements, mayoral decisions, and mayoral

regulations, in more detail through the Palu City Rehabilitation and Reconstruction Plan document for 2019-2020, Permanent Housing Development Location Determination Document, Balaroa Village, West Palu District, Palu City, Rehabilitation and Reconstruction Technical Instructions Document, Land Acquisition Plan Document for Satellite Permanent Housing Development, Balaroa Village, West Palu Regency, Palu City, Central Sulawesi Province and the Balaroa satellite permanent housing transfer action plan document, Balaroa District, West Palu District, Palu City, did not involve the provincial government in its implementation. preparation or contribution to the Palu City rehabilitation and reconstruction plan document for 2019-2020, but rather about how it tries to seize dominance in policy implementation, even claiming it. In its preparation, it is not guided by the governor's direction, including the direction of the president and the task force, but still adheres to paying attention to Government Regulation Number 21 of 2008 concerning the Implementation of Disaster Management, Regulation of the Director General of BNPB Number 05 of 2017 concerning the Preparation of Post-Disaster Recovery and Reconstruction Plans, and Regulation of the Director General of BNPB Number 06 of 2017 the results of the post-disaster needs analysis determine priorities, allocate resources, and implementation time.

### **Stakeholder Capabilities in Defining Relocation Policies**

Observing the capacity of stakeholders as supporters of policy implementation after the earthquake, tsunami, and liquefaction that occurred in Palu City, no one doubts the quality of policy implementation, the involvement of so many components in policy implementation from the central government to the local government strengthens this statement. all implementers of the relocation policy for disaster-affected residents in Palu City basically have greater ability to understand and define policies, but the real failure in implementing the policy remains a reality that cannot be ignored, this condition then forces them to seek strong justification as a reason for the failure to implement the policy shown.

The fact that can no longer be hidden is that Palu City is an area that is always haunted by natural disasters, especially earthquakes, so as an area that has long experienced disasters, it should have a strong ability to resolve all problems that arise after a major disaster occurs. However, what happened was the opposite if you look at the handling of the earthquake, tsunami, and liquefaction disasters that occurred four years ago in this area, there are still many problems that have not been resolved, especially the problems faced by those who were victims of the disaster. The major disaster that until now has forced people to live in temporary housing owned by the government, is a manifestation of the failure of disaster management during the disaster experience that has occurred for a long time.

The involvement of the central government together with ministries and non-departmental institutions, the provincial government, and the Palu city government brought good news that promised success in handling post-disaster problems, but it was not so, along with the myriads of problems that remained after the disaster, there were several important things that were suspected of making a big contribution. The failure shown in handling the problems that emerged after the disaster was the ability of stakeholders to determine relocation policies. Overall, stakeholders involved in the disaster victim relocation policy include the central government along with its ministries and institutions, the provincial government, and related institutions and institutions. The Palu City Government along with institutions that handle more specific affairs, local, national and international non-governmental organizations.

In-depth studies conducted over a long period of time show that the central government, the Central Sulawesi provincial government, the Palu city government, non-governmental organizations, and the community are stakeholders who can be claimed to have the ability to

determine relocation policies for disaster victims, the Palu City Government is an important part in making disaster policies in its region has done many things, providing temporary shelter facilities to support the severity of the victims' suffering, providing clean water that is suitable for use including paying attention to health facilities, but the problems that arise are nothing more than consequences that are forced to exist because regulations that do not provide certainty and open up space for debate in the implementation of disaster victim relocation policies, there are differences of opinion between parties. The Central Sulawesi Provincial Government and the Palu City Government regarding the relocation policy are a display that explains this.

Although there is poor communication between the Palu City Government and the Central Sulawesi Provincial Government in determining the relocation location for disaster victims, one important thing found in this study is that the Palu City Government continues to use the relocation location determined by the Central Sulawesi Provincial Government as a reference in building permanent houses for disaster victims, but one thing that is very unfortunate is the attitude of the Central Sulawesi provincial government in determining the relocation policy, especially in determining the relocation location for residents, which seems minimal. coordination with the Palu city government, so that this condition triggers a bad relationship between them.

In the policy of relocating residents affected by the earthquake, tsunami and liquefaction, there has not been any significant community involvement, but civil society organizations seem to have a large space to be involved in the policy of relocating residents affected by the disaster, not only helping with the needs of disaster victims as carried out by Aksi Cepat Tanggap and other civil society organizations that carry out the same activities, but more than that, also overseeing the policy so that it is right for those who are truly affected by the disaster, even on a large scale. This is widely known that international non-governmental organizations are also given space to help disaster victims, they build clean water facilities, sanitation, and health services.

## **Conclusion**

This study presents polemics, among others, First; Interpretation and Policy Choices that Invite Risk, the handling of the Palu city disaster by creating a new mechanism that ignores conventional methods then gives rise to double interpretations in disaster management, thus causing debate between the Central Sulawesi provincial government and the Palu city government, where the Palu city government chooses a conventional mechanism that is more advantageous, this then has an impact on the existing bureaucratic hierarchy as if it does not provide strong support in implementing policies, thus causing a deadlock in defining relocation policies.

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