

Responsibility of Regional Disaster Management Agency through Institutional Coordination (BPBD study of North Luwu Regency)

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Abstract. *The objective of this research to determine the institutional coordination in improving the effectiveness of the Regional Disaster Management Agency (BPBD); factors that can improve the effectiveness of BPBD; and obstacles and efforts to overcome obstacles in institutional coordination to improve BPBD. The research method used is a qualitative approach. The data source consists of primary data and secondary data. Data collection tools through observation, interviews and documentation studies. Technical analysis of data in this study using triangulation techniques as a technique to check the validity of the data. Institutional coordination in disaster management carried out by BPBDS with other agencies/Agencies (Department of Health, Social Services and Public Works Department of Spatial Planning and land), has been implemented quite well. Similarly, the observation shows that some indicators of coordination have been implemented well, but some are still lacking and some have not been implemented such as guidance, consultation and direction through official and routine meetings. Factors that influence coordination in improving the effectiveness of BPBDS are: differences in ways, work attitudes, duties, commitments, procedures, financing, inventory of infrastructure and supporting facilities, and abilities/skills. Obstacles encountered in coordination to improve the effectiveness of BPBD is the lack of communication and the intensity of the meeting, the persistence of egosectoral attitude and the ability of implementers in disaster management.*

Keywords: Responsibility, Disaster Management, Institutional Coordination

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INTRODUCTION

According to Mardika (2024), Indonesia is situated at the intersection of three tectonic plates: the Australian continental plate, the Eurasian continental plate, and the Pacific Ocean plate. The interaction of these tectonic plates renders the region susceptible to natural disasters on an annual basis. This is evident from the disaster-prone index (IRB) issued by the National Disaster Management Agency (BNPB). Natural disasters lead to significant losses, both directly and indirectly, including loss of life, damage to and loss of property, impairment of infrastructure, environmental degradation, and psychological trauma for survivors (Karim et al., 2024). The causes of natural disasters can be classified into two categories: those resulting from natural phenomena, including earthquakes, volcanic eruptions, tsunamis, and winds, and those induced by human activities, such as slope cutting, deforestation, forest burning, littering, and petroleum drilling, among others (BNPB, 2008). Disasters constitute a sequence of occurrences that jeopardize the safety of individuals' lives, with Indonesia experiencing such events almost every season (Khairina et al., 2024). These disasters may arise from natural or anthropogenic factors, leading to casualties, environmental degradation, economic losses, and psychological repercussions for the affected communities. Law No. 24 of 2007 delineates the categories of

natural disasters, non-natural disasters, and social disasters (Ruchban et al., 2024). Indonesia possesses significant potential for various natural disasters, including earthquakes, tsunamis, volcanic eruptions, and other related phenomena. Anticipating the victims of the disaster necessitates the preparedness and awareness of the local community in addressing this calamity, drawing upon the indigenous knowledge present in the region (Ilham, 2024).

Align with research from Mukarromah & Pranoto (2024), the government's approach to disaster management aimed at mitigating the effects of natural disasters has been structured under Law No. 24 of 2007 on Disaster Management, which has initiated a significant paradigm shift in the field of disaster management in Indonesia. The paradigm that previously emphasized responsiveness or emergency response in the context of disaster management has now shifted towards a preventive approach, thereby aiming to minimize associated risks. According to Ritonga (2024), law No. 24 of 2007 concerning disaster management stipulates that the objectives of disaster management are as follows: 1) to provide protection to the community against the threat of disaster; 2) to harmonize existing laws and regulations; 3) to ensure the implementation of disaster management in a planned, integrated, coordinated, and comprehensive manner; 4) to appreciate local culture; 5) to foster public and private participation and partnerships; 6) to encourage a spirit of cooperation; and 7) to promote peace within the life of society, nation, and state (Kementrian Pekerjaan Umum dan Perumahan, 2017).

Moreover, the Local Government holds the responsibility for Disaster Management and serves as a guarantor for the realization of the rights of individuals and refugees impacted by disasters, in alignment with established minimum service standards (Awaluddin & Liweng, 2024). This includes the protection of communities from the repercussions of disasters, the implementation of Disaster Risk Reduction strategies, the integration of Disaster Risk Reduction within development programs, and the provision of adequate disaster management funding within the regional budget (APBD), supplemented by financial support from the provincial budget and the national budget (APBN). The regional regulation number 79 of 2016 for North Luwu Regency delineates the position, organizational structure, duties, functions, and job descriptions pertaining to the governance of the North Luwu Regency Regional Disaster Management Agency.

This regulation serves as the legal foundation for the establishment of the North Luwu Regency Regional Disaster Management Agency (BPBD), which is tasked with the implementation of the Regional Action Plan (RAD) aimed at mitigating disaster risk and fostering a responsive and resilient community in the face of disaster threats, particularly within the North Luwu Regency area. The issue of Disaster Management in North Luwu Regency has become increasingly intricate in the contemporary context of reform and global influence. In accordance with this, the execution of regional autonomy, alongside the requirements for reform, and the promulgation of Law Number 24 of 2007 concerning Disaster Management are pertinent considerations. Consequently, it necessitates the formulation of a Disaster Management Plan that conforms to the principles of promptness and accuracy, prioritization, coordination and integration, efficiency and effectiveness, transparency and accountability, partnership, empowerment, and non-discrimination (Puspita & Sembiring, 2024). Align with research from Hasan (2024), this plan must encompass strategies to mitigate the risks associated with earthquakes, tsunamis, volcanic eruptions, floods, droughts, strong winds, and landslides, addressing both the immediate response during the disaster and the subsequent recovery phase. Furthermore, it should foster public and private participation and partnerships, ensuring the execution of Disaster Management in a systematic, integrated, coordinated, and comprehensive manner (Putri et al., 2024). According to the study conducted by the United Nations International Strategy for Disaster Reduction (UNISDR), North Luwu Regency is identified as a region exhibiting significant vulnerability to disaster threats. This phenomenon can be attributed to natural conditions, including geographical, geological, morphological, and climatic factors present in North Luwu Regency (Rahmawati & Priyono, 2024). The region is characterized by relatively high plains, which facilitate the occurrence of various types of threats, including floods and landslides. One of the notable aspects is the flood disaster, characterized as a hydrological disaster, which

represents an event or natural phenomenon that can occur unexpectedly in regions with river systems (Wang et al., 2024).

Flood disasters frequently occur during the rainy season, primarily due to the high intensity of rainfall, which serves as a catalyst for the occurrence of banjir bandang events, referred to in the Tae tribal language in the North Luwu area as Lempa Magasa. Lempa Magasa, commonly referred to as flash floods, frequently impact various locations within six designated districts, specifically Masamba, Sabbang Baebunta, South Baebunta, Malangke, and West Malangke districts, as indicated by research conducted by BPBD in 2022. Regional autonomy presents significant opportunities for the development and planning of Regional Development in alignment with the specific needs of the region (Handraini et al., 2024). This is particularly pertinent given the geographical conditions of North Luwu, which is susceptible to disasters, notably flash floods.

Consequently, it is imperative that disaster management planning is comprehended and executed by all stakeholders involved (Kurniaty et al., 2024). Subsequently, to enhance disaster management initiatives, the Government of North Luwu Regency formulated a derivative of the National Disaster Risk Reduction Action Plan (RAN-PRB) in the form of a Disaster Risk Reduction Regional Action Plan (RAD-PRB). This plan is grounded in the principles that the preparation of RAD-PRB engages relevant stakeholders and the broader public through public consultation and aspiration networking, with the formulation process conducted in a democratic manner. Disaster management is no longer solely the responsibility of the government; rather, it is a collective obligation that involves the community. The community, serving both as an object and subject in the execution of disaster management and disaster risk reduction, possesses the equal right to propose ideas and initiatives that should be integrated into the priorities of programs developed by local government (local).

All stakeholders must share a common understanding and demonstrate a robust commitment to executing the established efforts and action plans, ensuring that implementation occurs without conflict and aligns with the anticipated objectives. Furthermore, informed by the analysis of threats, vulnerabilities, and capacities, North Luwu Regency formulates policies and strategies, one of which involves the institutional strengthening of the Regional Disaster Management Agency. The primary initiatives for institutional development and enhancement encompass the fortification of disaster management within relevant institutions, the advancement of disaster preparedness systems, and the coordination of stakeholders (Fatrianingsih et al., 2024).

LITERATURE REVIEW

Responsibility

The concept of government as proposed by Herbert J. Spiro posits that an understanding of effective governance must encompass three connotations, specifically; (a) Responsibility as accountability, wherein the government or office holder is capable of being held accountable for the duties undertaken; (b) Responsibility as an obligation-entails that the government must be adequately prepared to address the risks and responsibilities associated with its duties. In this context, the government is required to provide accountability to itself, to society, and to a higher moral authority. Responsibility as a causal factor pertains to the manner in which a government or office holder attends to the welfare of colleagues as well as that of society (Lalihatu et al., 2024).

To gain a clearer understanding of responsibility, Gibson Winter posits that responsibility is a novel concept within the field of ethics, whereas Lenvine asserts that responsibility is grounded in the execution of activities by public organizations in accordance with established standards, whether those standards are articulated explicitly or implicitly. Levine posits that within a democratic nation, there exist three indicators pertinent to public service: (a) responsiveness, which pertains to the manner in which a public actor addresses the services and demands of the community; (b) responsibility, wherein public service actors deliver services to

the community in alignment with established regulations; and (c) accountability, which serves as a metric indicating the extent to which services are rendered in accordance with the conditions of the community (Liani & Takari, 2024).

Ermawati & Suhardianto (2024), in his publication, elucidates that within an administration, the concept of responsibility is fundamental to the advancement of ethical standards. Friedrich Mosher asserted that responsibility holds significant importance in the administration of both public and private sectors. Mosher further categorizes responsibilities into two distinct types: subjective responsibilities and objective responsibilities. According to Silfiah & Nisak (2024), objective responsibility can be assessed through three indicators: responsibility to leaders and applicable regulations, responsibility to superiors or subordinates, and responsibility to the community.

Institutional Coordination

Coordination is intrinsically linked to management, as management encompasses coordination steps as articulated by James A.F. Stoner. Specifically, management is defined as the process of planning, organizing, directing, and controlling the activities of organizational members through the utilization of organizational resources to attain established objectives. To address the challenges associated with bendana, effective coordination is essential, as it is a fundamental aspect of management. This coordination must encompass the various stages inherent in management processes, enabling the prompt resolution of issues within urban areas. Furthermore, such coordination is crucial for ensuring that governmental units or institutions operate optimally in their service to the community (Hidyantari et al., 2024). Handoko articulates that coordination constitutes the process of integrating objectives and activities across distinct units (departments or functional areas) within an organization to effectively attain organizational goals.

Coordination constitutes a collaborative endeavor that encompasses multiple elements, components, groups, or organizations. It is essential for the refinement of collective efforts aimed at achieving a specific objective effectively. Coordination pertains to the regulation of an organization and its subdivisions, ensuring that the established rules and actions to be executed do not conflict or overlap with one another. Therefore, it is essential to implement coordination in order to enhance the outcomes of governmental operations, which necessitates collaboration among local government agencies. This is anticipated to facilitate collaboration among agencies within the regional context. The working relationship, coordination, and communication from a technical perspective regarding government implementation.

The coordination mechanism encompasses several components, including wisdom, which serves as the guiding principle for the goal; a plan that delineates the methods of implementation; the timeline for execution; the individuals responsible for carrying out the tasks; and the procedures and work protocols that specify roles, timelines, and necessary collaborations. These elements are articulated in the form of implementation instructions (Oktavion et al., 2024). Institutional coordination represents a systematic endeavor that occurs between institutions and society. The management of disasters in North Luwu Regency falls under the purview of the Regional Disaster Management Agency, which serves as the coordinating entity. In accordance with the principles of governmental collaboration, the function of coordination is fundamental to enhancing cooperative relationships. This is achieved through coordination with regional work units, vertical agencies within the region, business institutions, and other relevant parties as necessary during both the pre-disaster and post-disaster phases

Disaster Management

Constitutes a fundamental component of national development, encompassing a sequence of activities undertaken prior to, during, and following a disaster. Disasters are frequently met with only a partial response from governmental authorities. Even disasters are addressed solely through a crisis response approach. The absence of a comprehensive

governmental policy, coupled with insufficient coordination among the various components, is regarded as one of the potential factors contributing to this occurrence. Disaster management encompasses a range of activities, including rescue operations, mitigation efforts, rehabilitation, and reconstruction, which are conducted prior to, during, and following a disaster (Setyonugroho & Maki, 2024). It can be concluded that post-disaster management occurs during a disaster (pre-disaster) or following a disaster (post-disaster), and it is essential to implement such management strategies.

The execution of post-disaster management is of paramount importance, as articulated in Law Number 24 of 2007, specifically in Article 4, point (a), which mandates the protection of the community from the threats posed by disasters. This provision can be interpreted as a manifestation of security measures aimed at safeguarding the lives of individuals, thereby mitigating the risks associated with various natural disasters, particularly in light of Indonesia's geographical characteristics that render it susceptible to such calamities. Subsequently, in Point (c), it is imperative to ensure the implementation of Disaster Management in a manner that is planned, integrated, coordinated, and comprehensive.

It is imperative to ensure the implementation of post-disaster management in accordance with Law No. 24 of 2007. Post-disaster management is conducted subsequent to the occurrence of a disaster. Subsequently, during the period of disaster, emergency response activities were conducted, followed by rehabilitation and reconstruction efforts (Zuhdi et al., 2024). Flood disaster events typically arise from prolonged periods of rainfall that exceed normal levels, leading to elevated water flow from tributaries or rivers. This excessive discharge can overwhelm the capacity of these water bodies, resulting in the overflow of river water into adjacent land settlements. Floods are not solely attributable to elevated levels of rainfall; they are also influenced by static geographical, geological, and topographical factors, as well as human activities such as inappropriate land clearing practices.

Flooding occurs as a result of elevated precipitation levels that surpass the capacity of the water drainage system, which comprises both naturally occurring river systems and anthropogenically constructed water flow mechanisms. The instance of flash floods that transpired in various regions of North Luwu, South Sulawesi, serves as a pertinent example. In general, flash floods, characterized by the rapid overflow of river water, despite not being excessively deep, possess the capacity to displace animals, property, and even human beings. The movement of water transporting diverse combinations of deleterious substances will be significantly increased, potentially resulting in the demolition of structures and their subsequent displacement. At the time when the overflow has receded, the extent of the damage will be clearly observable on the vegetation, and it cannot be denied that there will be an outbreak of disease affecting the housing.

METHODS

The methodology employed in this study is the literature review method, which involves the examination of research subjects through a diverse array of informational literature, including books, scientific journals, writings, theses, case reports, and documents. This approach serves as a comprehensive description of theories or findings derived from reference materials, which are utilized as a foundation for the activities of the researcher (Wee & Banister, 2016). The data utilized in this study are secondary data acquired not through direct observation, but rather from the findings of research conducted by prior researchers. The examination of secondary data sources, including journals and articles pertinent to the subject matter, is conducted utilizing databases such as Google Scholar and Mendeley Desktop. The data utilized in this study were derived from the findings of research that has been conducted and published in the national and international online journal Science Advances. In the execution of this study, the researchers performed a search of research journals available on the internet by utilizing the Google Scholar search engine in conjunction with the Mendeley Desktop citation application. The process of data collection is conducted through the application of filters based on criteria established by the

author of each journal entry utilized. The data analysis employed in this study is an annotated bibliography. Annotation refers to a concise summary of an article, book, journal, or other scholarly source, whereas a bibliography is characterized as a comprehensive list of sources pertaining to a specific topic. According to the second definition, an annotated bibliography is characterized as a compilation of sources utilized in a study, wherein each source is accompanied by conclusions pertinent to its content.

RESULTS AND DISCUSSION

Institutional coordination aimed at enhancing the effectiveness of the Regional Disaster Management Agency (BPBD) in North Luwu Regency has been progressing satisfactorily; however, it is acknowledged that certain aspects require further improvement. Notably, there is a pressing need for formal meetings among the relevant elements or units to deliberate on issues that necessitate coordination in the realm of disaster management. Subsequently, it is essential to develop a manual that provides a comprehensive explanation of the responsibilities of each unit in greater detail, thereby serving as a resource for all parties involved. The enhancement of the effectiveness of the Regional Disaster Management Agency (BPBD) in North Luwu Regency can be achieved through the optimization and improvement of services. Several motivating factors serve as potential sources for this enhancement, notably the establishment of a Disaster Risk Reduction Forum in North Luwu Regency. This forum would encompass elements from government, business, community, and disaster management volunteers. Furthermore, it is essential to enhance cooperation and coordination among agencies, including government entities, particularly in the integration of programs and activities, as well as in budgeting aspects. Challenges in institutional coordination aimed at enhancing the efficacy of the Regional Disaster Management Agency (BPBD) in North Luwu Regency include insufficient dissemination of information regarding Disaster Management. The insufficient comprehension of the directives outlined in the RPBD and RAD by each SKPD occasionally impacts the collaborative mechanisms of disaster management in the field.

The function of BPBD as a coordinating entity has not been fully optimized, particularly when assessed in relation to the initiatives aimed at implementing the directives outlined in RPBD and RAD. The absence of meetings among the relevant SKPD, encompassing socialization, focus group discussions (FGD), and coordination meetings pertaining to integrated contingency management, has resulted in inadequate funding availability (e.g., tactical funds) due to the disaster not being included in the emergency response efforts. Moreover, initiatives aimed at addressing challenges in institutional coordination should include the participation of employees engaged in training and seminar meetings pertinent to disaster management. This approach is expected to enhance the collective understanding and knowledge regarding collaborative response efforts.

The effectiveness of BPBDS in Disaster Management within North Luwu Regency is contingent upon the execution of institutional coordination through the implementation of four primary strategies aimed at sustaining coordination, while also adhering to the indicators of institutional coordination as articulated in the literature: (1) Institutional coordination refers to the opinion of Manullang, namely: to hold official meetings between the elements or units that must be coordinated. Appoint a person, a team or a special Coordinating Committee in charge of coordinating activities. Create a manual that contains an explanation of the tasks of each unit. Leaders or superiors hold meetings with subordinates in order to provide guidance, consultation, and direction; (2) the effectiveness of the Regional Disaster Management Agency (BPBD) refers to the aspect of the task or function, namely the institution is said to be effective if it carries out its tasks or functions, as well as a learning program will be effective if its tasks and functions can be implemented properly.

Aspects of the plan or program, what is meant by a plan or program here is a plan of programmed activities, if the entire plan can be implemented, then the plan or program is said to be effective. Aspects of the provisions and regulations, the effectiveness of a program can also be

seen from the functioning or not of the rules that have been made in order to maintain the ongoing process of its activities. This aspect includes good rules relating activities or programs, if these rules are implemented properly means the provisions or rules have been effectively applied. Objective aspect or ideal conditions, a program of activities is said to be effective from the point of view of results if the objectives or ideal conditions of the program can be achieved.

Based on the aforementioned description, it is understood that within an organization, every leader must coordinate activities among the members to ensure the successful completion of tasks. Through the provision of clear information, effective communication, and the delegation of tasks by managers, each subordinate will execute their responsibilities in alignment with the authority granted to them. The achievement of organizational goals, whether in government or private sectors, necessitates the coordination of the efforts of individual employees (Sayoga & Kharisma, 2024). The aforementioned descriptions of Disaster Management indicate a necessity for a well-developed and strategically coordinated approach among the relevant stakeholders. In this study, institutional coordination refers to the collaboration among equivalent institutions, specifically the BPBD, Dinkes, Dinsos, and Dinas PUPRP of North Luwu Regency, in the execution of disaster management programs encompassing pre-disaster, emergency response, and post-disaster phases.

Coordination is a synchronous and orderly effort to provide the right amount and time, and direct the implementation to produce a uniform and harmonious action on a predetermined target (Sudrajat & Kristian, 2024). In light of the aforementioned indicators, it can be asserted that institutional coordination aimed at enhancing the effectiveness of the Regional Disaster Management Agency (BPBD) in North Luwu Regency has been progressing satisfactorily. However, it is important to acknowledge that certain aspects of its implementation require further enhancement. For instance, there is a necessity for formal meetings among the relevant elements or units to deliberate on issues that necessitate coordination in the realm of disaster management. The objective is to develop a manual that provides a comprehensive explanation of the responsibilities of each unit, thereby serving as a resource for all parties involved.

CONCLUSION

The coordination among institutions in the context of regional disaster management within North Luwu Regency has not achieved full effectiveness. The findings of the study indicate a deficiency in the frequency of regular meetings among SKPD, particularly concerning socialization, focus group discussions, and coordination meetings pertinent to Integrated Disaster Management contingencies. Despite the existence of disaster management guidebooks, specifically the RPBD and RAD publications, there is a notable deficiency in their utilization among each SKPD, resulting in confusion or a lack of understanding regarding the mechanisms during joint handling efforts. The identified weaknesses pertain to an insufficient comprehension of coordination among the involved parties, and the BPBD has not fulfilled its role as a coordinator in an optimal manner. The aforementioned factors, among others, are affected by the rigidity present among SKPD due to the similarities in echelon structure and sectoral egoism, resulting in a continued operation in an independent manner. Meanwhile, the challenges encountered in achieving the effectiveness of disaster management include the presence of insufficient financial resources. In the context of emergency response, it is acknowledged that there exist tactical or unexpected funds within the regional account. However, for disasters that do not qualify for emergency response, additional arrangements are necessary. Consequently, the execution of coordination in the management of a disaster does not imply that it invariably occurs seamlessly and without obstacles. The challenges encountered may manifest as financial constraints, institutional protocols, and the multitude of organizations engaged in disaster management, each possessing diverse objectives or mission orientations. The successful coordination within this context is influenced by various factors, including financial assets, technology, human resources, leadership, additional effort, experience, pertinent education, managerial competencies pertaining to public relations, research capabilities, and performance measurement abilities. The objective of coordination within the framework of a disaster is to enhance the effectiveness of the

response to the specific disaster at hand. Effective coordination is frequently asserted to mitigate losses resulting from a disaster and is recognized as a critical success factor in the realm of disaster management.

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