

Research Article

Early Disaster Recovery Strategy: The Missing Link in Post-Disaster Implementation in Indonesia

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Abstract. Indonesia is a region that is prone to various types of disasters such as earthquakes, volcanic eruptions, tsunamis, rain fires, landslides and floods. As a country prone to natural disasters, Indonesia must have a disaster emergency response management with a clear concept of early recovery because Law No. 24 of 2007 and Government Regulation No. 21 of 2008 are not strictly regulated. This study aims to analyze post-disaster early recovery strategies which are the missing link in post-disaster implementation in Indonesia. This study uses a qualitative approach with the Miles & Huberman Interactive Analysis Model research method. 1992, where in this study the data analysis was carried out simultaneously with the data collection process and the flow of analysis followed an interactive analysis model. The results of the study show that the implementation of early disaster recovery in Indonesia does not yet have a clear legal umbrella and generally early recovery options are focused on recovering physical assets and ignoring traumatic recovery. The main activities of early recovery mainly only provide shelters for victims of damaged houses but other actions and activities towards humanitarian recovery have not been carried out optimally.

Keywords: *Early Recovery Strategy, Disaster Impact, Post Disaster Implementation.*

A. INTRODUCTION

Indonesia, geologically and climatologically, is vulnerable to various types of disasters such as earthquakes, volcanoes, tsunamis, droughts, forest fires, floods and landslides. In the last ten years, the frequency of disasters has increased with more than 15,000 incidents and in the last five years, there have been between 3000-3500 incidents per year (BNPB, 2021). Every year, economic losses reach IDR 22.8 trillion or the equivalent of US\$ 1.4 billion. In 2021, most natural disasters are caused by extreme weather and floods, and there are also geological disasters such as landslides and earthquakes that have occurred in Indonesia. In total, 3,115 incidents were recorded that had an impact on people's livelihoods and resulted in more than 8,575,776 people having to flee due to damage to their homes (BNPB, 2021).

According to the National Center for Earthquake Studies (Pusgen), in 2017 a map of potential earthquake risk in Indonesia was published which showed 295 new active fault lines (Figure 1). This number is higher than the results of previous studies in 2010 which only found 85 active fault lines. (BNPB, 2018) Therefore, Pusgen recommends the need for mapping and further research on active fault lines adjacent to urban areas, especially large buildings and vital facilities such as tall buildings, hospitals or schools. This is done to prepare for earthquake risk mitigation in order to reduce the impact of the damage caused by the disaster (Pranolo & Firmansyah, 2013).

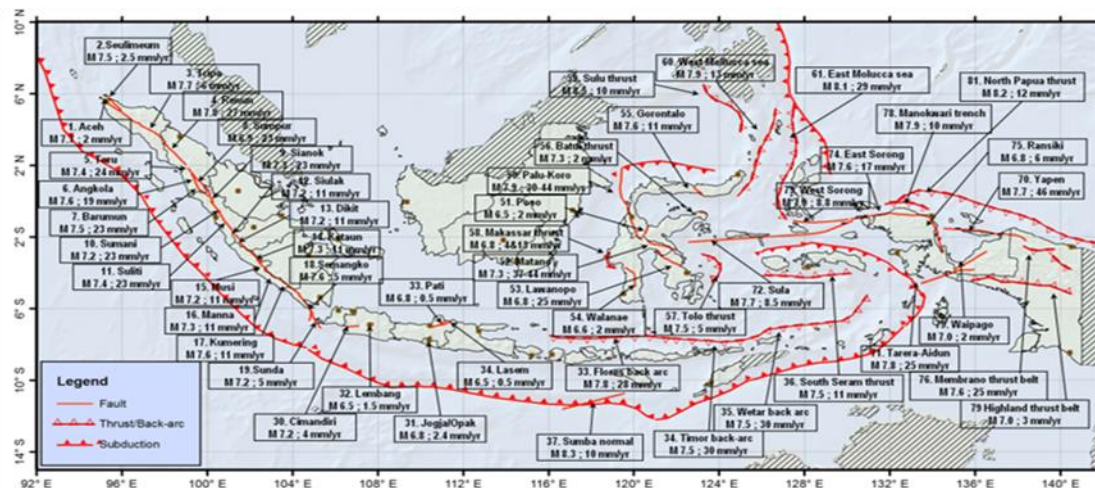


Figure 1. 2017 Indonesia Earthquake Hazard Map-National Center for Earthquake Studies

The number of earthquakes that have occurred in Indonesia has also tended to increase in number and strength since 2013. A significant increase occurred in 2018 where there were 11,920 earthquakes (2,763 Lombok and 1,438 Palu earthquakes). Whereas in 2019 there were 11,588 earthquakes with various levels of strength. Previously, the number of earthquakes occurring in Indonesia was between 4,000-7,000 times/year while during 2008-2020 there were 163 destructive earthquakes and throughout 2020 there were 8,258 incidents, earthquakes were felt 757 times with an earthquake scale > 5 SR: 242 times and among them destructive earthquakes: 11 events (BMKG, 2022).

Earthquake disasters are essentially recurring events and in every major earthquake disaster (> 5 on the Richter Scale) it always causes damage with the character of the impact of the disaster disrupting people's livelihoods and large economic losses (> IDR 1 trillion) (Husein, 2016). Such conditions really require that mitigation and preparedness efforts for disaster risk uncertainty be carried out by the Government and Regional Governments together with the community. One effort that can be done is to increase capacity in managing the risks of various existing disaster threats. On various occasions, the Government has shown serious concern for disaster management (Hamdika et al, 2019).

As disaster management efforts increase at the global and national levels, in handling disaster emergency response there is the concept of early recovery. However, the approaches, applications and concepts of early recovery from disaster to post-disaster recovery were found to differ from one event to another in different areas (Sadri et al, 2018). Experience in the field found several interesting phenomena from the implementation of this initial recovery phase, where this phase is always referred to as the gray phase, the phase waiting for the continuation of the recovery program and several notes that there is always a decrease in the quality of life of the community where emergency assistance stops according to the end of the established emergency status. by the government and local government (Ageung.2013).

Formally, the concept of early recovery after a disaster is also not strictly regulated in Law Number 24 of 2007 concerning Disaster Management and Government Regulation Number 21 of 2008 concerning Implementation of Disaster Management. There are only stages of prevention, mitigation, preparedness, emergency response and post-disaster recovery (rehabilitation and reconstruction). Meanwhile, the implementation of early recovery nomenclature has not yet been regulated. What is there is only the word recovery which has a vague position placed between emergency response and post-disaster recovery.

Meanwhile, during the emergency *response* itself is more often in focus right in the health sector, casualty rescue and evacuation, evacuation and temporary shelter or *shelter*, logistics and food and then immediately followed up with post-disaster recovery or rehabilitation and reconstruction (Andi, 2017). Supposedly, in the aftermath of this disaster emergency response it is necessary to proceed to the early recovery phase, where this is a critical intervention time. This phase is a continuation of facilitating the basic needs of the lives of the affected people in a sustainable manner because they still need efforts to recover from the impact, especially their livelihoods, so that they get out of the problems they are facing more quickly (Khambali, 2017).

In fact, lessons learned from the earthquake disaster in Padang-West Sumatra in 2009 and the earthquake and tsunami in Mentawai-West Sumatra in 2010 have become learning milestones. BNPB realizes that early recovery after a disaster is a very important phase in the post-emergency disaster management approach. Early recovery is the link that really determines the series of activities that end the emergency response to the emergency transition and continue post-disaster rehabilitation and reconstruction activities as well as the alignment of regional development in this case as mandated in laws and regulations (BNPB-UNDP, 2013).

Because there is no strict regulation yet in laws and regulations and there are no technical implementation rules to serve as a guideline, early recovery practices are not consistent and not comprehensively implemented. recovery of survivors' lives is still limited and early recovery is an action during an emergency transition period prioritizing the housing sector facilitated by ready-to-use sources of funds, the local government is not yet clear on the implementation strategy: when it will be implemented (started and ended), how to manage it, who the parties play a role, what is the role and regional support (UNDP, 2008).

Another condition that worsens the situation of survivors is due to the imbalance between the concept and practice of early recovery using ready-to-use funds requiring a relatively long bureaucratic and administrative process *on call budget (ready-to-use funds)*. so that it stagnates or slows down and goes in place by reason of the data collection process, data verification and validation . Occasionally there are discrepancies in recovery plans and implementation in in the field, so that vulnerability continues and is detrimental to the victims of the disaster (BNPB .2021).

The government and affected regional governments have the authority to make decisions whether or not early recovery action is needed, but this is often not appropriate based on the need for recovery after the incident and the conditions in the field that are the priority for recovery. In practice, the inability to handle disaster emergencies, aid resources, disorientation regarding disaster emergency prepared funds, and sometimes even local political interests intervened at that time (Mannakkara, 2014).

Taking into account the results of various studies and data released by various authorized institutions, such as Pusgen and also BMKG , that the threat of an earthquake is always there with a high potential risk. Earthquakes will recur in vulnerable areas in almost all parts of Indonesia and have the potential to impact people's livelihoods. Once a sudden event occurs such as a large magnitude earthquake or massive damage occurs, it will require early recovery handling in the emergency transition phase before entering into normal recovery (rehabilitation and reconstruction). Therefore, there is a need for an early recovery strategy for handling disasters from the emergency transition phase to post-disaster recovery.

B. LITERATURE REVIEW

1. Disaster Early Recovery

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always there with a high potential risk. Earthquake disasters will recur in vulnerable areas in almost all parts of Indonesia and have the potential to disrupt people's livelihoods. Once a sudden event occurs such as a large magnitude earthquake or massive damage occurs, it will require handling early recovery in the emergency transition phase before entering into normal recovery (rehabilitation and reconstruction). So, therefore, an early recovery strategy is needed for handling disasters from the emergency transition phase to post-disaster recovery (Raja et al, 2017).

In 2008 UNDP defined the concept of early disaster recovery as follows: Early recovery is a multidimensional process of recovery that begins in a humanitarian setting. It is guided by development principles that seek to build on humanitarian programs and catalyze sustainable development opportunities. It aims to generate self-sustaining, nationally owned, resilient processes for post crisis recovery. It encompasses the restoration of basic services, livelihoods, shelter, governance, security and rule of law, environment and social dimensions, including the reintegration of displaced populations.

The Early Recovery Working Group (CWGER) Cluster (2008) demonstrates the concept of early disaster recovery by clarifying the clear division between the 'humanitarian phase' and the 'development phase' as shown in Figure 2 below and stating that early recovery is part of a continuum of emergency assistance – rebuilding, taking place in parallel with relief operations and laying the foundations for further recovery and development

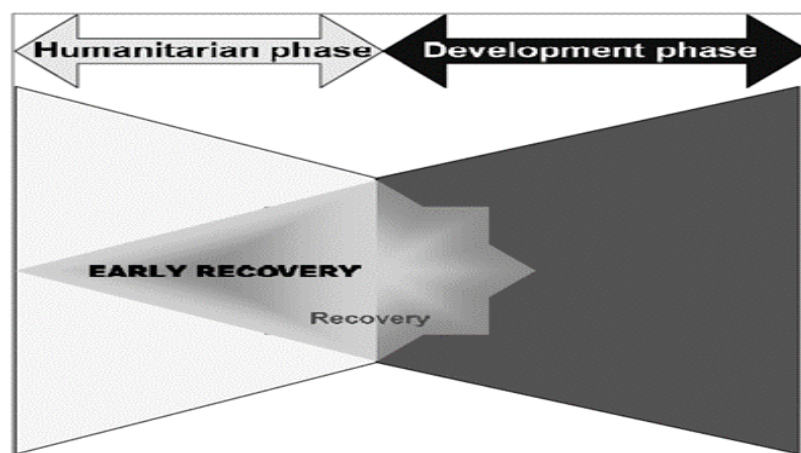


Figure 2 Early Recovery Concept (CWGER, 2008)

Then the concept of early recovery was implemented by the Inter-Agency Standing Committee (IASC). The IASC is the high-level humanitarian coordination forum within the United Nations system. This forum formulates policies, sets strategic priorities and mobilizes resources in response to global humanitarian crises. Figure 2.2 shows the strong relationship between the 'humanitarian phase' and the 'development phase' (IASC, 2006)

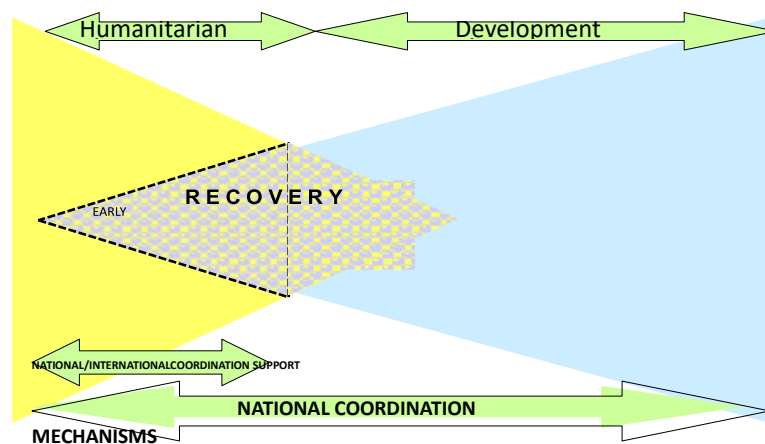


Figure 3: Diagram of Transition from Emergency Response to Post Disaster Recovery (IASC, 2006)

Some literature states that the implementation of early recovery in the emergency phase with post-disaster recovery or rehabilitation and reconstruction and rebuilding after a disaster, there are several challenges to its implementation as stated by Maynard (2011), three main challenges often arise which limit the implementation of Early Recovery after a disaster. broadly namely:

- The 'moral dilemma' between saving lives and letting people mind their own business and rebuilding local capacity.
- Funding is also a recurring theme with issues such as the short-term nature of aid funding, lack of funding for rehabilitation needs and/or funding gaps between relief and development activities.
- Humanitarian assistance that is impartial, neutral and independent or engages in long-term activities requiring social, economic, environmental or political intervention.

C. METHODS

The research was conducted using a qualitative research approach by obtaining data and information obtained through interviews/interviews and discussions with key informants who participated, understood or were involved in the case under study (Sugiyono, 2011). Data analysis was carried out simultaneously with the process of collecting primary data from the results of interviews/interviews of several key informants from related institutions and individuals . The analysis technique used in this study is using qualitative data analysis techniques. Qualitative data analysis of Miles and Huberman's model (1992) used in analyzing data in 3 (three) stages , namely the Data Reduction Stage, the Data Presentation/Data Analysis Stage After Data Collection, and the Conclusion and Verification Stages .

D. RESULTS AND DISCUSSION

1. Analysis of Legislation

In Law Number 24 of 2007 concerning Disaster Management and its derivatives Government Regulation Number 21 of 2008 concerning Implementation of Disaster Management there is no early recovery moment or other equivalent terms such as early recovery in the transition phase from emergency to recovery, there is only the notion of recovery, where the notion of recovery is a series of activities to restore the condition of the community and environment affected by the disaster by re-functioning institutions, infrastructure and facilities by carrying out rehabilitation efforts.

In Government Regulation no. 21 of 2008 concerning Implementation of Disaster Management further states that the recovery of vital facilities and infrastructure is part of the emergency response and preparedness efforts. However, there are recovery activities that are part of the rehabilitation work field through recovery activities for all aspects of public or community services to an adequate level in post-disaster areas with the main goal of normalizing or functioning properly all aspects of government and community life in post-disaster areas. Technically there are directions in article 56 in Government Regulation No. 21 of 2008 is to accelerate the recovery of people's lives in post-disaster areas where the government and local governments set priorities for rehabilitation activities based on an analysis of damage and losses due to disasters by taking into account the aspirations of the community.

The following in table 1 is the scope of repair and or recovery activities per rehabilitation activity in Government Regulation Number 21 of 2008. Concerning Disaster Management .

Table 1 Scope of Rehabilitation

No	Field of Repair/Recovery
1	Improvement of the disaster area environment
2	Repair of public infrastructure and facilities
3	Providing community housing repair assistance
4	Psychological social recovery
5	Health services
6	Reconciliation and conflict resolution
7	Social, economic and cultural recovery
8	Restoration of security and order
9	Restoration of government functions
10	Restoration of public service functions.

Source: Government Regulation No. 21 of 2008 concerning Implementation of PB

It can be seen that what is meant by Law Number 24 of 2007 concerning Disaster Management and Government Regulation No. 21 of 2008 Regarding the Implementation of Disaster Management, it shows that most of the activities in the field of post-disaster rehabilitation have the same goal as early recovery, which ultimately restores people's lives in post-disaster areas through the support of rehabilitation activities .

In carrying out Early Recovery efforts the impact of disaster funding is a challenge in its implementation, as stated by Buchanan-Smith & Fabbri, (2005), as follows: Funding is also a recurrent theme with issues such as the short-term nature of relief funding, the lack of explicit funding for rehabilitation and funding gaps between relief and development activities, the inflexibility of donor requirements and the perception of preparedness and mitigation activities as costs rather than investments all contributing to the lack of progress in linking relief and development on the ground (Buchanan- Smith & Fabri, 2005) . The issue and the gap in funding for disaster emergency recovery assistance intended by Buchanan-Smith and Fabbri has been answered, namely the provision of Ready-to-Use Funds in handling disaster emergencies No. 4 of 2020 concerning Use of Ready-to-Use Funds (DSP) during a disaster emergency to facilitate the government in dealing with disasters in a state of emergency. disaster emergency (standby, response and transition).

Examining all of the regulations above, none of them mention Disaster Early Recovery, but all of these regulations facilitate the Implementation of Disaster Early Recovery in Indonesia but it is necessary to make management accountable with a regulation which states that post-disaster rehabilitation is a priority for humanitarian recovery from the effects of

disasters. To use recovery with rehabilitation actions to cover efforts to restore the livelihoods of victims of disaster impacts as a basis for consideration and its designation is fulfilled and sufficient with the Guidelines for Post-Disaster Rehabilitation and in practice it should not become an integral part of post-disaster Reconstruction.

2. Analysis of Early Recovery from Disaster Events in Indonesia

Observing that the earthquake >5 on the Richter scale had a massive impact with hundreds of casualties, damage to assets and large economic losses and is believed to have disrupted access to basic needs and disrupted social and humanitarian functions, we analyzed the implementation of early recovery in 3 (three) different locations in Indonesia.

a. West Sumatra Earthquake, 2009

An earthquake with a magnitude of 7.6 on the Richter scale in West Sumatra on September 30 2009 hit 11 (eleven) regencies and cities in West Sumatra which resulted in 1,195 fatalities, 2 missing and 1,798 people injured and the impact of damage to physical assets Damage to houses 271,540 units, Damage to the social sector: Educational facilities 4,625 units, Religious facilities 2,488 units, Health facilities 395 units, Damage to productive economic sectors such as Trade and Government Facilities 423 units, Connecting roads 285 roads, Bridges 61 units, Economic losses reach more of IDR 21.6 trillion

Even though the government stipulates that this disaster is a regional disaster. The central government opened up opportunities for foreign or international assistance to enter during this emergency. International assistance came from 15 countries and as many as 226 International and National NGOs (*Non Government Offices*). *Coordinating this international assistance, BNPB was assisted by the UN Office for the Coordination of Humanitarian Affairs. (UN OCHA)*. *UN OCHA* has a special role in coordinating the operations of the Cluster System (sector approach) which consists of a combined multi-cluster of emergency assistance from all Regional, National and International parties under the control of the West Sumatra Earthquake Emergency Response Command Post Operations. Each cluster consists of a combination of various countries, ministries, government agencies and local governments, local, national and international NGOs that have roles and functions in the same field. 9 (nine) Clusters operating SAR, WASH, Health, Protection, Logistics, Shelter, Education, Agriculture and one of them is the Early Recovery Cluster. This *Early Recovery Cluster* technical support and coordination by *UNDP (United Nation Development Programme)*. (BNPB. 2009).

From the results of recovery analysis early after the 2009 West Sumatra earthquake disaster it was found that the Government (BNPB) and local governments did not understand Early Recovery so that the data and information carried out by the Early Recovery Cluster during an emergency were used to obtain humanitarian recovery needs to be in vain so that there was no policy for implementing early recovery and more attention to physical recovery by starting disaster impact assessments with the PDNA (Post Disaster Need Assessment) methodology *or Needs Assessment Post Disaster* as the basis for the Rehabilitation and Reconstruction Action Plan. Disaster recovery policies pay more attention to and prioritize the recovery of damage to houses and public infrastructure and activities that support the recovery of economic and social assets facilitated by the West Sumatra Earthquake Rehabilitation and Reconstruction Programs and Activities and have not there is a humanitarian recovery that directly touches on reducing poverty or adverse conditions resulting from disasters .

b. Central Aceh Earthquake and Bener Meriah, 2013

Tuesday, July 2 2013, at 14.37, an earthquake occurred in Central Aceh District and Bener Meriah District. The earthquake measuring 6.2 on the Richter scale (on the Richter scale) had its epicenter on the mainland, 35 km southwest of Bener Meriah Regency or 43 km southeast of Kab. Bireuen, or 50 km Northwest of Kab. Central Aceh. Residents of Bener

Meriah and Central Aceh felt the earthquake very strongly for 15–45 seconds and felt the vibrations as far as Medan City. villages, 42 people died and 558 people were injured, 6,582 houses were heavily damaged, 3,690 moderately damaged and 8,749 units lightly damaged and more than 50,000 residents fled to various places and locations considered safe 5 locations in Bener Meriah and 10 locations in Aceh Tengah, Nanggroe Aceh Darussalam (NAD) (BNPB, 2013).

The existence of recovery from the impact of the earthquake in Central Aceh and Bener Meriah is the first time the concept of early recovery has been implemented by referring to PDNA results and using strategic issues with the abbreviation GLIDERS (Governance-Government, Livelihood-Livelihoods, Community Infrastructure-Community Infrastructure). *Debris Clearance-Cleaning debris-dust-mud, Environment-Environment, Risk Reduction, Social Cohesion-Social Cohesion* . The application of the GLIDERS early recovery concept was coordinated by the Deputy for Rehabilitation and Reconstruction -BNPB assisted by UNDP and the World Bank as a technical assistant and used Ready-to-Use Funds for disaster recovery in Central Aceh District and Bener Meriah District Aceh Provincial Government. (BNPB, 2013) . Actions for early recovery from the impact of the earthquake in Central Aceh and Bener Meria districts have been quite successful, as can be seen from the quick recovery of the lives of the survivors that occurred as a result of the 6.5 SR earthquake and could be completed within 3 months.

From the analysis of early recovery after the 2016 Pidie Jaya earthquake, the following was found: The impact of the earthquake caused by the 6.5 SR earthquake on July 2 2013 has disrupted access and life functions for the people of Central Aceh and Bener Meriah-Nanggroe Aceh Darussalam. The district governments of Central Aceh and Bener Meriah participated in emergency assistance technical assistance from BNPB and ready-to-use financial assistance in an early recovery effort with the GLIDERS concept with technical assistance from UNDP (Disaster Risk Reduction Rehabilitation and Reconstruction, DR4) Indonesia. The process of mentoring and assistance by BNPB assisted by UNDP-DR4 and WB in handling early disaster recovery has apparently not provided sufficient awareness and knowledge for local governments, so there has been no follow-up on changes or improvements in disaster management management as an effort towards reducing future disaster risk, as evidenced by the incident recurring occurred in the NAD region in the handling of recovery there was no implementation of early disaster recovery policies.

c. West Nusa Tenggara Earthquake, 2018

The Lombok earthquake at the end of July - August 2018 occurred sequentially and was the largest on August 5 2018, at 19:46 WITA July 2018 with a magnitude of 7.0 SR which hit on Lombok Island, Indonesia and 7 (seven) Regencies/Cities in West Nusa Tenggara Province (NTB), as a result of this earthquake 564 people died, 149,715 houses were damaged, and displacement reached 445,343 people (BNPB.2018), from an analysis of the impact of the earthquake disaster this earth has caused Economic Losses of 8.3 Trillion Rupiah, mainly coming from the Tourism and Trade sectors. (Bappenas, 2018).

Early recovery activities do not have a legal policy, but recovery activities begin in the emergency transition phase with housing construction based on Presidential Instruction Number 5 of 2018 concerning the Acceleration of Post-Disaster Rehabilitation in West Lombok District, North Lombok District, Central Lombok District, East Lombok District, Mataram City and West Nusa Tenggara Province are under the joint control of 4 Coordinating Ministries, together with 21 Ministries and the NTB Regional Government carry out the construction of permanent housing (huntap), Infrastructure, Social, Economic and Institutional which has reached the normal recovery phase or rehabilitation and reconstruction .

From the results of the early recovery analysis for the West Nusa Tenggara earthquake in 2018, the following was found: With the characteristics of the impact of the disaster, such as the number of houses that were heavily damaged and there was no policy for provision and management of shelter by the government, with a total of close to 150,000, it was confirmed that the livelihoods of the victims were disrupted due to the data collection process. until legal administration and the process of selecting procurement with Pokmas and partners and not running smoothly in the field due to various dynamics, of course it takes a long time plus the time to carry out the rebuilding of the huntap houses. Temporary shelter is urgently needed by survivors, as part of life recovery, but there is no government policy to provide temporary housing for disaster victims, and provide opportunities for assistance in building temporary housing (shelter) from BUMN and NGOs. the incident of the NTB earthquake, the earthquake, tsunami and liquefaction in Palu, Central Sulawesi, most of the NGOs working in NTB at that time shifted their roles to Palu). So that efforts to clean up the environment, livelihoods and public services by the community individually or independently.

Recovery of the livelihoods of survivors or early recovery from the 2018 West Nusa Tenggara earthquake disaster from non-physical or humanitarian aspects and their recovery needs tend to escape attention or attention to the consequences of disasters resulting in traumatic effects that cause disruption in society and how efforts to overcome these traumatic effects are not is a concern, for example, the acceleration of the provision of temporary housing (shelter) for heavily damaged houses, will be able to encourage the start of a livelihood with economic and social activities otherwise long in evacuation which adds to the suffering of victims .

Maynard & Parker said in the results of their research entitled Global Shelter Cluster in 2018, said the following: The interdependence and multidisciplinary nature of shelter and livelihoods can challenge humanitarian agencies trying to support households affected by disaster. Humanitarian shelter agencies supporting self-recovery may require households to contribute time, money, and materials to construction, but this can divert resources from livelihood recovery (Maynard & Parker, 2018). The provision of temporary shelter will support in many ways related to the recovery of the livelihoods of disaster victims, by involving the victims in the role of rebuilding, it will speed up recovery from trauma and immediately bounce back and become better and more resilient in facing threats. It has been proven that this was meant to happen in handling disaster recovery in NTB, where handling attention is more focused on accelerating the construction of permanent community houses.

Pay attention to the definition of early recovery written by Maynard (2011): Tarpaulins, transitional shelters or permanent houses: how does the shelter assistance provided affect the recovery of communities after disaster. University College London. and by using variables from the core activities in the early recovery area which are linked to the government's role in providing disaster public services, namely: Policy, Recovery of survivors' livelihoods and Disaster risk reduction, then the reflection on the implementation of the early recovery experience above, is summarized below:

Table 2 Reflections on the Implementation of Early Recovery from Previous Disasters

Variable Type	Findings	Information
Policy	<ul style="list-style-type: none"> - There are no regulations per law and there is no early recovery moment as a guideline. - Decision makers do not yet understand the urgency of humanitarian-based disaster impact-based recovery - Options are taken based on existing funding opportunities, but early recovery has not been comprehensively implemented - Implementation is not yet formal 	Local government follows the direction of the Center

Livelihood	<p>The aftermath of the earthquake disaster caused disruption to people's lives and livelihoods, such as</p> <ul style="list-style-type: none"> - Human access is disrupted - There is no attention to humanitarian recovery, more focused on recovering physical assets - There is intervention of local political interests - Dominantly carried out by NGOs and or independent communities - Massive number of damaged houses - Temporary housing is not a priority, it is provided by NGOs - The number of evacuees is thousands, there are vulnerable groups - Not yet understood the health impact of the disaster. - Cleaning of disaster debris by NGOs - Access to public service functions, has not been served well 	The human impact that occurred
Disaster Risk Reduction	<ul style="list-style-type: none"> - The concept of risk reduction in the emergency phase (starting with humanitarian restoration) is not yet understood, so that recovery is not optimal. - Rebuilding earthquake-resistant houses with an independent pattern, takes a long time. - The rebuilding of other sectors integrated with DRR has been included in the Post-Disaster Recovery Planning, but has not yet been implemented, due to limited resources. 	Restoring the initial impact of humanity rising from adversity

In the recovery of large-scale and unpredictable disasters such as earthquakes which have caused massive damage, loss and human casualties, the basic considerations in the Early Recovery efforts by the Government are that there is no momentum or policy to become the legal umbrella and the early recovery options that are carried out take more into account the opportunity for ready financial support. use and concentrate on recovering physical assets, even though affected communities need traumatic recovery in order to quickly recover from adversity and implementation is not entirely based on restoring survivors' livelihoods in order to build back better and create a more resilient community.

The implementation of early disaster recovery differs for each disaster emergency response and the basis for consideration different. Affected regional governments prefer to follow the central government's directives, because they do not understand disaster management and have limited resources. The main activity of early recovery is by providing temporary housing (shelter) for victims of damaged houses but other actions and activities towards humanitarian recovery have not been carried out in total. Recovery of individual humanitarian impacts is carried out predominantly by NGOs and has not been optimally coordinated by the government and regional governments and, there are no guidelines for its implementation .

E. CONCLUSION

From the results of the research above, it can be concluded that there are no policies or regulations that specifically regulate disaster early recovery, in Law Number 24 of 2007 concerning Disaster Management and Government Regulation Number 21 of 2008 concerning Implementation of Disaster Management which mentions that it does not clearly and explicitly mention recovery. Early in dealing with post-disasters, and even though there is an implementation policy, the regulations do not specifically mention Early Recovery. In carrying out early recovery, more attention is often paid to the possibility of obtaining available financial support and repairing damaged physical assets. However, affected communities also need emotional and psychological recovery in order to recover from the trauma they have

experienced. Therefore, it is important to consider restoring the livelihoods of the survivors so that they can rebuild their lives better and create more disaster-resilient communities. Each disaster emergency response has a different implementation of early recovery and is based on different considerations. Local governments affected by disasters generally follow directions from the central government because they do not fully understand how to handle disasters and have limited resources. Although the main activities of early recovery involve providing temporary shelter for disaster victims, there are still other actions and activities that must be carried out to restore the humanitarian impact that have not been carried out in its entirety. Currently, the restoration of humanitarian impacts on an individual basis is mostly carried out by NGOs and has not been fully coordinated by the government and local governments. In addition, there are no clear guidelines for implementing early recovery.

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