

Idham Ibty

Department of Public Administration, Faculty of Social and Political Sciences, Universitas Proklamasi 45 Yogyakarta, Indonesia. (email: idhamibty@up45.ac.id)

Subando Agus Margono

Department of Public Policy and Management, Faculty of Social and Political Sciences, Universitas Gadjah Mada, Indonesia

Erwan Agus Purwanto

Department of Public Policy and Management, Faculty of Social and Political Sciences, Universitas Gadjah Mada, Indonesia

Submitted: 2 November 2022, Revised: 8 June 2023, Accepted: 12 June 2023

Ibty, Idham is a lecturer of Public Administration, Faculty of Social and Political Sciences, University of Proklamasi 45 Yogyakarta. From January 2021 to December 2022, he has been a consultant for strengthening the implementation capacity of the System on Management of Aspirations and Public Service Complaints as a local coordinator in the Yogyakarta Special Region, which was continued as a consultant on these activities until now on a part-time basis. He holds a Doctorate degree in Management and Public Policy from the Faculty of Social and Political Science, Universitas Gadjah Mada. Idham Ibty has an interest in research and empowering citizen participation in the field of public services, local-government and multi-stakeholders collaboration in regional local areas and villages, as well as governance reform in handling potential risks of inequality in society and risks of natural disasters.

Subando Agus Margono is a public policy lecturer at the Faculty of Social and Political Science, Universitas Gadjah Mada. He completed his bachelor's degree in 1986, master's degree in 1999, and doctorate in 2013 at UGM in the field of Public Administration and Policy.

Erwan Agus Purwanto, is a professor of public policy at the Faculty of Social and Political Science, Universitas Gadjah Mada, and also Deputy for Bureaucratic Reform, Apparatus Accountability and

Analysis of the Implementation of Risk-Mitigation Governance in Public Services Near Yogyakarta International Airport

Abstract

The public service risk mitigation implemented by local governments in Indonesia in tackling potential risks and the impact of development on local areas is important for governance reform. This study aims to analyze the public service risk mitigation carried out by the Government of Kulon Progo Regency in the YIA area. This study is a type of qualitative research with an instrumental case study methodology. Data were collected by analyzing secondary data, as well as primary data through interviews and observations. The analysis was carried out using triangulation techniques, policy adoption, comparison, searching for data explanations and inductive reasoning, and FGDs. The study findings show that risk-mitigation governance can shape public service providers to face potential risks due to reducing negative impacts on citizens' basic rights and inequalities in the community. The risk-mitigation governance implementation runs led by the commitment of risk-oriented-local leaders, harmonization of regulations has not integrated to local-sector-law, stakeholder involvement with engagement the participation of basic service users, the private sector, as well as university, community representatives, media, and NGOs, with a collaborative and adaptable approach. Compliance and synergy among stakeholders are the most important factors forming public service risk mitigation.

Keywords:

governance; risk mitigation; public services; Yogyakarta International Airport (YIA)

Introduction

The implementation of public services based on legal-sector regulation reform has the

aim of achieving the values of protecting the rights of citizens (Besette & Pitney, 2010), and is oriented towards the interests

of achieving equality, sustainability, and mutual growth involving stakeholders (Freeman et al., 2010). The process of managing public services uses a participatory approach, taking sides with the community by looking at the dynamic development of the situation and environmental conditions. This alignment is intended to manage public services in an open, inclusive, accountable manner and the process of monitoring public services based on the influence of trust, satisfaction, and usefulness on the success of public services for citizens (Besette & Pitney, 2010; Dwiyanto, 2015), in accordance with the preparation of the formation of laws and regulations for the protection of citizens' rights (Indrati, 2020).

In the local development of the Kulon Progo regency, where the Yogyakarta international airport is being built, there are public service sectors such as education, health, social, economic, licensing, and investment as well as the environment, which have potential risks. It is indicated that it can cause citizens' rights to be violated. Kasarda reported that the construction of an international airport is part of the concept of a modern airport city, a combination of the three pillars of infrastructure access with business facilities, transportation interconnections, and logistics facilities that guarantee a sense of security and effectiveness. This development pattern is a city development strategy in the context of investment and business activation (Kasarda, 2019).

The airport city concept requires risk management which aims to prevent potential losses that cannot be controlled both from the side of the government, business people, and the global user community (Kasarda, 2019). Likewise for service providers and the community around the YIA development area. The local government does not yet have regulations that are directly related. However, the local government's efforts to prevent risks and impacts from developing the area already have activities and actions.

Based on the literature review, the novelty of the importance of public service risk mitigation can be described as follows. The governance of public service risk mitigation is one of the efforts in responding to situations and conditions that are dynamic and tend to change which have the potential to raise various kinds of risks originating from internal and external sources. Internal risk sources are regulation, institutions, human resources, finance, and technology. While external sources are such as natural disasters, non-natural disasters, and social disasters which can have an impact related to the implementation of public services.

The potential and various risks that arise can be used as a background in the formation of public service risk-mitigation governance in identifying and preventing potential risks that arise so

that the implementation of public services runs optimally such as health, social-economic, and environment (WHO, 2013). The government as the organizer of public services innovates and transforms following developments and situations that affect risks in public service governance (Dwiyanto, 2017). Furthermore, risk mitigation management, both regarding disasters (Mileti & Peek-Gottschlich, 2001) and private company risk management, requires a systemic and standardized framework so that values, principles, and procedures to achieve public service goals can be realized.

Therefore, risk-mitigation governance includes potential risks from natural and non-natural disasters described in disaster management, responsiveness in the management of disaster risk mitigation caused by nature is influenced by various elements such as preparedness; assessment of vulnerabilities and threats by involving the community and increasing the operational capacity and capability of the organizers and the community (Benson et al., 2007). Meanwhile, non-natural disaster risk mitigation refers to efforts to reduce human vulnerability to non-natural hazards such as social and economic disasters and environmental health, and Abraham added it as well as building individual, community, and state resilience to protect against the impacts of hazards (WHO, 2013). Whereas in realizing risk-mitigation governance, it is closely related to the risk management process which is an organizational policy procedure to manage, monitor and control the organization's exposure to risk (Prioteasa et al., 2018). The application of risk management can provide a broad and varied spectrum for organizations to provide benefits such as reducing income volatility, reducing costs and losses, and improving decision-making processes.

Related to indicative gaps in the mapping of stakeholders, it can be the first stage of assessment in the division of roles and functions of

various parties and airport development sectors (Freeman et al., 2010; Kasarda, 2019; Prioteasa et al., 2018). Their attention goes to the stages of implementation and control of potential losses and impacts that occur. There is the issue of the process of establishing policies and adapting management as the core of the organization. As an internal problem is the leadership and apparatus of public service providers, as well as citizens, are direct users of their products/services and sovereign owners. In addition, partner leaders are suppliers of production or service needs, financing and finance, marketing and public relations, to research and development. Meanwhile, the framework of external stakeholders (Freeman et al., 2010) includes interested parties, such as the government, legislature, private sector, mass media, universities, and civil society organizations. The mitigation mapping process requires the participation of interested parties consisting of various groups to identify risk sources to risk factors and find the root of the problem using integrated data (Z. J. Yang et al., 2014). The deliberation process arranged in a series of meetings with various interested parties in public administration is one part of the efforts to realize risk mitigation (Bessette & Pitney, 2010; Martinovski et al., 2005).

There are several factors governing risk-mitigation efforts, which are used for this study, namely; (1) risk assessment, which is an effort to identify potential losses or threats caused by nature and non-natural by taking into account the character of the area, quality of government services, availability of infrastructure, demographic aspects by setting priorities and scoring the highest score based on community needs (van Iersel et al., 2017). (2) mapping and participation of stakeholders (Freeman et al., 2010; Prioteasa et al., 2018) as well as the implementation of accountability, transparency, effectiveness, and efficiency which are the responsibility and fulfillment of accountability from the participation

of the organizers' interested party services in determining the success of work units at all levels of government (Dwiyanto, 2015). In addition, the elements of accountability, effectiveness, and efficiency are risk-mitigation processes at the level of plan exposure and the need for implementation related to risk-mitigation practices (Prioteasa et al., 2018). (3) integrated data and IoT technology, referring to the use of technology, coordination with interested parties, as well as in conducting supervision, risk-mitigation control in developing preparedness and responding to change and uncertainty (Prioteasa et al., 2018). (4) information, communication, and knowledge are useful in identifying risks in the implementation of risk mitigation, the integration of information, communication, and knowledge that is carried out has a great influence on making decisions in risk-mitigation governance (Yang et al., 2014). (5) human resource competence is part of the aspect of increasing competence and professional behavior of human resources in responding to changing situations with continuous improvement (Prioteasa et al., 2018). (6) supervision and control, aims to ensure that the implementation of the risk-mitigation process runs with quality standards that are aligned with the objectives of the risk-mitigation mechanism in accordance with the plans and steps that have been prepared (Prioteasa et al., 2018). (7) integration in the formulation of policies and regulations, namely the decision-making process that has been determined through the process of involving interested parties (Klaus, 2018). In this case, there is adaptive capacity, namely the combination of attributes, strengths, and resources available to the organizers as applied in disaster management and health emergencies as reported by Iersel et al. (2017), private companies (Prioteasa et al., 2018), as well as in communities and non-governmental organizations (Scolobig et al., 2016) both systemically and between stakeholders.

One issue of this study is related to YIA and the area development process which has

implications for various potential risks. This includes the emergence of social conflicts (Cahyono, 2017), violence against minorities (Ahnaf, 2017), vulnerability to natural disasters such as floods, earthquakes, tsunamis, hurricanes, volcanic eruptions, and weakening of community empowerment (DIY Region Authority for Social Political Unity (Kesbangpol DIY, 2018), as well as conflicts over land issues and criminalization that led to acts of violence against people in the airport construction area. These various potential risks have significant consequences for public services in health, social and economic efforts for the community which has implications for achieving the capacity of providers in maintaining the dignity and life of the community. Therefore, the problem of this study is how the implementation of public service risk mitigation by the local government of Kulon Progo regency in handling potential risks in the YIA area for the community as users of public services.

Methods

This study aims to explain the risk-mitigation process in the implementation of public services by the Kulon Progo regency government in handling the risks of YIA area development using a qualitative case study method. The data collected comes from the participant of the study in the YIA area in Kulon Progo Regency, which uses a case study approach. In order to achieve it, a database of 7 cases and a group of participants. The databases were built in groups i. e. regulation and regent, leader of dines, local representative board, leader of CSOs and universities as informants; provider of basic services of disaster, land-infrastructure environment; health, livelihood-social-economy; community leader and citizen in gender-balances from 5 villages from 3 sub-district in YIA area. Primary data was collected from their group as resource persons chosen with snow-ball-preferences for in-depth interviews and organizing as members of FGDs.

The informant of the study includes stakeholders consisting of; the regent and leader of dines, and community leaders who were affected in the YIA area were selected. Each is taken based on the type of basic service and the results of a different potential risk assessment of the affected community and represents a variety of topics; Public service providers including heads of public service delivery agencies such as Natural Disaster Management, Public Health, Social Affairs, Micro Small Enterprises and Cooperative Empowerment, Public infrastructure works, Board of local regional development planning, and service provider representatives from the provincial government, YIA Project Management and private related service providers. Also involved were village heads, community facilitators, and community organization officials from sub-districts around the YIA area.

Primary data was collected using semi-structured interviews, observations, and focused discussion meetings according to the topic. FGDs were built and subsequently analyzed to extract issues related to the implementation of public service risk mitigation, namely FGD-regulator, FGD-apparatus, FGD-community, FGD-disaster, FGD-infrastructure-environment, FGD-health, FGD-livelihood, and FGD-social. Each member of FGD has 7 to 11 participants as resource persons. While secondary data comes from policies, documents, mass media reports as well as related agencies obtained from various agencies related to providing an overview of the risk mitigation of public services in the construction of YIA. The databases were collected in the duration of September-November 2018. Searching and collecting the related reports and documents in the same keywords using the Google search engine were done first in March-August 2018 and second in January-March 2019. Data analysis was carried out descriptively in identifying key issues, values, principles, and processes related to the factors of the risk-mitigation implementation above.

Results and Discussion

Public service governance reform requires transformation and innovation as a driving force in citizenship public service in YIA area development. Prerequisites for this renewal are related to systemic transformation to harmonize policies and management of public services through regulations and the implementation of risk-mitigation governance for public services which can be seen from the risk management of natural and non-natural disasters.

The construction of YIA and the airport area raises various kinds of potential risks that have a direct or indirect impact on public service providers. Therefore, the Regency government of Kulon Progo organizes public services with programs so that the implementation of public services runs optimally. This includes identifying potential risks, preventing them, and dealing with those that occur. Some objective conditions of vulnerability, threats, and potential risks and the role of the Kulon Progo Regency government in dealing with the impacts of YIA development are as follows, (a) vulnerability to risk and community preparedness in the YIA area as seen from various public service problems. Such as in structuring population, sources of livelihood and business fields, employment, as well as facilities and development of the airport city area with the concept of risk mitigation so that the problems experienced by the community around the construction of YIA airport can be overcome. (b) Mitigation of public service risk in the YIA Area as a form of realization of the Mid Term Plan for Regional Development of DIY, and Kulon Progo Year 2017-2022. This is shown in the process of the concept paper of an airport city and aerotropolis plan developed by the initiative of DIY Regional People Representatives that transforms an airport into an economic node and aims to attract investors by adhering to the principles of safety, security, and integrated transportation services.

Potential risks, various threats, and vulnerabilities of the community around the airport construction originating from floods, earthquakes, and tsunamis as natural disasters and social-economics conflict as non-natural disasters can be avoided through community preparedness and the role of public service providers by the Kulon Progo Regency Government which is regulated through regulations and local sector laws and policies that accommodate various basic service sectors in accommodating the needs of the community around the airport construction. It is appropriate to Bessette & Pitney (2010) that legislation is the basis for regulation to provide basic public services. The implementation of public services has the aim of achieving the values of protecting the rights of citizens and is oriented towards the interests of welfare and environmental protection. That is in accordance with Klaus (2018) and Freeman et al., (2010) and that the conditions are friendly to achieve equality, sustainability, and growth together of stakeholders in the near future.

Public Service Risk Management of YIA Area

Efforts to realize risk management for the area of Yogyakarta International Airport require risk-mitigation elements based on regulations related to governance and utilization of organizational resources in the risk-mitigation process by public

service providers. Regulations or local sector laws for the implementation of public services refer to the DIY Regional Regulation Number 5 of 2014 concerning Public Services which are held at various levels of local government in DIY. The regional regulations are based on the mandate of Law Number 25 of 2009 concerning Public Services and Law Number 23 of 2014 concerning regional government. These regulations relate to the authority between the national and the regions in the distribution of public service affairs that are closely related to the administration of government or how to determine local public affairs according to their governance.

In the context of the implementation of public services by local governments in handling the impact of development, legislation is presented with the content of risk-mitigation implementation or intends to regulate procedures related to the risk mitigation of public services, which is presented in Table 1.

The diversity of these regulations indicates a causal relationship to the problems of implementing procedures with conditions of overlapping local regulations. Besides there are various complaints of community oversight and reports of aspirations for services. There is a difference between Scolobig et al. (2016) and van Iersel et al. (2017) who reported that

Table 1.
Regulations, Contents, Indications, and Criteria
for Risk-Mitigation Governance for Public Service Affairs

Source and Title, Content of Legislation	Indications and Criteria driving forces for public service risk mitigation
Law Number 25 of 2009 concerning Public Services	Establishment of complaint management in each unit of the public service provider; Planning and service pay attention to compliance, prudence, prevention, management of maladministration, service integrity, and financial accountability; community participation, and gender equality and social inclusion affirmation in the implementation of public services; and management of public complaints.
Law Number 23 of 2014 concerning Regional Government	Education, Health, Social, Economic, Disaster, Safety, Public Order, and Citizen Protection Affairs require planning, budgeting, management, monitoring and evaluation, and community participation with standards.
Law Number 37 of 2008 concerning the Ombudsman of the Republic of Indonesia	Complaints, aspirations, and community supervision require reporting procedures; Public service supervision standards include reaching the role of people with different economic statuses, geographical location distance, and differences in physical and mental capabilities.

Law Number 24 of 2007 concerning Disaster Management.	Handling natural disasters, non-natural disasters, and social disasters, and community participation in the implementation of preparedness, emergency response, and recovery, including the handling of aid and compensation for all residents as victims. Unified data management; Implementing community-based disaster risk management systems and novelties; early prevention of various risks requires an early warning system, and the use of technology; facility of information on weather anomalies and climate change, coordination of stakeholders and DRR Forums in districts/cities and provinces.
Law Number 36 Year 2009 concerning Health;	Enforcement of compliance and capacity to manage service issues considering the rights of the community; accommodation space on risk mitigation-oriented planning, emergency policies, and health disease epidemics.
Government Regulation Number 60 of 2008 concerning Government Internal Control System;	Procedures for implementing minimum service standards by: collecting data; need fulfillment calculation of basic services; preparation of plans for the fulfillment of basic services; and implementation of basic service fulfillment;
Government Regulation Number 2 of 2018 concerning Minimum Service Standards;	Capacity building with disaster risk-mitigation competence;
Regulation of the Minister of Home Affairs Number 101 of 2018 concerning Basic Service Technical Standards on Minimum Service Standards for District/City Regional Disaster Affairs;	The disaster risk-mitigation framework requires details on handling natural disasters, epidemics/ epidemics/pandemics of health diseases, social disasters, disasters of economic inequality and environmental damage; engagement, participation, and collaboration with stakeholders.
Regulation of the Minister of Health Number 4 of 2019 concerning Technical Standards for Fulfilling the Quality of Basic Services in the Health Sector.	
Presidential Regulation Number 76 of 2013 concerning Management of Public Service Complaints; Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 24 of 2014 concerning Guidelines for the Management of Public Service Complaints; Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 62 of 2018 concerning the Public Service Complaint Handling System.	Protection of citizens who complain about services and submit aspirations, monitoring, and reporting requires transparency and accountability of the organizers and management of reports on aspirations and complaints of public services; Commitment to implementing an Electronic-Based Government System; and the application of a Public Service Complaint Application that is friendly and protects the community, to reach communities with special needs
Local Regulation of Kulon Progo Regency Number 12 of 2017 concerning RPJMD of Kulon Progo Regency 2017-2022;	The need for adjustment of development planning with the priority of the national vital object of YIA Airport in Kulon Progo Regency with the existence of vulnerabilities, threats, and potential residual risks as well as the impact of socio-economic and environmental inequality in an integrated manner.
DIY Regional Regulation Number 3 of 2018 concerning RPJMD DIY for 2017-2022.	
DIY Regional Regulation Number 5 of 2014 concerning Public Services in DIY	Compliance, upholding public order; setting control permissions; Educate the public to participate in public supervision; Accommodation of aspirations and complaints of public supervision on social, economic, and environmental inequalities.
Governor Regulation Number 21 of 2008 concerning the Organization and Work Procedure of the Regional Ombudsman in DIY, which was corrected by the Regulation of the Governor of DIY Number 69 of 2014, then revised again with the Regulation of the Governor of DIY Number 28 of 2019 concerning Amendments to the Regulation of the Governor of DIY Number 69 of 2014 concerning Organization and Administration The work of the DIY Ombudsman Institution.	Enforcement of supervision requires ethics and accountability of the reporting party; Complaint service facilities by mediating disputes regarding law and mala-administration; Technical standards for basic livelihood protection services; development of means of communication and public consultation, disclosure of information and the participation of all parties to help resolve conflicts in social peace, protect the rights and obligations of citizens; prevent multi-hazard, deal with potential risks.

Source: Analysis Results

causing citizen or community shocks due to unpredictable disasters or the emergence of unplanned social conflict events has not been dealt with quickly. Besides that is caused by

the character of the stakeholders as reported by Freeman et al. (2010) who act on their own initiatives in the role of dealing with potential risks and solving problems.

Harmonization of Risk Management Policies

Regency government of Kulon Progo regulations governing risk management are carried out structurally by determining appropriate future actions and taking into account available resources, as well as being the basis for the preparation of regional development plans at various levels of government. This requires the harmonization of policies according to regencies' governance. It aims to (1) support coordination among development stakeholders, (2) create synergy and integration between levels of government, (3) commitment and consistency in planning, budgeting, implementation, monitoring and control, and (4) optimize community and stakeholder participation.

Studying the complexity of regulation arrangements, agenda of implementation and alternative solutions to harmonize them to achieve the values and its governance implementations by mitigating risks include:

- a. Mitigation mainstream. To follow the analysis, there are found terms of manage, take, prevent, protect, reduce, bear, and resolve the risk of harm (Martinovski et al., 2005) and or mitigate the potential risk (Prioteasa et al., 2018) of services related to the basic affairs of education, health, public order and protection;
- b. Contents of compliance. Many sources consider: upholding public order; regulating residence permits in the movement of residents from outside the region/country; controlling the death/birth rate of the population; regulating marriages and migration of citizens between regions; controlling the opening of new entertainment venues; carrying out education with reproductive health curriculum in junior high schools in the local area; preventing and epidemiological surveillance; prevention and promotion of Public Maternity & Multi-Hazard Stake Holder Forum, School of Health Emergency & Disaster Preparedness. It is intended as accommodating mitigation governance towards risk through enforcement of a compliance system and providers' capacity with integrity according to policies. This is also reported by Martinovski et al. (2005) and Prioteasa et al. (2018), besides paying attention to community rights, also for reviewing and recommending improvements to the health emergency policy in the public health centers and related dines.
- c. Unified data management. It was found that it addressed the implementation of facilitation of a community-based disaster risk reduction system; Early warning system; Using the Extensometer; Disaster risk reduction management with Integrated Data; Disseminate information and early warning of Agency of Meteorology and Geophysical Information on Weather Anomalies and Climate Change. Part of them can be shown in the report of van Iersel et al. (2017) including the development of Disaster and Health Emergency plans and institutions; Managing renewable data and Health Emergency and Disaster Situation Reports; Preventing early flood risk; Hurricane; Landslide; Communication, education of Disaster Preparedness Schools; Including to coordination of risk assessment. It is close to the Regency Disaster Risk Reduction Forums' report in the regency and province of DIY.
- d. Protect citizens' rights. Although the database described the implementation of facilitating mediation of disputes regarding law and mala-administration in the process of compensation for land objects for airport construction. Their sources show the support of the regent and leader of local dines that initiative and commitment of leaders is the main element in the implementation process. An urgency of mediation of land dispute resolution shown in the facilitation of the DIY Economic Resilience Working Group is in FGD analysis as reported by Scolobig et al. (2016); also in the protection of livelihoods in agriculture ("bela-beli" as retail-

distribution in modern store in collaboration with AlfaMart) including improvement of related basic service regulations.

- e. Overcoming multi-stakeholder access to the YIA and local-Regional development. Following the result analysis, it was found the facilitating public consultation as reported by Martinovski et al. (2005) and Bessette & Pitney (2010) on the Environment Impact Assessment (AMDAL-RKL & UPL); Open Information to YIA's management for the participation of all parties in the Detail planning and landscapes (RTDR/RTRW) in the area. Facilitation of Waste Shelters and environmental sanitation, and policy-in-public consultations for dealing with threats of natural disasters. Provide recommendations for improvement of disaster risk reduction guidelines; Encouraging the participation of parties (Bessette & Pitney, 2010; Martinovski et al., 2005) in handling Waste Terminal Environmental Sanitation; Improving the policies of handling potential risk or impacts as reported by Prioteasa et al. (2018).

Therefore the harmonization of regulations and mitigation implementation of risky conditions in strategic project development areas encourages patterns or tendencies of a managed order, strengthens the capacity of service providers and the participation of the community as service users and stakeholders preventing the emergence of various potential risks, maladministration and overcoming potential risks both originating from sources of disaster shocks as well as socio-economic and environmental imbalances.

Stakeholder Participation

Mapping of stakeholders consisting of; (1) Government D.I. Yogyakarta and the Regency Government of Kulon Progo in handling risks in the implementation of public services, act as well as policymakers and regulatory oversights, as well as

controlling and improving the implementation of public services in accordance with laws and regional-local sector laws and regulations concerning the implementation of public service providers. It is close to the criteria of stakeholder stages of Freeman et al. (2010); (2) The private sector plays a role in the commercialization aspect which functions to produce goods and services in various fields (Kasarda, 2019) in the construction of YIA airport and the forms of services that are permitted to be carried out by the private sector. Furthermore, (3) non-governmental parties consisting of the community through non-governmental organizations (NGOs), mass media, and universities, play a role in strengthening community capacity in dealing with various vulnerabilities, threats, and potential risks to the community and citizens as users and/or partners in implementing public service as reported by Martinovski et al. (2005); Prioteasa et al. (2018); (4) The user and community also have a role in planning, organizing, controlling and evaluating as reported by Prioteasa et al. (2018) in collaboration with the culture-based organization that develops in the community as social capital in the preparation, formation, and implementation of decisions in efforts to mitigate risks that may occur due to disasters and impacts.

The participation of multi-stakeholders ensures clarity of interests, aspirations, and problems facing the potential for multiple risks. In the general procedure of implementation in the delivery of public services, it is shown as the main approach for governing risk mitigation by Freeman et al. (2010), Martinovski et al. (2005), and Prioteasa et al. (2018). The tendency for changes in situations and conditions is high and the vulnerability of the community and service providers, as well as changes due to unplanned events or shocks at various levels of tendencies, threats, and different risk values. That requires a good and appropriate approach so that the positions and authorities of the parties are clear, and the problems are compared. Their local

governance respective assignments become clear to develop a public service risk-mitigation plan based on their leader's commitment.

Increasing the Role of Citizens and Local Wisdom

The shaper of the success of risk mitigation is the existence of local wealth and wisdom owned by the citizen. The subject of the change, namely community members who are responsive to various threats. In the general implementation of governance, the factor determining the providers of such risk mitigation, the form of procedures and adaptive actions to solve problems for the community is the community member as the citizen (Bessette & Pitney, 2010; Freeman et al., 2010; Martinovski et al., 2005). Besides that, it is found to address the potential risks and impacts (van Iersel et al., 2017) of YIA's area development, and requires the operationalization of risk-mitigation governance standards (Prioteasa et al., 2018) for the delivery of public services in the area. This requires confirmation by containing regulations ensuring there is a guarantee of protection for citizens in conveying their aspirations for improvement and complaints about risks and public service problems. The equal position of citizens in the accessibility of information, data, and organizing processes is meaningful for its success. There is the social capital, as reported by WHO (2013), that comes from the values and wealth that develop in the community, which is useful for the process of identifying vulnerabilities and resilience that are deeply rooted in the culture and nature around the community. It is also useful for organizing the preparedness of all elements of participation engagement and increasing the resilience of citizen organizations in overcoming potential vulnerabilities (van Iersel et al., 2017), as is the case in the arena affected by YIA development and dynamic changes in the community and environment.

Public Service Risk-Mitigation Stages

Risk-mitigation implementation is described as a procedure for anticipating, socializing, communicating, empowering, and organizing a series of human activities and resources within the organization of public service providers to achieve the desired value of public services. The risk-mitigation work process carried out by the Regency Government includes the following.

a. Compliance

The main stage is compliance determines the public service risk-mitigation implementations led by the Regency Government in dealing with multi-stakeholders to handle potential risks from disaster shocks and the impact of YIA development. The element of compliance is obeying ethics and rules (Martinovski et al., 2005), and obeying and enforcing regulations (Scolobig et al., 2016). This was carried out by the Regent who continuously conveyed it as an interest orientation to public service organization leaders and apparatus of public service providers. This includes building a common understanding and disseminating integrated information and data.

Therefore, awareness of compliance with regulations is developed for all heads of public service providers or work units. On the other hand, many regulations have not been harmonized. Coordination of governance integration that contains risk mitigation requires corrective action for policy integration, as well as adaptive in the consistency of behavior and building a teamwork team that is oriented towards risk-mitigation implementations as long as policies and procedures are still sectoral.

b. Approach and Role of Stakeholders

The second is the risk-mitigation process using stakeholder involvement that includes a participation approach, information disclosure, and accountability elements. That is also reported by Cook et al. (2016) and McGee et al.

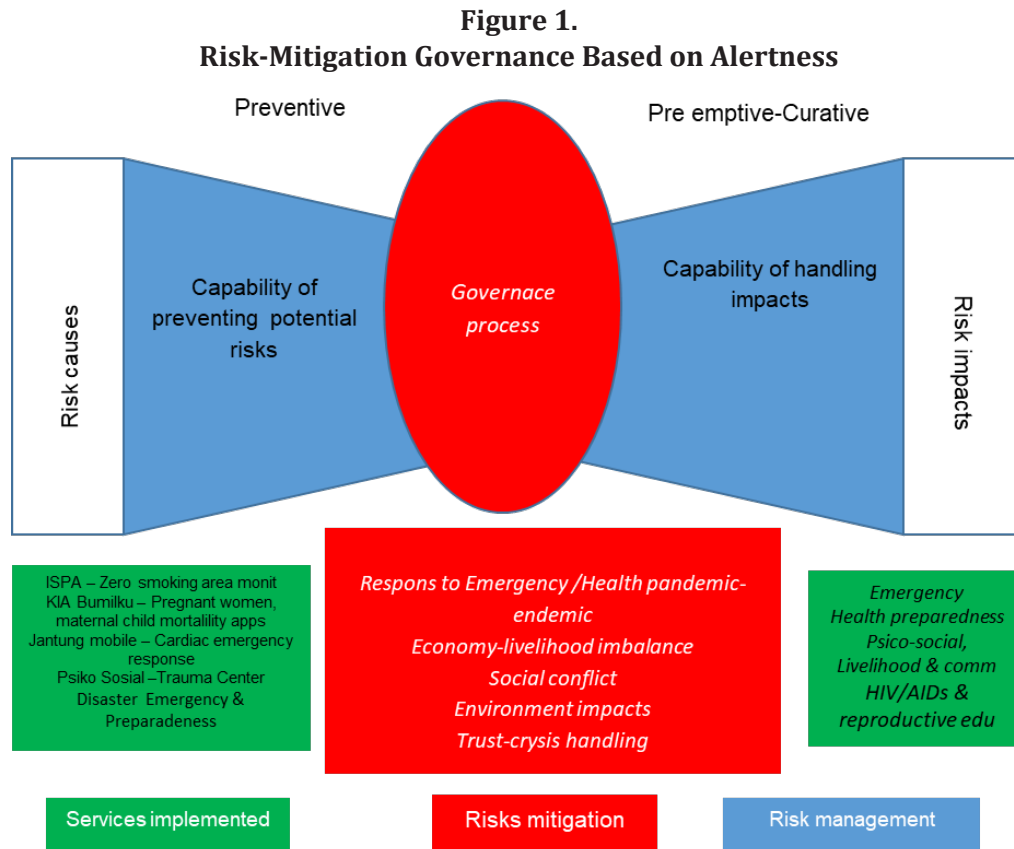
(2010). This goes hand in hand with stakeholder mapping and the process of decision-making. The implementation of the stakeholders being actors of society, government, private sector, NGOs, universities, and media in the delivery of public services has been developing this process in collaboration and building synergies to anticipate, overcome vulnerabilities, and reduce the potential for various risks through the risk-sharing and taking in their participation.

Although the results of the study show that it has not been focused on the interest of risk mitigation, the activities carried out through the facilitation of community forums with communication and consultation with stakeholders, especially community leaders in participation engagement, the risk-committed leader led by the Regent or the providers' leaders and get input on data of problems and aspirations for their decision making. The existence of vulnerabilities, various threats, and potential risks expressed by residents and partners

at the public forum, shows different perceptions due to differences in needs, backgrounds of interests, values, and alignments with the problems they feel. There is an important thing about using this implementation which described the activities conditions such as conducting the implications of collaborative procedures in the implementation of multi-stakeholder cooperatives that they get the attention of users and the role of non-government organizations, namely the space for the accessibility of information and data and how to determine priorities based on the interests of all citizens (Scolobig et al., 2016) thus it is clear which ones are built as understanding and compromise in fairness for the citizens.

c. Early Detection, Risk Assessment and Preparedness

The third is early detection, risk assessment, and preparedness. This is the main stage in implementation to find out early databases on



vulnerabilities, threats, and various potential risks as well as residual risks and measure the level of risk based on the interests of stakeholders to increase preparedness in dealing with hazards and handling or reducing risks that occur. According to K. Yang & Callahan (2007), stakeholders' perceptions in citizen forums or public consultation forums show that data of aspiration and community complaints or citizen voices and multi-stakeholder consultation are useful for decision-making, and influence adaptable local public service providers, local until regional leaders which indicate risks are taken by the Regent commitment.

From Figure 1 above, it can be explained that the comparison of evidence of shocks in the occurrence of natural disasters, non-natural, as well as socio-economic-environmental inequality which shows its influence on vulnerabilities, various threats, and potential risks and identified the initiation of organizing organizations and public service users. as well as the choice of breakthrough programs to prevent or reduce risks and forms of risk-mitigation initiatives.

d. Risk-Mitigation Action

The fourth is the risk-mitigation action or treatment. The process of this implementation includes elements of governance practices or actions to anticipate risks, avoid risks, transfer risks to other parties, reduce the negative effects of risks, or partially accommodate or accept the results of a compromise if there is an interest in sharing the loss or burden of potential risks that will occur. The existence of local regulations regarding smoking-free zones, reducing the risk of pregnant women, and maternal and child mortality by using an internet-based application called "bumilku," smart mobile medicine for rapid reaction programs and cardiac emergency treatment; trauma center facilities at the Community Health Center, as well as the School for Disaster Preparedness and Health Emergency

Response; Character education with a healthy reproductive module for multi-level schools in the regency is a policy package declared by the Regent as a model for risk-mitigation implementation that is directly related to anticipating uncertainty and change and potential risk or residual risk as the impact of negative derivatives.

All the results of the risk-mitigation actions and adaptations in the table above are still being debated in the stakeholder discussion forum. There is increasing attention to the wealth of social capital and efforts to protect the regencies' residents through various programs to overcome vulnerabilities and empower the preparedness of the survivors and those potentially exposed. While there are still many complaints from public service users and the emergence of multi-risks, the protection of community residents who have survived the impact of YIA development by handling risk mitigation can be carried out in various ways for handling priority risks based on the results of the highest risk score assessment in the basic service sector for community needs such as sources of livelihood for agriculture, fishermen, micro-producers and corporations, tourism providers, health service providers, and education service providers. Management of public service risk mitigation in the regency is presented in the plan of action based on the classification of affairs, Minimum Service Standards and Basic Service Standards, potential risks, and risk-mitigation responses. Besides that, it is shown where the existing support management has required the apparatus which focused on risk mitigation in the program.

e. Adaptation of Risk-Mitigation Governance

The fifth is risk-mitigation governance adaptation. The Regency government adjusts activities and finds resources to support the regional budget in tackling the impacts and potential risks and or impacts of YIA development. Integrated online public service activities with

One Single Submission with new facilities for the Public Service Mall, campaigns and facilitation of direct investment in the livelihoods sector, increasing purchasing power and consumption of residents from and for local residents, such as local sector law of the “Bela Beli Kulon Progo” and its program implementation based on local products; forms of adaptation of risk-mitigation governance for health emergency responses such as rapid services for dealing with heart attacks with integrated car services with ElectroCardiograph facilities that are connected to local-region hospitals with international standards, placement of psychologists to deal with increasing stress diseases of residents at every Community Health Service Center in the YIA area, licensing of entertainment businesses is allowed in where hotels start with three stars and enforce public order and control ladies night, night entertainment, and handling the HIV/Aid epidemic, drugs, increasing infant mortality and monitoring pregnant women online, as well as potential risks of other social diseases. So that this process is an adaptation factor for the implementation of public services as a result of risk-mitigation management. This exposure is close to Prioteasa et al. (2018) report, although it is still being discussed about the process and its benefits to be known by residents and interested parties either because of events or potential disasters, inequality, and residual risks caused by the environment as an open process. Efforts are made to renew the data, including from the aspirations and complaints of the public known to various parties.

f. Integration of Risk Mitigation in Policy Formation and Public Service Capacity

The sixth is the activity of integrating risk mitigation into the process of formulating the policy and local-public service regulations up to the stages of implementation and evaluation. The policies taken require clarity of context and

urgency, parties who initiated them, parties who will benefit, and clear residual risk to be borne, policy goals and objectives, indicators, and activities to achieve performance, budget clarity, and parties who are responsible if risks occur or charged, and the actions and consequences of costs or damages from evaluations performed if they fail. Prioteasa et al., (2018) reported that it is related to taking the possible benefits such as reducing income volatility, lowering cost and losses, increasing profitability and income, improving the decision-making process, a good allocation of resources, and increasing stakeholder satisfaction.

The integration of risk mitigation into the public service management mechanism adopts the process of establishing derivative regulations from the implementation of public service laws and the need for the formation of local sector laws or regional regulations. As described in the sub-chapter adaptation of risk-mitigation management above, regional leaders are willing to take risks to be transferred or exchanged for the benefit of creating service conditions that can generate and improve community trust. Therefore, the need for policy adoption requires procedures by observing governance practices regarding various alternative solutions to public service risk-mitigation problems, such as human resources’s involvement in the integration of risk mitigation and strengthening it in the process of the organization.

Meanwhile, a study on risk-mitigation governance shows the importance of consistent compliance in its implementation mechanism, which is explicitly stated as an element that dynamics capacity systematically. This capacity is shown by collaboration amongst stakeholders on their attributes, strengths, and resources available in the community or organization that are used to achieve goals. As a reference in every public administration activity that is in direct contact through services to the

community, both in the field of administrative affairs, services, goods, or a combination of these services. With an adaptive nature, the elements can be further elaborated in the application of technical rules, both those concerning systems, procedures, quality standards, reporting requests for information aspirations and complaints, as well as its supervisory. This is a derivative of the value of public services through risk-mitigation governance by local governments which is stated as a measure of the success of the vision and mission as outlined in the regency's Local Midterm Program Planning (RPJMD).

Furthermore, the adaptation of the risk-mitigation implementation shows the commitment of the Regent and all provider leaders to open opportunities for the community along with stakeholders to play a critical role in building a systematic mindset and behavior that is risk-mitigation vision-oriented of providers.

Conclusion

This article identifies the implementation of risk-mitigation governance facilitated by the local government in the YIA area by setting up the opening public spaces for multi-stakeholder involvement; being: compliance; participatory approach; harmonization of local sector regulations integrating the risk reduction; early detection, risk assessment, and preparedness, governing the risk mitigation in coordination led by risk-oriented leadership that strengthens the capacity of the local public service provider.

The exposure shows the efforts for the risk-mitigation action in the plan of action including the indicator of users' satisfaction, as well as knowledge of risk-mitigation, collective skills, and attributes, as well as resources and facilities. The integration of risk mitigation with the procedures for formulating policy has not been regulated. Evidence of community participation in multi-stakeholder collaboration on cross-case data that can build consensus on conflicts of

livelihoods, social, population data, and workers from outside the region/foreigners, up to the level of joint decision-making need to use databases on aspirations and public complaints. It is necessary to carry out further studies on procedures with intensity and creativity that are appropriate for the community, and risk-mitigation governance in the public complaint-handling system mandated by regulations with participation engagement.

References

- Ahnaf, M. I. (2017). *Krisis Keistimewaan, Kekerasan terhadap Minoritas di Yogyakarta*. CRCS UGM.
- Benson, C., Rossetto, T., & Twigg, J. (2007). *Perangkat untuk Mengarusutamakan Pengurangan Risiko Bencana : Catatan Panduan bagi Lembaga-Lembaga yang Bergerak dalam Bidang Pembangunan. ProVention Consortium Secretariat, Switzerland*, 75.
- Bessette, J. M., & Pitney, J. J. (2010). *American Government and Politics: Deliberation, Democracy and Citizenship*. Cengage Learning. <https://books.google.co.id/books?id=8uu8cevL2iUC>
- Cahyono, E. (2017). *Perlindungan Hak*. Sayogya Institute.
- Cook, J., Oreskes, N., Doran, P. T., Anderegg, W. R. L., Verheggen, B., Maibach, E. W., Carlton, J. S., Lewandowsky, S., Skuce, A. G., Green, S. A., Nuccitelli, D., Jacobs, P., Richardson, M., Winkler, B., Painting, R., & Rice, K. (2016). Consensus on consensus: A synthesis of consensus estimates on human-caused global warming. *Environmental Research Letters*, 11(4), 1–7. <https://doi.org/10.1088/1748-9326/11/4/048002>
- Dwiyanto, A. (2015). *Reformasi Birokrasi Konseptual* (Utari (ed.)). Gadjah Mada University Press, Anggota IKAPI. <https://ugmpress.ugm.ac.id/id/product/sosial-politik/reformasi-birokrasi-kontekstual>

- Dwiyanto, A. (2017). *Memimpin perubahan di birokrasi pemerintah : catatan kritis seorang akademisi*. Gadjah Mada University Press. <https://ugmpress.ugm.ac.id/id/product/sosial-politik/memimpin-perubahan-di-birokrasi-pemerintah-catatan-kritis-akademisi-praktisi>
- Freeman, R. E., Harrison, J. S., Wicks, A. C., Parmar, B. L., & de Colle, S. (2010). *Stakeholder Theory: The State of the Art*. Cambridge University Press. <https://books.google.co.id/books?id=xF8-WN1QlIMC>
- Indrati, M. F. (2020). *Ilmu Perundang-undangan 2 : Proses dan Teknik Pembentukannya* (23rd ed.). Kanisius. <https://simpus.mkri.id/opac/detail-opac?id=10343>
- Kasarda, J. D. (2019). Aerotropolis. In *The Wiley Blackwell Encyclopedia of Urban and Regional Studies* (pp. 1–7). Wiley. <https://doi.org/10.1002/9781118568446.eurs0436>
- Klaus, S. (2018). The Global Competitiveness Report. In *World Economic Forum*.
- Martinovski, B., Mao, W., Gratch, J., & Marsella, S. (2005). *Mitigation Theory: An Integrated Approach*. May 2014, 1–6.
- McGee, R., Gaventa, J., Barrett, G., Calland, R., Carlitz, R., Joshi, A., & Acosta, A. M. (2010). Review of Impact and Effectiveness of Transparency and Accountability Initiatives: Synthesis Report. *Transparency and Accountability Initiative Workshop, October*, 55.
- Mileti, D. S., & Peek-Gottschlich, L. (2001). Hazards and Sustainable Development in the United States. *Risk Management*, 3(1), 61–70. <https://doi.org/10.1057/palgrave.rm.8240077>
- Prioteasa, A.-L., Ștefan, V.-E., & Nadia Ciocoiu, C. (2018). *Enterprise Risk Management Implementation: a Review of Good Practice*. July 2020, 749–760. <https://doi.org/10.31410/itema.2018.749>
- Scolobig, A., Thompson, M., & Linnerooth-Bayer, J. A. (2016). Compromise not consensus: designing a participatory process for landslide risk mitigation. *Natural Hazards*, 81, 45–68. <https://doi.org/10.1007/s11069-015-2078-y>
- van Iersel, M., Greenberg, H. E., & Westrick, M. L. (2017). Structured Risk Assessment for First-in-Human Studies. *Therapeutic Innovation and Regulatory Science*, 51(3), 288–297. <https://doi.org/10.1177/2168479017705156/METRICS>
- WHO, (2013). Emergency Risk Management for Health OVERVIEW; Global Platform - May 2013. The World Health Organization, Public Health England and partners.
- Yang, K., & Callahan, K. (2007). Citizen Involvement Efforts and Bureaucratic Responsiveness: Participatory Values, Stakeholder Pressures, and Administrative Practicality. *Public Administration Review*, 67, 249–264. <https://doi.org/10.1111/j.1540-6210.2007.00711.x>
- Yang, Z. J., Rickard, L. N., Harrison, T. M., & Seo, M. (2014). Applying the Risk Information Seeking and Processing Model to Examine Support for Climate Change Mitigation Policy. *Science Communication*, 36(3), 296–324. <https://doi.org/10.1177/1075547014525350>