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IMPLEMENTATION OF DESA TANGGUH BENCANA POLICY IN MAGELANG REGENCY

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Abstract. Natural disasters continue to occur in Magelang Regency every year and cause damage and loss to the community. The government agency designated for disaster management, namely Badan Penyelenggaraan Penanggulangan Bencana (BPBD), develops Disaster Resilient Village Program (Destana). The purpose of this study is to analyse the implementation of Desa Tangguh Bencana in Magelang Regency. The research methodology uses qualitative methods and data collection techniques through observation, interviews and documentation. The results of the study demonstrate that the implementation of Desa Tangguh Bencana policy in Magelang Regency regarding the objectives of the Destana program in Margoyoso village could be achieved because the Destana activists understand the program's objectives and there is support from the government, non-governmental institutions, village institutions and the community. Meanwhile, the implementation of the Destana program is also influenced by the support of human resources, funds, infrastructure and other resources. The implementation of the Destana program in Margoyoso village is quite successful due to resources, namely human resources, funds and infrastructure available in Margoyoso village. Policy implementation requires collaboration, namely coordination and cooperation of performers of Destana activities. In carrying out Destana activities, the consensus is needed to reach decisions that are beneficial to all parties. In cooperation and coordination, it is necessary to have clear job descriptions of each participant so that there is no overlapping when implementing activities.

Keywords: implementation, policy, Destana, regency, Magelang.

JEL Classification: A21, I28.

INTRODUCTION

Natural disasters unexpectedly and frequently occur in Indonesia. "The territory of the Republic of Indonesia has geological, geographic, hydrological, demographic and sociological conditions that make it prone to disasters, both natural, non-natural and social disasters" (Yulianto and Mutiarin, 2018). In 2019 there were 3,768 disasters that hit various regions in Indonesia. The types of disasters that occurred are as following: 764 floods, 1,370 wind cyclones, and 746 forest and land fires. Over 6.1 million people were affected and evacuated, 478 died, and 3,422 were injured in the disasters (BNPB, 2020). An overview of the Indonesian disaster is shown in the diagram below (Figure 1):

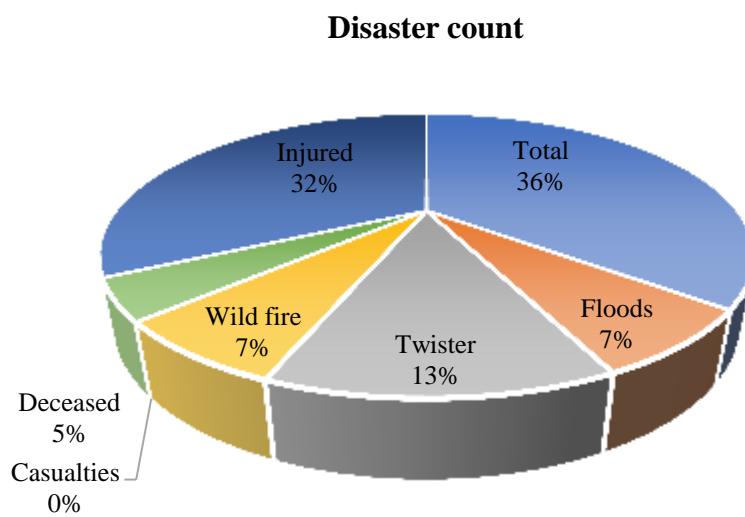


Figure 1: Disasters in Indonesian regions

Source: BNPB, 2020

The count of disasters that occurred in 2019 increased by 371 events or 12% than in 2018 with 3,397 events (BNPB, 2020). "Disasters will bring bad conditions for affected communities such as neglected refugees, inadequate refugee camps, food shortages, shortages of tents, blackouts, lack of clean water, damaged roads, neglected toddlers, difficulties in access to healthcare, incomplete information, and even looting" (Yumantoko, 2019). The statistics of disasters that occurred in 2018 and 2019 is shown in the graph below (Figure 2):

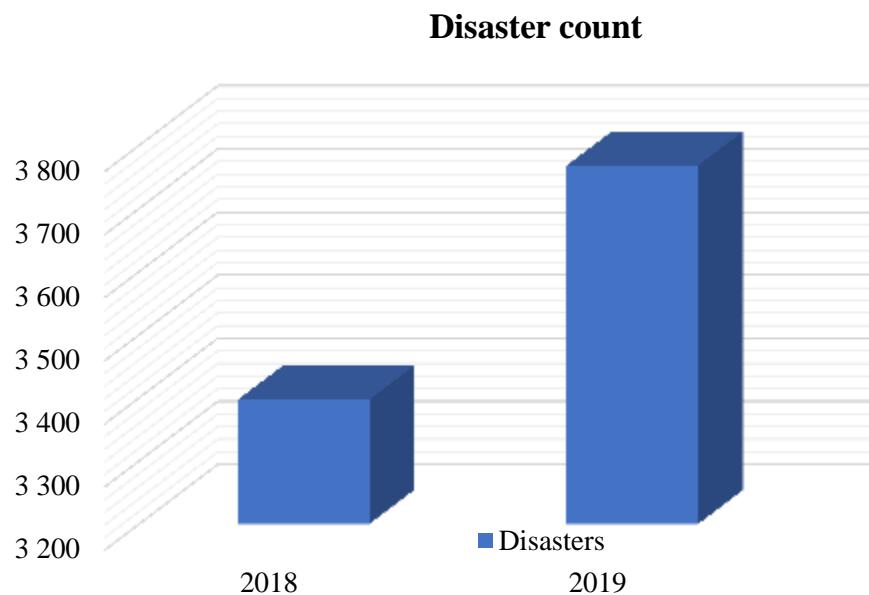


Figure 2: Disasters in Indonesia 2018-2019

Source: BNPB, 2020

In Indonesia, there are areas that are prone to disasters, namely Central Java with 914 disasters, West Java with 691 disasters, East Java with 612 disasters, Aceh with 180 disasters, and South Sulawesi with 164 disasters (BNPB, 2020). Central Java is one of the disaster-prone areas due to geographical, geological, hydrological and demographic conditions. These natural disasters include earthquakes, landslides, floods, drought, twister, and volcanic eruptions.

Table 1

Conditions and Types of Natural Disasters in Central Java Province

Types of Disaster	Incidents	Casualties			Housing damage		Public Facility Damage
		Deceased	Injured	Refugees	Destroyed	Submerged	
1 Twister	148	5	22	727	1.925	0	12
2 Floods	61	5	1	106.081	141	26.121	7
3 Landslides	101	26	24	7.379	329	20	1
4 Abrasion	1	0	0	40	8	0	0
5 Earthquakes	1	2	41	5.739	703	0	0
6 Volcanic eruptions	1	0	56	178	0	0	0
7 Drought	1	0	0	1.000	0	0	0
Total	314	38	144	121.144	3.096	26.141	39

Source: BNPB, 2019

One area in Central Java that has a high potential for disaster risk is Magelang Regency. It is a disaster-prone area in Indonesia. The sources of existing disasters are the eruption of Mount Merapi, cold lava floods, landslides, and flash floods (Arisanti and Nugroho, 2018). Conditions and types of disasters that occurred in Magelang Regency during 2013-2017 are presented in the table below.

Table 2

Conditions and Types of Natural Disasters in Magelang Regency 2014-2018

	Disaster type	2014	2015	2016	2017	2018
1	Eruptions	0	0	0	0	0
2	Floods	15	4	5	12	5
3	Landslides	88	52	80	105	156
4	Twister	153	60	44	27	37
5	Drought	7	4	3	0	0
6	Wildfire	34	46	45	37	6
7	Earthquakes	0	1	0	0	0
8	Others	4	4	8	9	9
	Total	301	172	185	190	213

Source: BPBD Magelang Regency, 2019

The table demonstrates that natural disasters in Magelang Regency occur every year. The government agency responsible for disaster management is *Badan Penyelenggaraan Penanggulangan Bencana* (BPBD). BPBD was formed based on Magelang Regency Regional Regulation Number 3 of 2011 concerning Magelang Regency BPBD, and Magelang Regency Regional Regulation number 3 of 2014 concerning the implementation of Disaster Management in Magelang Regency. "Analysis of public policy includes not only decisions, actions and events, but also the policy process that is formulated and decided so that it can explain the relationships and involvement of various parties, environmental conditions, values and ideology, distribution of power, institutional framework and others" (Fischer et al, 2007). BNPB, which has the vision of realizing the resilience of the nation in the face of disasters, carries out the strategy through developing *Desa tangguh terhadap bencana* (Destana). The Destana policy aims to protect communities in hazard-prone areas, increase community participation in reducing disaster risk and increase the institutional capacity of the community and the government in disaster risk reduction. The success of implementing a policy according to Grindle (1980) is determined by two variables, namely the content and the context ones. The content variable is the scope that affects the public policy implementation process. Meanwhile, the context variable is the description of the way the political context and administrative activities affect the implemented public policy.

The Destana policy in Magelang Regency has been implemented since 2015 and there are 3 Disaster Resilient Villages, namely Margoyoso Village of Salaman Sub-district, Sirahan Village of Salam Sub-district and Ngargomulyo Village of Dukun Sub-district. The three villages were selected by Margoyoso Village, Salaman Sub-district because they are the most vulnerable to the risk of landslides and wind cyclones. The purpose of this study was to analyse the implementation of *Desa Tangguh Bencana* policy in Magelang Regency.

LITERATURE REVIEW

Dye (2013) defines public policy as *what the government does, why they do it, and what difference it makes*. According to Dunn (2003) public policy is a series of action options (including the choice not to act) to respond to challenges concerning people's lives. The public policy process does have the vulnerability to include the hidden political interests of certain groups. Public officials who have high credibility and integrity are needed in this case, because the role and behavior of public managers are important variables that determine public policy tendencies (Howlett and Walker, 2012).

The success of implementing the policy according to Grindle (1980) is determined by two variables, namely the content and the context ones. The content variable is the scope that affects the public policy implementation process. Meanwhile, the context variable is a description of how the political context and administrative activities affect the implemented public policy. Thus the context variable includes the environment of public policy. Political and administrative environment is associated with these public policies.

Content variables are detailed in 6 elements, namely:

1. The party whose interests are affected. Theodore Lowl (Grindle, 1980) states that the type of public policy made will have a certain impact on various kinds of political activities. Thus, if public policy is intended to cause changes in social, political, economic relations and so on, it is threatened by the public policy. Grindle gave an example with public policy regarding the radical reform in the agrarian sector against the landlord system. Such policy will be strongly opposed by the parties whose interests are threatened, in this case, the landlords.

2. Types of benefits that can be obtained. Programs that provide benefits collectively or to many people will be easier to implement because it is very easy to obtain support and a high level of compliance from target groups or general public. For example, programs on drinking water and electricity. On the other hand, a particularistic program is likely to exacerbate a conflict and competition between people who seek to benefit from the program. Programs like this are more difficult to implement. For example, programs on housing, telecommunication services; programs unavailable to the whole community can sharpen competition in society.

3. The extent of the change envisioned. The programs that are long-term and require changes in community behavior and do not directly or immediately benefit the community (target group) tend to experience more difficulties in their implementation. An example is the family planning program, at the beginning of the introduction of the program there were many challenges from the community and religious leaders. Community support has appeared only after running the program successfully for a number of years.

4. Site of decision making. The more scattered the position of decision makers in the implementation of public policies, both geographically and organizationally, the more difficult the implementation will be. The reason is the amount of decision-making units involved in it. Grindle considers that implementing integrated village development is more difficult than implementing the school curriculum.

5. Program implementers. The ability of program implementers will influence the successful implementation of the program. A bureaucracy that has active, qualified, skilled staff, which are highly dedicated to the implementation of tasks and strongly supports the success of the program.

6. The resources that can be provided (committed resources). The availability of adequate resources will support the successful implementation of programs or public policies.

The success of implementing a policy based on the content and context of its implementation according to Grindle, is as follows:

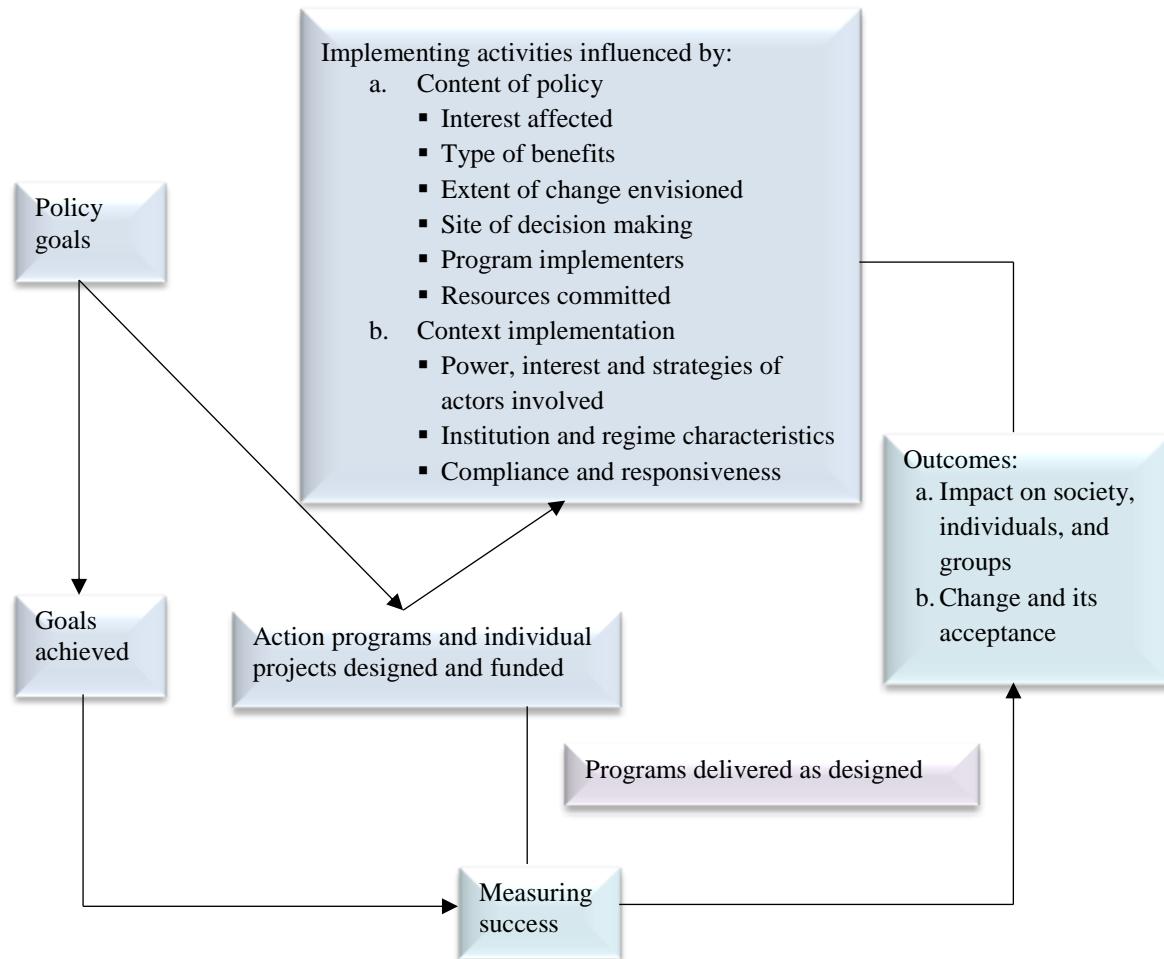


Figure 3. Policy Implementation Based on Content and Implementation Context

Source: Grindle (1980)

From the image above it can be concluded that the purpose of the policy will be achieved effectively and efficiently if it is followed through. The maximum implementation of the policy that is applied to the action program or the project funded by government and society. The first step that should be done to apply this program is setting up the success indicator of the program or the project. There are two things that can make a successful program, they are the content of policy and the implementation context. However, there are also factors that affect the success of implementing policy which are decision making, executive director and involved resources (Grindle, 1980). The success of a program depends on its implementation effect which impacts the society, the individual and the community as the objective of the policy and when changes are brought by the policy, the society can accept them.

PAPER OBJECTIVE

Paper objective is to analyze the implementation of Desa Tangguh Bencana policy in Magelang Regency, provided by the government agency designated for disaster management, in order to increase the level of disaster resilience for villages given the high frequency of natural disasters occurring in this region.

METHODOLOGY

The research methodology implements qualitative methods that use natural backgrounds with the intention of interpreting the phenomena that occur and are carried out by involving various existing techniques (Creswell, 2013). The process and results of qualitative research are considered properly performed if the researcher has applied the validity criteria (Zamili, 2015). According to Creswell (2008) the validity of qualitative research presupposes the use of two strategies, namely validity and reliability, with data collection techniques, namely observation, interviews, and documentation (Creswell, 2013).

RESULT AND DISCUSSION

In general, the implementation of the policy is the way the policy can achieve its purpose. Dye (2013) defines public policy as what the government does, why they do it, and what difference it makes. According to Dunn (2003), public policy is a series of action options (including the choice not to act) to respond to challenges concerning people's lives.

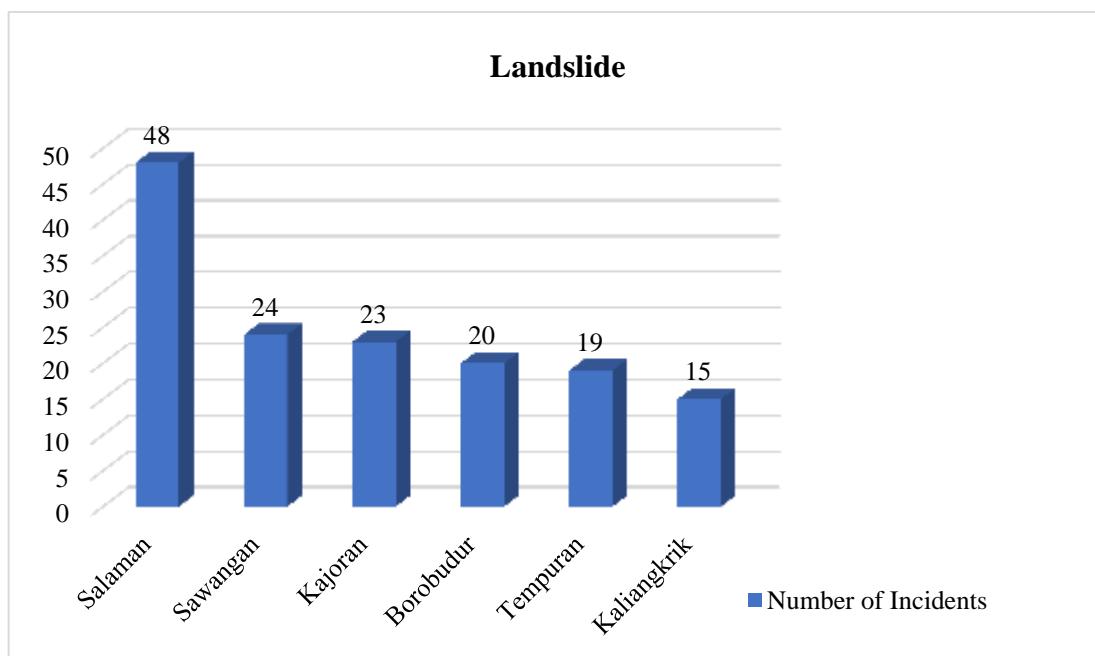


Figure 4. Disaster Incidence in Magelang Regency in 2020

Source: BPBD, 2020

In 2020 Magelang Regency has suffered from multiple landslide. The most landslide occurred in Salaman Sub-district with 48 incidents. Followed by, Sawangan (24 incidents), Kajoran (23 incidents), Borobudur (20 incidents), Tempuran (19 incidents), and Kaliangkrik (15 incidents). Moreover, the total number of incidents and the types of disasters are showed in the chart below (Figure 5):

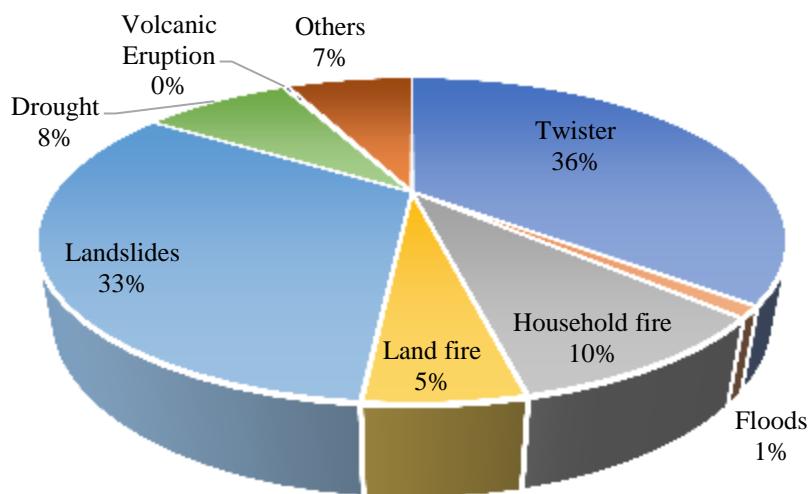


Figure 5. Disaster Distribution in Magelang Regency, 2020

Source: BPBD Magelang Regency, 2020

Figure 5 demonstrates the distribution of disasters in the Magelang Regency in 2020 which includes strong winds as much as 36%, followed by landslides as much as 33%, house fires – 9%, drought – 8%, land fires – 5%, floods – 1% and other events – 7%. So it can be concluded that the disasters that often occur in Magelang Regency are strong winds and landslides. Landslides and strong winds were triggered by heavy rainfall. The Implementation policy *Desa Tanggung Bencana* in Magelang Regency concerned three points: Purpose, Resource and Collaboration.

1. Purpose

The program purpose attainment is affected by the purpose itself, executive agent, executor and the objective of the program. Likewise, the purpose of Destana program is affected by many things. The purpose of Destana program in Margoyoso village can be achieved because the executors understand the purpose of the program and they are supported by the government, non-governmental institutions, village institutions and people of Margoyoso village. The theory of Implementation of Public Policy Model Merilee S. Grindle (1980): "The success of the implementation of a public policy can be measured from the process of achieving the final result, namely whether the goals to be achieved are achieved or not by looking at the benefits to society and the changes that have occurred and the acceptance of the target group and the changes that have occurred" (Leo Agustino, 2012).

Considering the theory, it can be concluded that the implementation can be successful if the purpose is realistic, the executors possess the proper social cultural level; the purpose is not unlikely to simple and easily realized. Moreover, the purpose should be beneficial for the society and make changes to the objectives. Furthermore, according to the findings sources, one of the indicator of the policy success is the full achievement of the purpose of the policy. The purpose of Destana will be achieved if the purpose is clear, simple, organized and accessible as well as clear understanding among the executors has been achieved. The purpose will be beneficial for the society and change the perception as well as behaviour on disaster survival. The understanding of the purpose of Destana in the society should be an ongoing process performed through constant socialization in school, PKK, *Karang Taruna* and other activities that involve the society.

According to the findings, it can be inferred that one of the significant characteristics of the successful implementation is being clear, simple and accessible. The purpose should be organized

and approached effectively and efficiently. Also, the purpose is successfully achieved if the program is beneficial for the society and makes positive changes.

2. Resource

Apart from the easily realized purpose, Destana program implementation is also affected by the human resource, budget, infrastructure, and other resources. The competent and capable resources will facilitate the management of Destana program to achieve its purposes. The management of Destana program in Margoyoso village has been adequate because of the presence of available resources.

According to Van Metter and Van Horn theory and Grindle theory as a triangulation suggests “The success of the policy implementation process is very much dependent on the ability to utilize available resources. Humans are the most important resource in the success of the implementation process which demands quality Human Resources (competence and capability) in accordance with the work required by the policy. Apart from human resources, there are other resources, namely funds and time resources” (Leo Agustino, 2012).

While the theory of Implementation of Public Policy Model Merilee S. Grindle (1980) suggests that “In carrying out a policy or program, it must be supported by the presence of competent and capable policy implementers for the success of a policy. Apart from human resources, it must also be supported by other supporting resources so that its implementation will run well” (Leo Agustino, 2012).

The above theories define that the success of program management policy depends on the availability of resources and the ability to utilize them. As the executor, the human resources must be competent and capable according to the expertise that the program needs. Besides the human resource, there are also other factors that affect the success of management policy such as budget and infrastructure. As the result of conclusion from the available main sources and supporting sources it has been defined that the factor which affects the success of Destana implementation policy is availability of competent and capable human resources, sufficient budget and qualified infrastructures.

From interview result with the source compared with the triangulation theories from Grindle and Van Metter and Van Horn and also the key source, it can be concluded that the success of implementing public policy program Destana is affected by human resources, budget and infrastructures. The human resource have to be competent, capable, understood, and possess expertise in disaster survival. Moreover, the availability of the sufficient budget and qualified infrastructure is essential for the successful program. In Margoyoso, the human resources are sufficient but have low quality. The budget and infrastructure are available and financial issues have been handled by the FORTIs member with the help of village agency.

3. Collaboration

Collaboration in managing Destana is important, because without collaboration the implementation of the program of Destana will be difficult to perform. Collaboration in Destana includes coordination and cooperation. Coordination and cooperation are the main process of collaboration which involves organizing, implementing and evaluating. Coordination and cooperation also involve many people such as government, non-government, and village institute and society. Collaboration in managing Destana in Margoyoso village has succeeded to design the landslides contingency plan document, the landslide evacuation plan and the society-based warning alert which has been validated by *Surat Keputusan Kepala Desa Margoyoso*. Collaboration is also being done in every stage of disaster management which includes pre-disaster, disaster and post disaster.

The result shows that coordination and cooperation in Margoyoso involves every elements such as government, non-governmental institutions, village institutions and society. They are

cooperating and coordinating in Destana program which includes organizing, implementing and evaluating. Coordination is held at least once in a year when organizing the process, while at the implementation stage it is always preceded by the coordination and followed by cooperation of all elements.

The conclusion can be drawn that collaboration has been well accomplished because everyone is coordinating and cooperating from the process of organizing, implementing and evaluating. Coordination is done at least once in a year before the implementation. Moreover, cooperation is always carried out in implementing Destana.

According to Baechler, Shergold and Hogue, the importance of coordination and cooperation in implementing Destana is in executing policies in order to realize the interest of society into common purpose and orientation. Coordination between government, private parties and society is needed to achieve the purpose of the policy. In the end, this step will create coherence and harmonization implicated to the comprehensive, flexible and objectives service and policy (Baechler, 2016). While according to Shergold, the implementation of policy can be successful with the following requirement met: cooperation, collaboration, togetherness and reliable human resources (Shergold and others, 2004). According to Hogue, collaboration is about working together and building consensus to achieve the decision beneficial for everyone. Relations between individuals tend to be dynamic and interdependent (Hogue, 2003).

In conclusion, to achieve the purpose of the policy coordination and cooperation from government, non-government, private parties, and society are required. The policymakers will succeed when there are cooperation, togetherness and reliable human resources. This cooperation required consensus that provides benefits to all participants and everyone should be committed to creating sustainable and constant cooperation.

Furthermore, the result of the research based on the key source as far as collaboration in implementing Destana program in Margoyoso village has demonstrated that the implementation of Destana program requires collaboration which includes cooperation, togetherness and coordination among all parties involved. The commitment to constant cooperation provides benefits, interdependent society and respect of the each other's interest. Cooperation in Destana should be done constantly by respecting the interest of every party involved and development of a common ground to achieve Destana purpose so that it will benefit the society. Apart from cooperation, the process of collaboration requires coordination of all parties involved in Destana. Coordination requires good and transparent communication among all parties. It will unify the perception of the task and responsibility. In the process, the clear Job Description (description of the responsibilities associated with a given job) is required so there is no overlapping tasks.

As it is stated above, there is an important point regarding the success of implementing Destana in Margoyoso village. The process of this cooperation requires the commitment from all parties involved in Destana to constantly work together and give benefits to the society. Intense communication is also required between all parties to achieve the common ground that suits the purpose and individual interests. It is necessary to have a specific and clear job description before implementing Destana to prevent overlapping.

To conclude, the implementation policy requires collaboration which includes coordination and cooperation between all parties involved in Destana. Intense communication between all parties in Destana is needed for coordination, while the commitment is required in cooperation to work together in constant and sustainable environment. In implementing Destana consensus is also required to achieve the decision beneficial to all parties. In cooperation and coordination a clear job description for each individual is required to avoid overlapping tasks.

CONCLUSION

Implementation Policy Desa Tangguh Bencana in Magelang Regency concerns three points: Purpose, Resource and Collaboration. The purpose of Destana program in Margoyoso village is achieved because all parties involved in Destana understand the purpose of the program and are supported by the government, non-governmental institutions, village institutions and people of Margoyoso village. The implementation of Destana program has achievable purpose and is affected by good resources, including human resources, budget and infrastructure. Competent and capable resources will facilitate the implementation of Destana program and achievement of its purpose. The implementation of Destana program in Margoyoso village has been successful enough because of the availability of the human resources, budget and infrastructure in Margoyoso. The implementation policy requires collaboration which includes coordination and cooperation between all parties involved in Destana. In implementing Destana the consensus is required to achieve the decision beneficial to all parties. In cooperation and coordination clear job description for individuals is required to avoid overlapping tasks.

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РЕАЛІЗАЦІЯ ПОЛІТИКИ DESA TANGGUH BENCANA («АКТУАЛЬНЕ СЕЛО») В РЕГЕНТСТВІ МАГЕЛАНГ

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Стіхійні лиха продовжують відбуватися в регентстві Магеланг щороку і завдають шкоди і збитків товариства. Урядове агентство, призначене для управління стихійними лихами (BPBD), розробляє Програму стійкості до стихійних лих для села (Дестан). Метою даного дослідження є аналіз реалізації Desa Tangguh Bencana («Актуальне село») в регентстві Магеланг. У методології дослідження використовуються якісні методи і методи збору даних за допомогою спостереження, інтерв'ю та документації. Результати дослідження демонструють, що реалізація політики Desa Tangguh Bencana в регентстві Магеланг щодо

цілей програми Destana в селі Маргойозо може бути досягнута, тому що активісти Destana розуміють цілі програми і мають підтримку з боку уряду, неурядових організацій, сільських установ і громади. Тим часом, на реалізацію програми Destana також впливає підтримка людськими ресурсами, фондами, інфраструктурою та іншими ресурсами. Реалізація програми Destana в селі Маргойозо є досить успішною через ресурсів, а саме людських ресурсів, засобів та інфраструктури, наявних в селі. Реалізація політики вимагає співпраці, а саме координації та співпраці виконавців Destana. При здійсненні діяльності Destana потрібно консенсус для ухвалення рішень, вигідних для всіх сторін. При співробітництво та координацію необхідно мати чіткі посадові інструкції кожного учасника, щоб не було дублювання при реалізації заходів програми.

Ключові слова: реалізація, політика, Дестана, регентство, Магеланг.

РЕАЛИЗАЦИЯ ПОЛИТИКИ DESA TANGGUH BENCANA («АКТУАЛЬНАЯ ДЕРЕВНЯ») В РЕГЕНТСТВЕ МАГЕЛАНГ

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Стихийные бедствия продолжают происходить в регентстве Магеланг каждый год и наносят ущерб и убытки сообществу. Правительственное агентство, назначенное для управления стихийными бедствиями (BPBD), разрабатывает Программу устойчивости к стихийным бедствиям для деревни (Дестана). Целью данного исследования является анализ реализации *Desa Tangguh Bencana* («Актуальное село») в регентстве Магеланг. В методологии исследования используются качественные методы и методы сбора данных посредством наблюдения, интервью и документации. Результаты исследования демонстрируют, что реализация политики *Desa Tangguh Bencana* в регентстве Магеланг в отношении целей программы Destana в деревне Маргойозо может быть достигнута, так как активисты Destana понимают цели программы и имеют поддержку со стороны правительства, неправительственных организаций, деревенских учреждений и общины. Между тем, на реализацию программы Destana также влияет поддержка человеческими ресурсами, фондами, инфраструктурой и другими ресурсами. Реализация программы Destana в деревне Маргойозо является довольно успешной из-за ресурсов, а именно человеческих ресурсов, средств и инфраструктуры, имеющихся в деревне. Реализация политики требует сотрудничества, а именно координации и сотрудничества исполнителей Destana. При осуществлении деятельности Destana требуется консенсус для принятия решений, выгодных для всех сторон. При сотрудничестве и координации необходимо иметь четкие должностные инструкции каждого участника, чтобы не было дублирования при реализации мероприятий программы.

Ключевые слова: реализация, политика, Дестана, регентство, Магеланг.