

# **The Role of Actor in the Implementation of Disaster Preparedness School (SSB) Programs in Senior High School 1 Karanganom, Klaten District**

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## **ABSTRACT**

This article aims to find out the role of actors in the implementation of Disaster preparedness School programs in Senior High School 1 Karanganom, Klaten District. The method used is qualitative by using case studies. Data was obtained from the results of observations, interviews and documentation with BPBD and the school residents. The results showed that the role of actors in the disaster preparedness school programs in Senior High School 1 Karanganom was not optimal yet. BPBD has conducted training and mentoring for schools, but these activities were only carried out before the school was confirmed as a disaster emergency school. Monitoring and evaluation was also not done well. From the school side, the capacity for knowledge about disasters that has been obtained during the training and mentoring period is not carried out due to budgeting and minimization of coordination in schools. This proves what Giddens announced about funding structures and agents that have duality relations. In the process of forming community structures, emergency preparation requires good planning from the agency. The good role of each agency is a key to the formation of a disaster prepared community.

**Keywords:** *disaster preparedness schools, the role of actors, duality of structure.*

## **1. INTRODUCTION**

Indonesia is a country that has a high level of disasters. Seeing this problem, there should be a management that can overcome the impacts resulting from the disaster. It is as mandated in Article 55 of Law No. 24 of 2007 that disaster management efforts must be carried out fairly by providing protection to vulnerable groups of people, one of which is children [1].

Children in the school environment are among the vulnerable communities if a disaster occurs. This problem is exacerbated if the school buildings do not have good standards. World Bank's data of 2010 states that Indonesia occupies the fourth position viewed from the number of schools located in disaster-prone areas in the world. For this reason, realizing a disaster-safe school must be a shared priority [2].

In Indonesia, the initiative to realize disaster-safe schools emerged from the Ministry of National Education with the support of UNDP SC-DRR and the Disaster Education Consortium (KPB) to issue Circular No. 70a /

MPN / SE / 2010 regarding Disaster Risk Reduction Mainstreaming in Schools in 2010. Then, in 2012 it was followed with the issuance of the Head of the National Disaster Management Agency Regulation No 04 of 2012 concerning Guidelines for Implementing Disaster-Safe Schools/Madrasahs [3].

The disaster prepared school program has been implemented in many schools located in disaster-prone areas in Indonesia. However, at the implementation stage, there are still some obstacles. This is confirmed with the data of several studies carried out, as follows:

- a. Susilowati and Khoirunisa (2014) show that the preparedness of the MIM in Gondangrejo District is still far from being ready for disasters. In addition, the average parameter in Disaster Alert Schools shows a relatively low number. In addition, there is still a lack of socialization about the threat of disasters in schools [4].

- b. Lesmana and Purborini (2014) also state that on average, almost all of the parameters of the Disaster Preparedness School were relatively small. This is because there is still a need for a review on how the socialization was carried out in order to raise better awareness of the school components. In addition, there is still need for integrated training and further socialization related to program sustainability [5].
- c. LIPI states that the implementation in Bengkulu, Aceh, Bandung, and Majene indicated that the program has not run optimally. This is due to the minimal role of stakeholders, in this case the government, to assist the sustainability of the program. Another problem is the lack of awareness, among the schools, of the importance of this program being part of school policy [3].

From the data exposure in several studies, the urgent issue this time is how to carry out an optimal disaster preparedness school program. Klaten Regency is one of areas in Indonesia that has experienced a disaster. Therefore, the Klaten Regency Government is committed to implementing the Disaster Preparedness School (SSB) program to form a disaster-prepared community. The Klaten Regency Government has specifically issued Klaten Regent's Regulation Number 6 of 2014 concerning Disaster Learning Guidelines in Klaten Regency. Senior High School 1 (SMA N 1) Karanganom is the first school initiated by the government as a disaster prepared school.

From the literature study, the research question is whether or not the disaster prepared school program implemented at Senior High School 1 Karanganom has been optimal. For this reason, researchers are interested in conducting a research to see program implementation viewed from the roles of actors involved in implementing the disaster preparedness school program at Senior High School 1 Karanganom.

## 2. LITERATURE REVIEW

### *a. Disaster Risk Reduction in Indonesia through Disaster Mitigation Education*

According to data released by UNESCO, it is stated that Indonesia is in the 7<sup>th</sup> position as a country that has a high level of disaster vulnerability [6]. It is very important for the Indonesian people to know and realize that the Indonesian territory is very vulnerable so that disasters can occur anytime and anywhere. However, it needs to be realized that disasters can be managed so that their impacts can be minimized [7].

One of the strategic steps in building a disaster-aware society is through the education sector. This is based on the consideration that the education sector is very fundamental in shaping the character of students. Therefore, it is hoped that knowledge about disasters and mitigation efforts can be provided intensively by educators [6]. In practice, it can be implemented through formal, non-formal and informal education by involving the community from various elements [7].

However, so far these efforts have not been carried out in a concrete and directed manner. In 2011 the Ministry of National Education began to implement a disaster curriculum from elementary to high school education. However, in practice, it is not included directly into disaster-specific subjects or curricula, but it is only factually included into the understanding and anticipation of natural conditions in an integrated manner. The learning that has been carried out is only in the form of themes that are inserted in other subjects so that the results are less than optimal [8].

In line with the results of research by LIPI finding that in Aceh a school that has experienced disasters and has received socialization about disaster risk reduction from LIPI indicates that the efforts to integrate disaster preparedness material into learning materials have begun in schools. However, this effort is still just a formality. It has not been an obligation yet massively for teachers. This happens because there are still no clear policies made by the education office that direct the schools. In addition, the ability of teachers or school administrators is still limited. [3].

So, it can be concluded that the condition of disaster mitigation education in Indonesia in its implementation is still far from being focused and massive. The existing policies are not explicitly an obligation for schools or the government. This is due to the lack of training and monitoring and evaluation. Thus, the goals to be achieved are still far from expectation.

### *b. Disaster Preparedness School Program*

As a form of the implementation of existing regulations, a disaster prepared school program has emerged as part of disaster risk reduction efforts. This is done based on an assumption that the school community is should get serious attention in disaster risk reduction efforts. The large number of students, teachers and other staffs has a large enough risk in the event of a disaster. In addition, school residents can also become agents of change to disseminate disaster-related knowledge and anticipatory steps to the surrounding community [3].

According to the Indonesian Disaster Education Consortium (2011), the concept of a disaster prepared school is not only fixed on the element of preparedness, but also includes efforts to develop innovative knowledge to achieve safety culture, security and resilience for all school members against disasters. Considering this, the concept of Disaster Preparedness School (SSB) has two main elements: a Safe Learning Environment and School Community Preparedness [9].

The implementation of the disaster preparedness school program is considered as the most effective alternative to disaster risk reduction. However, in practice, there are still many obstacles.

So, it can be concluded that the government has actually issued policies to support disaster risk reduction efforts. The effort taken is, among others, through the disaster preparedness school program. This program has been implemented by many schools in collaboration with the government. However, in practice, the implementation has not run optimally yet. This is due to the obstacles coming

from both the school and the government not responding well to monitoring and evaluation.

*c. Anthony Giddens's Structuration Theory*

This study focuses on the role of actors in the implementation of the Disaster Preparedness School Program at Senior High School 1 Karangnom, Klaten Regency. In this case, the theory used to discuss research findings uses Giddens' line of thought about Structuration theory. The theory focuses on social practices repeating themselves over time and space. Basically, structuration is a theory connecting agents to structures [10].

Agents are basically people who are involved in a continuous flow of action [11]. Giddens also revealed that being an agent means being able to use the power he has to influence the power exercised by others. An agent is no longer able to play such a role if he loses the ability to influence, namely using a type of power [12]. In this study, the residents of Senior High School 1 Karangnom are the main actors in the change towards disaster preparedness school members.

Giddens' conception reveals that routine is related to the agent's personality, when moving along the path of agent activity and in community institutions, which is used as a means of performing these activities.

The concept of structure, according to Giddens, refers to a set of rules and resources composed of and forming a repetition of social practices [11].

Giddens argued that structure exists only in and through the activities of human agents. So, it can be said that it is through the practice of social awareness that structure is generated. The duality of structure is always the main basis for repetition in social reproduction throughout time and space [12]. The structure in this research is embodied into government regulations governing the implementation of the disaster prepared school program. Facilitators from BPBD Klaten Regency are part of the structure.

It has been explicitly explained that running a structure is inseparable from the role of the agent. The agent has power over the structure it runs. For a structure to continue running regularly, an agent is needed to participate in carrying out activities in the structure.

### 3. METHODS

Data collection technique used in this study was, among others, in-depth interviews to find out in-depth things about informants in describing situations and phenomena occurring in the implementation of the disaster prepared school program. Observation technique was also used to collect data by observing the behavior of school residents in relation to disaster preparedness school activities. In addition, documentation is also carried out through writing in the form of informant interview transcripts, regulations or decrees related to disaster preparedness schools.

Data analysis was carried out at the time of data collection and after completing data collection within a certain time period because this study used qualitative research. Data resulting from observations, interviews, and documentation are processed and analyzed in order to

draw on justifiable conclusions. The data obtained in the study were then processed and crosschecked with information from the informants studied. From the informant's explanation, the researcher then drew on conclusions, gave suggestions, and likewise solved the problems mentioned in the problem formulation. So, the data analysis techniques used includes data reduction, data presentation, and drawing conclusions.

## 4. RESULTS AND DISCUSSIONS

### 4.1 Not Yet Optimal Roles of Actors in Implementing the Disaster Preparedness School Program

The issuance of Klaten Regent Regulation No. 6/2014 on Disaster Learning Guidelines in Klaten Regency proves the government's commitment to support school-based disaster risk reduction efforts [13]. Schools as program recipients were selected on the basis of government intervention according to approved criteria for later approaches to the school. It can be said that the program executed is top down.

Therefore, having known the schools that will receive the program, BPBD will follow it up by providing assistance. In its implementation in the field, BPBD dispatched one facilitator to each school. The involvement of program recipients aims to keep activities running sustainably, despite assistance no longer given by facilitators. The facilitator establishes a task force team or task force consisting of teachers and students, so that the participation of each component of the school community is represented. The facilitator tries to make the disaster curriculum, having been prepared by the government, understandable to the school communities. For this reason, training is carried out intensively within a period of 4 months outside of school hours.

Precisely the disaster-prepared school program was launched on January 2015. At that time the task force team of SMAN 1 Karangnom was also able to conduct socialization and also disaster simulations massively.

To motivate the school to implement the program continuously, BPBD is holding a competition, namely the High School/Vocational High School Disaster Preparedness School Jamboree which is attended by schools that have been designated as disaster-prepared schools. This activity is held as a means of interaction between schools and also of measuring the extent to which this disaster-prepared school program can be implemented in schools.

As an anticipatory measure, this program can run sustainably, BPBD recommends schools to develop an extracurricular activity as a forum for coaching students. In addition, the establishment of this extracurricular activity is expected to enable the schools to continue the program more easily and to teach the existing disaster curriculum continuously.

5. Broadly speaking, the description of the involvement of actors in implementing the disaster-preparedness school program can be seen in Table 1 as follows.

**Table 1:** Involvement of Actors in Implementing the Disaster Preparedness School Program at Senior High School 1 Karanganom, Klaten Regency

Actor	Institution Name	Involvement
Government	Klaten Regency Government BPBD	<ul style="list-style-type: none"> <li>- Formulating regulations (No. 6/2014 on Disaster Learning Guidelines in Klaten Regency) as the legal basis for program implementation.</li> <li>- Creating a disaster curriculum as a reference for program implementation.</li> <li>- Preparing facilitators to develop the capacity of school members in building disaster preparedness</li> <li>- Organizing Disaster Preparedness School Jamboree as a means of measuring the program's progress and motivation so that the program can be implemented in a sustainable manner</li> </ul>
School Citizens	The school's Disaster Preparedness Task Force team consists of teachers and students Disaster Preparedness School extracurricular activities	<ul style="list-style-type: none"> <li>- Participating in training and assistance activities in building disaster preparedness.</li> <li>- Transferring knowledge to all school members about disaster preparedness</li> </ul>

Source: Interview, 2018

After the capacity building process for teachers and students carried out through training and mentoring from 2014 to 2015, BPBD handed over the continuation of the program to the school expectedly to be a knowledge transfer process such as during mentoring.

In making changes to the disaster preparedness school program, school residents are agents of change who are then expected to become the initiators of change.

Based on the results of research, after the sustainability of the program in the following year was handed over to the school, school members who had previously received training from the facilitator did not have high awareness off passing on what they got to all school members. The discourse of forming an extracurricular disaster preparedness school aiming to make the program run sustainably, in fact, is not as expected because the role of school residents as agents of change has not been played optimally. Teachers who are supposed to play a role in transferring knowledge to the new generation in schools have not been able to carry out their role optimally. This extracurricular activity not well organized had an impact on socialization and disaster simulations were no longer carried out.

In the implementation, the problem of unclear funding emerged which was an obstacle to the program's sustainability. The teacher complained that so far there had been no special budget allocated to this program from the school principal. One example is the absence of a sign for an evacuation route. The school has not fully implemented the recommendations given by the government, in this case the BPBD. Although they consider that this program is very important to be carried out at Senior High School 1 Karanganom, there has been no concrete action to make it happen.

Apart from zero program funding policies, schools also do not have a policy that states that socialization and simulations of massive disasters will be carried out regularly. Because of the choice of this policy, the socialization and simulation was only carried out once while still being assisted by BPBD.

However, based on data findings in the field, BPBD has not monitored the disaster prepared school program for a long time. The limitation of facilitators is the reason why monitoring has not been carried out optimally.

Based on the findings of the data that the researcher has described, it can be concluded that the implementation of the disaster preparedness school program has not been running optimally. This is because the actors involved in program implementation have not been able to carry out their roles optimally. The problems experienced by actors in implementing the disaster prepared school program can be seen in Table 2 below.

**Table 2:** Actors' Problems in Implementing the Disaster Preparedness School Program at Senior High School 1 Karanganom, Klaten Regency

Actor	Problems
Government	<ul style="list-style-type: none"> <li>- Limited training and assistance to build disaster preparedness</li> <li>- Monitoring and evaluation are not optimal</li> <li>- Limited government budget to support program sustainability</li> </ul>

School Citizens	<ul style="list-style-type: none"> <li>- Lack of knowledge and experience from school members regarding disaster preparedness</li> <li>- Lack of coordination from stakeholders in schools regarding the schedule of activities to shape disaster preparedness</li> <li>- Budget limitations that impact on the absence of evacuation routes in the school environment</li> </ul>
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Source: Interview, 2018

**4.2 The Role of Actors in Implementing Disaster Preparedness School Programs is viewed from the Giddens’ Structuration Perspective**

The concept of structure, according to Giddens, refers to a set of rules and resources which are formed from and form a social practice loop [11]. Referring to the idea of Giddens, the implementation of the disaster prepared school program was motivated by the conditions of Klaten Regency which had experienced disasters and also had very diverse disaster postures. This condition has prompted the government to issue a disaster prepared school program as a form of anticipation.

Giddens revealed that agents act as forming structures in society. The concept of agents is basically the people who are involved in a continuous flow of action [11]. In the context of this study, the implementation of the disaster prepared school program certainly requires parties who have the role of agents to run the program to suit the program objectives. These parties are residents of Senior High School 1 Karanganom and the Government, in this program handled by BPBD Klaten Regency. The existence of this party is the key in the running of the disaster preparedness school program.

Giddens also revealed that being an agent means being able to use the power he has to influence the power exercised by others. [12]. In exercising his power, it is necessary for other actors who are actively involved in running a program. Along the path of agent activity as well as in community institutions used as a means, these activities can be reproduced continuously [12]. It has been explicitly explained that running a structure is inseparable from the role of the agent.

If the agent carries out this structure based on high awareness, the activity will be regularly maintained and sustainable. However, if the agency structure is not based on good awareness, the routine will become neglected. This is what then happened in this study where the interaction between the government, as the initiator of the program, and also the school seemed very lacking. This has resulted in neglected activities in disaster preparedness schools.

In relation to agents, the social structure is positioned to be a result (outcome) and at the same time a means

(medium) of social practice [11]. Giddens argued that structure exists only in and through the activities of human agents. So, it can be said that through the practice of social awareness and structure is generated. In implementing the disaster preparedness school program, there are activities, starting from capacity building with the material provided based on the curriculum provided by the BPBD. Then the formation of a task force team consisting of students who have received training. Then, the socialization process and also a massive disaster simulation are also implemented by involving all school members. The existence of a series of these activities is a social practice that can be used as an indicator to see the strength or weakness of the existing structure. This can be seen from the very low enthusiasm of the school community for the disaster preparedness school program.

In structuration theory practical consciousness plays the most important role in the creation of habituation. However, from the results of research, this practical awareness is not owned by agents. The result of research shows that when the assistance from BPBD was not there, the school did not routinely carry out activities that supported the disaster prepared school program. Establishing a Disaster Preparedness School extracurricular was not well organized by the school. Teachers who have been given training and should be able to pass on their knowledge to the new generations who enter schools are not able to play their role properly. Thus, the disaster socialization activities have never been carried out again.

**5. CONCLUSION**

Based on the results of research and discussion of the role of actors in the implementation of the Disaster Preparedness School Program (SSB) at Senior High School 1 Karanganom, Klaten Regency, it can be concluded that the implementation of the disaster preparedness school program at Senior High School 1 Karanganom, Klaten Regency has not been sustainable. This is because the agents involved in program implementation have not been able to carry out their roles optimally. In this case, BPBD has conducted a series of training and mentoring activities through facilitators to schools. However, these activities were only carried out before the school was confirmed as a disaster preparedness school. In addition, monitoring and evaluation are not carried out properly. The response of the school members has not considered the importance of the program to be implemented sustainably, so that what has been obtained during the training and mentoring period is not carried out continuously.

This research successfully proves what Giddens said about structures and agents that have a duality relationship. Structure and agent are two inseparable things. In the process of production and reproduction, the social structure requires a good role from agents who have a large enough share. The connection to this research is that the disaster preparedness school program at Senior High

School 1 Karangnom has not been running sustainably because the role of the agents involved in the program has not been optimal. The good role of each agent is the key to the success of a program

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