

Disaster Management in Banjarmasin through Communication Optimization

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Disaster Management in Banjarmasin through Communication Optimization

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Abstract: Disaster communication is a process of creating, sending and receiving messages from one or more people, which can be done directly or through the media, in various disaster contexts such as pre-disaster, when a disaster occurs, and post-disaster and generates responses or feedback. . The role of disaster communication in conveying information is very important amidst technological advances in helping people reach information. The aim of this research is to determine the extent of the disaster communication process carried out by the Banjarmasin City Regional Disaster Management Agency (BPBD) in conveying information and educating the public regarding disasters. This research uses a qualitative descriptive approach. The results of the research show that in the process of conveying information to the Banjarmasin City BPBD community, most of them have carried out their activities quite well, such as Customer Focus, Situational Awareness, Leadership Commitment, while two other indicators, namely Media Partnership and Soft and Hard Power, are not yet running so they need attention. specifically, such as the process of conveying information via social media still using reporting language rather than journalistic language rules, as well as the limited human resources needed to manage information related to disaster prevention and management before it is conveyed to the wider community.

Keywords: Disaster communication, Disaster Management, information, Banjarmasin

A. INTRODUCTION

A natural disaster is a natural event that has a major impact on the human population. The city of Banjarmasin has a strategic function as a center for the growth of trade, government and social services. This function causes the circulation of goods and services to flow very rapidly, both between districts and between provinces. High mobility encourages economic growth and attracts residents to urbanize and work in the city, which is also a driving factor in the rapid growth of the city of Banjarmasin (Nurfansyah, 2016). City growth and population growth rates and their impacts are closely related to increasing land requirements and the balance of natural resources (Akhirul et al., 2020). As population growth and housing demand grow, people tend to use the remaining space, including banks and rivers, as residences or classify them as wilderness areas due to the chaotic effects of cities (Shofwan, et al., 2021).

Natural disasters are caused by various activities of destructive natural objects on the face of the earth, which have dangerous impacts (Setiawan et al, 2022). The impact of this incident causes various problems such as disruption of human activities (Setiawan et al, 2022). In addition, most natural disasters cause damage to vital objects in the surrounding area, such as residences, public facilities, workplaces, etc. Natural disasters also have a big chance of causing casualties, including injuries and even death. The dangers of natural disasters are also exacerbated by their unexpected or sudden occurrence.

Disaster is something that unpredictable therefore, George D. Haddow & Kim S. Haddow in the introduction to their book entitled *Disaster Communications in A Changing Media World* (2014) states that the fundamental thing in implementing disaster communication is to provide information in a timely and accurate manner to the public so that the public is prepared to anticipate and face disasters armed with the information that has been obtained. Therefore, an institution at the regional level is needed as an extension of the state to convey information about disasters to the public at the regional level accurately and on target.

The Banjarmasin city government, in this case the Banjarmasin City Regional Disaster Management Agency (BPBD), which is under the

coordination of the South Kalimantan Province Regional Disaster Management Agency/Badan Penanggulangan Bencana Daerah (BPBD), is obliged to carry out disaster management activities based on the mandate of law number 24 of 2007 concerning disaster management which explains related to disaster management is a series of processes that are dynamic, sustainable and integrated for the sake of accurate quality action taking which is closely related to direct observation of events and disaster analysis as well as prevention, mitigation, preparedness, early warning, emergency management, rehabilitation and disaster reconstruction. The disaster management cycle is divided into four phases, namely;

- 1) The Mitigation Phase is an effort made to minimize the negative impacts of natural disasters. Examples: building management (building codes), vulnerability analysis, and community education;
- 2) The Preparedness Phase is a plan related to preparing for natural disasters. Examples: preparedness training, emergencies, and providing an early warning system for natural disasters.
- 3) The Response Phase is an effort to minimize the destructive impact of natural disasters. Example: search and rescue (SAR).
- 4) The Recovery Phase is an effort to normalize community activities. Examples: building houses, financial assistance, and health facilities.

Disasters themselves are divided into four disaster clusters, namely; (1) Geology and Volcanology, consisting of volcanic eruptions, earthquakes, Tsunamis and liquefaction; (2) Hydro-meteorology I (dry), consisting of forest and land fires and drought; (3) Hydrometeorole (wet), consisting of floods, flash floods, landslides, coastal erosion, extreme waves, tornadoes and tropical cyclones; and (4) non-natural disasters, consisting of waste pollution, land subsidence, epidemic/pandemic and technological failure (BPBD South Kalimantan 2023).

The position of communication in disaster management efforts is very crucial. Awareness of the importance of disasters among the public is increasing along with the emergence of various means of conveying messages related to disasters.

With communication, uncertainty about information will be reduced. Communication itself arises because of the need to reduce uncertainty that occurs in the communication process between communities (Febriani, 2015)

The existence of communication encourages people to act effectively to protect or strengthen the ego concerned in dealing with individuals and groups (Tamitiadini et al., 2019). Communication is an important step in conveying information that a person or society needs (Alfreda, 2021). Furthermore, communication is another important thing in dealing with disasters in the present and future, with disasters occurring in an area, mass communication can be an option for conveying information to the public, because public communication is important for agencies to fulfill the right to information. for citizens (Priyatna et al., 2020). Communication during and immediately after a disaster situation is also an important component of response and recovery, connecting affected people, families and communities. Reliable and accessible communication and information is the key to community resilience in facing disasters (Abidin, 2021).

Disaster events are a regular occurrence in every region in Indonesia and also in the city of Banjarmasin in South Kalimantan, such as forest and land fires and floods (Trifianingsih et al., 2022), this is something that needs special attention in the context of prevention and management among the relevant government, namely the Agency Banjarmasin City Regional Disaster Management (BPBD), so that the public is educated on how to participate in disaster prevention efforts and active participation in the management process. This certainly requires an information bridge from the government to the community, so that effective disaster communication becomes a crucial thing to pay attention to

B. LITERATURE REVIEW

1. Disaster

Disaster has several meanings and in the Big Indonesian Dictionary (KBBI) defines disaster as something that can cause or give rise to distress, loss or suffering; accident; and is dangerous. According to Law No. 24 of 2007 concerning

Disaster Management, defines a disaster as an event or series of events that is capable of threatening and disrupting people's lives and livelihoods because it is caused by several factors, both natural and/or non-natural factors (Arimastuti, 2011) and human factors, resulting in the emergence of human casualties, environmental damage, property loss, and psychological impacts. In Law No. 24 of 2007 concerning Disaster Management, the definition of disaster is divided into three, namely natural disasters, non-natural disasters and social disasters which are explained in Law No. 24 of 2007 concerning Disaster Management as follows:

1. Natural Disaster

Natural disasters are disasters caused by an event or series of events caused by natural events that have a major impact on the human population (Hardiyanto and Pulungan., 2019), including earthquakes, tsunamis.

2. Non-natural Disaster

Non-natural disasters are complex disasters caused by events or a series of non-natural events that will cause the atmosphere to become chaotic or uncontrollable (Pratama et al., 2021), including in the form of technological failure, modernization failure, epidemics and disease outbreaks.

3. Social Disaster

A social disaster is a disaster caused by an event or series of events caused by humans which includes social conflict between groups or between communities, and terror (Supryadi., 2018).

The definition of disaster is very diverse and continues to evolve along with future developments in disaster risk. The definition of disaster is also conveyed by the United Nation's International Strategy for Disaster Reduction (UNISDR, 2000) in Nugroho & Sulistyorini (2019:74) which states that a disaster is a serious disruption to the functioning of society, and causes widespread losses in human life from various aspects. , starting from a material, economic or environmental perspective, and the disruption exceeds the ability of the community concerned to overcome it by utilizing their own resources.

Meanwhile, Porifiev in Tamitiadini (2019:3) defines disasters based on the form of the

disaster management area which is divided into two parts, namely:

1. Emergency or Acute Disaster Area is a disaster caused by natural, technological, socio-political events or incidents and so on. In this disaster, disaster management is required in the urgent (extraordinary) short term action category, namely an immediate action in disaster management which is also related to action against chronic disasters.
2. Chronic Disaster Areas are disaster areas that cause long-term impacts such as famine, environmental contamination and active radio and so on. In this disaster, the disaster action that is needed is medium and long term action, where generally subsequent disasters are found or occur in different areas which are the impact of previous disasters.

Based on the description above, it can be understood that a disaster is a condition that can occur naturally or be caused by non-natural factors that have an impact on people's livelihoods, causing material losses and even psychological impacts.

Disaster Communication

Regarding natural disasters, the communication study used is through disaster communication studies. The term disaster communication has not yet become a popular concept in the field of communication or the field of disasters, although research on disaster communication itself has been widely carried out, but in Indonesia the study of communication related to disasters has only been carried out after the natural disaster of the earthquake and tsunami in Aceh. However, awareness of the importance of communication in disaster management has increased recently.

One of the important points of concern regarding communication in disasters is the issue of uncertainty (Febriani, 2015). One important aspect in communication is the concept of uncertainty reduction. Communication itself arises because of the need to reduce uncertainty, so that we can act effectively to protect or strengthen the ego concerned in interacting individually or in groups. In disaster management, accurate information is needed by the public and

private institutions who care about disaster victims.

According to Nugroho and Sullistyorini (2019), the concept of disaster communication itself departs from the understanding that disasters must be managed, so that disaster management must be based on reliable data and information which through disaster management activities needs to be conveyed and communicated to all parties. Departing from this concept, Nugroho & Sullistyorini (2019) define disaster communication in a broad scope which not only includes communication efforts to communities specifically those potentially affected by disasters, but also includes activities to regulate mass media as an element of disaster management, in addition to designing communication coordination between groups, humanitarian activists and other institutions. One of the important points of concern regarding communication in disasters is the issue of uncertainty (Febriani, 2015). One important aspect in communication is the concept of uncertainty reduction. Communication itself arises because of the need to reduce uncertainty, so that we can act effectively to protect or strengthen the ego concerned in interacting individually or in groups. In disaster management, accurate information is needed by the public and private institutions who care about disaster victims.

Another definition related to disaster communication was also conveyed by Lestari (2018) where disaster communication is a process of creating, sending and receiving messages from one or more people, which can be done directly or through the media, in various disaster contexts such as pre-disaster times, when a disaster occurs, as well as after a disaster and generates a response or feedback. Disaster communication places more emphasis on pre-disaster situations which include preparedness, early warning and mitigation. In general, disaster communication is an effort to provide information to the public about disasters (Hardiyanto and Pulungan., 2019) so that people are prepared to face disasters and can reduce disaster risks and it is hoped that disaster communication can be useful in creating a society that is resilient to disasters.

According to Haddow and Haddow (2008) there are five main foundations for

building effective disaster communication, namely:

1. **Customer focus**, understand what information is needed by the community and volunteers. A communication mechanism must be built that ensures information is conveyed. Precisely and accurately on target.
2. **Leadership commitment**, Leaders who play a role in emergency response must have a commitment to effective communication and be actively involved in the communication process.
3. **Situational awareness**, Effective communication is based on the collection, analysis and dissemination of disaster-controlled information. Principles of effective communication such as transparency and trustworthiness are key.
4. **Media partnership**, Media such as television, newspapers, radio and others are very important for conveying information accurately to the public. Collaboration with the media involves an understanding of the media's needs with a trained team to collaborate with the media to obtain information and disseminate it to the public.
5. **Soft Power and Hard Power**, The fifth foundation in building effective disaster communication is based on disaster management efforts which must be supported by soft power and hard power approaches. The soft power approach is by preparing community preparedness through socialization and providing information about disasters. Meanwhile, the hard power approach is an effort to deal with disasters through physical development such as building communication facilities, to building facilities that are able to minimize disaster risks such as building embankments, erecting concrete walls, dredging rivers and so on.

C. METHOD

This research uses a descriptive qualitative approach, namely research that does not carry out calculations or also uses findings that are not achieved or obtained using statistical procedures or other methods of quantification. The method

used by researchers in this research is literature study and interviews.

The purpose of descriptive analysis is to provide a clear, objective, systematic and critical picture and information regarding disaster communication in preventing and reducing public panic during disaster management. The method and analysis steps begin with collecting the required data, carrying out classification, description and then analysis.

D. RESULT AND DISCUSS

Disaster management requires effective communication (Wandi et al., 2019) to carry out various disaster activities related to emergency management in various disaster situations. Therefore, it is important and needs attention to manage accurate and precise information for all related parties. The existence of effective communication will shape and support preparedness and provide quite informative disaster mitigation information (Astoria., 2016) to the community as a form and action that can help reduce potential risks resulting from future disaster events.

Disaster management needs to be carried out quickly and precisely (Nurdin, 2015) without necessarily going outside the standard operational procedures that have been established by the National Disaster Management Agency (BNPB), and supported by maximum efforts in the form of effective communication. There are five foundations for effective disaster communication proposed by Haddow & Haddow in Nugroho and Sullistyorini (2019), namely customer focus, situational awareness, media partnership and soft and hard power, which from the research results found that the Banjarmasin City BPBD carries out disaster communication activities effectively as explained below.

1. Customer Focus

The customer focus aspect of disaster communication emphasizes how information sources and managers understand what information is needed by the community, disaster volunteers or related parties through efforts to maximize communication channels that can ensure disaster information can be conveyed precisely and accurately (Fahira., 2021). From the results of an interview with the Chief Executive of the Banjarmasin City BPBD, Husni Thamrin, this was revealed

“berkaitan dengan arus informasi, kami menyesuaikan dengan SOP yang telah ditetapkan, sejauh ini Kerjasama dilakukan dengan Kominfo Kota Banjarmasin melalui pulikasi berita di website resmi, kami sekedar menyiapkan berita, namun untuk penyebarannya diserahkan kepada pihak Kominfo kota Banjarmasin” (wawancara dengan Husni Thamrin, Kalak BPBD Banjarmasin)

"Regarding the flow of information, we adapt to the SOP that has been set. So far, the collaboration has been carried out with the Banjarmasin City Ministry of Communication and Information through news publications on the official website. We are just preparing the news, but the dissemination is handed over to the Banjarmasin City Ministry of Communication and Information" (interview with Husni Thamrin, Kalak BPBD Banjarmasin)

This was also confirmed by staff from the Banjarmasin City BPBD, who explained that

“Kami menggunakan grup whatsapp, website, media sosial. BPBD berupa Instagram untuk menyampaikan informasi ke masyarakat. Dan kami juga punya grup Whatsapp yang di dalamnya ada kelurahan kecamatan dan relawan yang lebih cepat dan mereka kami minta untuk meneruskan kepada masyarakat. Termasuk pemasangan spanduk pencegahan bencana di daerah yang rawan bencana agar bisa langsung dibaca masyarakat” (wawancara dengan Hanafi, Staf BPBD Banjarmasin)

“We use WhatsApp groups, websites, social media. BPBD takes the form of Instagram to convey information to the public. And we also have a Whatsapp group which includes sub-district officials and volunteers who are faster and we ask them to pass it on to the community. Including installing disaster prevention banners in disaster-prone areas so that they can be read directly by the public” (interview with Hanafi, Banjarmasin BPBD Staff)

From the results of the interview, it is clear that there is an Instagram account for the Banjarmasin City BPBD, namely @bpbd_kota_banjarmasin, as an effort to bridge information from the Banjarmasin City BPBD to the public as well as report directly to BNPB via this Instagram account. In understanding the public's need for information, the Banjarmasin city BPBD also accepts complaints directly via direct message to the Instagram account @bpbd_kota_banjarmasin.

At this Customer Focus point, it can be seen that BPBD Banjarmasin has made maximum efforts to carry out disaster communication

effectively, which is quite good, namely through the discovery of sufficient disaster information, as well as correct and accurate information through verification from several parties so that the information conveyed can be used in handling efforts. disasters by every related party and can be useful in disaster management for the community in an effort to meet information needs.

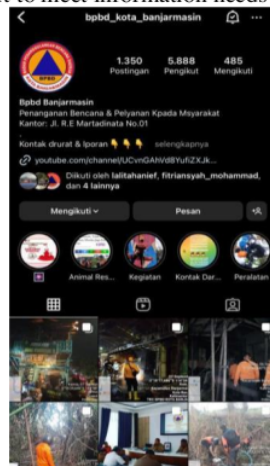


Figure 1. Instagram BPBD of Banjarmasin

2. Leadership Commitment

In implementing effective disaster communication efforts, apart from understanding the information needed by the community, the Banjarmasin City BPBD as the institution responsible for disaster management also needs to be based on leadership commitment where the leadership factor also plays an active role in responding quickly and effectively. According to Haddow & Haddow (2008) good communication needs to start from the commitment of leaders who have duties, functions and responsibilities for disaster management so that they are able to carry out disaster management, this is related to the dissemination of information both internally and externally from the Institution.

Based on findings in the field, the Banjarmasin city BPBD does not have special rules or policies in managing information related to disasters. So far, the Banjarmasin city BPBD, through posts on Instagram or news on the website managed by Kominfo, has only updated the latest information regarding disaster events in the city of Banjarmasin.

The leadership of the Banjarmasin City BPBD is always intense in monitoring every news and information that is published on the social

media of the Banjarmasin City BPBD, so that it doesn't become a blunder later in the community, but based on monitoring via Instagram accounts which are directly handled by the BPBD itself, it was found that the language used still just a report language, not an information language that is managed again as a caption (Figure 2)

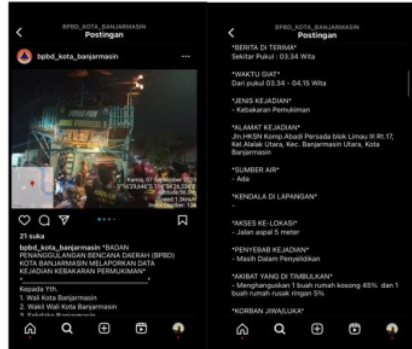


Figure 2. BPBD of Banjarmasin Instagram Posts and Captions

The involvement and participation of the leadership in providing information to the community is also carried out by the Banjarmasin City BPBD in the form of a disaster communication process related to disaster management to external parties, in this case the community, this is clearly visible from posts on Instagram @bpbdkota_banjarmasin where they hold chats related to the Forest Fire disaster and Land (Karhutla) through RRI Pro. 1 Banjarmasin (Figure 3).



Gambar 3. Posts related to the activities of the BPBD Chief Executive regarding forest and land fires

There is involvement of leadership elements in the disaster communication process (Badri., 2018) especially through Instagram accounts, namely in order to educate the public regarding forest and land fire incidents (Kristhy et al., 2021) which are rife in the city of Banjarmasin, so that the public can take part and actively participate in the prevention and management of forest and land fire disasters in the city of Banjarmasin.

These findings illustrate that the Banjarmasin City BPBD has attempted to implement effective disaster communication based on leadership commitment quite well, where there is a serious commitment from leadership elements by being actively involved both internally in monitoring information that reaches the community, even to There is no specificity in the news and information format itself. Apart from that, serious commitment was also demonstrated by the leadership elements in maintaining the communication process with external parties from the Banjarmasin City BPBD in order to guarantee and maintain the process of disseminating information related to disaster prevention and management in the city of Banjarmasin, South Kalimantan Province.

3. Situational Awareness

Implementation of effective disaster communication needs to be based on the results of data collection, analysis processes and controlled dissemination of information related to disasters that occur as well as paying attention to aspects of transparency and accountability (Nurgoho and Sullyorini, 2019). Situational awareness itself, as stated by Haddow & Haddow (2014), is a key aspect that really supports other aspects in an effective disaster communication process, understanding what conditions and situations are in locations that are disaster-prone areas or locations that are currently experiencing disasters and mapping can be carried out. data collection and conditions in the field will develop effective communication to inform matters related to disaster mitigation and preparedness information, so that the public gets clear and detailed information, besides that it also determines the right decisions in response to disaster management efforts, so that every needs can be identified and able to apply available resources appropriately which will then reduce the potential for future disasters.

BPBD of banjarmasin in implementing situational awareness as part of the implementation

of effective disaster communication (Lestari et al., 2014), openly receives reports from the public regarding disaster events, both natural and non-natural disasters, via emergency contact numbers via telephone or WhatsApp. The main tasks and functions are clear that the role of BPBD in the field is after a disaster occurs and does not take over the functions of other agencies such as the Fire Department, Search and Rescue (SAR) which is sometimes misunderstood in the community.

Information that arrives from the public is of course processed first, both in terms of news and in terms of the accuracy of the information source, so that it does not give rise to misperceptions later when it is conveyed to the public. Information related to disasters can also be obtained from direct patrols in the field which have carried out reviews of the situation, conditions and data in the field to ensure the correctness of the information, as part of disaster management communication in the community. Information is also usually made in the form of infographics so that the public can easily understand the conditions for disaster prevention in the city of Banjarmasin (Figure 4)



Figure 4. Infographics related to extreme weather on Instagram BPBD Banjarmasin

The BPBD of Banjarmasin through disaster communication based on situational awareness has been quite good in its implementation, this can be seen where the BPBD of Banjarmasin always monitors and pays attention to the conditions of disaster events and the potential for disasters to occur, it carries out direct patrols or receives reports from the public via telephone or messages on whatsapp.

4. Media Partnership

Disaster communication can be said to be effective (Hendra et al., 2018) if it is based on

media partnerships where disaster prevention and management efforts become an effective means of communicating information quickly, precisely and accurately to the community on a large and widespread scale. Social media is a tool that can be easily accessed by all groups of all ages, occupations, genders and cultures, so that the exchange of information through conversation or interaction channels will not be limited by space and time and can be mediated by digital channels (Dufty, 2020).

The use of news media, especially Instagram social media owned by the Banjarmasin City BPBD as a means of education and information on disaster prevention and management to the community, is an effort that has been made by the Banjarmasin City BPBD to increase insight, knowledge and information to the community regarding what a disaster is, how to distinguish it. natural disasters and non-natural disasters, how the community can participate in disaster prevention and information on disaster events in the city of Banjarmasin.

Collaborative activities with various parties in order to disseminate information (Dharma and Kasim., 2021) are of course important, with the power of media partnerships which BPBD Banjarmasin city should be able to carry out more seriously with other agencies and media will certainly have a big influence on the delivery of information and education about disaster. Apart from that, media partnerships in terms of using social media as an effective means of disaster communication (Haddow & Haddow., 2014) are certainly supported by human resources who have capabilities in the field of disseminating digital information so that they can focus more on creating information content that is easier to understand, attracting public interest, this of course requires collaboration with various parties.

The Banjarmasin City BPBD has not yet maximized its use of media, this can be seen by the lack of special skills possessed by information managers so that posting images and news captions still use standard language and do not comply with journalistic reporting rules which seem stiff and less interesting to read.

5. Soft and Hard Power

Effective communication is not only based on customer focus, leadership commitment, situational awareness, and media partnerships, but soft and hard power are also important indicators. Disaster communication by preparing community

preparedness through activities providing information about disaster events (Suherman., 2018) or socializing about disasters is the meaning of soft power, while soft power is a follow-up to an implementation of disaster communication by preparing disaster preparedness in an effort to face disasters through physical development such as building embankments, dredging rivers or water channels and developing communication and information facilities (Nugroho and Sullistyorini, 2019).

Many activities carried out by the Banjarmasin City BPBD in the soft power category are seen in the form of direct outreach in the community as a form of disaster prevention as well as providing education (Pahleviannur., 2019) in high schools as a community that is also concerned and has contribution and participation in disaster prevention. As well as the use of Instagram social media for public education with a wider reach (Subekti et al., 2020).

However, from a journalistic point of view, education and information formats in the media do not yet have special standardization either in terms of journalistic language in general or the existence of special SOPs for disaster news that are applied, so improvements are still needed from that side. The rules for disseminating information on social media are contained in the Ministerial Regulation in Permenpan-RB No. 83 of 2012 concerning the Use of Social Media in Government Agencies, where the aim is to realize suggestions for disseminating information, conveying opinions from the public to becoming a medium for open discussions, but in the regulation it is explained that this is only the responsibility of government public relations and does not specifically explain regarding media. as a means of disaster information in terms of prevention and management (Ulfa et al., 2019).

It can be concluded that the Banjarmasin City BPBD from a soft and hard power perspective has not optimally implemented disaster communication from a soft power perspective, even though it has carried out various outreach activities in the community and school communication, but uses social media as a means of information (Fitriani., 2017) what is easiest to reach by all groups is still not a priority both in terms of the content created as well as assignments and special expertise in the field of information dissemination.

E. CONCLUSION

Based on the results of research and discussion, it was found that disaster communication carried out by the Banjarmasin City Regional Disaster Management Agency (BPBD) by emphasizing five indicators of disaster communication, namely Customer focus, Situational Awareness, Leadership Commitment, Media partnership and Soft and Hard power, shows that there are several conditions in the process of conveying information to the Banjarmasin City BPBD community, most of them have carried out their activities quite well, such as Customer Focus, Situational Awareness, Leadership Commitment, while two other indicators, namely Media Partnership and Soft and Hard Power, have not yet been implemented so they need special attention, such as the process The delivery of information via social media still uses reporting language, not journalistic language rules, and there are still limited human resources needed to manage information related to disaster prevention and management before it is conveyed to the wider community.

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