

Analysis of potential conflict roles for Bekasi Regency in mitigating the rob flood disaster on the Muaragembong Coast West Java Province Indonesia

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Abstract. Coastal management authority that is owned by more than one party will facilitate role conflicts in handling tidal floods. The purpose of this study was to analyze the potential conflict over the role of the local government of Bekasi Regency in dealing with the tidal flood disaster on Muaragembong Beach. The research method uses qualitative descriptive design. Data analysis uses the steps of data collection, data presentation, data condensation, and drawing conclusions. The results of the study show that the handling of tidal floods will not be resolved soon. This is because the Ministry of Forestry and the Environment still insists on having full authority over the land on the coast of Muaragembong, so the District Government does not have a strong aspect of handling it and is supported by the view that tidal flooding is occurring within normal limits. Finally, the regional government of Bekasi Regency has no contingency planning for tidal floods, has not made structural and non-structural mitigation programs, and only wants to provide assistance to disasters that are not related to tidal floods.

1 Introduction

Coastal space utilization will pay attention to changes in land aspects and water space aspects [1]. Land and sea aspects must be made with careful planning [2]. Changes in the land (terrestrial) and sea aspects should still maintain aspects of sustainable development [3]. Furthermore, the management of sustainable development must include the interaction of ecological, social, and economic phenomena [4]. The coast has resources that can be utilized to meet the needs of the community.

The utilization of natural resources in coastal areas is currently very dynamic due to the increasing economic needs of the community. This economic activity greatly influences ecological and social changes [5]. Under these conditions, there must be a government role in preventing accelerated coastal degradation. The role of the government in question is to make spatial planning that takes into account the structure and pattern of space. One of the objectives of spatial planning is to properly manage and minimize conflicts between stakeholders [6, 7].

Conflict is a contradiction that occurs between what is expected by someone from himself, other people, and the organization with the reality of what he expects [8]. There are 4 types of conflict namely vertical, horizontal, staff lines, and roles [9]. Role conflict occurs when a person has more than one conflicting role or has two or more roles that must be carried out at the same time [2, 4]. In the role conflict that occurred on the coast of

Muaragembong, there was conflicting management of the authority.

The problem of role conflict in the management of coastal areas also occurs in Muaragembong Beach, Bekasi Regency. The trigger for this incident started when the Indonesian Ministry of Forestry issued Decree Number 475/Menhut-II/2005 concerning the Transfer of Status of the Ujung Karawang Protected Debt Area (Muaragembong) covering an area of 5,179 hectares to be made into a Permanent Production Forest (PPF). Finally, the regional government of Bekasi Regency also issued Regional Regulation No. 2 of 2007 which changed the Muaragembong coastal area from a conservation area to an economic area. Since there has been logging of mangrove forests and damage to mangrove forests [10].

Finally, the District Government understands that the coast must be used for economic activities to increase regional income. The economic activity requires the logging of mangrove forests so that they can be made for fish ponds, recreational areas, and industrial areas. The impact of this economic activity can be shown from the findings using Landsat satellite imagery from 2012 to 2020, there has been coastal abrasion covering an area of 252,071.71 square meters [11]. Another impact of clearing mangrove forests is the occurrence of tidal floods [12]. The occurrence of tidal floods caused by human factors (anthropogenic) is the main cause of role conflict for the Bekasi District Government, in this case, the Local Disaster Management Agency (LDMA), to resolve it. The problem of role conflict in the management of tidal floods

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starts from the pre-disaster, during the disaster, and after the disaster stages.

From the explanation above, it is clear that the role conflict in the use of space was preceded by damage to the Muaragembong coastal ecology, which was followed by community unrest due to tidal floods, and the community was worried that it would disrupt their economic life [13]. This condition requires attention and resolution quickly. However, there is a conflict of roles because the existing spatial planning is still under the authority of the Ministry of Forestry, while regional and resident authorities are under the authority of the local government of Bekasi Regency. Therefore, it is very important to solve the conflict over the role of the regional government of Bekasi Regency in spatial utilization. For this reason, in this research, it is necessary to analyze how to identify and map the locations affected by tidal floods with the existing spatial regulations.

2 Method

The explanation above, it shows that the conflict that occurs is the role conflict of the Bekasi District Government. When viewed from the side of the type of conflict, this conflict is horizontal in nature. The object of the problem is the authority to control land on the coast of Muaragembong [14]. In this case, the positions of the Bekasi District Government and the Ministry of Forestry are equal. There is no one who is high or superior and no one who is low or subordinate in position. Even though the community and the Bekasi Regency Government won this case at the Cassation level, the Ministry of Forestry did not want to submit to the Cassation decision. In the end, the Bekasi local government experienced a role conflict because the authority to use the Muaragembong coastal location was still claimed to belong to the Ministry of Forestry. This condition makes the position of the Bekasi Regional Government unable to move freely to carry out tidal flood disaster management activities [15].

3 Results and discussion

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The reality on the ground shows that the occurrence of tidal floods 3 to 4 times each year is currently considered by the community to have greatly disturbed the comfort and life of the people in Muaragembong. Flood disasters in the last 3 years or 2020, unlike previous years. In the language of the community, it is said that it cannot be said to be friendly anymore or is an ordinary occurrence. This is indicated by the presence of sea water which easily enters people's homes up to the kitchen room, water enters school rooms so they have to take a minimum of 4 days off, roads are damaged so transportation must be by sea which has to incur additional costs, limiting fish ponds lost so that fish are lost, rice fields fail to harvest, and people's livelihoods are disrupted which in the end their income greatly decreases.

On the other hand, there are some regional officials who still think that the tidal flood disaster has become a friend to the people of Muaragembong. However, not all people know that the ability of the regional government of Bekasi Regency to handle the tidal flood disaster seriously is still constrained by the status of Muaragembong land. The community also has the impression that the local government is not wholeheartedly preventing tidal floods so that they can be resolved immediately so that seawater pools will be gone in a matter of hours when they arrive.

There are several conditions that can be found in the field regarding the emergence of role conflicts experienced by the regional government of Bekasi Regency in managing the tidal flood disaster, which is caused by:

- 1) The legal aspect of the position is less strong.
Since the New Order, conflicts over the status of Muaragembong land have occurred. Since 1957 the Ministry has claimed 1500 hectares of Muaragembong land as its own. Even though the community has lived in Muaragembong since 1930. The community already has a letter of right to occupy and manage it in the form of a certificate and pay taxes every year. Finally, the community agreed to file a lawsuit with the court in 2012. In the trial stages at the District Court in 2012, the community won the case. The Ministry of Forestry appealed to the High Court but the community still won. The Ministry of Forestry was not satisfied, then submitted another appeal to the cassation level, but the community still won. In 2018 the Ministry of Forestry submitted a Cassation Submission to the Supreme Court, where the result was that the community still won. However, until now the forestry ministry has not handed over the land to the community.
- 2) Do not have the authority to utilize the coastal area of Muaragembong.

Past mistakes were when the Indonesian Ministry of Forestry issued Decree Number 475/Menhut-II/2005 concerning the Change of Status of the Ujung Karawang Protected Debt Area Muaragembong covering an area of 5,179 hectares was made into a Permanent Production Forest. Immediately the regional government of Bekasi Regency joined in with issuing Regional Regulation No. 2 of 2007 which changed the Muaragembong coastal area from a conservation area to an economic area. Economically

there are additional jobs for the community, but there is also coastal degradation so that there is no longer a barrier to sea waves on the beach. As a result, the land cost is reduced because it becomes an ocean. This is evidenced by the 1.5-square-kilometer loss of land for the Mediterranean Beach and Mekar Beach, which has lost 1 square kilometer of land.

The influence of the role conflict occurred from the Bekasi Regency Regional Government which was caused by unclear authority which resulted in development programs [17]. There are several development programs that were disrupted, namely

1) In 2019, there was a proposal for the construction of a highway from Mekar Beach to Happy Beach with a length of 30 km including the construction of the Love Bridge where a budget of 250 million was approved from West Java Province. But the Ministry of Forestry refused. Finally, there was a deadlock of several months. In the end, community leaders from Muaragembong and officials from all Bersatu Villages directly supervised the construction of the highway. In the end, the highway was successfully built.

2) The next program is the construction of bridges between villages assisted by the central government in Muaragembong in 2021. This bridge is the main alternative during tidal floods where the roads are muddy and difficult to pass.

3) The construction program that failed was the construction of the Indosat Tower in 2020, where the Ministry of Forestry immediately intervened to prohibit the installation of the tower.

The example above shows that the conflict between the roles of the Government of Bekasi Regency and the Ministry of Forestry is difficult to resolve. This is because both of them have the same expectations but the reality on the ground is not as expected [8]. Besides that, the Regency Government as the holder of regional autonomy authority should also have the right to manage the coast so that tidal floods do not occur. However, in reality on the ground, this is contrary to the authority possessed by the Ministry of Forestry which is not allowed to carry out activities at the Muaragembong location [2].

There is a role conflict caused by the unchanging views of Bekasi District Government officials, including BPBD, who believe that the tidal flood that occurred in Muaragembong is still not a disaster. This is because the people of Muaragembong have lived with rob floods for years and do not feel disturbed by the impact of tidal floods. LDMA officials believe that 1-2 days after the tidal flood comes it will be dry again, and roads and houses will be dry so that people can return to their normal activities. From an economic perspective, the people of Muaragembong will return to normal from their livelihoods as fishermen, fish farmers, and farmers, with only a few traders.

The influence of the views above and the conflict over the role of authority over the coastal area of Muaragembong from the regional government of Bekasi Regency, in this case, LDMA has an impact on tidal flood disaster management. The impact that occurred was not good in handling tidal floods in Muaragembong. Evidence

of the impact of this poor tidal flood handling can be proven by:

1) The Bekasi Regency LDMA did not make a tidal flood contingency plan.

The reason used as a guideline is that the tidal flood disaster is still considered a friend of the Muaragembong community, so there is no need to carry out a disaster risk assessment to make a contingency plan. This means that there is no budget that must be spent on tidal flood disaster management starting from pre-disaster, during the disaster, and after the disaster [16]. In other words, every time there is a tidal flood disaster, the people themselves try to handle it. This is the map in Figure 1.



Fig. 1. Map of Muaragembong Beach, Bekasi Regency, West Java Province.

2) The Regional Government of Bekasi Regency does not have a tidal flood disaster mitigation program.

Conditions on the ground indicate that the mitigation program in the form of planting mangrove forests was carried out on the initiative of the community. The ability to plant good mangrove forests is known by several private companies. Several companies intensively provide Corporate Social Responsibility (CSR) funds to almost all beaches in Muaragembong. The coast that looks the most successful is Happy Beach. This was shown by several farmer groups who planted mangrove forests and received assistance from Pertamina, Honda, and banks. The planting system of the mangrove forest that is applied is to plant against the sea currents from behind. This means planting mangroves from the location of the residents' houses to the beach. The benefit is that the mangrove trees near the house will grow fertile and strong before then followed towards the beach. As a result, waves of seawater will not be able to penetrate into residential areas and roads near residents. Finally, people's houses are safer from seawater puddles during tidal floods.

3) The regional government of Bekasi Regency only provides emergency aid for disasters other than tidal floods.

Even though tidal floods occur 3-4 times each year, the Bekasi local government has never directly provided assistance in the form of evacuation, medicine, or food and drink, including the construction of temporary housing. The emergency assistance provided by the LDMA was when there was a flash flood in Pantai Bahagia Village in 2021 by providing assistance with rubber boats, food and drinks, blankets, and medicines. This shows that Bekasi District Government officials still think that tidal floods are not included in the definition of an actual disaster.

The explanation above shows that the initial problem of role conflict is ecological damage to mangrove forests so that when there is an increase in sea waves, beach abrasion occurs [18]. This coastal abrasion will remove embankments and roads so that seawater can easily enter sawed areas, fish ponds, and people's homes. This condition is called tidal flooding. The current condition of the tidal flood has exceeded the tolerance threshold for the sense of security and comfort of the residents so the community asks for serious tidal flood handling.

Actions that need to be implemented are carrying out structural and non-structural mitigation activities [18]. However, the Bekasi Regency Government feels that it does not have direct authority in using the Muaragembong location. This is due to the Ministry of Forestry's claim that Muaragembong and its surroundings are the authority of the Ministry of Forestry so that no other party has the right to carry out activities on the Muaragembong coastal land. In the end, local governments do not have the luxury to make coastal spatial planning, do not have disaster risk assessments, and are not able to use them economically freely. The result is that there is no increase in people's income, if left unchecked social conflict will rise [13]. In other words, the coastal position of Muaragembong is under the responsibility of the Bekasi District Government, but the District Government does not have the potential to manage it properly. This condition makes the conflict over the role of the district government unable to be handled quickly [19].

4 Conclusion

Based on the explanation above, the role conflict that occurred between the Bekasi District Government and the Ministry of Forestry will not end soon. This is due to the fact that the Ministry of Forestry has not wanted to hand over the ownership rights over the status of land on the coast of Muaragembong. This situation makes the position of the Bekasi Regency Government not to have a strong legal aspect to deal with tidal floods in full and there is the view of some officials who consider tidal floods to be still in normal conditions. The impact is that the regional government of Bekasi Regency does not want to make contingency plans for tidal floods, does not want to make structural and non-structural mitigation

programs, and only wants to provide assistance to flash floods which are considered not related to tidal floods.

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