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Implementation of public services with a legal system approach in the "welfare state" framework to overcome disasters

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Abstract. Quality public service is a central issue that must be solved because it is a human right of every citizen to achieve people's welfare. Therefore, to be able to solve this problem, it is necessary to use a legal system approach to overcome disasters that currently in Indonesia is an area that has risks to various disasters. The research method uses qualitative descriptive analysis. The results of the study show that (1) The implementation of public services, especially in the basic services of education, health, public works and spatial planning, public housing and residential areas, servicing peace and public order as well as community and social protection can be implemented but the quality still needs to be improved. Disasters (2) Minimum Service Standards for Public Services are rules in the implementation of public services, only 3 (three) agencies that have set rules regarding minimum service standards, but the three rules have not touched the disaster problem as mandated by the Republic of Indonesia Government Regulation Number 2 the Year 2018 Regarding Minimum Service Standards (3) Legal Culture People in their daily lives always hold firm or are guided by the values and norms that have traditionally been passed down from their ancestors. This value is the values of sara patanguna. This value is a social control in social interaction in public services in the City of Baubau and is expected to be optimized for disaster management programs. Therefore, it is necessary to have public services that focus on disaster management because public service is a human right for every citizen, therefore the service should fulfill the needs of every citizen to achieve people's welfare in Baubau City. Rules regarding minimum service standards in the administration of public services should be immediately determined, so that services become orderly, orderly and have legal certainty.



1. Introduction

The provision of public services by the government apparatus to the public is an implication of the function of the state apparatus as a public servant with the aim of realizing people's welfare. Therefore, the position of the government apparatus in public services is very strategic because it will determine the extent to which the government can provide the best service to the community, thereby determining the extent to which the state has carried out its role well in accordance with its founding goals to realize welfare for its people as stated in the concept of "welfare state", in order to overcome disasters that have hit almost all parts of Indonesia.

The definition of a welfare state or welfare state cannot be separated from the concept of welfare itself, the meaning of welfare contains at least 4 meanings: as well being; as social services; as social benefits; and as a planned process carried out by individuals, social institutions, communities and government bodies to improve the quality of life through the provision of social services and social benefits [1]. The concept of the welfare state precise definition defies. First, the state is not the only source of welfare. Most people find support through the labor market for most of their lives. Individuals can secure their well-being through private insurance; and private charities, family and friends also provide welfare. Second, it does not follow that if a service is financed by the state, it must necessarily be publicly produced. Welfare is thus a mosaic, with diversity both in its source and in the manner of its delivery. The term 'welfare state' can be thought of 'as a shorthand for the state's role in education, health, housing, poor relief, social insurance and other social services [2].

The passage of the Public-Private Partnership Law in Uruguay in 2011 can be seen as an indicator of a paradigm shift about the link between the state and the market, even though it has not been framed as an important axis of "state reform." Taking as an example the political process that shaped the law in Uruguay, the lack of political consensus and absence or scarcity of internal debate within the Frente Amplio becomes apparent. Therefore, the oscillations that result from the political-electoral cycle, but above all the difficulty of building an agreement on this law, meaning that changes in sectorial and governmental leadership will inevitably instill traits of gradualism and pragmatism that will necessarily affect the impact of changes and hinder the adoption of systemic development strategies [3].

Serdamayanti stated that the concepts and important dimensions of public services include the following:

1. Services without discrimination from public institutions/services.
2. Application of the principles of simplicity, clarity, certainty, security, openness, efficiency, economy, fair equity and timeliness.
3. Quality in the sense of conformity with demands, compatibility with the use of freedom from disability.
4. Touchable, reliable, accountability, quality of service, assurance, and empathy.
5. Oriented to modern quality characterized by active participation and empathy and satisfaction served [4].

The concept of a welfare state does not only include an explanation of a way of organizing welfare or social services, but also a normative concept or ideal approach system that emphasizes that everyone must obtain social services as his right. Therefore, the welfare state is closely related to social policy which includes the strategies and efforts of the government in improving the welfare of its citizens, especially through social protection in the form of social security (in the form of social assistance and social insurance), and social safety nets. Social policy as a state intervention that directly impacts social welfare, social institutions, and social relations. As for the elements of social policy in the form of education and health services, subsidies, social security and pensions, agrarian reform employment policies, progressive tax systems, and other social policies. In countries that adhere to the welfare state, the state must serve its people by providing public services such as education, housing, and other social services. People have access to free education, good quality health services, housing provided by the state, and public transportation that is comfortable and affordable for the community. This is based on the basic assumptions regarding the welfare state idea

as follows: The welfare state is linked to the idea of equality in that, in broad terms, it aims to secure a basic level of equal well-being for all citizens. In many cases, it is also seen as one of the basic requirements of social justice, at least from the perspective of needs theorists. Nevertheless, there is a sense in which welfare is a narrower concept than either equality or social justice. Whereas the theories of social justice usually relate to how the whole cake of society is distributed, the information of welfare is more concerned with providing a minimum quality of life for all, accepting that wealth and income is distributed through the market [5, 6] This concept is suitable to be applied to disaster-prone areas including the City of Baubau.

Based on the 2013 Indonesian Disaster Hazard Index (IDHI), Baubau City ranks 70th from all cities/regencies in Indonesia. Also, several other disasters were seen through the 2013 IDHI, the disasters in the City of Baubau, among others, Tsunamis were ranked 160 out of 249 districts/cities and a score of 14 with the risk of being. Landslides ranked 218 of 497 districts/cities, a score of 24 with high risk. Extreme waves and abrasion are ranked 59 out of 314 districts/ cities and score 36 with high risk. Land and forest fires rank 246 out of 489 districts/cities, and a score of 36 with a high-risk class. The extreme weather disaster of Baubau City ranks 293 out of 494 districts/cities with a score of 14, and the risk class is moderate. Drought in the city of Baubau ranks 263 with a score of 24 from 494 districts/cities with a high-risk class. Meanwhile, the Head of the Baubau Regional Disaster Management Agency (RDMA), Hibali Muslims explained, Baubau is in a high category for disaster-prone regencies/cities. Based on this data, Baubau City is in the high category of disaster-prone, but not the highest. For the highest category is Cianjur because it ranks first [7].

Along with bureaucratic reform measures, as a strategic step, in the form of continuous public service reform by implementing reforms based on a paradigm shift in public services that have an impact on the external and internal environment, moreover Indonesia's current condition is prone to disasters as a follow-up to the Act Number 23 of 2014 concerning Regional Government [8]. The central government issues Government Regulation of the Republic of Indonesia Number 2 the Year 2018 Regarding Minimum Service Standards [9]. Definition of Minimum Service Standards (SPM) is a provision regarding the type and quality of basic services which are mandatory government affairs that are entitled to be obtained by every citizen at a minimum. Basic services are public services to meet the basic needs of citizens. Even SPM becomes a mandatory government affair which is governmental affairs that must be held by all Regions (province, district, city). So the Government Regulation of the Republic of Indonesia Number 2 the Year 2018 Regarding Minimum Service Standards is a guideline to carry out basic services on compulsory government affairs relating to basic services and integrated with disasters.

So what does the basic need itself mean? A basic need is absolute, where fulfillment cannot be avoided because it involves the survival of citizens. Besides that, basic needs can also have a minimum limit that must be fulfilled for each/citizen who is the target, not discriminating between one citizen and another. These basic needs are tried to be mapped in a minimum service standard (MSS). There are six types of MSS, namely: education; health; public Works; public housing; peace, public order and community protection, and social and all integrated with disaster problems. With the enactment of Government Regulation of the Republic of Indonesia Number 2 the Year 2018 Regarding Minimum Service Standards as of January 4, 2018, the disaster becomes a disaster sub-function as a technical guide to the implementation of MSS and guidelines for regional development planning through the Regional Budget. This is supported by disaster management policy as a national priority in development planning so that there needs to be planning synergy between the center and the regions.

The reasons for bureaucratic reforms in the implementation of public services are as follows:

1. The importance of applying the basic principles (good governance) needed to encourage the creation of an efficient, transparent bureaucracy that is consistent with the legislation.
2. There are weaknesses in public services.

Based on these arguments, the purpose of this study is to (1) analyze the regulation of minimum service standards in public services to overcome disasters (2) analyze public service providers

including the Regional Disaster Management Agency (RDMA) of Baubau City which organizes public services to overcome disasters and (3) analyzing the legal culture of the community in the implementation of public services to overcome disasters.

2. Methods

The type of research that will be examined based on the above problems is empirical/sociological research, with the location in the City of Baubau. The city is Baubau because it is included in the category of disaster-prone both landslide because in building it does not pay attention to the problem of environmental impact on new land clearing for residential areas by residential businessmen and the presence of floods in some places during the rainy season and the presence of strong winds and potential Tsunami. Empirical social research is based on reality in the field or through direct observation. Data analysis was performed with qualitative descriptive. Data analysis is an activity in research that is in the form of studying or reviewing the results of data processing which is assisted by theories that have been obtained previously. In simple terms, this data analysis is referred to as a study activity, which can mean opposing, criticizing, supporting, adding or commenting and then making a conclusion on the results of the research with one's thoughts and theoretical assistance. The data analysis used by researchers in legal research using the nature of descriptive analysis is, that researchers in the analysis want to give an overview or exposure to the subject and object of research as the results of research conducted and using a qualitative approach is a way of analyzing research results that produce data analytical descriptive, that is the data stated by written or oral informants as well as real behavior, which is examined and studied as something intact. After data collection is carried out which includes secondary data through records, newspapers, reports, and other sources relating to the essence of public services, as well as primary data obtained directly from the field, the data is processed by classifying, where the data obtained then selected and grouped according to the phenomenon under study. Then the editing process is carried out, namely the process of re-examining the data and information obtained so that errors in research can be avoided, thus achieving perfection in the validity of the data. Furthermore, inductive data analysis is carried out.

3. Results and Discussion

3.1. Minimum Service Standards in Public Services in Baubau City

The arrangement of minimum service standards in public services to overcome disasters in the City of Baubau (table 1).

Table 1. Regulations governing minimum service standards in the City of Baubau

No	Office/Agency/ Unit/Agency	Regulation
1	Investment and One-Stop Integrated Services	City Regulation of City of Baubau Number 164 of 2013 concerning Standard Operating Procedures for One-Stop Services at the Licensing and Investment Services Agency of Baubau City
2	Baubau City Regional General Hospital	Baubau Mayor Regulation Number 109 of 2014 concerning Minimum Service Standards in the Baubau City Regional General Hospital
3	Baubau Class I Port Implementation Unit	Regulation of the Minister of Transportation of the Republic of Indonesia Number 132 of 2016 concerning Service Standards in the Office of the Implementation of the Class I Baubau Port
Amount		3

The regulation of Minimum Service Standards (MSS) in the City of Baubau is 3 (three) pieces. This is certainly still very lacking given the large number of agencies, agencies, and agencies that provide services in the City of Baubau. Thus the role of the state in the regulation of minimum service standards is a necessity, because with the minimum service standard, the type of service, quality of service and parties that are given services become very clear because it has a legal basis, moreover from the three MSSs it has not been integrated with the disaster situation, and hopefully with the birth of Government Regulation of the Republic of Indonesia Number 2 the Year 2018 Regarding Minimum Service Standards, the problem of disaster has become the focus of attention for agencies implementing basic services in the City of Baubau.

3.2. Organizing Public Services in Baubau City

3.2.1. *Education Services.* Affairs must be related to the Basic Services in the Field of Education carried out by the Department of Youth and Sports Education of the City of Baubau. In general, the development achievements that have been generated are:

a. Pure Participation Rate (PPR)

The Gross Enrollment Rate (GER) and the Pure Participation Rate (PPR) of the nine-year basic education is one of the indicators of achievement in the Millennium Development Goals (MDGs) which makes the Nine Years Basic Education Program one of the main programs that the government continues to improve. The description of Pure Participation Rate is shown in table 2.

Table 2. Baubau city's pure participation rate (PPR) for 2012-2017 [10]

Indicator	2012	2013	2014	2015	2016	2017
PPR Elementary School/MI/Package A	93.45	90.53	89.89	89.20	89.58	89.59
PPR Junior high school/MTs/ Package B	85.12	78.57	75.57	69.67	66.70	65.67
PPR Senior High School/MA/ Package C	61.65	68.08	50.24	70.47	71.96	71.41

b. Rough Participation Rate (RPR)

Rough Participation Rate (RPR) shows the participation of the population who are studying according to their level of education. RPR is used to measure the success of educational development programs held to expand opportunities for residents to receive an education. Rough Participation Rate (RPR) is shown in table 3.

Table 3. Baubau city rough participation rate (RPR) 2012-2017

Indicator	2012	2013	2014	2015	2016	2017
RPR Elementary School/MI/Package A	111.25	114.78	109.85	106.01	106.24	107.05
RPR Junior high school/MTs/ Package B	100.79	114.20	103.45	94.00	95.72	97.15
RPR Senior High School/MA/ Package C	80.23	93.25	97.85	100.77	101.81	108,32

The development of the Gross Participation Rate achievement in Baubau City continues to increase from year to year for Senior High School/MA/ Package C, while Elementary School/MI/Package A and Elementary School/MI/Package A experience fluctuations. RPR at the elementary/MI/ Package A level of education from 2012-2017 has exceeded 100 percent. But at the junior high school/MTs/Package B level from year to year since 2012-2017 fluctuated because the data from year

to year sometimes increased and decreased, this happened from 2012-2014 even though the figure exceeded 100 percent, but in 2015 -2017 has increased. Whereas in the secondary education level that is Senior High School/MA/ Package C from year to year has increased and from 2015-2017 it has exceeded 100 percent. This education service needs to be integrated with disaster management education management issues and through education is very easy to enter various new information and ideas regarding disaster, so that the community will prepare themselves for knowing the basics of disaster.

3.2.2 Health services. Government Affairs are obliged to relate to basic health services carried out by the Health Office and the Regional General Hospital (RGH) of the City of Baubau. Since 2003, the Baubau City Government has gradually begun the construction of Type B General Hospital with an area of ± 4 Ha. The hospital was developed as a Referral Center Hospital in Southeast Sulawesi Islands (Baubau City, Buton, Bombana, Wakatobi, North Buton, and Muna Districts). For the health services provided to function optimally, the government provides health facilities ranging from posyandu, puskesmas, to hospitals. This is to provide facilities for people who need health services. The number of health facilities is explained in table 4.

Integrated Health and Family Planning Service Post

Table 4. Number of bau-bau city health facilities in 2011-2016 [11]

Health facility	2011	2012	2013	2014	2015	2016
Hospital	2	3	3	4	4	4
The non-care public health center	11	13	17	17	17	17
Helper community health center	11	11	12	12	12	12
Nursing community health center	3	3	3	3	3	4
Mobile community health center	11	10	12	14	16	16
Drug store	15	15	12	10	11	11
Chemist Shop	25	27	27	27	27	27
Integrated Health and Family Planning Service	131	134	140	146	146	146
Village maternity huts	16	16	16	16	16	16

The readiness of the health sector includes adequate health services for people affected by health crises due to disasters and potential disasters. The Baubau City government only has to prepare a Minimum Service Standard for the health sector, especially those involving natural disasters, so that the community does not experience difficulties in obtaining health services if a disaster occurs.

3.2.3. Public Works and Spatial Services. Affairs of the Government Required to Relate Basic Services are carried out by the Office of Public Works and Spatial Planning of the City of Baubau. The achievements of the development that have been produced are as follows: Proportion of the length of city roads that are in good condition increases to 95%, and the increase in the length of city roads that are built into 249.83 Km consisting of 14,648 meters of hot road; 66,937 meters of subtag road and 33,886 meters of new road opening. The length of drainage/ culverts that are built along 3,551 meters. Whereas plaster/gabion which was built along 7,605 meters. Increased construction of 10,511 meters of irrigation canal which can serve other rice fields/irrigation areas covering 1,594 Ha.

The length of the Baubau City road in 2016 as a whole was 249.83 Km, consisting of paved roads of 228.84 Km or 91.60 percent, gravel 24.99 Km or 10.40 percent. When viewed the condition of the road which is in good condition is 228.85 Km, the condition is medium 15.30 Km, and the condition is damaged along 5.68 Km. The ratio of the physical condition of the irrigation channel provides an overview of the availability of irrigation channels for agricultural needs. This data was obtained from related agencies such as the Public Works Office which handles irrigation in the City of Baubau. For

the development of irrigation network development from 2011-2016 in the City of Baubau, which comes from the Regional Budget Revenues and Expenditures (RBRE) and Special Allocation Funds (SAF). Infrastructure development for disaster-prone areas such as the manufacture of talus in areas prone to sponsors or embankments in the watershed needs to be prioritized so that there will be no flooding or landslides, so that people feel comfortable in carrying out their daily activities.

3.2.4. Public Housing and Settlement Areas. Government Affairs Required to Relate Basic Services to Public Housing and Settlement Areas implemented by the Public Housing Service and Settlement Areas. The results of development that have been generated in 2014-2016 are as follows: Construction of 4 blocks of simple rental flats, 2 blocks of student dormitories and the number of public housing developments by developers in 7 locations. An improved uninhabitable house is 190 houses; residential neighborhoods that are built along 5990 meters. Public street lighting lights installed are 1700 points. The availability of 5 units of fire engines that are functioning properly; a well functioning hydrant is 6 units. The availability of cemetery areas managed by the local government area of 5.8 Ha; and the number of hearses is 2 units — increased availability of spatial planning documents. The city government (City Government) needs to emphasize the provision and rehabilitation of habitable homes for disaster victims, so that at any time if a disaster occurs, the payment is clear. For more details, table 5 shows.

Table 5. Performance indicators on public housing [12]

Indicator	2016 Achievements
Percentage of Amount of Required Residence Needs	68%
Percentage of Area of Settled Settlement	65%
Location of the ordered slum area	5
Percentage of sanitary households	81%
Percentage of decent homes	75,22%
Number of Clean Water User Households	85%
Number of Electricity User Households	85%

3.2.5. Public Order and Peace Services and Community Protection. The Affairs of the Government Required to Relate Basic Services are carried out by the Civil Service Police Unit and the Fire Department. The achievements of the development that have been produced are as follows: 75% of law enforcement of violations of Regional Regulations is resolved persuasively; The number of villages that hold sickling is 43 villages. The development of community organizations that develop in the community. The Field of Peace and Public Order and Community Protection are also mandated in the Government Regulation of the Republic of Indonesia Number 2 of 2018 Regarding Minimum Service Standards, it is better to mention information services that are prone to disasters; prevention services and disaster preparedness; and service for rescue and evacuation of disaster victims.

3.2.6. Social Services. Government Affairs Require Relation to Social Basic Services carried out by the Office of Social Affairs. The development achievements that have been generated up to the end of 2016 are as follows:

1. A number of Poor People and People with Social Welfare Problems (PSWP) included in Productive Economic Enterprises (PEE) and Social Welfare Enterprises (SWE) as well as 3,734 Joint Business Groups (JBG).
2. Its built and supported PSWP is 6,147 people.
3. The number of private orphanages in handling PSWP is 9 institutions.

Social services and rehabilitation seek social welfare development by rehabilitating and handling people with social welfare problems. Empowerment and poverty alleviation for persons with social

welfare problems who assist in rehabilitation and assistance for economically productive business groups so that with all the limitations that exist, they can become independent human beings and no longer depend on other communities.

Table 7. Recapitulation of persons with social welfare problems in the field of social services and rehabilitation in 2016 [13]

Type PSWP	Baubau	Southeast Sulawesi
Victims of narcotics, psychotropic substances and addictive	275	494
Former inmates	234	1.546
Vagrant	-	258
Beggar	-	68
Social tuna	-	622
People with disabilities	643	12.991
Neglected Elderly	530	61.818
Street children	76	298
Brat	-	2.619
Homeless child	345	71.390
Neglected Toddlers	476	1.360
Amount	2.579	153.464

Social protection and security is an effort to deal with people with social welfare problems by providing protection and social security for disaster victims, migrant workers, as well as providing social security in the form of social welfare insurance for target families. For protection and social security programs include the handling of protection and provision of social security for persons with social welfare problems, especially victims of natural disasters, social disasters, migrant workers and vulnerable families.

3.3. Role of Regional Disaster Management Agency (RDMA) in Overcoming Disasters in Baubau City

Places that usually occur in Baubau City according to the Head of the Baubau City Regional Disaster Management Agency (RDMA), the floods usually hit the Bungi Subdistrict and in front of Baubau 2 State High School, forest fires in Sorawolio District, house fires in the Region Bataraguru and Tomba villages, Batupoaro Subdistrict with the threat of big waves, sponsored in Wolio Subdistrict, those points that the community must watch out for. The Regional Disaster Management Agency of RDMA Baubau has made various efforts to cope with disasters, one of which is installing 300 signs of disaster evacuation routes. These signs are installed at several points including temporary evacuation sites, including the Regional Work Unit offices, sub-district and kelurahan offices (Figure 1).



Figure 1. Evacuation Line Installed by the Regional Disaster Management Agency

The agency also installed disaster-prone warning signs, to indicate which areas are vulnerable to disasters, especially landslides and other disaster-prone areas (Figure 2).



Figure 2. Landslide in Wolio District

In addition to the installation of the Baubau RDMA sign, a Tsunami detector will be installed considering that Baubau City was a small Tsunami in 1997, which is a direct procurement from the National Disaster Management Agency. Based on data from the National Disaster Risk Index published by the central National Board for Disaster Management (NBDM), the City of Baubau is one of the high-risk disaster-prone areas, especially landslide disasters and high winds as well as housing and forest fires. According to the Head of the Baubau City RDMA, the Muslim Hibali said that the evacuation sign serves as a director for the residents to go to the evacuation place in case of a disaster. In anticipating and responding to various threats to this disaster, the RDMA of Baubau City always conducts monitoring at every location that is vulnerable to disasters. In anticipation of an impending disaster in the city of Baubau, RDMA has prepared logistics with sufficient stocks in warehouses for both fast food and other logistics. RDMA in carrying out its service function also still lacks equipment such as rubber boats, because there should be three pieces but only one boat is currently available. For personnel assisted by volunteers and this is quite available. To see flood-prone points (Figure 3).



Figure 3. Flood Monitoring Police in Bungu Up District Rise to Poros Road

The Regional Disaster Management Agency (RDMA) of Baubau City has already inventoried some damages after the flood disaster in these areas. At present, the total budget needed to revitalize damage reaches Rp 21 billion. The budget assistance proposal was immediately submitted to the National Disaster Management Agency (NDMA) of the Republic of Indonesia. If approved, the amount of the proposed fund will be used to fix two broken and severely damaged dikes. One of them is in the Wakonti neighborhood. "The damage is very severe; it must be repaired as a whole. Because if you just patched it, it would be useless. Because others are also porous. Also, the budget will also be used at the same time as compensation for the rice fields of farmers in the Pajalele neighborhood, Bungi sub-district which failed due to floods. "The losers have been recorded and sought assistance. Of the total submerged rice fields, the compensation amounted to around Rp. 4 billion [14].

3.4. Legal Culture of the City of Baubau

Buton people in their daily lives always hold fast or are guided by the values and norms that have traditionally been passed down from their ancestors. This value is the social control in social interaction. *Sarapatanguna* comes from Buton Wolio which consists of three words, namely *sara*, *pata*, and *angu*. *Sara* means norms, values, rules, laws, or it can also mean that the government has the mandate of its people to carry out the rules, enforce the law and the law. *Pata* means four. *Angu* means fruit, type, type, element, unit and so on, as well as the suffix *na* as the guiding word. *Patanguna* means four pieces, types, elements. So, *sarapatanguna* can be interpreted as the norm, the four values that must be obeyed, guided, by all people in the life of society, nation, state, and faith. Substantially *sarapatanguna* contains noble values formulated by the founders of the Sultanate of Buton 'founding father' formalized in the Book of Apostasy Seven (Basic Constitution of the Buton Sultanate) to be used as guidelines, instructions and parameters in the life of society, nation, state, and deity. This is why *sarapatanguna* is expressed as a philosophical basis or life view of the Buton people. The first part of the meeting is related to the dimensions of humanity or society which contain the philosophy of *Binci-Binciki-Kuli* (free translation: pinching the skin), which means that if people pinch us, we should not pinch others. So, *since-bikiki-kuli* philosophy carries the principles of equality, equality, and justice. These principles are then merged into the following four values: *Po-maa-maasiaka* (mutual affection), *Po-maa-maasiaka* (mutual nurturing), *Po-made-maeaka* (mutual care for each other), *Po-numbers -angkataka* (mutual respect or mutual respect, and mutual respect). The second part of the meeting is the whole dimension of life that is associated with the divine dimension. This can be seen from the full formulation of the second part of the *Sarapatanguna* values and the philosophy contained in the *Poromu Yinda Saangu, Pogaa Yinda Koolota*. This sentence is meaningful "unifying is not one, separating is not between. So a culture like this can be developed in the event that at any time of natural disaster they can secure the government for the evacuation phase, so that it can make it easier to organize the community to secure themselves and the surrounding community.

4. Conclusion

The implementation of public services in the City of Baubau, especially on basic services of education, health, public works and spatial planning, public housing and residential areas, servicing peace and public order as well as community and social protection can be implemented but still need to be improved, because there is no clear budgeting from the regional government regarding disaster management, and do not have a Minimum Service Standard on disasters and all this time they have been submitted to the Baubau City Regional Disaster Management Agency (RDMA). The role of the Regional Disaster Management Agency (RDMA) in the City of Baubau needs to be optimized regarding public services in the field of disaster, especially the readiness of facilities and infrastructure and the preparedness of personnel including disaster volunteers. Public Service in the City of Baubau is a rule in the implementation of public services. Data in the field shows that there are only 3 (three) agencies that have set rules regarding Minimum Service Standards, but the three rules have not touched the problem of disasters as mandated by the Government Regulation of the Republic of Indonesia Number 2 of 2018 concerning Minimum Service Standards. Legal Culture, The people of

Baubau City in their daily lives, always hold fast or are guided by the values and norms that have traditionally been derived from their ancestors. This value is the values of *sara patanguna*, the first part involves the dimensions of humanity or society which contains *Binci-Binciki-Kuli* philosophy which consists of *Pomaamasiaka*, *Poangkaangtaka*, *Popiapiara*, *Pomaemaeka*, and *Pobincibincikikuli* and the second part concerns the dimensions of life as a whole which is associated with the divine dimension, namely *Poromu Yinda Saangu*, *Pogaa Yinda Koolota*. This value is social control in social interaction in public services in the City of Baubau and is expected to be optimized for disaster management programs. Therefore, it is necessary for public services that focus on disaster management because public services are human rights for every citizen, so the implementation of these services should meet the needs of every citizen to achieve people's welfare in Baubau City. Rules regarding minimum service standards in the administration of public services should be immediately determined so that services become orderly, orderly and have legal certainty. The *sara patanguna* value which is the legal culture of the people of Baubau City should not only be a mere symbol but must be applied as a culture in the implementation of public services in the City of Baubau.

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