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Coordination of Regional Disaster Management Agency (BPBD) Tangerang City in Flood Mitigation

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ABSTRACT

Flooding is a threatening problem both in the city and in the countryside. One of the flood-prone cities is Tangerang City. The cause of flooding is overflowing from the Kali and blockage of existing drainage. Various efforts have been made to prevent flood disasters, the Badan Penanggulangan Bencana Daerah (BPBD) of Tangerang City which is an agency that has the task to assist the disaster, in coordination with the Tangerang City government in order to overcome the problems of frequent floods. The purpose of this study is to analyze how the coordination of Badan Penanggulangan Bencana Daerah (BPBD) in flood prevention in Tangerang City. The research method used is qualitative research. The results of the study show that the coordination of the Regional Disaster Management Agency (BPBD) is well underway and in accordance with the managerial hierarchy, rules and procedures, and plans and goal setting.

Keywords: *Coordinating, Regional Disaster, Flood, Tangerang*

INTRODUCTION

Natural disasters are disasters caused by natural symptoms such as floods, hurricanes, landslides, earthquakes, tidal waves, tsunamis, and so on. There are two namely possibilities of natural disasters, first, because of natural processes that come from the bowels of the earth whose presence is beyond the limits of human capacity. Second, because of human attitude to nature that does not take into account all the possibilities that will occur due to his actions. Natural disasters that almost hit every season in Indonesia are floods. Based on the value of losses and frequency of occurrence of flood disasters, there is a significant increase. Flood disasters are strongly influenced by natural factors in the form of rainfall that is above normal and there are high tides of sea water. Besides that, human factors became the important role such as improper land use (settlements in river banks, catchment areas, deforestation), garbage disposal into rivers, and settlement construction in floodplain areas (Abbas, Amjath-Babu, Kächele, Usman, & Müller, 2016).

Flooding is caused by high above normal rainfall, so the water transfer system which consists of natural rivers and creeks and the existing drainage system and artificial flood storage canal is unable to accommodate the accumulation of rainwater so it overflows.

The ability of the water drain system is not always the same, but changes due to sedimentation, narrowing of the river due to natural phenomena and human behavior, clogged garbage and other obstacles. Flood disasters include natural disasters that are almost certain to occur during the arrival of the rainy season. Natural disasters not only cause physical injury or injury, but also cause psychological or psychological effects, loss of property and lives of the people they love, making some victims of natural disasters experience stress or mental disorders, it will be dangerous especially for children who is disturbed by his soul development. Given this extraordinary impact, natural disaster management must be carried out using appropriate principles and methods. In addition, natural disaster management must also be comprehensive not only in the event of a disaster, but in pre-disaster prevention and rehabilitation and reconstruction after a disaster. This is done with the aim that natural disasters do not cause too many adverse effects for victims of natural disasters (Difrancesco& Tullos, 2015).

Various efforts have been made by the government to tackle the problem of flooding, this is directly proportional to the funds that have been depleted for this flood problem, but still have not managed to overcome the threat of flooding. This will be increasingly difficult to overcome by looking at the poor condition of flood handling infrastructure that has been built by the government such as drainage channels, so that development for the need of development carried out on the grounds of handling floods is only a routine without a solution.(Asumadu-Sarkodie, Owusu, & Jayaweera, 2015)

The government is responsible for managing disaster management including the focus of reconstruction and rehabilitation from post-disaster. Guaranteed fulfillment of the rights of communities and refugees affected by disasters fairly and in accordance with service standards must be sought immediately, this is to anticipate more victims. Recovery of conditions from the impact of disasters and allocation of budget for disaster management in an adequate and ready-to-use state budget and expenditure in reconstruction and rehabilitation should be a guarantee for disaster victims. With the enactment of Law Number 24 of 2007 concerning Disaster Management, the implementation of disaster management is expected to be better, because the government and regional government are responsible for the implementation of disaster management. Disaster management is carried out in a pre-disaster manner, during emergency and post-disaster response(Sayers et al., 2015).

Various efforts have been made to prevent flood disasters in the city of Tangerang, the Regional Disaster Management Agency (BPBD) of Tangerang City, which is the agency that has the task to assist the disaster, in coordination with the Tangerang City government in order to overcome the problem of frequent floods. The efforts that have been taken by the Tangerang City Government are by building embankments and plots so that floods can be overcome. Good coordination between the Regional Disaster Management Agency

(BPBD) of the City of Tangerang and the City government is expected to be able to overcome the problem of flooding that occurred in the City of Tangerang.

LITERATURE REVIEW

Coordination Concept

All groups or organizations working towards the goal always need an administrative process. This process is in the form of a series of activities ranging from the incorporation of people into a group, planning all activities that must be carried out and what goals must be achieved, dividing tasks, authority, and responsibility for controlling all activities and resources and assessing work result. According to Fayol, who was quoted by Hasibuan, stated that the management functions were (Hasibuan, 2011):

1. *Planning*
2. *Organizing*
3. *Commanding*
4. *Coordinating*
5. *Controlling*

From the above opinion, it can be seen that coordination is one of the management functions that are closely related to other management functions. Thus, coordination has a very important goal, because it can direct all actions and contribute to the achievement of planned organizational goals. With coordination, the management of an organization can run smoothly. Without coordination, individuals and existing units will lose their grip on their roles.

Etymologically, the term coordination comes from foreign words, namely: "cum" which means different, and "ordinate" which means the preparation or placement of something that is necessary (Westra, 1983). The definition of coordination was put forward by Usman (2011), "coordination is an important part between members or organizational units whose work is interdependent. The more work of individuals or different units but are closely related, the greater the likelihood of coordination problems.

Furthermore, the coordination definition is expressed by Muhammad and Rois (2016), as follows: "Coordination can be defined as the process of integrating goals and activities on separate units (departments or functional fields) a organization to achieve organizational goals efficiently. The need for coordination depends on the nature and needs of the communication in carrying out the task and the degree of interdependence of the various implementing units. A high degree of coordination is very useful for non-routine and unpredictable work, environmental factors are always changing and

interdependence is high. Coordination is also very much needed for organizations that set high goals.

Muhammad and Rois also revealed that there are three types of interdependence between organizational units, namely:

1. Pooled interdependence, if the organizational units are not interdependent with each other in carrying out daily activities but depend on the implementation of the work of each unit that is satisfactory for an end result.
2. Sequential interdependence, where an organizational unit must do its work before the other unit can work.
3. Reciprocal interdependence is a relationship between giving and receiving between organizational units.

These three interdependent relationships can be described as shown in the following diagram:

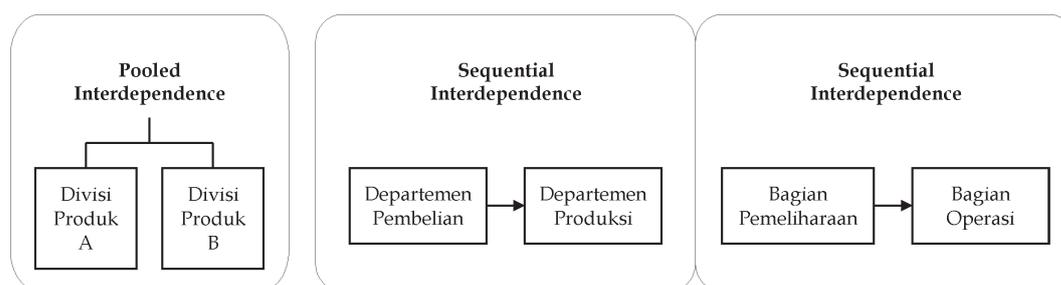


Figure 1. Three Dependencies of Organizational Units

Coordination Terms

According to Hasibuan (2011) there are 4 (four) coordination requirements, namely as follows:

1. Sense of cooperation, this must be seen from the point of view of parts of the work area, not people per person.
2. Rivalry, in large companies competition is often held between parts, so that these parts are competing to achieve progress.
3. Team spirit, meaning each other in each part must respect each other.
4. Esprit de corps, meaning that the parts that are included or appreciated, will generally add to a vibrant activity.

The strength of an organization is determined by its spirit or spirit. This spirit is determined by the goals and ways to achieve that goal and this includes doctrine. In addition to the spirit of coordination must also have formal aspects namely methods, techniques intended to pursue / achieve these goals. Who acts as the coordinator? The coordinator must be carried out by everyone who has subordinates. Coordination cannot be ordered, forced, but it will be better by persuasive (requests and requests) to subordinates. Because in a persuasive way it will be more internalized, obeyed by subordinates, because they feel valued and respected. So by arousing his feelings(Thieken et al., 2016).

Types of Coordination

The types of coordination are expressed by many experts, including the types of coordination proposed by George R. Terry cited by Moekijat (1994), as follows:

1. Internal coordination, is coordination that deals with the integration of activities, ideas and people in a company.
2. External coordination, is the integration of activities of a company with the activities of other companies and with the strengths and external conditions of the company.
3. Vertical coordination, In vertical coordination the combination of activities is between successive levels of the organizational structure.
4. Horizontal coordination, Horizontal coordination relates to activities at the organizational level and is slightly more difficult to achieve than vertical coordination.

Terry (1982) explains that the scope of coordination can be viewed from the angle of its fields, namely:

1. Coordination in individuals
2. Coordination between individuals from a group
3. Coordination between groups within a company
4. Coordination between companies and various events in the world.

Ndraha explained that in the government there is external (between state or interstatal) coordination and internal coordination between the government and the governed, which is not governed by the government but the component is like a producer or seller in relation to customers or consumers. (Ndraha, 2003) Dann Sugandha (1991) also expressed his opinion regarding the types of coordination, as follows:

1. According to the scope, consists of:
 - a. Internal coordination, which is coordination between officials or between units within an organization.
 - b. External coordination, namely coordination between officials from various organizations or between organizations.
2. According to the direction, consists of:
 - a. Horizontal coordination, which is coordination between officials or between units that have the same level of hierarchy in an organization, and between officials from equal organizations or organizations of the same level.
 - b. Vertical coordination, namely coordination between officials and lower level units by their superior officials or direct supervisor level units, as well as branches of an organization or parent organization.
 - c. Diagonal coordination, which is coordination between officials or units with different functions and different levels of hierarchy.
 - d. Functional coordination, which is coordination between officials, between units, or between organizations based on the similarity of functions, or because the coordinator has certain functions.
3. According to the Government Regulation of the Republic of Indonesia Number 6 of 1998, consists of:
 - a. Functional coordination, which is between two or more agencies that have closely related programs.
 - b. Institutional coordination, which is the coordination of several agencies that handle a particular business in question.
 - c. Territorial coordination, which is the coordination of two or more regions with certain programs.

While the types of coordination are based on Permendagri Number 33 of 2008 concerning Guidelines for the Working Relations of Regional Device Organizations in the Implementation of Regional Government, article 9, as follows (Permendagri Number 33 of 2008, Article 9):

1. Hierarchical coordination (intersectoral) which is carried out in organizational units by the leadership below
2. Functional (cross-sectoral) coordination carried out between agencies from different sectors that are related based on their functions in carrying out activities; and

3. Institutional (multisectoral) coordination, coordination carried out with other relevant agencies based on institutional linkages.

In general, organizations that coordinate can be distinguished on several ways, one of which is through what the organization will coordinate. 1). Organizational units that coordinate depend on the similarity of the media used, usually the similarity in the type of funding or similarity in the people who carry it out. 2). Organizational units that coordinate by sharing ways because of the same function. 3). Organizational units that coordinate in the same working area: at national, regional or local levels. 4). Organizational units that coordinate due to special task areas, namely coordinating a particular program or project implementation.

Approaches to Achieving Effective Coordination

Communication is the key to effective coordination. Coordination directly depends on the acquisition, dissemination and processing of information. The greater the task uncertainty that is coordinated, the more need for information. Basically coordination is information processing. Three approaches to achieving effective coordination according to Muhammad and Rois (2016), namely as follows:

1. The first approach is with basic management techniques. By using these basic management techniques, managerial hierarchies, plans and objectives are general directors of activities and rules and procedures.
2. The second approach is to increase potential coordination. It becomes necessary if various organizational units become interdependent and broader in size and function.
3. The third approach is to reduce the need for coordination.

In some situation it is inefficient to develop additional coordination methods. This can be done by providing additional resources for the organizational units or regrouping organizational units so that tasks can be independent. These three approaches to achieving effective coordination can be seen in the following figure:

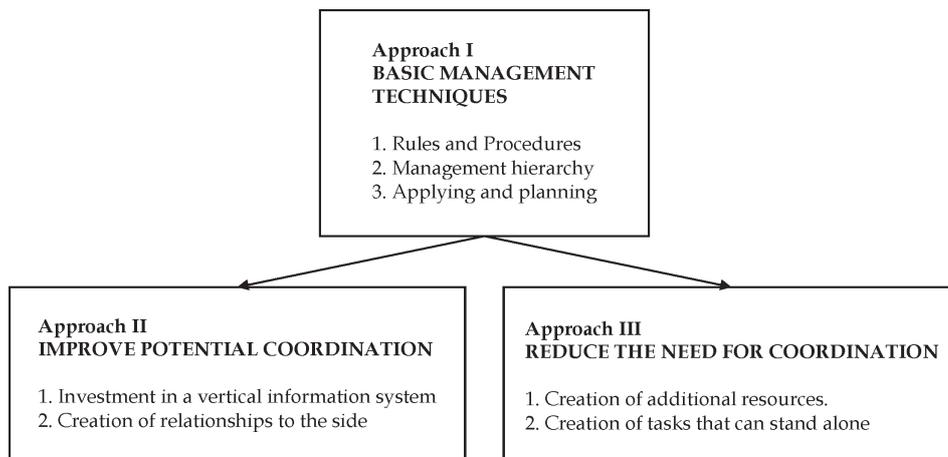


Figure 2. Three Approaches for Effective Coordination

An explanation of the three approaches to effective coordination, explained Handoko (2009), is as follows:

1. Basic Coordinating Mechanisms

The basic mechanisms for achieving coordination are vital components of management which can be briefly described as follows:

- a. Managerial hierarchy. The chain of command, the flow of information and work, formal authority, a clear relationship of responsibility and accountability can foster integration if clearly formulated and carried out with the right direction.
- b. Rules and Procedures. Rules and procedures are managerial decisions that are made to handle routine events, so that they can also be efficient tools for routine coordination and supervision.
- c. Plan and goal setting. Its development can be used for coordination through directing all organizational units towards the same goals. This is necessary if the rules and procedures are no longer able to process all the information needed to coordinate the activities of organizational units.

2. Improving Potential Coordination

If the basic coordination mechanism is not enough, investment in additional mechanisms is needed. Potential coordination can be increased in two events, vertical and sideways (horizontal), along with an explanation:

- a. Vertical information system. Vertical information systems are devices through which data is channeled through organizational levels. Communication can occur inside

or outside the chain of command. Management information systems have been developed in activities such as marketing, finance, production and international operations to improve the information available for planning, coordination and supervision.

b. Lateral (horizontal) relationships. Through cutting the chain of command, lateral relations allow information to be exchanged and decisions made at the hierarchical level where the information needed is available. There are several lateral relations, which can be specified as follows:

- 1) Direct contact between individuals who can improve work effectiveness and efficiency.
- 2) The role of the liaison, which handles communication between departments thereby reducing the length of the communication channel.
- 3) Panitia and task force. Panitia is usually formally organized with regularly scheduled meetings. The task force is formed when needed for special problems.
- 4) Integration of roles, carried out by a product or project manager, needs to be created if a particular product, service or project requires a high level of coordination and continuous attention from someone.
- 5) The role of managerial liaison, who has the power to approve the formulation of the budget by units that are integrated and implemented. This is necessary if the integration position described in the above role does not effectively coordinate certain tasks.
- 6) Matrix organization, first developed in the space industry. But lately the concept of matrix organization has been developed mainly in construction companies, contractors, consulting firms, accounting firms, and other organizations working with many projects that have limited and concurrent turnaround times, requiring coordination and high technical achievement, and requires a variety of special skills and expertise.

3. Reducing the Need for Coordination

If the basic coordinating mechanisms are insufficient, potential coordination can be enhanced by the use of the above methods. But the need for very large coordination can lead to overloading and even expand coordination mechanisms. The most constructive step that can be taken in dealing with this case is to reduce the need for coordination. There are two methods for reducing organizational needs, namely:

- a. Creation of additional resources. Additional resources provide allowances for work units. The addition of labor, raw materials or time, reduced assignments and reduced problems.
- b. Creation of tasks that can stand alone. This technique reduces the need for coordination by changing the character of organizational units. Task groups that can stand alone are given full responsibility of one operating organization (company).

Determination of the Right Coordination Mechanism

An important consideration in determining the best approach for coordination is to adjust the capacity of the organization to coordinate with coordination needs. How much information does the organization need to carry out its operations? How much information processing capability? If the need is greater than ability, the organization must determine a choice: improve potential coordination or reduce blindness. Conversely, too much information processing capability relative to needs is economically inefficient, because to create and maintain these mechanisms is expensive. Failure to match information processing capabilities with needs will cause a decrease in achievement. Handoko (2009)

RESEARCH METHODS

In this research process, the author uses qualitative methods, by collecting data through observation and interviews, or commonly referred to as primary data, and using secondary data. Qualitative research is research that produces analytical procedures that do not use statistical analysis procedures or other ways of quantification. The purpose of qualitative research is that researchers conduct intensive research, researchers participate long in the field, record carefully what is happening, do reflective analysis of various documents found in the field, and make detailed research reports (Sugiyono, 2011).

Data collection techniques used in this research are: Data collection by observation, data collection with interviews, data collection techniques with documents, and triangulation. The informant retrieval technique in this study was carried out with the use of key informants (key informants), namely people who have knowledge and are able to explain the actual situation about the object of research to get the data needed and get specific data. Informants are people who are in the scope of research, meaning that people can provide information about the situation and background conditions of the study. So, he must have a lot of experience about the research problem and voluntarily become a source of information even though not formally, they can provide their insights from the values, attitudes, buildings, processes and culture that are the background of),

suggesting that there are 3 steps in data analysis, namely Data Reduction, Data Display and Conclusion Drawing Verification.

RESULTS AND DISCUSSION

Coordination is an attempt to harmonize different activities in an effort to achieve the goals that have been set beforehand. Therefore, the implementation of coordination is important, because coordination is needed to avoid the occurrence of irregularities in the plans that have been set. Coordination of the Regional Disaster Management Agency (BPBD) in flood mitigation in the City of Tangerang can be done using a basic coordination mechanism, namely the existence of management hierarchies, rules and procedures, and plan and goal setting.

There are three Flood Disaster Management activities in Tangerang City, namely:

1. Pre-disaster Stages of Tangerang City Flood Disaster Management Pre-Disaster Stages Disaster Management consists of prevention in the event of potential disasters and prevention when there is no potential disaster. Pre-disaster activities are carried out based on the principles of vulnerability. This vulnerability is a condition of a community or community that leads to or causes an inability to face the threat of danger. This level of vulnerability is divided into three, namely physical vulnerability, social vulnerability and economic vulnerability. Physical vulnerability describes a physical condition (infrastructure) that is prone to certain hazard factors. This vulnerability condition can be seen from various indicators such as percentage of built area, building density, percentage of emergency construction buildings, electricity network, ratio of road length, telecommunications network, clean water network and railroad. Social vulnerability describes the social condition of the level of social fragility in the face of danger. In vulnerable social conditions, if a disaster occurs, it can be ascertained that it will cause a large loss. Some indicators of social vulnerability include population density, population growth rate, and the percentage of old-age children under five. While economic vulnerability describes a condition of the level of economic fragility in the face of danger. Some indicators of economic vulnerability include the percentage of households working in the vulnerable sector (sectors that are vulnerable to termination of employment) and the percentage of poor households.
2. Stages of Emergency Response for Tangerang City Flood Disaster Management. Emergency response is a stage in disaster management which consists of a series of activities to deal with the adverse effects of disasters that occur, namely the activities of rescue and evacuation of victims, protection of property, fulfillment of basic needs, protection of refugee management, rescue and recovery of infrastructure. All of these emergency response activities were carried out in a coordinated manner by the Tangerang City Regional Disaster Management Agency (BPBD) along with related

agencies in the City of Tangerang, among others, the Social Service, the Health Service, and the Tangerang City Police.

3. Post-Disaster Phase of Tangerang City Flood Disaster Management. Post-disaster stages are stages that consist of rehabilitation and reconstruction after a disaster by providing comprehensive needs in the form of both physical and humanitarian aspects.

Coordination of the Tangerang City BPBD in Flood Mitigation

1. Management Hierarchy

The Management hierarchy is the chain of command, the flow of information and work, formal authority, the relationship of responsibility and accountability that can clearly foster integration if clearly formulated and carried out with the right direction. The hierarchy of management in the Coordination of Disaster Management by the Regional Disaster Management Agency (BPBD) of Tangerang City includes a command function carried out by BPBD to members coordinating, communicating and monitoring, as well as submitting reports of members of the coordination to BPBD as the coordinator of the Tangerang City flood disaster management process.

The coordination process for flood relief in the city of Tangerang began with the delivery of information by teams formed from the BPBD, namely the TRC rapid reaction team. This TRC has the task of monitoring flood-prone areas, whether there is a potential for flooding or there is no potential for flooding. If a potential flood occurs, the report made by TRC based on field observations is supported by community information, reported to the Head of BPBD and then carried out communication to the relevant agency for actions related to flood disaster management.

In its coordination function, the Regional Disaster Management Agency (BPBD) of Tangerang City conducted monitoring and evaluation in every disaster activity. The overall evaluation is done once a year. For monitoring mitigation activities carried out in the third and sixth months, rehabilitation evaluation and monitoring is carried out once when the activity ends, while for emergency response, monitoring and evaluation is carried out every day periodically during the emergency response period, namely in the morning, afternoon and evening in evacuation posts. This monitoring was carried out by the Chief Executive of BPBD.

2. Rules and Procedures

Rules and procedures are managerial decisions that are made to handle routine events, so that they can also be efficient tools for routine coordination and supervision. Regulations and procedures in Coordination by the Regional Disaster Management Agency (BPBD) in flood mitigation in Tangerang City include understanding members of the coordination

regarding all regulations and procedures related to disaster management and the suitability between actions when in the field and existing regulations.

Current disaster management since the enactment of Law No. 24 of 2007 concerning Disaster Management has undergone a paradigm shift, from being initially only oriented to emergency response, currently not only emergency response but oriented to pre-disaster, emergency and post-disaster response. With the enactment of Law No. 24 of 2007 helped clarify the authorities in disaster management. Each disaster management activity refers to Law No. 24 of 2007, Tangerang City Regulations No.85 of 2016, and the Tangerang City BPBD Simple SOP, regarding BPBD disaster management activities.

3. Plan and Determination of Goals

The plan and determination of objectives is that development can be used for coordination through directing all organizational units towards the same goals. This is necessary if the rules and procedures are no longer able to process all the information needed to coordinate the activities of organizational units. Planning and achieving goals in coordinating disaster management are reflected in each coordination meeting between BPBD as coordinator with relevant agencies, gathering information between one coordination member and another in the form of coaching and training, as well as commitment in determining disaster management objectives.

In each disaster management activity, namely pre-disaster, emergency response and post-disaster, there are always coordination meetings or large meetings led by BPBD. Disaster management planning is carried out through the preparation of data on disaster risk in an area within a certain time based on an official document containing the program of disaster management activities. This includes the introduction and assessment of disaster threats, an understanding of the vulnerability of the community, an analysis of the possible impact of disasters, the choice of disaster risk reduction measures, the determination of the mechanism of disaster preparedness and mitigation, as well as the allocation of tasks, authority and available resources. Planning and setting goals in handling floods are unavoidable in the process of coordinating disaster management. Planning and goal setting are one of the factors that support coordination to work well and effectively.

CONCLUSIONS AND RECOMMENDATIONS

Conclusion

BPBD coordination in flood prevention in Tangerang City can be seen from the command function carried out by BPBD to members coordinating, communicating and monitoring, as well as submitting reports of member coordination to BPBD as coordinator in the Tangerang City flood disaster management process. Disaster management is based

on the enactment of Law No. 24 of 2007 concerning disaster management experiencing a paradigm shift, from being initially only oriented to emergency response, currently not only emergency response but oriented to pre-disaster, emergency and post-disaster response. Then the planning and achievement of objectives in coordinating disaster management is reflected in each coordination meeting activity between BPBD as coordinator with relevant agencies, gathering information between one coordination member with another in the form of coaching and training, and commitment in determining disaster management objectives.

Recommendations

Coordination will be better with the improvement of the quality of its Human Resources. because the main key in coordination is Human Resources. Coordination in the pre-disaster stages, preferably carried out to the kelurahan and kecamatan parties, in the disaster response stage coordination must be carried out with all opd including TNI and Polri, and in the post disaster phase BPBD should coordinate with the cleaning department.

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