

ANALYSIS OF DISASTER MANAGEMENT POLICY IMPLEMENTATION IN THE CASE STUDY AREAS OF PEMENANG BARAT VILLAGE AND MALAKA VILLAGE

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Abstract

Pemenang Barat Village and Malaka Village have a high level of vulnerability to earthquakes, tsunamis, and landslides. This condition encourages the implementation of cross-village cooperation through Joint Village Head Regulation (Permakades) Number 1 of 2022 concerning Regional Disaster Management. This study aims to analyze the implementation of this policy using the Van Meter and Van Horn implementation model. The approach used was descriptive qualitative, involving eight key informants representing the Regional Disaster Risk Reduction Forum (FPRBK), village government, and community. Data analysis was conducted using NVivo 12 Pro and Xmind 2025 software. The results show that policy implementation has proceeded with varying degrees of effectiveness in each model component. The policy objectives and standards are understood, but there are still differences in perception and limited technical understanding. Resources, especially budget and human resources, are not optimal; inter-organizational communication is informal and lacks routine coordination; and implementers demonstrate high motivation but remain dependent on leadership direction.

Keywords: Policy Implementation, Disaster Management, Permakades, Van Meter & Van Horn, FPRBK.

Abstrak

Desa Pemenang Barat dan Desa Malaka memiliki tingkat kerentanan tinggi terhadap bencana gempa bumi, tsunami, dan tanah longsor. Kondisi tersebut mendorong penerapan kerja sama lintas desa melalui Peraturan Bersama Kepala Desa (Permakades) Nomor 1 Tahun 2022 tentang Penanggulangan Bencana Kawasan. Penelitian ini bertujuan menganalisis implementasi kebijakan tersebut menggunakan model implementasi Van Meter dan Van Horn. Pendekatan yang digunakan adalah deskriptif kualitatif dengan melibatkan delapan informan utama yang mewakili unsur Forum Pengurangan Risiko Bencana Kawasan (FPRBK), pemerintah desa, dan masyarakat. Analisis data dilakukan dengan bantuan perangkat lunak NVivo 12 Pro dan Xmind 2025. Hasil penelitian menunjukkan bahwa implementasi kebijakan telah berjalan dengan tingkat efektivitas yang bervariasi pada setiap komponen model. Tujuan dan standar kebijakan telah dipahami, namun masih terdapat perbedaan persepsi dan keterbatasan pemahaman teknis. Sumber daya, terutama anggaran dan SDM, belum optimal; komunikasi antarorganisasi bersifat informal dan minim koordinasi rutin; serta pelaksana menunjukkan motivasi tinggi tetapi masih bergantung pada arahan pimpinan.

Kata kunci: Implementasi Kebijakan, Penanggulangan Bencana, Permakades, Van Meter & Van Horn, FPRBK.



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INTRODUCTION

Geographically, Indonesia is an archipelago located at the confluence of four major tectonic plates: the Asian, Australian, Indian, and Pacific plates. In the southern and eastern regions of Indonesia, a volcanic belt stretches from Sumatra, Java, and the Lesser Sunda Islands to Sulawesi. This region is dominated by ancient volcanic mountains and lowlands, much of which are swampy. This geological condition makes Indonesia highly vulnerable to various types of disasters, such as volcanic eruptions, earthquakes, tsunamis, floods, and landslides.¹ One of the regions in Indonesia with a high level of disaster vulnerability is North Lombok Regency, including West Pemenang Village and Malaka Village, which are part of Pemenang District, administrative area of North Lombok Regency, West Nusa Tenggara Province.²

Based on the history of events and collective experience in dealing with disasters so far as well as the cultural relationship between the two villages, it will certainly create connectivity of interests between one village and another village that is close to each other in an area, for example in terms of the need for evacuation space or in other forms of disaster management, where this condition will encourage the two villages to cooperate in disaster management.³

However, previous research on village-based disaster risk reduction policies in Indonesia shows that regulations often face implementation obstacles in the form of limited resources, weak coordination and communication between organizations, and low community participation, where this condition is emphasized by the results of research on the Implementation of Policies in Flood Disaster Management in Dayeuhkolot Village, Dayeuhkolot District, Bandung Regency.⁴ and the results of research on the implementation of earthquake natural disaster management policies in Salukaia Village, West Pamona District, Poso Regency.⁵ However, there has not been much research that specifically explores the implementation of Joint Regulations between villages in disaster-prone areas using a policy implementation model framework such as that of Van Meter & Van Horn.

¹ bnpb.go.id, "Potensi Ancaman Bencana," Bnpb.Go.Id, 2025, <https://bnpb.go.id/potensi-ancaman-bencana>.

² BPBD Lombok Utara, "Kajian Risiko Bencana Kabupaten Lombok Utara Tahun 2021-2025," *Kabupaten Lombok Utara*, 2021, 1–276.

³ Hendra Puji Saputra, "Peran Agen Dan Struktur Dalam Kerjasama Pengurangan Risiko Bencana Antardesa Berbasis Kawasan," *Jurnal Ilmu Sosial Dan Humaniora* 12, no. 2 (2023): 367–80, <https://doi.org/10.23887/jish.v12i2.64401>.

⁴ Feny Irfany Muhammad and Yaya M. Abdul Aziz, "Implementasi Kebijakan Dalam Mitigasi Bencana Banjir Di Desa Dayeuhkolot," *Kebijakan : Jurnal Ilmu Administrasi* 11, no. 1 (2020): 52–61, <https://doi.org/10.23969/kebijakan.v11i1.2235>.

⁵ D. Karatu, "Implementasi Kebijakan Penanggulangan Bencana Alam Gempa Bumi Di Desa Salukaia Kecamatan Pamona Barat Kabupaten Poso," *Jurnal Ilmu Administrasi Publik Policy Reform* 1 (2022): 1–10.

Thus, this study aims to analyze the implementation of Village Regulation No. 1 of 2022 using the Van Meter & Van Horn model with a focus on six main components: policy standards and objectives, resources, inter-organizational communication, characteristics of implementing organizations, attitudes of implementers, and social, economic, and political conditions.

RESEARCH METHODS

This research is descriptive qualitative and focuses on individual/informant perceptions. This allows researchers to understand the meaning of the informant's experiences, perceptions, and explanations.⁶ This research focuses on the opinions or perceptions, understanding, experiences, known and felt by the Informants in implementing the Joint Regulation of Village Heads Number 1 of 2022 concerning Regional Disaster Management in West Pemenang Village and Malaka Village. This research began in February-April 2025 based on the research application permit letter number 33/UN18.F9/M16/2025.

The informants in this study were the administrators of the Regional Disaster Risk Reduction Forum (FPRBK) in Pemenang Barat Village and Malaka Village, as stipulated in the appendix to Joint Village Head Regulation Number 1 of 2022 concerning Regional Disaster Management in Pemenang Barat Village and Malaka Village. Informant selection was purposive (non-probability) in which researchers deliberately selected individuals or groups deemed most relevant, competent, or possessing the necessary information related to the research objectives.⁷

Data were collected through semi-structured interview techniques recorded using a smartphone application. The interview process began by asking prospective informants to sign an Informed Consent Form as a form of willingness of informants as sources in research interviews. Interviews were conducted with eight (8) informants consisting of one (1) Chairperson of the Regional Disaster Risk Reduction Forum (FPRBK), three (3) members representing the TSBD, women's representatives and representatives of people with disabilities, two (2) people from the village government, one (1) person from Pemenang Barat Village and one (1) person from Malaka Village, two (2) people from the Village Representative Body (BPD), one (1) person from Pemenang Barat Village and one (1) person from Malaka Village. The selection of informants was carried out to represent three roles, namely key informants (FPRBK Chairperson), main informants (TSBD members, women's and disability representatives), and supporting informants (village government and Village Representative Body/BPD elements). Where key informants understand the overall organization, primary informants understand the technical aspects, and supporting

⁶ Nasution and Abdul Fattah, *Metode Penelitian Kualitatif*, in *Universitas Nusantara PGRI Kediri*, Cetakan Pe, vol. 01, ed. Meyniar Albina (Bandung, 2023).

⁷ Nasution and Fattah, *Metode Penelitian Kualitatif*.

informants act as directors or responsible persons who provide supplementary information. Representing each of these informants' roles also serves as a validation step for the information provided.⁸

For the confidentiality of the informant's identity in this research report, the informant's real name is not listed but is given another name, namely Informant 1, Informant 2, Informant 3, Informant 4, Informant 5, Informant 6, Informant 7 and Informant 8. Information from the eight informants is stored in the form of a transcript and then processed using NVivo 12 pro software in combination with Xmind 2025 software for further analysis. One of the features of NVivo 12 pro is to organize and group data into certain themes or categories in the form of coding. The result of the coding is a theme that describes the understanding of each informant regarding the Six (6) Components of the Van Meter and Van Horn public policy implementation model, then displayed in the form of a concept map using Xmind 2025 software.

Data analysis begins by converting the recordings into transcripts. The transcripts are then read repeatedly to obtain an overall picture of the data, and then identified to obtain themes/nodes that can reveal aspects of the phenomena related to the implementation of Joint Village Head Regulation Number 1 of 2022 concerning Regional Disaster Management in West Pemenang Village and Malaka Village. The final step is drawing conclusions. According to Miles and Huberman, research conclusions are obtained through three (3) stages,⁹ 1) reducing data, namely summarizing and selecting important data from field results, focusing on main information, looking for themes/patterns, and discarding irrelevant data. 2) presenting data, namely presenting reduced data in visual form such as diagrams or narratives for easy understanding and 3) drawing conclusions, namely verifying or drawing conclusions from existing data. Data analysis is linked to the public policy implementation model of Van meter and Van Horn with the help of NVivo 12 pro software combined with Xmind 2025 software.

RESULTS AND DISCUSSION

Van Meter and Van Horn's model explains that the success of policy implementation is influenced by the interconnectedness of six main components, starting with objectives and standards and resources as the initial foundation. Both influence inter-organizational communication, which in turn impacts the characteristics and attitudes of policy implementers.

⁸ Asrulla et al., "Populasi Dan Sampling (Kuantitatif), Serta Pemilihan Informan Kunci (Kualitatif) Dalam Pendekatan Praktis," *Jurnal Pendidikan Tambusai* 7, no. 3 (2023): 26320–32.

⁹ Zainuddin Iba and Aditya Wardhana, "Metode Penelitian," in *CV. Eureka Media Aksara*, Cetakan Pe, ed. Mahir Pradana (2023).

Resources are also closely related to environmental, social, economic, and political conditions, which directly or indirectly shape the overall implementation process.¹⁰

The following will discuss the implementation of each component in the implementation of Joint Regulation of Village Heads Number 1 of 2022 concerning Regional Disaster Management in West Pemenang Village and Malaka Village.

Understanding Policy Objectives and Standards

Goals and standards are key, complementary elements of public policy. Goals provide direction, legitimacy, and the basis for resource allocation,¹¹ while standards serve as a benchmark for success. Properly formulating objectives allows policies to be designed rationally and results-oriented.¹² Policy standards serve as indicators of success that enable objective and systematic evaluation of policy implementation, such as efficiency, accountability, and quality of service.¹³ These standards complement policy objectives, which establish the direction of achievement. Without both, policies are vulnerable to being off-target and difficult to evaluate.¹⁴ The synergy between objectives and standards is an important foundation for effective and sustainable public policy. In describing each informant's understanding of the objectives and policy standards in implementing Joint Village Head Regulation Number 1 of 2022 concerning Regional Disaster Management in Pemenang Barat Village and Malaka Village, processed using NVivo 12 pro software, the themes obtained are as shown in Figure 1 below.

¹⁰ Iman Permatasari Amanda, "Kebijakan Publik (Teori, Analisis, Implementasi Dan Evaluasi Kebijakan)," *TheJournalish: Social and Government* 1, no. 1 (2020): 33–37.

¹¹ Sholih Muadi et al., "Konsep Dan Kajian Teori Perumusan Kebijakan Publik," *JRP (Jurnal Review Politik)* 6, no. 2 (2016): 195–224, <https://doi.org/10.15642/jrp.2016.6.2.195-224>.

¹² A. G. Subarsono, *Analisis Kebijakan Publik: Konsep, Teori Dan Aplikasi*, 2012.

¹³ Desrinelti Desrinelti et al., "Kebijakan Publik: Konsep Pelaksanaan," *JRTI (Jurnal Riset Tindakan Indonesia)* 6, no. 1 (2021): 83.

¹⁴ Riant Nugroho, "Public Policy: Dinamika Kebijakan, Analisis Kebijakan, Manajemen Kebijakan," *Jakarta: Elex Media Komputindo* 618 (2011).

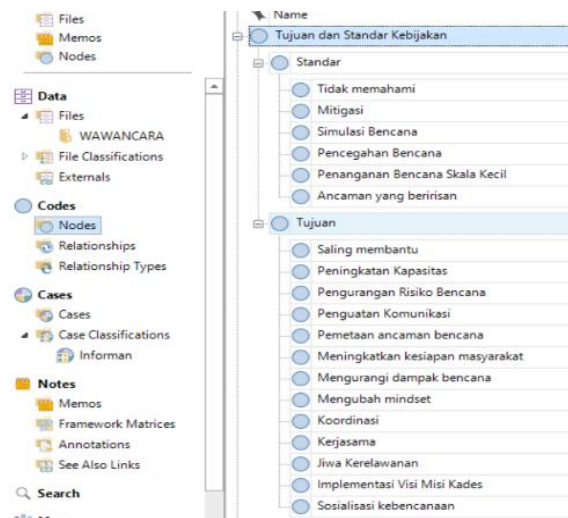


Figure 1. Coding Results for Objective Themes and Policy Standards

The identified themes (nodes) were then created using Xmind 2025 software in the form of a concept map to illustrate each informant's understanding of the policy's objectives and standards. The concept map below shows that all informants agree that "Cooperation" is the main objective of the policy. However, key informants also stated that in addition to Cooperation, the objectives of this policy are to "conduct socialization," "mapping," and "coordination." Key informants (Informants 3 and 4) conveyed different things, namely "helping each other," "reducing the impact of disasters," and "increasing community preparedness." However, these differences reflect the diversity of perspectives, which remain within the collaborative framework as emphasized in the participatory disaster approach.¹⁵

“

Informant 3: "The collaboration aims to reduce the impact of disasters and the community's readiness to deal with them..."

Informant 4: "...the goal yesterday was mostly in the field of Earthquakes and Tsunamis. he said it was to help each other..."

The majority of informants emphasized that the main objective of the policy is "cooperation", this shows an awareness of the importance of synergy and a community-based collaborative approach in dealing with disasters, in line with the principles of Community-Based

¹⁵ Jonathan Lassa et al., "Panduan Pengelolaan Risiko Bencana Berbasis Komunitas (PRBBK)," in *MPBI* (2014).

Disaster Risk Management (CBDRM) which emphasizes the active participation and role of the community in all stages of disaster management.¹⁶

Understanding of disaster management policy standards is still varied, but "overlapping threats" are often mentioned by informants, because this is indeed the fundamental reason for West Pemenang Village and Malaka Village to collaborate in disaster management¹⁷ while maintaining a multi-hazard approach that recognizes the complexity of disasters as something that is also important.¹⁸ Meanwhile, other standards expressed, such as "mitigation," "prevention," and "disaster simulation," were only understood by a few informants, indicating a lack of technical understanding at the community level. This condition aligns with the findings BNPB¹⁹ that the lack of training and institutional integration is a barrier to implementing policy standards in villages. Furthermore, the emergence of statements about "not understanding" policy standards from key informants is an important note, as expressed by informant 4 below.

“
Informant 4: “...I don't really understand because I wasn't really involved. When it was formed, just a month after the flooding occurred, we were given an assignment by the village head to distribute basic necessities. But I don't

This statement reflects a gap in policy understanding and the need for educational intervention from disaster authorities or other relevant parties. This is in line with the opinion of Selmi et al.,²⁰ which states that understanding standards and protocols is one of the main pillars in disaster governance, and without it, disaster policies are prone to implementation failure.

Thus, this analysis emphasizes the importance of strengthening local actors' capacity to understand technical policy standards, as well as the urgent need to align national regulations with local practices to ensure effective, adaptive, and participatory policy implementation. For more details, see Figure 2 below.

¹⁶ Lassa et al., “Panduan Pengelolaan Risiko Bencana Berbasis Komunitas (PRBBK).”

¹⁷ Pendes_Pemenang_Barat and Malaka, “Surat Keputusan Bersama Kepala Desa Pemenang Barat Dan Malaka Nomor 1 Tahun 2022 Tentang Penanggulangan Bencana Kawasan,” preprint, 2022.

¹⁸ Lassa et al., “Panduan Pengelolaan Risiko Bencana Berbasis Komunitas (PRBBK).”

¹⁹ BNPB, “Rencana Nasional Penanggulangan Bencana 2020-2024 Rencana Nasional,” in *BNPB* (2022).

²⁰ Amina Aitsi-Selmi et al., “The Sendai Framework for Disaster Risk Reduction: Renewing the Global Commitment to People’s Resilience, Health, and Well-Being,” *International Journal of Disaster Risk Science* 6, no. 2 (2015): 164–76, <https://doi.org/10.1007/s13753-015-0050-9>.

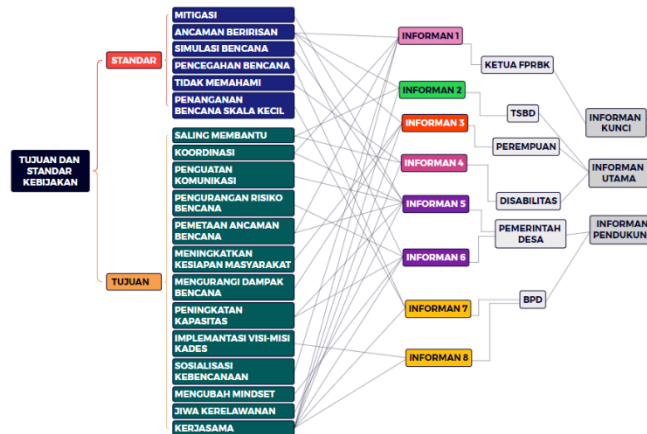


Figure 2. Concept Map of Policy Goals and Standards

Availability of Resources

Resources are a strategic component in the implementation of public policy, including human, financial, physical, information and political aspects.²¹ Without adequate support, policies are difficult to implement effectively. Resource management must be fair, sustainable, and involve various stakeholders.²² Community-based collaborative approaches have also been shown to strengthen sustainability and community well-being.²³ Therefore, resources are the primary foundation for realizing impactful and sustainable policies. Identifying issues related to the implementation of Joint Village Head Regulation Number 1 of 2022 concerning Regional Disaster Management in Pemenang Barat Village and Malaka Village can be seen in the themes within the resource component, which includes budget, infrastructure, and Human Resources, processed using NVivo 12 pro software, as presented in Figure 3 below.

²¹ Tachjan, *Implementasi Kebijakan Publik*, in *Etika Jurnalisme Pada Koran Kuning : Sebuah Studi Mengenai Koran Lampu Hijau*, vol. 16, no. 2 (2015).

²² Alwi, "Governrnance Dan Kebijakan Publik," in *Unhas Press*, vol. 7, no. 2 (2014).

²³ R. Rifai and H. Haeril, "Integrasi Kebijakan Publik Dan Pengelolaan Sumber Daya Alam Untuk Pembangunan Pesisir Di Kabupaten Bima," *Journal of Governance and Local Politics ...* 6, no. 1 (2024): 25–36.

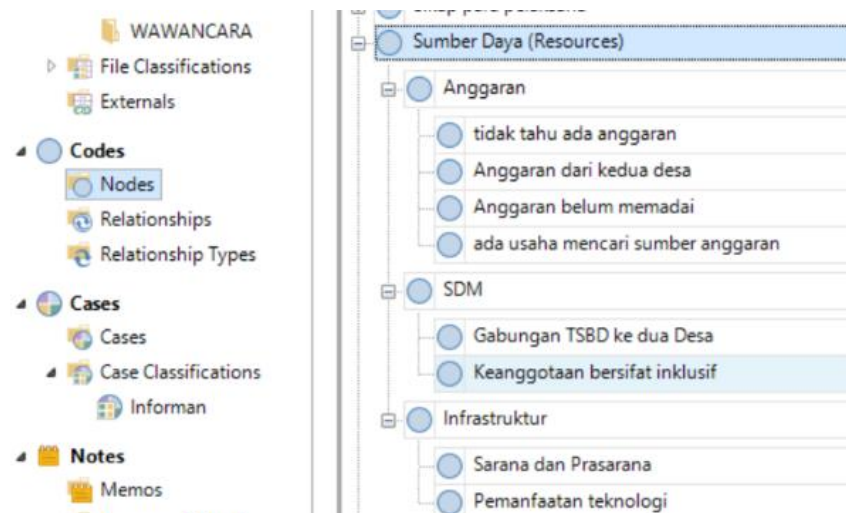


Figure 3. Coding Results for the Resources Theme

Resource utilization between the two villages encompasses budget, infrastructure, and human resources, with varying perspectives from informants. Some stated that the budget was inadequate, and the main informant (Informant 4) was even unaware of the funding, reflecting a lack of information and coordination between implementers.

“
Informant 4: “...I don't know about the budget issue...”

The differences in information provided by each informant reflect a lack of outreach and coordination. However, key and primary informants agreed that the budget came from both villages, supported by statements from supporting informants. This demonstrates a shared commitment to regional disaster management, in line with the principle of participatory budgeting in development planning.²⁴

Infrastructure consists of the use of technology and infrastructure. Most informants mentioned the use of technologies such as WhatsApp and spatial data in disaster management. However, physical infrastructure is incomplete, so through collaboration, the two villages complement each other's logistical needs to support the inclusive functioning of shared spaces, as described by Informant 8 below.

²⁴ Siti Meli Rahmawati and Budi Supriatono, “Implementasi Penganggaran Partisipatif Di Indonesia,” *Jurnal SIKAP (Sistem Informasi, Keuangan, Auditing Dan Perpajakan)* 4, no. 1 (2019): 12–20, <https://doi.org/10.32897/jsikap.v4i1.150>.



Informant 8: "...what is clear is that there is cooperation between the two villages, for example, Malaka doesn't have a chain saw so it borrows one from

Key informants agreed that SDM is a combination of the two villages' TSBD and is inclusive. This indicates the establishment of cross-community synergy and the involvement of vulnerable groups, in line with the inclusive CBDRM model outlined in BNPB Regulation No. 14 of 2014 concerning the participation of persons with disabilities in disaster management.²⁵

In general, this Resource Concept Map emphasizes the need for a collaborative approach based on participation and diversity of actors in managing shared spaces. By involving various stakeholders, villages can create adaptive and sustainable systems for disaster risk reduction.²⁶ The following are the results of data processing using Xmind 2025 software in detail regarding the experiences and understanding of the informants who are different but complement each other in describing the condition of resources in the field as in Figure 4 below.

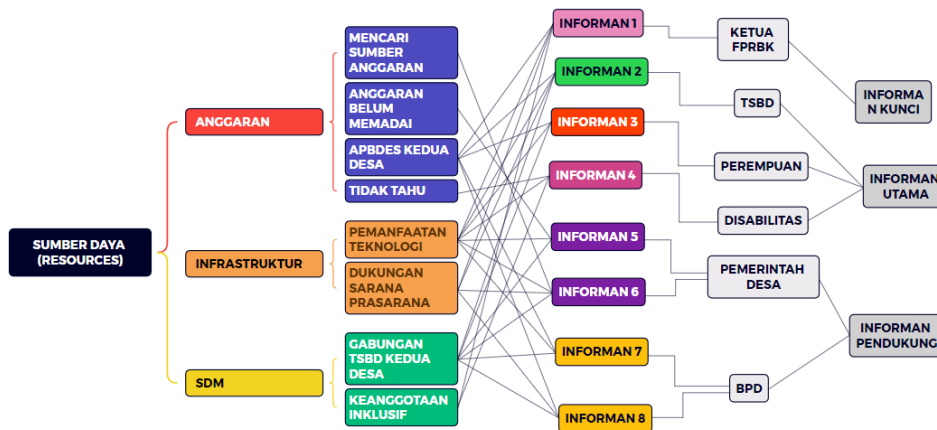


Figure 4. Resources Theme Concept Map

Communication between Implementing Organizations

Inter-organizational communication plays a strategic role in unifying the vision and coordinating public policy. Based on the results of interviews with informants processed using NVivo 12 pro software, they can be grouped into three (3) themes, namely: (1) communication with other parties (2) support and obstacles in sharing information and (3) coordination meetings. Furthermore, these themes were coded as shown in Figure 5 below.

²⁵ BNPB, “Peraturan Kepala BNPB Nomor 14 Tahun 2014 Tentang Penanganan, Perlindungan Dan Partisipawi Penyandang Diasabilitas Dalam Penanggulangan Bencana,” preprint, 2014.

²⁶ Siap Siaga, “Kajian Kolaborasi Pentahelix Dalam Pengelolaan Risiko Bencana Di Indonesia,” in *Pujiono Centre*, vol. 16, no. 2 (2022).

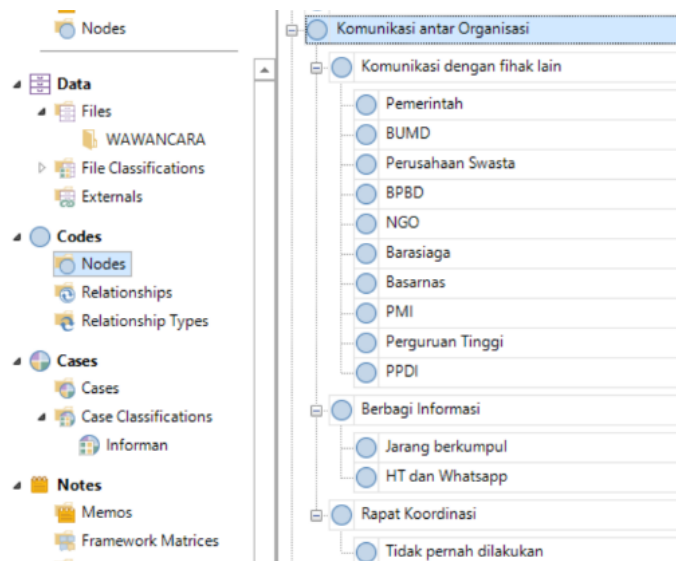


Figure 5. Coding Results for the Inter-Organizational Communication Theme

Based on the coding results, a Concept Map was created using Xmind 2025 software, demonstrating the interconnectedness of the themes/nodes with each informant. The most striking aspect was the absence of coordination meetings, explicitly demonstrated by all informants through the theme "Never done." This indicates a weak joint evaluation mechanism and formal coordination, which should provide a space for synchronizing policy implementation.²⁷

Furthermore, although many informants communicated with various parties, such as the Regional Disaster Management Agency (BPBD), NGOs, the Indonesian Red Cross (PMI), Basarnas, Barasiaga, and others, WhatsApp was the dominant communication medium, and the use of formal communication tools such as walkie-talkies (HT) was minimal. This reflects the limitations of a structured and integrated communication system.²⁸

This lack of formal coordination and communication has the potential to reduce policy effectiveness and strengthen silos between implementers, contrary to the principles of responsive and collaborative multi-actor communication.²⁹ An overview of the relationship between informants' understanding of inter-organizational communication in the implementation of Joint Regulation of Village Heads Number 1 of 2022 concerning Regional Disaster Management in Pemenang Barat Village and Malaka Village can be seen in Figure 6 below.

²⁷ R. Siregar et al., "Komunikasi Organisasi," in *Widina* (2021).

²⁸ Z. Muktaf and B. Santoso, *Komunikasi Koordinasi Antar Instansi Dalam Tanggap Bencana : Studi Kasus Penanganan Bencana Di Yogyakarta*, 2 Nomor 2 (2018): 263–74.

²⁹ Dewina Nasution, "Panduan Umum Penanggulangan Bencana Berbasis Masyarakat," in *Badan Nasional Penanggulangan Bencana*, vol. 6, no. 24, preprint, 2017.

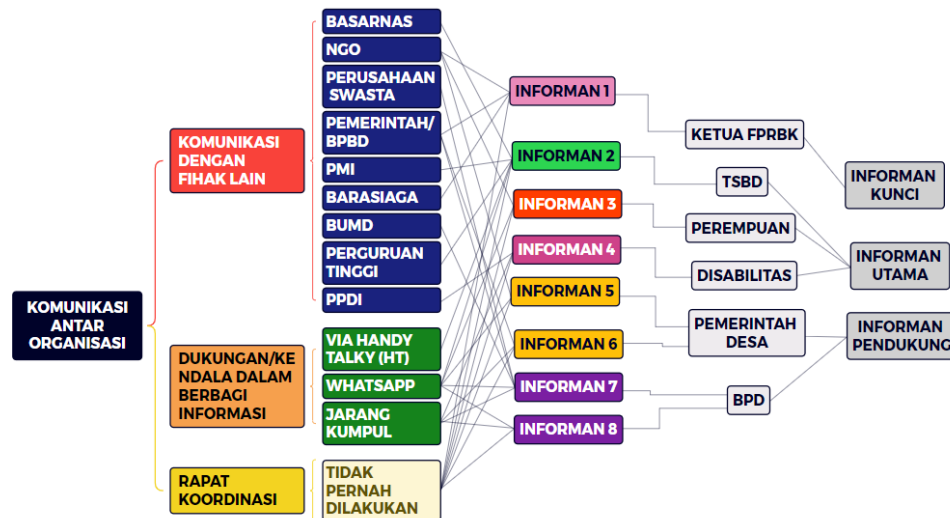


Figure 6. Concept Map of Inter-Organizational Communication Theme

Attitude of the Implementers

The attitudes of organizational implementers play a crucial role in the successful implementation of public policy. Using NVivo 12 Pro software, we coded the attitudes of implementers according to informants, resulting in themes such as commitment, motivation, and the role of implementers. Implementers with positive attitudes tend to be more responsive, adaptive, and able to collaborate across sectors to achieve policy objectives. Conversely, passive attitudes or resistance to policy can be a major obstacle to implementation in the field.³⁰

In the context of disaster management policies, implementers who have high empathy towards affected communities will be more active in establishing coordination and communication with various parties, and will be more responsive in decision making.³¹ For more details on the coding results regarding the attitudes of implementers in implementing Joint Regulation of Village Heads Number 1 of 2022 concerning Regional Disaster Management in Pemenang Barat Village and Malaka Village, see Figure 7 below.

³⁰ Chazali Situmorang, “Kebijakan Publik (Teori Analisis, Implementasi Dan Evaluasi Kebijakan),” in *Social Security Development Institute (SSDI)* (2016).

³¹ Septiana Anis et al., “Kebijakan Publik : Teori, Formulasi Dan Aplikasi,” in *Pt Global Eksekutif Teknologi* (2023).

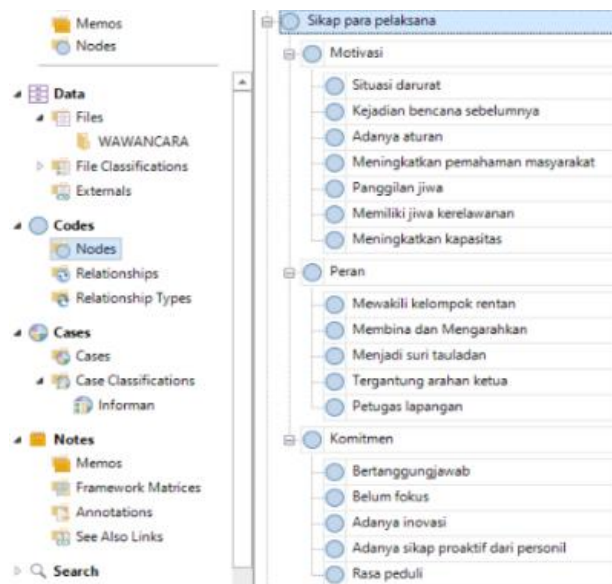


Figure 7. Coding Results Themes Regarding the Attitudes of the Implementers

The themes resulting from the coding were then displayed using Xmind 2025 software in the form of a concept map that illustrates the informants' answers and reflects the attitudes of the implementers, explaining their commitment, motivation, and role in implementing the policy. In terms of commitment, the value of caring was most frequently mentioned by informants from various backgrounds, such as the head of the FPRBK, representatives of the disabled, and the BPD. This demonstrates that implementers have a high level of social awareness of their duties and the impact of the policy, in line with the views of the Satispi and Kurniasih³² which states that the attitude of responsibility strengthens the effectiveness of policy implementation at the local level, but is still a challenge because there are still informants who stated that they still do not have a strong commitment, because they are still not focused on being involved in implementing regional disaster management cooperation, as conveyed by Informants 2 and 4 below.

³² Evi Satispi and Kurniasih, "Buku Ajar Kebijakan Publik Teori Dan Aplikasinya," in *UM Jakarta Press*, vol. 3, no. 1 (2019).



Informant 2: "...God willing, but we must be able to balance work and volunteer missions. It still works today, depending on the work, sir. If work cannot be left behind, the way to do it is by informing our members and informing each other."

Informant 4: "...My motivation is that the important thing is that we can help each other and share information. But I'm not 100% yet because I have other things to do."

In terms of motivation, the most dominant are "volunteer spirit" and "calling." This reflects that the implementer's involvement is driven by intrinsic values, not simply formal obligations. This type of motivation reflects the spirit of public service that is oriented toward devotion, as emphasized by Situmorang³³ This kind of motivation shows that there is a value of dedication within the implementer which supports the implementation of policies in a sustainable manner.

Meanwhile, in terms of role, Informant 1, a key informant, stated, "I want to be a role model." This role demonstrates that the implementer not only carries out administrative duties but also builds trust and community involvement. As explained by Anis et al., policy implementers who are able to interact directly with the community have a significant influence on the success of public service programs. However, when confirmed with supporting informants, namely Informants 7 and 8, who are representatives of the Village Government and BPD, they stated that their role is limited to being a mentor and director. This is in accordance with Law Number 6 of 2014 concerning Villages. However, it was quite surprising when Informant 4, the key informant, stated that his role depends on the instructions of the chairman, as in the following interview results.



Informant 4: "...depending on the direction, we are called members, if the direction is A, we do A, if the direction is B, we do B. That's what we call members."

High dependence on the leader risks rendering the organization incapable of functioning if the leader is absent. This indicates a weak system for task distribution and member capacity development.³⁴

Personal commitment, motivation, and the role of implementers reflect the readiness and quality of implementers to support the success of community-based disaster management policies. For a more detailed overview of the attitudes of organizational implementers as a result of data processing using Xmind 2025 software, see Figure 8 below.

³³ Situmorang, "Kebijakan Publik (Teori Analisis, Implementasi Dan Evaluasi Kebijakan)."

³⁴ Nur Gani et al., "Perilaku Organisasi," in *Gajah Mada University Press*, preprint, 2013.

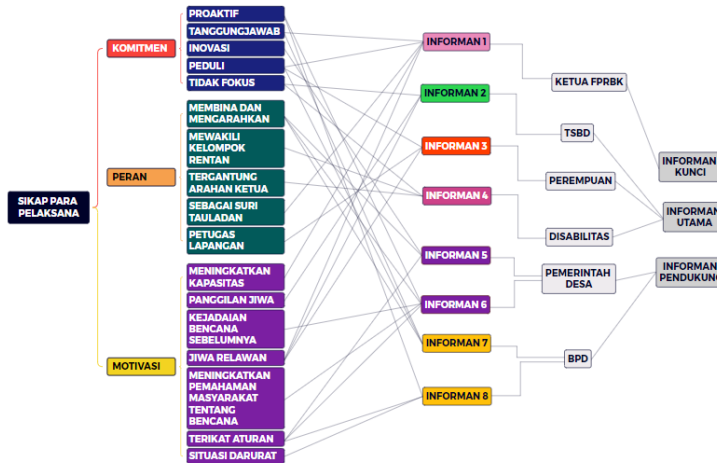


Figure 8. Coding Results Themes Regarding the Attitudes of the Implementers

Characteristics of the Implementing Organization

The characteristics of the implementing organization significantly influence the success of disaster management policy implementation. Aspects such as organizational structure, clear authority, resource capacity, and coordination mechanisms between work units are crucial in supporting effective implementation. Organizations with an organized bureaucratic system and standardized operational procedures tend to be better able to implement policies in accordance with the goals and expectations of policymakers.³⁵

Furthermore, the organization's cultural values and the implementer's commitment to the policy vision also determine how well the policy can be internalized and consistently implemented. A mismatch between policy design and the capacity of the implementing organization often hinders implementation, making institutional reform and strengthening organizational capacity crucial strategies for improving the quality of public services.³⁶

The results of interviews with informants were processed into themes (nodes) with the help of NVivo 12 pro software to describe the characteristics of the implementing organization in implementing the Joint Regulation of Village Heads Number 1 of 2022 concerning Regional Disaster Management in Pemenang Barat Village and Malaka Village and three (3) major themes were obtained, namely Organizational Structure, Division of Tasks and Management Capacity. For more details, see Figure 9 below.

³⁵ Satsipi and Kurniasih, "Buku Ajar Kebijakan Publik Teori Dan Aplikasinya."

³⁶ Eny Kusdarini, "Asas-Asas Umum Pemerintahan Yang Baik Dalam Hukum Administrasi Negara," in *UNY Press* (2019).

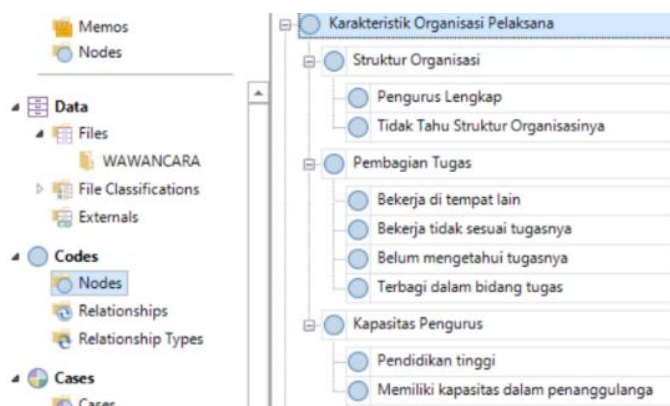


Figure 9. Coding Results Themes Against the Characteristics of the Implementing Organization

Furthermore, the characteristics of the implementing organization that have been identified in themes/nodes such as Organizational Structure, Division of Tasks and Management Capacity are mapped in a concept map using Xmind 2025 software so that each Informant's understanding of the characteristics of the organization can be known. Data from Eight (8) Informants, most of them agree that this organization does have a formal management structure. This strengthens the opinion (Muadi et al., 2016), if an organization does not have a clear formal management, it can weaken internal coordination. In terms of task division, many “organization members work elsewhere” or even “don't understand their tasks,” as stated by Informant 4 below.



Informant 4: "...I don't know the division of tasks, because I haven't been very active, I've been busy in the workshop because right now, thank God, there haven't been any disasters, hopefully there won't be any."

This reflects the weakness of a systematic division of labor.³⁷ Meanwhile, in terms of management capacity, there is considerable variation. Although some informants stated they had "higher education" and "disaster management skills," these skills are not evenly distributed across all members. This disparity indicates that individual capacity does not fully support the effectiveness of the implementing organization. This finding supports the opinion Kusdarini³⁸ Local bureaucracies often face challenges with human resource and institutional capacity in policy implementation. Using Xmind 2025 software, existing nodes were mapped to illustrate informants'

³⁷ Riant Nugroho, *Public Policy - Dinamika Kebijakan - Analisis Kebijakan- Manajemen Kebijakan*, in *PT Elex Media Komputindo* (2009).

³⁸ Kusdarini, “Asas-Asas Umum Pemerintahan Yang Baik Dalam Hukum Administrasi Negara.”

understanding of the characteristics of implementing organizations. This can be seen more clearly in the concept map in Figure 10 below.

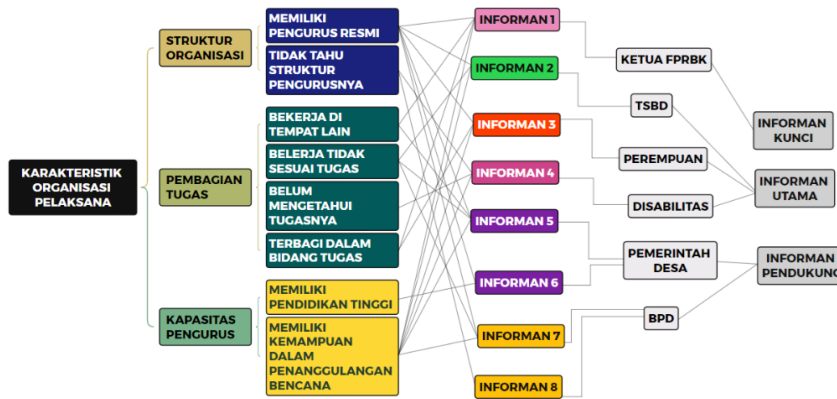


Figure 10. Organizational Characteristics Theme Concept Map

Economic, Social and Political Conditions

In implementing disaster management policies at the village level, economic, social, and political factors play a strategic role. Economically, a village's fiscal capacity determines the availability of resources for emergency preparedness and response, with villages with sufficient budgets better able to finance disaster management activities.³⁹ From a social aspect, community participation is greatly influenced by local cultural values and education levels; low risk awareness can hinder the effectiveness of policies.⁴⁰ Meanwhile, political support from the village head and the BPD directly influences the integration of policies into village planning and cross-actor coordination, which is crucial for the continuity of disaster management programs.⁴¹ In describing the informants' understanding of the economic, social, and political environment, the findings from the interview results were identified into economic, social, and political themes/nodes. For more details, the results of data processing using NVivo 12 pro software are shown in Figure 11 below.

³⁹ Willim N. Dunn, "Pengantar Analisis Kebijakan Publik," in *Gadjah Mada Universitas Press*, preprint, 2003.

⁴⁰ Situmorang, "Kebijakan Publik (Teori Analisis, Implementasi Dan Evaluasi Kebijakan)."

⁴¹ Miriam Budiarto, *Dasar-Dasar Ilmu Politik*, in *Gramedia Pustaka Utama* (2007).

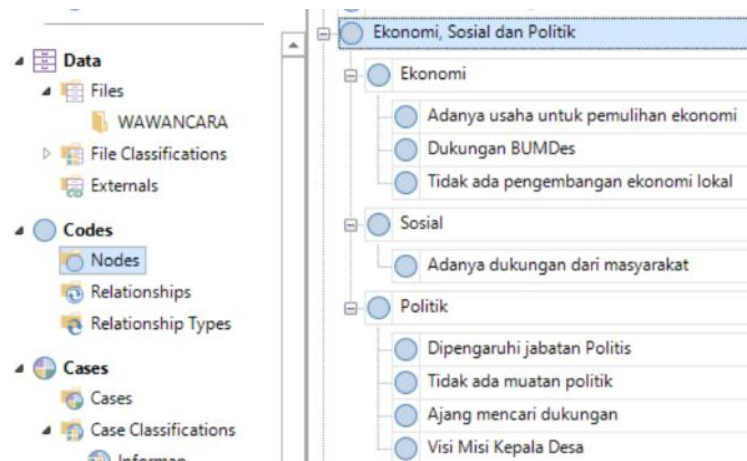


Figure 11. Coding Results Themes for Economics, Social and Politics

The concept map below shows the informants' understanding of the economic, social, and political conditions related to the implementation of disaster management policies in Pemenang Barat Village and Malaka Village. From an economic aspect, disaster management activities are supported by BUMDes as expressed by Informant 1 and Informant 3, from this finding indicates that on average the informants still do not clearly understand the economic support in disaster management because each informant provided varying information. For example, Informant 7 revealed that so far there has been no local economic development in order to support the implementation of disaster management, as shown in the following interview results:



Informant 7: "...the efforts in the economic sector that are expected to contribute to the forum have not yet existed."

In fact, the local economy is a determining factor in the success of policy implementation because it is directly related to the ability to fund and provide disaster logistics.⁴²

Socially, all informants agreed that this area-based disaster management policy received "community support," indicating that the policy was integrated with local social and cultural values. If the policy failed to address village social norms and characteristics, the potential for community resistance and implementation failure would increase.⁴³

Meanwhile, from a political perspective, it was found that on average, informants said that disaster management policies would be implemented if they received political support, for example

⁴² Dunn, "Pengantar Analisis Kebijakan Publik."

⁴³ Anis et al., "Kebijakan Publik : Teori , Formulasi Dan Aplikasi."

"as a means of seeking support", implemented as an implementation of "political positions" and more importantly as implementation of the Village Government's Vision and Mission. However, informant 1 (key informant) stated that the implementation of this area-based disaster management policy "has no political content," as shown in the following interview:

“*Informant 1: “...There aren't any, there aren't any because we really avoid such things. What I mean is, if you have political interests, they shouldn't be brought into this forum. What I mean is, if there are interests of each forum member, resolve them outside the forum. Don't include them as forum interests, because I'm afraid that it will divide the forum internally.”*”

This finding contradicts the opinion Budiarjo which states that strong and stable political support is key in ensuring the sustainability and integration of policies. For more details on the nodes of the informant's understanding of the economy, social and politics in the implementation of the Joint Regulation of Village Heads Number 1 of 2022 concerning Regional Disaster Management in Pemenang Barat Village and Malaka Village processed with Xmind 2025 software can be seen in Figure 12 below.

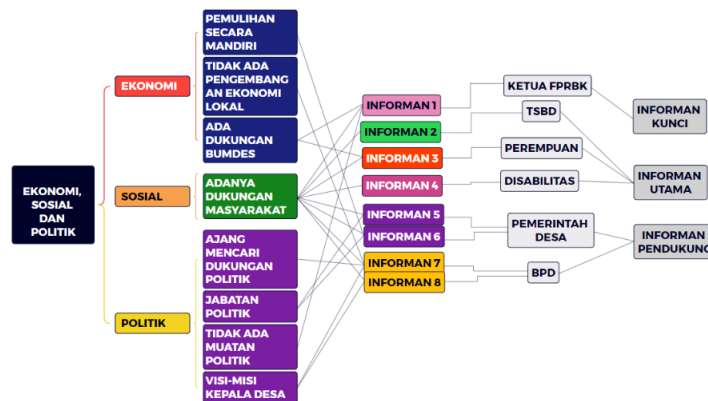


Figure 12. Concept Map of Economic, Social and Political Themes

CONCLUSION

1. Key Findings Based on Van Meter and Van Horn Model Components

The implementation of Joint Village Head Regulation (Permakades) Number 1 of 2022 in Pemenang Barat Village and Malaka Village shows variations in effectiveness across the six main components of the Van Meter and Van Horn models.

- a. The objectives and standards of the policy have been generally understood, but there are still differences in perception and limited technical understanding at the implementing level.
 - b. The availability of resources, especially budget, infrastructure, and human resources, is not optimal and is not evenly distributed, even though there are collaborative initiatives in utilizing inter-village facilities.
 - c. Inter-organizational communication has not been effective due to the lack of formal coordination and regular evaluation forums.
 - d. The attitude of the implementer reflects high commitment and motivation, but implementation still depends on the leadership's direction.
 - e. The implementing organizational structure has been formally formed, but the division of tasks and member capacities are not yet proportional.
 - f. External economic, social and political factors influence the stability and continuity of policy implementation.
2. Key Success Factors and Implementation Barriers

Successful implementation is influenced by collective awareness and collaborative will among villages, facilitated through the Regional Disaster Risk Reduction Forum (FPRBK). The main obstacles lie in limited resources, weak coordination between organizations, low frequency of outreach activities, and the lack of ongoing training and evaluation mechanisms at the village level.

3. Policy Recommendations

To strengthen the effectiveness of area-based disaster management policies, it is necessary:

- a. Improving human resources and institutional capacity through structured technical training;
- b. Regular activation of cross-village coordination forums as a forum for communication and evaluation;
- c. Strengthening local economic support through partnerships with BUMDes and utilization of regional resources; and
- d. Ongoing political support from the village government to ensure policy integration in village development plans.

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