

Article

# The Role of Disaster Preparedness Cadets in Flood Disaster Management in Hulu Sungai Tengah Regency

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**Abstract:** This study aims to identify the role of TAGANA and the challenges faced in flood disaster management. The method used in this study is qualitative descriptive with purposive sampling techniques. Data collection techniques were carried out through observation, interviews, and document analysis. The informants in this study include the Head of the Social Welfare Protection Division, TAGANA members, and members of the BPBD of Hulu Sungai Tengah Regency. The data analysis process involves data collection, data condensation, data presentation, and drawing conclusions. The results of this study indicate that the role of TAGANA in flood disaster management is carried out through three stages, in accordance with its duties and functions: the pre-disaster stage, the emergency response stage, and the post-disaster stage. The challenges faced by TAGANA include ineffective execution time and limited facilities and infrastructure. Therefore, TAGANA has to borrow facilities from the Provincial Social Service of South Kalimantan, which results in TAGANA's performance not being optimal.

**Keywords:** Role, TAGANA, Flood Disaster Management.

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## Introduction

The Disaster Preparedness Cadets (TAGANA), according to the Regulation of the Minister of Social Affairs of the Republic of Indonesia No. 29 of 2012, are described as social volunteers who are formed, appointed, and supervised by the government to support the efforts of the government and local governments in disaster management. The role of TAGANA includes disaster management at the pre-disaster, emergency response, and post-disaster stages, as well as handling other social issues related to disasters [1], [2], [3], [4].

TAGANA is under the responsibility of the Minister of Social Affairs, through the Directorate General of Social Protection and Security and the Director of Social Protection. The purpose of establishing TAGANA is to empower the younger generation in disaster management and to increase community participation in disaster management, both before, during, and after a disaster occurs. In accordance with Government Regulation No. 29 of 2012, Article 1, TAGANA is a trained social volunteer, or social welfare workers from the community, with an active concern for disaster management.

TAGANA was first established on March 25, 2004, by the Directorate of Natural Disaster Assistance of the Ministry of Social Affairs of the Republic of Indonesia as a platform for trained volunteers in community-based disaster management. TAGANA is required to be ready to arrive at the disaster site within one hour of the incident, to respond swiftly and effectively in providing social protection to disaster victims, and to possess sufficient knowledge of disaster management. TAGANA must also be prepared to operate 24 hours a day to serve communities affected by disasters, as delayed response can lead to a humanitarian disaster.

Disaster management efforts in Hulu Sungai Tengah Regency require thorough preparation to handle disaster victims, starting with strategies for equipment that must be ready before heading to the disaster site, communication strategies when on-site, and sufficient manpower to assist the victims. In addition, the necessary facilities and equipment must also be ready when the disaster occurs. However, the researcher's observations found obstacles in preparing these strategies, both before and after the disaster management efforts. One of the issues is the difficulty in coordination between TAGANA and its members, as some members are only on standby and are not permanently stationed at the post, which leads to delays in the arrival of TAGANA members at the disaster site.

Moreover, the low awareness and concern of the public regarding flood disaster prevention activities pose a challenge. Although there are regulations from the Hulu Sungai Tengah Regency Government banning indiscriminate waste disposal, as outlined in the Samarinda City Regional Regulation No. 10 of 2013 on Waste Management, with criminal penalties and fines, many people still dispose of waste improperly.

The limited equipment, supplies, and vehicles at the Social Service Department of Hulu Sungai Tengah Regency is also a problem. When a disaster occurs, TAGANA members have to borrow equipment from the South Kalimantan Provincial Social Service. The lack of thoroughness in preparing equipment can hinder the disaster management process. Additionally, the difficulty in accessing rural areas, which require long travel times, often results in delays in reaching the disaster site within the one-hour timeframe expected. The preparation of temporary shelters and public kitchens by TAGANA also faces challenges in determining safe locations for their establishment.

With the enactment of Law No. 24 of 2007 on Disaster Management, it is expected that disaster management will improve, as the government and local governments are directly responsible for its implementation. Disaster management is carried out systematically, covering the pre-disaster, emergency response, and post-disaster stages. The law mandates in Articles 35 and 36 that every region must have a disaster management plan. Further details on this are outlined in Government Regulation No. 21 of 2008 on Disaster Management Implementation.

According to Article 1, paragraph (1) of the Minister of Social Affairs of the Republic of Indonesia (Pemensos RI) Regulation No. 29 of 2012 on TAGANA, it is stated that TAGANA is a trained social volunteer or Social Welfare Worker (TKS) from the community with an active concern for disaster management. Recruitment of TAGANA members can be done based on proposals from organizations, groups, or specific communities, or individually (based on personal willingness). The purpose of establishing TAGANA is to assist the government in disaster management at the pre-disaster stage, during the disaster, and post-disaster.

However, the researcher's observations show several obstacles in the implementation of TAGANA's duties and functions, including: (1) The process of managing flood disasters is hindered by the limited available equipment; (2) Support from the government and other communities in increasing capacity and facilities is still not optimal; and (3) The low awareness and knowledge of the public in disaster management efforts.

Based on this background, the researcher is interested in exploring further the role of TAGANA in disaster management, particularly based on its duties and functions so that it can be effectively carried out in accordance with applicable regulations. Therefore, the researcher decided to take the title "The Role of Disaster Preparedness Cadets in Disaster Management in Hulu Sungai Tengah Regency."

### **The formulation of the problem**

The formulation of the problem is that the role of TAGANA in disaster management in Hulu Sungai Tengah Regency is still hindered by several factors. The formulated problems are as follows:

1. What is the role of TAGANA in flood disaster management in Hulu Sungai Tengah Regency?

2. What challenges does TAGANA face in flood disaster management in Hulu Sungai Tengah Regency?

### **Theoretical Framework**

#### ***Administration***

According to Chandler and Plano in Keban, public administration is the process of organizing and coordinating resources and public personnel to formulate, implement, and manage decisions in public policy [5]. Chandler & Plano also state that public administration as a field of study aims to address public problems by making improvements, especially in the areas of organization, human resources, and finance. Meanwhile, according to Litchfield in Syafiie, public administration is the study of how various government agencies are organized, staffed, funded, operated, and led.

#### ***Organization***

According to Waldo in Silalahi, an organization is a structure of relationships among people based on authority and is permanent within an administrative system [6].

#### ***Role***

According to Sedarmayanti, a role is the basis of perception used by each individual who interacts within a group or organization to carry out their tasks and responsibilities [7]. In practice, this role can be either clear or unclear. The level of clarity of the role will affect the clarity of the individual's role itself.

Meanwhile, according to Karl and Rosenzweig in Setiawan, the concept of role is related to an individual's activities in a certain position, both in the societal system and within an organization [8]. They conclude that a role is the behavior or actions that occur in relation to a specific position in the organizational structure.

#### ***Disaster***

According to the Asian Disaster Reduction Center, a disaster is a major disturbance that occurs within a community, causing widespread losses felt by the community, various materials, and the environment (nature), with impacts that exceed the capacity of humans to cope with it using available resources. Furthermore, according to Parker in Kusumasari, a disaster is defined as an unusual event, whether natural or human-caused, including occurrences due to technological system failures that reduce the response capacity of human communities, individual groups, or the natural environment, resulting in significant damage, economic losses, destruction, injuries, and/or death [9]. Meanwhile, according to Heru Sri Haryanto, a disaster is the occurrence of damage to normal life patterns, which harms human life, social structures, and creates urgent needs within the community.

#### ***Flood***

The definition of a flood is the flow of water on the surface of the land that is relatively high and cannot be accommodated by drainage channels or rivers, resulting in overflow of water that creates flooding or flow exceeding normal levels and causing damage to humans. Floods are often recognized in two forms, namely as inundation in areas that are usually dry or non-swampy, and floods due to water runoff from the river channel caused by the discharge in the river exceeding its flow capacity.

#### ***Disaster Management***

According to Liang Gie and Sutarto in Sillahi, management is defined as a series of activities involving the organization of people and the direction of work facilities to ensure that the goals of cooperation are truly achieved.

Disaster management is defined as a collective term that encompasses all aspects of planning to respond to disasters, including activities before and after a disaster, which may also refer to risk management and the consequences of disasters.

#### ***Conceptual Definition***

In this conceptual definition, the author will explain the issues to be researched, so that the aims and objectives of the study can be clearly understood, and to make it easier for various parties to interpret the concepts relevant to the scope of this research. This also aims to avoid any misinterpretation of the concepts that have been formulated in this study.

Based on the theoretical approach related to the research variables, the main concept in this study is the role of the Disaster Preparedness Cadets (TAGANA) in flood management in Hulu Sungai Tengah Regency. This study will focus on the implementation and needs in disaster management, flood disaster risk prevention, and emergency handling carried out by TAGANA, which is divided into three stages: pre-disaster, emergency response, and post-disaster. The goal of this study is to help the community reduce the impact of flood disasters in Hulu Sungai Tengah Regency.

## Research Method

### *Research Type*

This study uses a qualitative descriptive method, which is an approach used to investigate issues by describing the current state of the subject or object of the study, based on existing facts or as they are [10]. Simply put, descriptive research aims to describe the phenomena that occur, whether natural or man-made [11]. According to Sugiyono in Pasolong, qualitative research is a method used to study objects in their natural state and is conducted on a single variable, without comparing or linking it to other variables [12].

### *Research Focus*

The research focus refers to the measurement, perspective, or target of the variables being studied. This focus aims to limit the scope of the study so that with this limitation, the data processing process will be easier and will result in clear conclusions. The type of research used is Descriptive Research, which aims to describe a state or phenomenon subjectively or objectively, whether it concerns individuals, institutions, communities, or others, based on observable facts or in accordance with reality.

This research uses purposive sampling techniques, which involve selecting subjects based on certain characteristics or traits that are considered relevant to the characteristics or traits of the population that are already known [13].

To obtain research data, the author has established sample criteria to be used as data sources, as follows:

- **Key Informant:** Those who know and have the essential information required in the study. In this study, the key informant is the Head of the Disaster Victim Social Protection Division of the Social Service Department of Hulu Sungai Tengah Regency (1 person).
- **Informants:** Individuals who provide additional information. In this study, the informants consist of TAGANA members (2 people) and members of the Regional Disaster Management Agency (BPBD) of Hulu Sungai Tengah Regency (2 people).
- To collect data, the author uses several methods as follows:
  - **Library Research:** This research is conducted by gathering theories and data from library sources, such as scholarly books, regulations, and documents relevant to the scope of the study, which are used as the foundation for the discussion and analysis.
  - **Field Work Research:** The author conducts direct research in the field using several techniques, namely:
    - a. **Observation:** Direct observation of the objects being studied to obtain the necessary data.
    - b. **Interviews:** The author conducts question-and-answer sessions with respondents to gather further information about the research topic.
    - c. **Document Research:** This research is conducted on documents or archives related to the role of the Disaster Preparedness Cadets (TAGANA) in flood disaster management in Hulu Sungai Tengah Regency.

This study aims to describe the role of the Disaster Preparedness Cadets (TAGANA) in flood disaster management in Hulu Sungai Tengah Regency. Using a qualitative descriptive method, the data analysis applied is qualitative descriptive analysis [14]. According to Miles, Huberman, and Saldana, there are four activities conducted simultaneously in qualitative data analysis: Data Collection, Data Condensation, Data Presentation, and Conclusion Drawing and Verification.

## Research Results

### *Pre-Disaster Stage*

Based on the interviews conducted, there are three main actions that need to be taken in the pre-disaster stage: prevention, mitigation, and preparedness. Various activities have been carried out, such as routinely socializing the pre-disaster mitigation program and conducting clean-up actions (community work) in each sub-district in Hulu Sungai Tengah Regency. In addition to the gotong royong (mutual cooperation) activities, TAGANA also conducts the TMS (TAGANA Masuk Sekolah) program, which aims to provide early understanding about the dangers of flood disasters. However, these activities have not been fully implemented due to the vast and hard-to-reach areas of Hulu Sungai Tengah Regency, especially in rural areas. Additionally, these activities require active community participation, which led the South Kalimantan Provincial Government to form Disaster Preparedness Villages (KSB), a community-based disaster management platform aimed at increasing public understanding and awareness of the dangers and risks of disasters. In South Kalimantan, there are 24 KSBs, but only 8 KSBs are located in Hulu Sungai Tengah Regency, in the sub-districts of Hantakan, Batu Benawa, Barabai, Pandawan, Haruyan, Birayang, Batang Alai Utara, and Batang Alai Selatan. However, to date, only the KSB in Hantakan Sub-district is active. With the existence of these activities and the Disaster Preparedness Villages, it is hoped that the impact of disasters, particularly floods, can be reduced. In terms of communication between BPBD and TAGANA, the cooperation is quite good, although there has not been optimal coordination regarding joint programs in flood disaster prevention, resulting in each party carrying out its tasks separately.

### *Emergency Response Stage*

Based on the above research findings, in the emergency response stage, TAGANA directly went to the field to assist communities affected by the flood disaster. Before going to the field, TAGANA first prepared all necessary supplies for the location, such as equipment, to ensure that the preparations were in line with the conditions on the ground. Additionally, in the process of setting up shelters and public kitchens, TAGANA carried out evacuations and rescue operations. However, coordination with the sub-district officials and the affected community was very difficult, especially during conditions such as power outages and rising floodwaters, which hindered the communication and coordination process in the field.

### *Post-Disaster Stage*

Based on interviews conducted by the author with key informants and informants, it can be concluded that in the pre-disaster stage, there are three main aspects that TAGANA needs to carry out, namely prevention, mitigation, and preparedness. However, these activities have not been fully realized due to the vast area of Hulu Sungai Tengah Regency, especially in rural areas that are difficult to reach. In the emergency response stage, the establishment of shelters and public kitchens becomes a challenge because both must be built effectively, requiring coordination with relevant parties in disaster management. However, coordination with the sub-district officials and the affected community was very difficult, especially during power outages and rising floodwaters, which further hindered communication and coordination. In the post-disaster stage, efforts to resolve issues must include psychological aspects, such as handling trauma among victims, as well as the recovery of economic, socio-cultural activities, law enforcement, and order. In addition, there is a need to empower the role and participation of the community in post-disaster social life. In this context, the implementation of TAGANA's duties and functions became less optimal [15].

### *Challenges Faced by TAGANA in Flood Disaster Management in Hulu Sungai Tengah Regency*

BPBD is an agency focused on disaster management, unlike TAGANA, which is under the Ministry of Social Affairs and the Social Service Department, addressing not only disasters but also other social issues. Therefore, TAGANA lacks sufficient infrastructure. From all the interviews above, TAGANA faces various challenges such as weather, time, and the availability of facilities, which results in TAGANA's performance not being optimal.

## Discussion

### *Pre-Disaster Stage*

The goal of this stage is to reduce property damage and loss of life caused by disasters and ensure that the resulting damage can be minimized. However, in its implementation, this has not been fully effective. Based on the interviews and observations conducted by the author, as previously explained, it can be concluded that this activity has not been fully realized due to the large and hard-to-reach area of Hulu Sungai Tengah Regency, especially in rural areas. The socialization efforts also require active community participation, which is why the government established Disaster Preparedness Villages (KSB). With the presence of KSB, it is hoped that the impact of disasters, particularly floods, can be reduced. Additionally, the lack of coordination in organizing joint programs between TAGANA and BPBD to prevent flood disasters has led each party to carry out its tasks separately.

### *Emergency Response Stage*

The goal of this stage is to immediately meet the most urgent basic needs of the communities affected by the disaster. The primary objective in the emergency response stage is to carry out rescue operations and provide humanitarian aid. In this stage, efforts are also made to provide proper temporary shelters and organize and distribute logistics quickly and accurately to all disaster victims. In the emergency response stage, TAGANA directly went to the field to assist the communities affected by the flood. Before going to the field, TAGANA first understands what is needed at the location, so that the preparation of equipment and other supplies can be tailored to the needs on the ground. In the establishment of shelters and public kitchens, TAGANA also carried out evacuations and rescue operations. However, coordination with the sub-district officials and the affected communities was very difficult, especially in situations like determining safe locations or when there were power outages in the area and the floodwaters were rising, which made coordination extremely challenging.

### *Post-Disaster Stage*

In the post-disaster stage, the community suffers many losses, ranging from homes submerged by floods to impacts on health, psychology, and the economy. Therefore, it is important to address issues such as psychological trauma management for disaster victims, as well as efforts to restore economic growth, socio-cultural activities, law enforcement, and public order. Additionally, there needs to be a revival of the role and participation of civil society in various aspects of community life in the post-disaster region. However, at this stage, TAGANA members can only provide assistance when on-site. Rehabilitation and post-disaster reconstruction, however, are the responsibility of the government and relevant agencies authorized in disaster management.

### *Challenges Faced by TAGANA in Flood Disaster Management in Hulu Sungai Tengah Regency*

In efforts to manage flood disasters in Hulu Sungai Tengah Regency, TAGANA faces several challenges. The main obstacles include weather, time, and the availability of facilities and infrastructure. The unpredictable weather, considering Hulu Sungai Tengah Regency has a tropical climate, means that rain can fall at any time, which naturally affects the health and physical condition of the personnel. In addition, TAGANA is required to arrive at the disaster site within one hour, but this has not been effective due to the considerable distance and flood points that obstruct access to major disaster locations. The limited facilities and infrastructure also pose a problem, forcing TAGANA to borrow equipment from the South Kalimantan Provincial Social Service. These challenges hinder TAGANA's performance, resulting in suboptimal disaster management efforts.

## Conclusion

Based on the research findings and interviews conducted by the author regarding the role of Disaster Preparedness Cadets (TAGANA) in flood disaster management in Hulu Sungai Tengah Regency, which is carried out based on the duties and functions of TAGANA through three stages of disaster management, the following conclusions can be drawn:

1. The implementation of pre-disaster socialization through community work and mutual cooperation activities in each sub-district in Hulu Sungai Tengah Regency has not been fully realized. This is due to the vast area of Hulu Sungai Tengah Regency, especially in rural areas with difficult access.
2. The handling of the emergency response stage has been carried out fairly well, but the availability of facilities and infrastructure for TAGANA is still inadequate. Therefore, they have to borrow equipment from the South Kalimantan Provincial Social Service.
3. Post-flood disaster issues are complex and frequently occur. These flood disasters cause physical, social, economic, and environmental impacts, such as risks, threats, property damage, and loss of life, which can disrupt community activities. TAGANA's role is limited to victim data collection, while rehabilitation and reconstruction are the responsibility of the relevant agencies or departments with a special budget from the government.
4. In practice, the duties and functions of TAGANA have made a significant contribution to flood disaster management in accordance with applicable regulations. However, there are some obstacles in the implementation that reduce the optimality of TAGANA's duties and functions, such as unpredictable weather affecting TAGANA members' health, time issues due to floods occurring in multiple areas, and the limited facilities and infrastructure available to TAGANA.

### Recommendations

Based on the research findings and discussions concluded above, the author feels it is important to provide several recommendations as input to improve the quality and benefits of this research, namely:

1. There is a need for the provision of pre-disaster programs or socialization for the community, so that the parties involved in disaster management, especially flood disasters, such as the Regional Disaster Management Agency (BPBD), can be more effective. BPBD, as the leader, should provide guidance and information to all volunteer parties and other relevant stakeholders, so that TAGANA and other volunteers can collaborate in flood disaster management together. This will provide more knowledge and beneficial activities, especially for communities in hard-to-reach areas.
2. The government should provide more support for the allocation of budgets, facilities, and infrastructure needed by TAGANA members, so that flood disaster management can be carried out more optimally.
3. In the post-disaster stage, the government needs to pay more attention to efforts in resolving issues, such as psychological aspects in handling disaster victims' trauma. In addition, the government should also focus on the recovery of economic, socio-cultural activities, law enforcement, and public order, as well as encourage the role and participation of the community in post-disaster life. The responsibility for rehabilitation and post-disaster reconstruction lies entirely with the government and the relevant disaster management agencies, as TAGANA members can only assist on-site.
4. TAGANA members should pay more attention to the conditions on the ground and prepare all necessary resources required for flood disaster management, to avoid any unforeseen issues. By doing so, the rescue process can be carried out more carefully, especially in dealing with time constraints and unpredictable weather conditions.

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