# Disaster Mitigation Communication Pattern of West Java Province of Social Services in the Time of the Pandemic Covid-19

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## Abstract

*According to the Ministry of Social Affairs, the provinces in Indonesia are very prone to disasters. This is due to the geographical location, topographical conditions, climatic conditions, but the terrain, demographic factors, and socio-economic conditions of the people who are prone to disasters. There needs to be a communication process as a social radar that can provide news to other parties as disaster risk reduction. This study aims to be able to analyze the communication patterns of disaster mitigation carried out by the West Java Provincial Social Service in preparing for disaster preparedness and to find out the barriers to disaster mitigation communication, especially during the Covid-19 pandemic. The research was conducted using qualitative descriptive methods such as observations and interviews. The results showed that the West Java Social Service had a disaster mitigation communication pattern based on the Main Tasks of Disaster Management and it was formulated in the form of the TAGANA (Disaster Alert) program for Disaster Alert Village (KSB), TAGANA Entering School, and Planting Mangrove Trees. The implementation of disaster mitigation programs during the Covid-19 pandemic follows health protocols such as distributing masks, checking body temperature, washing hands, and maintaining distance. Semantic barriers become obstacles that hinder disaster mitigation.*

## I. Introduction

The Ministry of Social Affairs stated that areas in the Indonesian provinces are quite prone to disasters as a result of geographical location, topographic conditions, climatic conditions, earth dynamics, demographic and socio-economic factors of the people. Therefore, disasters can occur without being predictable by time, whether caused by nature or humans (Yaduvanshi, Srivastava & Pandey, 2015). The Indonesian archipelago is geologically right on the Indo-Australian Ocean Plate with the Eurasian Continental Plate which extends from the west coast of Sumatra to the south coast of Java and Nusa Tenggara (Paramita, 2016).

Natural disasters will then result in various losses, both from human casualties to loss of property. This economic loss and human casualties will then lead to a decline in the welfare status of the affected community (Jusuf, 2012). Therefore, handling natural disasters during an emergency is not only the most important thing but there is a need for preparedness efforts as early as possible so that the number of human victims and economic losses can be minimized as much as possible (Pusponegoro & Sujudi, 2016).

Based on Law number 24 of 2007 concerning Disaster Management in article 1 number 1 it is explained that a disaster is an event or series of events that can disrupt the

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life or livelihood of humans, whether caused by nature or non-natural or by humans themselves (Indonesia, 2007). Based on the Law previously explained, this event can be a single or more than one event that occurs simultaneously. In the National Disaster Management Agency (BNPB) it is stated that there were 601 natural disasters in West Java from 2018 to 2010 (Prasetyo, 2019).

Some natural disasters cannot be controlled by humans such as earthquakes. Natural disasters that cannot be controlled by humans can then cause various damage and death (Labombang, 2011). The need for preparation for disasters can reduce losses very large. This preparation can take the form of a series of activities and aims to be able to anticipate various existing problems so that the resolution of these problems can be solved effectively and efficiently (Adiyoso, 2018; Sidiq et al., 2021).

Some natural disasters such as the occurrence of earthquakes due to pieces of the plate have the nature of a ticking time bomb that can occur at any time. Humans have no control over this and can only reduce the impact of risks that occur from an earthquake disaster. (Khambali, 2017). Without going through planning, the impact of risks and losses caused will be very large compared to planning for disasters. Therefore, preparation for dealing with disasters like this can be done through a communication strategy as a form of disaster anticipation (Sunarti, 2014).

The communication process needs to be used to cope with disasters as a social radar that will provide information to other parties regarding the existence of a disaster somewhere in the form of pre-disaster activities such as preparedness, early warning, and mitigation (Sylves, 2019). Communication, in this case, serves to provide information regarding the necessary preparations to the community in the event of a disaster. This is expected to minimize property losses or human casualties. The communicator becomes the main character in the context of communication, where the government must be able to create messages that are full of information and are persuasive in the case of natural disasters (Maulani, 2019).

The outbreak of this virus has an impact of a nation and Globally (Ningrum *et al*, 2020). The presence of Covid-19 as a pandemic certainly has an economic, social and psychological impact on society (Saleh and Mujahiddin, 2020). Covid 19 pandemic caused all efforts not to be as maximal as expected (Sihombing and Nasib, 2020).

In this study, the researcher wanted to investigate further the Communication Pattern for Disaster Mitigation carried out by the West Java Provincial Social Service, especially during the Covid-19 period. Researchers hope to be able to find new things regarding the efforts of the West Java Social Service in carrying out disaster mitigation, especially during the Covid-19 pandemic. Researchers also hope to be able to find factors that hinder disaster mitigation communication during the Covid-19 pandemic.

## II. Review of Literature

### 2.1 Communication Pattern

Effendy argues that communication strategy is the management and planning of communication that functions to achieve a goal. Meanwhile, the communication pattern is a model in the form of components that have the aim of educating the state of the community by relating to each other. Meanwhile, according to Middleton communication strategy can be intended as a combination of the various elements of the best communication (Safitri, 2021)**.** There are various types of communication patterns, namely Primary Communication Patterns, Secondary Communication Patterns, Linear Communication Patterns, and Circular Communication Patterns (Cangara, 2002).

Primary communication pattern is a form of delivery process from a communicator to the communicant with a symbol as a medium or channel. An example of this primary communication is the use of hand language or pictures (Azharie & Khotimah, 2015). Then secondary communication is communication by using a tool or means as a second medium after using a lot of communication symbols (Inah, 2013).

Next is a linear communication pattern, which means straight, or a journey from one point to the next, where the message is conveyed by the communicator to the communicant as a terminal point. This communication can occur face-to-face or using a medium (Azeharie, 2016). The last is the pattern of circular communication. This communication pattern occurs when there is feedback that occurs between the communicator and the communicant. This can then provide information to the communicator that the message he conveys can be received by the communicant (Selfi, 2019).

It is necessary to pay attention to the advantages and disadvantages that exist in the components in the preparation of communication patterns. The components in the preparation of communication patterns include communicators, materials, and messages as well as media and channels (Doembana et al, 2017).

The communicator can mean the perpetrator of the perpetrator or the sender of information. For communication to be effective, communicators need to have credibility, personality, and communication skills (Lanani, 2013). Then the material and message are the information to be conveyed, whether in the form of science, entertainment, or propaganda (Wahyuningsih, 2019). For communication to run more effectively, the message to be conveyed needs to meet several conditions such as the message needs to be attractive to the communicant, the message must use the same symbol or sign understood by the communicator and the communicant so that they can both be understood, the message must be able to meet the personal communicant and the message must contain suggestions to achieve the communicant's needs (Oktarina & Abdullah, 2017).

Palapah divides the media into 2, namely general media and mass media. The general media channel 3 types of communication, namely personal, group and mass communication. Meanwhile, mass media is only useful for channeling communication for the masses. The five senses can be media in individual communication, while newspapers, radio, television, and the internet can be media in communication to the masses (Mufid & M, 2010).

## 2.2 Disaster

Based on Law No. 24 of 2007 concerning Disaster Management (Indonesia), disaster can be defined as an event or series of events that can threaten and disrupt people's lives and livelihoods caused by natural, non-natural, or human factors to the emergence of casualties, damage environment, loss of property and psychological impact. Based on the same law, disasters can be divided into three types, namely natural disasters such as earthquakes, non-natural disasters such as disease outbreaks and social disasters such as social conflicts between groups (Wardhana & Efendi, 2018).

## 2.3 Preparedness

Preparedness is an activity that functions to anticipate disasters by organizing through appropriate and efficient steps. Meanwhile, according to Nick Carter, preparedness that comes from an individual, group, or government is a variety of actions that will make it possible for individuals, organizations, or governments to be able to deal with disaster situations properly (Wardyaningrum, 2016). Preparation of plans for disaster management, training of personnel, and maintenance of resources are part of preparedness. According to

the National Disaster Management Agency (BNPB), preparedness has various benefits in disaster situations, including being able to understand surrounding hazards, understanding early warning systems, having the skills to be able to evaluate situations quickly and take action, having a plan in the form of disaster anticipation for families and can practice it, understand the mitigation exercise to reduce the impact of the hazard and be able to get involved and participate in it (Fakhrurrazi & Ismail, 2015).

## 2.4 Mitigation

Based on the regulations concerning the Implementation of Disaster Management in 2008 it is explained that mitigation in disaster cases is a variety of efforts to be able to reduce risk by carrying out physical development or by providing awareness and increasing capacity in dealing with disasters (Kamil, Utaya & Utomo, 2020). In carrying out disaster mitigation, 4 important things need to be considered, namely 1) the availability of information and maps of disaster-prone areas for each type of disaster, 2) increasing understanding and awareness within the community who are in the disaster area through socialization, 3) knowing the following: things that need to be done and avoided as well as how to carry out rescues in the event of a disaster and 4) make arrangements and arrangements in disaster-prone areas to reduce threats from existing disasters. Mitigation needs to be implemented for all types of disasters that exist (Agustina, 2017).

## 2.5 Disaster Communication

As a field of recent development studies, disaster communication has received the attention of both academics and communication practitioners. This is because disaster communication is needed by the community to be able to cope with disaster efforts. Lestari argues that disaster communication is a process of making, sending, and receiving a message carried out by one or more people, either directly or obtained through the media, which occurs during a pre-disaster, during a disaster, or after a disaster and produces a response or response feedback (Lestari, et al, 2019). A foundation that follows the four critical assumptions must be possessed by an effective disaster communication strategy. The four assumptions are customer focus, leadership commitment, the inclusion of communication in planning and operations, and situational awareness. Providing information to the community and asking them to be prepared for future disasters and reducing the risks that occur is the main goal of disaster communication (Nova, 2009).

## III. Research Methods

This study will use a qualitative descriptive method through observation, interviews, or document review. Qualitative research was used because it was considered more relevant and suitable to be able to explore the communication patterns of disaster mitigation that existed at the West Java Social Service during the Covid-19 pandemic. This research was conducted at the Social Service of West Java Province with a gradual time from December 2020 to June 2021. Interview guidelines were used as research instruments. Sources of data were obtained from informants in the form of the Disaster Mitigation Analysts PSKB section of the Social Service of West Java and the Head of TAGANA. Data collection techniques were carried out by observing, interviewing, and analyzing documentation. Data were analyzed by doing data reduction, data exposure, and data conclusion drawing and verification.

# IV. Results and Discussion

## 4.1 The Main Task of the West Java Social Service Disaster Management

The Ministry of Social Affairs has the task of carrying out existing affairs in the fields of social rehabilitation, social security, social empowerment, social protection, and handling the poor based on Presidential Regulation Bo. 46 of 2015. The results of interviews with informant 1 stated that "the social service is more concerned with the survival of disaster victims such as clothing, food, housing and LDP (Psychosocial Support Services)". Then based on the standard operational procedure (SOP) document for Disaster Management in the Social Protection and Social Security Sector, the West Java Provincial Office has a policy basis in the form of developing Community Base Disasters, expanding the reach of the system to approach disaster-prone areas, accelerating services to fulfill basic needs, sustainably strengthening human resource capacity. and modernization of logistics management.

## 4.2 Disaster Mitigation Program

Non-structural mitigation is used by the West Java Social Service in carrying out disaster mitigation in social protection programs for victims of natural disasters. West Java Social Service is making efforts to build a preparedness system and carry out disaster mitigation such as preparing Buffer Stock Logistics, facilities, and infrastructure as well as preparing TAGANA and KSB. Informant 2 stated that disaster risk mitigation can be based on 3 characters, namely by aligning modern science with local wisdom, using information technology and command in tackling disasters.

### a. TAGANA (Disaster Preparedness Cadets)

During the Covid-19 pandemic, the West Java Social Service Agency carried out disaster mitigation in the form of coaching the community through volunteers from TAGANA. TAGANA has the function to carry out the task of carrying out disaster management, both during pre-disaster, during emergency response, or post-disaster. Informant 2 argues: *"Tagana is a community disaster management so it comes from the community, so our term is maybe only because it is facilitated by the social service so that we have maximum ability to provide services to the community"*

### b. Kampung Siaga Bencana (KSB)

KSB was formed based on the Regulation of the Minister of Social Affairs in 2011 as the next mitigation program. The freezing of KSB is carried out by carrying out disaster prevention and management activities to protect the community through the use of natural and human resources. Informant 1 said that KSB needs to be formed: *"Other programs from the ministry are disaster preparedness villages, so because the number of volunteers is not large, when compared to the size of West Java, a program such as a disaster prepared village is made. We prepare the village to be ready to face disasters and the risks like that."*

### c. TAGANA Goes to School

The Ministry of Social Affairs of the Republic of Indonesia uses TAGANA Entering School as its disaster prevention program. The West Java Social Service is trying to get school students to become volunteers in their area through this program. Based on informant 1: *The TAGANA program to enter school is a program carried out by the Social Affairs Office of West Java as a regeneration effort carried out by the Social Service Office*

*of West Java so that students at schools become disaster volunteers in their respective areas.*

### d. Mangrove Planting

During Covid-19, the last mitigation program carried out by the West Java Social Service was by planting mangrove tree seedlings and coconut trees. According to Widjo Kongko, a Tsunami expert at the Agency for the Assessment of Application of Technology, the effects of the tsunami can be effectively reduced by mangrove forests, which can reduce the height of the tsunami by up to 50% (Khomarudin, 2010; Achmad, 2021). Mangrove planting itself has been carried out in 5 districts in West Java.

**Table 1.** Tree Seed Planting by TAGANA West Java

| City Name | Amount | Type | Species |
|---|---|---|---|
| Pangandaran Regency | 22,000 | Tree | Mangrove |
| Tasikmalaya Regency | 4,000 | Tree | Coconut |
| Garut Regency | 110,000 | Tree | Mangrove |
| Cianjur Regency | 1,000 | Tree | Mangrove |
| Sukabumi Regency | 70,000 | Tree | Mangrove |

Source: TAGANA West Java, 2021

### 4.3 Disaster Mitigation Coordination

During the Covid-19 pandemic, the West Java Social Service coordinated disaster mitigation or responding to all disaster events to various institutions that took action on disaster problems. In this case, the Social Service acts as a support system under the coordination of the Regional Disaster Management Agency of West Java Province.

When a disaster occurs, the existing coordination path will be centered on the Regional Disaster Management Agency of West Java Province. In this case, Informant 1 stated: *"For the provincial level, BPBD is the coordinator for disaster management at the West Java level, it must be BPBD everywhere. For our social services, the reference is to the emergency response status of each city and district, they need us to go there if the pattern is social services."*

### 4.4 Media Used

In addition to carrying out various offline activities, the West Java Social Service also has online mitigation programs. Online media such as websites and Instagram are used by the West Java Social Service as a medium to carry out communication processes related to mitigation. According to Informant 1: *"The West Java social service agency is only Instagram that I know, if I don't have Twitter, I don't know."*

But unfortunately, the use of the website is still not optimal because most of the content from the West Java Social Service website is still official information compared to something more informative such as information about disasters.

### 4.5 Inhibiting Factors of Disaster Mitigation

In the communication process, there are obstacles as a result of the diversity of people with different demographic backgrounds. Informant 1 explains: *"Cities and regencies have different capacities, yes, some are good, some are ordinary, some are less*

*responsive, some have good human resources, there are also good ones, then for mitigation itself, currently most of them are needed, so people need it with the ability of a sufficient level of education, maybe high school or up to D3."*

In addition, Informant 1 also mentioned that the institutions that became the Covid-19 task force did not care about health protocols. *"Indeed, there is one institution that focuses on COVID but the more we come here, the impression is that it is getting looser, we don't know why, we don't know what the factor is, but starting from big cities to villages, even though the impression of looseness is getting stronger. Yes, maybe there is loose communication, loose socialization, even though in the village there are also posters, even when we came, there was an appeal to keep the prokes still there, so it was loose again, especially when there was a crowd, eating together there, right?".*

Evaluation needs to be carried out by the West Java Social Service to be able to resolve these obstacles so that the incident can be resolved properly. Disaster mitigation activities are trying to be carried out by the West Java Social Service to form awareness to carry out disaster management in the future to the community. During the Covid-19 pandemic, the West Java Social Service carried out a communication process in the form of mitigation programs.

For the communication process to run effectively, the message to be conveyed must be attractive, can meet the needs of an individual on the recipient of the message, the needs of the message to be conveyed can be satisfied and the message must be able to satisfy the emotional and logical needs of the recipient. Mitigation carried out by the West Java Social Service is designed in such a way that these messages can be effectively received by the community as communication targets. However, so that the results of the message given can be effective, it is necessary to manage the message.

Mitigation messages to be conveyed by the West Java Social Service are processed into a program which will later become the medium of a communication process. Examples of this management are the establishment of TAGANA, Kampung Siaga Plan, TAGANA Entering School, and Planting Mangrove Trees. Apart from offline media, information dissemination facilities are also provided through the website www.dinsosjabarprov.go.id and Instagram @dinsosjabar as online media.

The mitigation program created by the West Java Social Service has succeeded in meeting the standard of communication channels that aim to provide education about disasters. In addition, the West Java Social Service also collaborates in every activity it does by coordinating with existing institutions. This horizontal coordination is applied by the West Java Social Service as a mitigation effort, making it a step that will be taken to achieve its goals.

During the Covid-19 pandemic, the West Java Social Service tried to carry out disaster mitigation programs according to health protocols to prevent the spread of the Covid-19 virus by carrying out various activities during disaster mitigation such as using and giving masks, checking body temperature, washing hands and keep distance from each other.

The West Java Social Service had experienced barriers to mitigation communication as a result of differences in community backgrounds. The researcher argues that the existing barriers are semantic barriers, where there is a mismatch of understanding and understanding between the sender and recipient of the message regarding a particular language or symbol.

Then the author also believes that there are psycho-social barriers, where this difference is intended as a fairly wide difference in aspects of culture, customs, habits, perceptions, and values that are believed to result in different tendencies, habits, and

expectations between people communicating parties. In addition, the public is still not fully aware of the importance of maintaining health protocols to prevent the spread of the Covid-19 virus. As a result, sometimes the mitigation process is hindered due to the need for additional information about Covid-19 in providing information regarding natural disaster management.

## V. Conclusion

As a communicator, the West Java Social Service formulated a disaster mitigation communication pattern based on the Basic Tasks of Disaster Management in the form of TAGANA, Disaster Alert Village, TAGANA School Enrollment, and Mangrove Tree Planting. In addition, the West Java Social Service also uses online media in the form of websites in www.dinsosjabarprov.go.id and Instagram @dinsosjabar. The West Java Social Service also collaborates with other institutions that focus on disaster resolution, such as PMI, BASARNAS, or the West Java Regional Disaster Management Agency. During the Covid-19 pandemic, disaster mitigation programs were carried out by following health protocols such as distributing masks, checking body temperature, washing hands, and keeping a distance.

Unfortunately, some factors hinder disaster mitigation communication carried out by the West Java Social Service in the form of differences in community backgrounds which are quite diverse. This background difference then creates semantic barriers so that disaster mitigation communication activities become more limited and less effective.

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