Supporting and Inhibiting Factors in the Post-Disaster Recovery Policy Based on Local Community Empowerment (Case Study in Lombok, Indonesia)

基于当地社区赋权的灾后恢复政策中的支持和抑制因素（印度尼西亚龙目岛的案例研究）

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Abstract

This research aims to understand the supporting and inhibiting factors in the implementation of post-disaster recovery based on local community empowerment in Indonesia at the ontological and sociological levels. The problem is very interesting to be analyzed by conducting qualitative research based on public policy and conflict resolution theories. Data were collected through in-depth interviews, observation, and documentation. Data were analyzed by using interactive models are data reduction, data display, data verification, and supported by triangulation. The results were based on ontological and sociological levels using public policy and conflict resolution perspectives to improve post-disaster recovery policy and practice. The vision and mission of public policy on managing post-disaster

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recovery are needed for providing information to stakeholders related to the regulations in post-disaster recovery. This result provides inputs for making better regulation and sanctions in Indonesia for state agencies as public officials and practitioners.

Keywords: Public Policy, Conflict Resolution, Post-Disaster Recovery, Community Empowerment

I. INTRODUCTION

Over the last 10 years in Indonesia, various disaster events have occurred, such as volcanic eruptions, earthquakes, tsunamis, forest and land fires, droughts, cyclones, landslides, and floods. Post-disaster recovery based on local community empowerment has not been fully regulated in Indonesia. At the policy level, it is feared that there are multiple interpretations and indications of weak policy. At the implementation level, it is feared that there will be implications of a conflict of interest. This study aims to understand the strategic analysis of public policy on managing post-disaster recovery based on local community empowerment in Indonesia by using public policy theory and conflict theory.

A. Background

Indonesia is considered one of the most vulnerable to natural disasters. 13% of the world's volcanoes are in the Indonesian archipelago. All of them have the potential to cause natural disasters of varying intensity and strength. The UN report ranks Indonesia as the 4th most vulnerable country in the Asia-Pacific affected by natural disasters. The 2009 Global Assessment Report on Disaster Risk Reduction ranks Indonesia at Level 3 of 153 countries for earthquakes and Level 1 of 265 countries for tsunamis [27].

Disasters threaten humanity, and sustainable development causes structural and non-structural losses. Disasters can cause loss of life, injury, disease outbreaks, and damage to buildings and other assets. Law of the Republic Indonesia No. 24 of 2007 Concerning Disaster Management [28] defines a disaster as an event or series of events threatening and disrupting people's lives and livelihoods caused by natural, non-natural, and human factors, resulting in human casualties, environmental damage, property losses, and psychological impacts.

Post-disaster includes rehabilitation and reconstruction programs. Several things learned in this post-disaster condition were speed and accuracy in handling victims (refugees), livelihood recovery, infrastructure development, involving institutional organizations and stakeholders in socio-economic recovery activities. Government Regulation Number 21 of 2008 [26], Article 1 explains that disaster management includes development policies that assume the risk of disaster, disaster prevention activities, emergency response, and rehabilitation.

The paradigm of disaster management has evolved to a more progressive view which sees disaster management as part of development. Disaster management cannot be separated from development problems so that it is implemented to integrate development programs with disaster management. The disaster management view is also influenced by science development. Disaster is a geophysical, geological, hydrometeorological process affecting the physical environment and endangering human life.

Disaster management efforts are a series of activities carried out to reduce or eliminate disaster risk, both through the risk of reducing the threat of disaster and the vulnerability of those affected by the disaster. In carrying out disaster management efforts, cooperation from various parties is needed. The government is a pillar in disaster management and needs to cooperate with other parties such as the community and companies, so that disaster management is more effective.

Carter suggests a standard format of disaster management, that disaster management needs to be carried out through stages, namely: preparation, facing disaster, repairing damage (reconstruction), re-functioning infrastructure and social facilities that damaged (rehabilitation), and efforts to reduce disaster risk (mitigation). Disaster management is divided into three main phases: a) pre-disaster, b) disaster occurrence, and c) post-disaster [29].

The government of the Republic of Indonesia implements two programs for disaster-affected areas, namely infrastructure development and regional development, e.g., in West Nusa Tenggara. The commitment to development that has been carried out is realized by the National Disaster Management Agency, with the Head of the National Disaster Management Agency Regulation Number 6 of 2017 concerning the Implementation of Post-Disaster Rehabilitation and Reconstruction as stated in article 3. It states

that the implementation of rehabilitation and reconstruction will be integrated with national and regional development planning, where stakeholders related parties are given the freedom to play an active role in carrying out post-disaster recovery.

Rehabilitation in physical form is more evident in its handling than psychological rehabilitation for post-traumatic stress disorder experienced by disaster victims. The consequences of a disaster not only include damage to facilities and infrastructure, but also the psychological trauma experienced by disaster victims.

Disasters are events or disturbances that threaten and damage (hazard) the localities, and the vulnerable communities cannot cope with the implications of these extraordinary events. Therefore, in addition to disaster management efforts, in the form of prevention, post-disaster management is also very crucial.

Disaster management efforts should start with policies aimed at tackling disasters in accordance with existing regulations. Therefore, Laws and Government Regulations regarding disasters are issued. Experience in handling disasters that have occurred underscores the importance of a guideline that regulates the functions and roles of various stakeholders in disaster management in a systemic, integrated, and comprehensive manner. Disaster management is manifested in various programs implemented by all levels of society, especially for people living in disaster-prone areas.

Post-disaster measures are the recovery processes after a disaster occurs. In this condition, it is learned what steps were taken by various disaster management-related parties in terms of efforts to restore the social order. Several things learned in the post-disaster conditions were speed and accuracy in: (i) handling victims (refugees); (ii) livelihood recovery; (iii) infrastructure development; (iv) trauma counseling; (v) future preventive measures; (vi) institutional organization; (viii) stakeholders involved in socio-economic recovery activities.

There is no statutory level of regulation as a legal umbrella in the recovery process after a disaster occurs. At the novel level, it is necessary to have a strategic analysis to implement post-disaster management. Based on the explanation above, it needs a deeper exploration of ontological and sociological levels, and this issue is very interesting to be studied. What factors support and inhibit the managing policy of post-disaster recovery in Indonesia? How is the implementation of post-disaster recovery based on local community empowerment in Indonesia?

B. Research Objectives

This research is useful for academicians and practitioners in adding knowledge on public policy and its implementation for improving post-disaster recovery based on local community empowerment. This research also works as a recommendation for the legislative and executive power as the public officials to revise detailed regulations on public policy and its implementation for improving post-disaster recovery based on local community empowerment.

C. Original Research

Policy implementation is influenced by four variables: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure. The four variables are also related to each other [1]. Communication is the process of delivering information from the communicator to the communicant. Policy communication means delivering policy information from policymakers to policy implementors.

Resources have an important role in policy implementation. No matter how clear and consistent the provisions and rules are and how accurate the delivery of these provisions or rules is, if the policy implementors responsible for implementing the policy lack the resources to implement the policy effectively. These resources include human resources, budget, facilities, information, and authority.

Disposition related to the behavior or characteristics of policy implementers plays an important role in policy implementation according to the goals or objectives. Important characteristics that policy implementers must possess are honesty and high commitment. Honest implementers stick to the program principles that have been outlined, while their high commitment will make them always enthusiastic in carrying out their duties, authorities, functions, and responsibilities following established regulations. The implementer with a good attitude will carry out the policy as desired by the policymaker; on the contrary, if the implementer's attitude is not supportive, the implementation will not be carried out properly.

Bureaucratic and organizational structures have significant influences on policy implementation. These influences involve both mechanistic and structural aspects of organizations. The mechanistic aspect refers to

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issues involving policy implementation and standard operation procedures or guidelines that insure the organization does not deviate from its defined goals and objectives. The structural aspect refers to an organization's structural map that, among other things, allocates roles and responsibilities between organizational entities to help achieve its overall goals and objectives. Structural fragmentation weakens supervision, causing layers of complications and complexities. This can result in bureaucratic inflexibilities and prevent an organization from reaching its goals and objectives.

There are three stages of policy making: policy formation, policy implementation, and policy consequences for the people impacted by the policy. If a policy is not appropriate or does not reduce the problem the policy targets, then policy implementation may fail. If a specific policy is excellent but is not implemented properly, it may also fail. Two major variables— policy content and implementation environment [2]—influence the success of policy implementation.

Policy content includes the extent to which target group interests are reflected in the content of the policy. This includes how the target group will benefit from the policy. For example, do people in slum areas prefer to receive clean water or electricity programs rather than motorcycle credit programs? Policies involving programs that aim to change target group attitudes and behaviors are relatively more difficult to implement than policies that are programs providing credit assistance or rice assistance to the poor. The program's location, who is implementing it, and whether it is supported by adequate resources are critical elements of a policy's content [2].

The policy environment variables include power, interests, and strategies are owned by the actors involved in implementing the policy. Characteristics of institutions and regimes in power and the level of compliance and responsiveness of the target group play a role in this issue. Proper assessment of the public policy implementation is necessary to know the variables or determining factors. For a clear description of the variables or factors that have an important influence on implementing public policies and for simplification of understanding, policy implementation models will be used [2].

The anatomy of abuse of power impacts deviant actions not only in the depressions of power and moral behavior of public officials. Many public officials abuse power, being corrupt or punished, even by strict law. However, it is a wrong system in the life of nation and state when public officials who depart from the people do not view the life of the nation and state as they should. Therefore, this nation and the country need to return to a system of joints of the nation and state life, i.e., carrying out the points of practice and appreciation with the truth, not just mere rhetoric [3].

The culture of abuse of power due to conflicts of interest so that corruption takes too long to manage resources. The problem is that the state is equipped with abundant natural resources should be controlled by the state for the greatest prosperity of the people. The research found abuse of power due to conflicts of interest to maintain power impacting state losses. This is caused by global changes and the modernization of the society's tendency to comply with materialism and consumerism while ignoring the cultural values in the nation and state life [4].

Countless disasters happen in a day. The research results showed that the perpetrators of environmental damage were not aware that the impact of environmental damage was more violent than other crimes. This type of crime sometimes had unexpected impacts related to the intensity, duration, and extent of the area affected. Therefore, the efforts to prevent environmental disasters should include strict supervision of check and balance of the state institutions and the discretion given to the authorities [5].

There are very significant differences in applying legal considerations on the abuse of power and authority, which caused losses to the state based on legal considerations. Conflicts occurred in law enforcement. The results of the research show abuse of power and authority so that the state suffered losses. It has resulted from decisions that do not reflect a sense of justice [6].

Environmental regulation analysis techniques using the theory of abuse of power draw conclusions deductively and provide recommendations or suggestions according to the research that did not find the management actors following environmental regulations. Researchers provide suggestions for environmental crime prevention to prevent and tackle environmental destruction [7].

It has been proven that the state makes very detrimental regulations to the management with minimal resources. The suggestion shows that the government must provide resource assistance efforts [8].

There is uncertainty because there are no special regulations that discuss it. One of the fundamental problems is that the absence of the

law makes obscurity in legal facility basis. The most powerful title is an individual right. This paper seeks to provide input on the issues surrounding the concept of rights, including: 1) the owners; 2) the scope; 3) legal acts; 4) obstacles to the implementation of legal action; 5) justification of right relationship [9].

To better implement a public policy, it is necessary to know the factors that influence it. For this reason, a policy model is needed to simplify the understanding of the concept of policy implementation.

The difference of the above research on regulation is that the government and its agencies should manage post-disaster recovery based on local community empowerment by enforcing rules and standards set in laws and treaties. This study analyzes a multi-policy approach regarding post-disaster recovery based on local community empowerment in Indonesia.

II. LITERATURE REVIEW

A. Public Policy Theory

Public policy analysis is an intellectual and practical activity conducted to create, critically assess, and communicate knowledge about and within the policy process. It comprises five interdependent stages that together form a complex and non-linear cycle of intellectual activity. These activities must be undertaken sequentially and are embedded in a process that is complex, non-linear, and essentially political. These five important stages are described below [13].

1) Policy Agenda

This stage involves the identification of the public problem to be solved. In essence, problems are identified through the structural problem process, which itself comprises a series of phases: problem finding, problem definition, problem specification, and problem identification. At this stage, it is important to understand the possibility that a policy issue will become a policy agenda if it has a significant effect on society, if it is analogous to existing policies, if it can be linked to national/political symbols or the occurrence of market failures, and if there is a technology available to solve it.

2) Policy Formulation

The purpose of formulating policies is to determine what problems must be solved. In the process of gathering information, it is better for an analyst to ask questions with the aim of thinking more realistically and ethically. Analysts should not waste effort on solving the wrong problems. Realistic, ethical thinking produces the best policies. Even when solving urgent problems, analysts must be able to formulate long- and short-term goals and establish logical relationships between the goals and the problem to be solved. They must also be able to draw attention to the problem persuasively in a policy agenda forum to ensure that it is considered widely and more seriously. If it has been agreed that a problem must be solved or that the objectives to be addressed have been approved, analysts must be able to formulate the models or theories needed to identify the causal factors and develop policy alternatives. At this stage, analysts must be able to identify possible policies that can be used to solve the problem and to predict the consequences of each policy chosen.

3) Policy Adoption

The adoption of the policy choices made through the support of stakeholders follows the recommendation process and comprises the following steps: identifying the alternative policies implemented by the government to realize the desired future and the best technique(s) for achieving certain goals; identifying the criteria for assessing the recommended alternatives; and evaluating these alternatives using relevant criteria to strengthen their positive effects and ameliorate any negative effects they may have.

4) Policy Implementation

Implementation refers to the various activities conducted to realize a program. An administrator decides how to organize and manage the resources, units, and methods required to implement the program and then translates the language or terms of the program into acceptable plans and guidelines. He or she also defines the selected policy, decides which instruments should be used, and performs routine services, such as making payments or meeting program objectives. Administrators must also consider what must be done to prepare for the implementation of new policies, including carefully calculating the various possibilities for success or failure, addressing existing obstacles and opportunities, and evaluating the organizations involved in enacting parts of the program.

5) Policy Assessment

The final stage of policymaking is policy assessment, which is the process of assessing whether all implementation processes will work together effectively and efficiently. Policy evaluation is also conducted at this stage as part of the policymaking and implementation process. This stage is always accompanied by a policy analysis procedure, which begins with the

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formulation of the problem, prediction, monitoring, and evaluation recommendations. This analytical procedure is used to convert scientific information into policy-relevant information.

Dunn argued that public policy is a series of actions that are determined and implemented (or not carried out) by the government that has a purpose or is oriented toward certain goals for the benefit of the whole community. The primary implication of this understanding is that the first form of public policy is the determination of government action. It is not enough to state a policy; it must also be implemented in real form, based on certain aims and objectives and aimed at the interests of the entire community. Public policy is a complex pattern of interdependent collective choices, including decisions to act made by government agencies or offices [13].

A new model of public policy is needed to improve the performance of public services with results-oriented and competitive dynamics by changing the rules of the game and fostering creativity in providing services. The emergence of the New Public Management (NPM) paradigm in the early 1990s provided important momentum by questioning the dominance of the government and providing space for the private sector to participate in public services [14].

A new paradigm has emerged of public policy as governance, with a multi-dimensional approach, focus on public affairs that require private entities' and society's participation, and loci on the public, private and civil society sectors [15]. The paradigm can be divided into five sections. The first is the separation between politics and public administration, with a focus on civil service and government budgeting, which has political and policy loci. The second is a focus on administrative principles, namely planning, organizing, coordinating, reporting and budgeting with a locus in any organization. The third is political science, focusing on the formulation of public policies which are full of political values and the locus is bureaucracy. The fourth considers public administration as a part of administrative science that must be developed scientifically with a focus on public administration and business administration. The fifth is public administration, with a focus on organizational theory, management theory and public policy, while the locus is in public problems and public interests.

The development of this public administration paradigm emphasizes the focus, locus, and values to be achieved. The classical and the new bureaucracy share values: efficiency, effectiveness, and economical and rational decision making. However, they differ in their focus and locus. The classical bureaucracy focuses on organizational structure and management functions, its principal locus is on government bureaucracy and business organization. The neo-bureaucracy has a focus on behavior-based decision-making processes, management, systems, and research, a locus on government bureaucratic decisions. Institutions focus on understanding bureaucratic behavior and making decisions that are gradual and incremental in nature. Human relations, focus and locus on organization, and the values are participation in decision making, minimization of differences, status, openness, self-actualization, and increased job satisfaction. Public choices focus on providing services to the community. And New Public Management (NPM) is concerned with human values and social justice focused on organizational design based on decentralization, democracy, responsiveness, participation, and providing services needed by the community [16].

Based on the epistemological and sociological description of public policy theory for refining the research, it can be stated that making multi-policies and regulations related to post-disaster recovery is a part of public policy theory.

B. Conflict Theory

Conflict is an interactive process that begins when a person or group feels a difference or conflict between them related to interests, beliefs, values, or actions [17]. Conflict can be analyzed from the focus and source of the conflict. Effective conflict management can be carried out by knowing the focus and source of conflict. Management then comprises understanding the types and causes of conflict, consideration of the situation and conditions that surround them, cooperation in resolving disputes, and obtaining constructive conflict outcomes [18].

Conflict has five episodes, starting from the initial condition (latent), cognition (perceived), influence (felt), behavior (manifest) to the final condition (aftermath). In the latent stage, the potential is usually related to the surrounding environment for a conflict to occur. At the perceived stage, there is more focused attention and emphasis. Tension is acknowledged by the parties at the felt stage, both from within and outside the organization. At the manifest stage, the open realization of an actual conflict requires a settlement mechanism considering appropriate strategies. A decision or agreement has been

found in resolving the conflict at the aftermath stage [19].

Capability, partnership, and information sharing do not significantly affect performance but must be mediated by conflict resolution to have a positive and significant impact. This finding implies that managers should pay more attention to conflict resolution [20].

Distributive justice has a positive and significant effect on job satisfaction, while procedural justice and interactional justice have no impact. Job satisfaction has a positive and significant effect on work performance. This research implies that managers should pay more attention to distributive justice to increase job satisfaction and work performance [21].

Misbehavior in an organization consists of intrapersonal, interpersonal, production, and political misbehavior. All of them influenced losses, both financially and socially. It will be necessary to intervene on both sides. Based on a case study, data was collected by interviewing 20 staff at a service company in Indonesia and analyzed using QDA, followed the steps of data reduction, data display, and data verification. Findings were gathered into one theme, termed production misbehavior [22].

Data were collected using a questionnaire and analyzed with PLS to investigate the relationship between partnership, capability, and performance. Results of the study showed that associations between partnership and performance are not significant. The relationship between capability and performance is positive and significant [23]. However, partnership and performance must be fully mediated by capability.

Managing conflicts still needed to be explored in terms of causes, processes, and results. The case study was conducted using a qualitative approach to obtain the holistic and meaning of the organizational and managerial process. Data were collected using interviews with three managers and analyzed for reduction, display, and verification. Findings were then classified into three themes about conflict: causes, processes of managing it, and its results [24].

Service management was studied using the case study method by collecting interviews of four managers who each represented a service company. Data were analyzed using QDA for data reduction, display, and verification. Partnership, capabilities, and performance were identified as three themes [25].

Based on the epistemological and sociological description of some conflict resolution, it can be stated that the making of multi policies on post-disaster recovery can be analyzed by conflict theory.

III. RESEARCH METHODS

A qualitative research strategy can be applied if the research problems need to be explored deeper or followed up on previous quantitative research due to a previous theory or concept that is still considered unable to capture the complexity of the problem under study [10].

A qualitative research approach produces descriptive data in the form of words or writings and behaviors that can be observed from the subject and object of the study. The qualitative approach was chosen because it conforms to the research aims to describe and understand the phenomena, events, social activities, attitudes, beliefs, and perceptions of people [10].

In this research, the data were collected through interviews, observation, and documentation. Ten key participants agreed to take part in in-depth interviews. These participants were observed by the author and the whole team to discuss their experiences of participating in the public policy process. Related documentation was gathered from many sources, such as online media and library documents.

The data analysis consisted of three steps based on the interactive model: 1) data reduction, the process of sorting out the main data; 2) data display, the process of presenting the data; and 3) data verification, the process of identifying the main themes present in the results [11].

The validity and reliability of the data were confirmed using triangulation based on the observation, in-depth interviews, and documentation analysis. This process ensured that the data were credible, transferable, auditable, and confirmable [12]. Data that is credible has been proven to be true; for the purposes of this study, this was verified by comparing the results of an interview with the results of the interviews with the first individual's colleagues. Transferability is the process of demonstrating that the data are applicable to other studies and that readers can understand the results of the qualitative research. The results must be presented in a detailed, clear, and systematic manner. Auditability means that the data can be tested by examining the entire research process, as researchers are responsible for designing their own case studies, determining the data sources they will use, collecting and analyzing data, drawing conclusions, and clearly explaining the stages, processes, and results of

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their work. The confirmability of the data indicates that it is objective and that the research results it was used to reach have been agreed upon and accepted [12].

IV. ANALYSIS AND DISCUSSION

Disaster management efforts need to start with policies to tackle disasters following existing regulations. Therefore, the issuance of Laws and Government Regulations concerning disasters and experiences in handling major disasters underscores the importance of a guideline that regulates the functions and roles of various related parties in systemic, integrated, and comprehensive disaster management. Disaster management is manifested in various programs implemented by all levels of society, especially for people living in disaster-prone areas.

Post-disaster conditions are the state of an area in the recovery process after a disaster occurs. In this condition, steps were learned, taken by various related parties to restore the social order as it was before the disaster. Several things learned in the post-disaster conditions were speed and accuracy, especially in: (i) handling victims (refugees); (ii) livelihood recovery; (iii) infrastructure development; (iv) trauma counseling; (v) future preventive measures; (vi) institutional organization; (viii) stakeholders involved in socio-economic recovery activities, including the implementation of mentoring or coaching programs to increase the 'awakening' and socio-economic resilience of communities affected by disasters. In this case, it is related to socio-economic recovery policies or programs to positively contribute to preventing/inhibiting socio-economic decline in the community after the disaster.

The pattern of disaster management is followed by several related implementing regulations, namely Presidential Regulation no. 08 of 2008 concerning the National Disaster Management Agency [30], Government Regulation (PP) No. 21 of 2008 concerning the Implementation of Disaster Management [26], PP No. 22 of 2008 concerning Funding and Management of Disaster Aid [31], and PP No. 23 of 2008 concerning the Participation of International Institutions and Foreign Non-Governmental Institutions in Disaster Management [32]. The new dimension of the series of regulations related to disaster consists of:

1. Disaster management as a comprehensive and proactive effort starts from disaster risk reduction, emergency response, and rehabilitation and reconstruction;

2. Disaster management as a joint effort by stakeholders with complementary roles and functions;

3. Disaster management as part of the development process to create disaster resilience.

Disaster risk reduction involves local communities increasing their capacity to manage disasters that occur at any time. This capability is translated into a development plan which includes prevention, preparedness, disaster risk reduction, and capacity building for post-disaster recovery. Communities are actively involved in assessing, analyzing, handling, monitoring, evaluating, and reducing disaster risk in their area, especially by utilizing local resources to ensure sustainability.

Efforts in disaster risk management are based on local community empowerment by placing community members living in disaster-prone areas as the main actors, as participating subjects and not just objects, which will be more sustainable and efficient. The community that has reached the level of resilience to disasters will later maintain its structure and function at a certain level if a disaster hits it. Resilience generally refers to a pattern of positive adaptation during or after facing adversity or risk. Building resilience or resilience creates a way to turn a stressful situation into an opportunity for personal development.

Disaster resilience is the capacity or ability of a community to anticipate, prepare, respond, and recover quickly from the impact of disasters. Community-based disaster management is an approach that encourages communities to manage disaster risk at the local level. These efforts require interpreting the threats and disaster risks they face, reducing, monitoring, and evaluating their performance in disaster reduction. Local communities with disaster threats are not helpless parties; if the disaster risk reduction agenda is not born from awareness of the local community's capacity and priorities, these efforts are unlikely to be sustainable. However, governments often tend to adopt a top-down approach to disaster management planning, in which the target groups are provided with solutions designed for them by the planners rather than chosen by the people themselves.

One alternative is to develop a disaster management policy in consultation with local groups and use self-organizing techniques and measures with limited external technical assistance. The community-based disaster management program is more likely to produce actions that are responsive to community needs and take part in the development of disaster-

affected communities. This approach also tends to maximize the use of local resources, including labor, materials, and organization. Successful disaster management practices must involve collaboration between the community and the relevant agencies. Local communities must be aware of the risks and care to take action to deal with the risks. Communities need technical, material assistance, and assistance in building their capabilities.

One approach to socio-economic recovery activities is empowering local communities or mentoring activities. Rehabilitation and reconstruction are not building something new from what was not there before, but rebuilding from existing potential and what was destroyed by a disaster. This activity is intended to develop the potential of the community so that it can increase its ability to improve its socio-economic conditions. Empowerment creates an atmosphere or climate allowing the community potential to develop. This logic is based on the assumption that every community must have power, but sometimes they do not realize it, or the potential has not been explored to be developed. Empowerment should not trap the community in a dependency trap, so empowerment should lead to a process of independence.

Empowerment is an activity that emphasizes the process without denying its results. Community participation in every empowerment stage is necessary. Empowerment seeks to integrate communities and develop their capacity to solve their problems cooperatively based on their willingness and ability to help themselves.

The government organizes disaster management, following what is mandated in the law. The implementation of empowerment is also one of the benchmarks in realizing a community that recovers after a disaster. The empowerment from the government is carried out in many sectors that focus on recovery, prioritizing infrastructure, housing, social, economic, and cross-sectoral aspects. The success of community empowerment can be seen in its economic capacity, access to welfare benefits, cultural and political capabilities. These three aspects are related to three dimensions of power: the power within, namely increasing awareness and desire to change; power to, namely increasing the individual's ability to change and increasing the opportunity to gain access; power with, namely the power or individual action to face obstacles and increasing collective solidarity to face obstacles at the household, community, and macro levels.

From the data analysis above, it is assumed that innovation is often faster than regulation. Hence, it requires responsive efforts from the government regarding the development of post-disaster recovery innovation, especially if the post-disaster recovery innovation can solve problems and obstacles in society. It must be formally regulated. The government must accommodate post-disaster recovery innovations as long as they provide a large social impact on the community, especially those related to poverty alleviation and the creative economy. It is hoped that the government will formulate regulations that support post-disaster recovery innovation. Based on the analysis above, it is understood that the problem of post-disaster recovery requires regulations specifically related to post-disaster recovery.

The implementation of post-disaster recovery policies can be seen from communication, resources, disposition, and the bureaucratic structure. Some of these things have been realized in implementing post-disaster recovery policies.

Public policy can be said as a series of actions that are determined and implemented or not carried out by the government that has a goal or is oriented towards certain goals for the benefit of the whole community. Public policy automatically regulates all matters concerning all levels of society, including all forms of services.

Managing post-disaster recovery policy and its implementation need a comprehensive review from several policy processes. Policy implementation is an important aspect of the entire policy process. The policy is implemented through its decisions in the form of laws, government regulations, judicial decisions, executive orders, or presidential decrees.

Understanding what happens after a program is implemented or formulated is the focus of the policy, events, and activities after the ratification of state policy guidelines, which include efforts to administer them and cause real impacts on society. Policy implementation is actions taken by officials, government, or private groups to achieve the goals outlined in policy decisions.

V. CONCLUSION

Based on the analysis and discussion of the research result above, it can be concluded that managing the post-disaster recovery policy requires power balance, which is important for an effective post-disaster recovery policy. The collaboration between the government, community, private sector, and stakeholders to implement the post-disaster recovery policy is the

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first step in minimizing the conflict of post-disaster recovery in Indonesia.

It is suggested that the legislative and executive as the public officials in making multi-policies and regulations regarding post-disaster recovery have to be involved and implied for revising regulation on post-disaster recovery in Indonesia. As the public officials in making regulations on post-disaster recovery in Indonesia, the related institutions should better regulate and cover the holistic post-disaster recovery management.

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