Bima Regional Government Institutional Capabilities in Disaster Management

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Abstract---*Institutional capability becomes a measure of understanding and ability of local governments in disaster management efforts. This study aims to analyze and describe the institutional capabilities of the Bima District Government in disaster management. This study used the descriptive qualitative method. The results showed that disaster management policies have not become a priority for Regional Government policies. Financial resources are still minimal where the budget ceiling in regional disaster management has not met the 1 percent figure, even though according to the law it requires at least 1 percent of the APBD, causing ineffective institutional integration and coordination, thus collective efforts to achieve disaster management objectives are also not maximal. The low disaster resilience index in Bima Regency is still at level 3 based on the indicator H Yogo Frameworks for Actions (HFA). It explains that the local Government of Kabupaten Bima has implemented efforts to reduce disaster risk, but with achievements that are still sporadic due to the absence of institutional commitment and systematic policies and weak budgetary support.*
Keywords--- *Bima regency, capability, disaster management, institutional, local government.*

Introduction

Basically, in Law Number 24 of 2007 concerning disaster management, a series of efforts that include the establishment of development policies at risk of disasters, disaster prevention activities, emergency response, and rehabilitation constitute an integral part of efforts to carry out disaster management. Disaster management and anticipatory measures are an absolute prerequisite for coexistence with natural disasters. The government needs *political will* to prioritize integrated disaster management programs, including pre-disaster, emergency response, post-disaster, and socialization activities to the community (Handayani, 2011; Mukuna, 2015; Alfian, 1993; Althoff, 2015).

According to Paul (2011), successful implementation of disaster management refers to government agencies' ability to make policies and implement them effectively. Because when the related organizations are not fully committed to responding to the threat of disaster, this can cause the community to be entirely unprepared for the disaster (Hifza, 2020; Hifza et al., 2020).

According to Ulum (2014), this condition will have a political impact on the government. The authorities' sluggish responsiveness to disasters can cause a crisis of confidence in the affected community, assuming that the government is not carrying out its duties in protecting its citizens. According to Faturahman (2017), disaster management has only relied on problems during a disaster and several causes. However, anticipation activities and efforts to estimate the potential consequences of specific hazards have not been maximally carried out, inflexible and insufficient institutions, ineffective early warning system structures, and ineffective socialization for all social levels are obstacles to implementing disaster management (Mete & Zabinsky, 2010; Sariego, 2006). In the 2018 National Disaster Management Agency (BNPB) performance report, the disaster's impact caused 4,814 people to die and disappear, as many as 10,293 million people suffered and were displaced. There were 320,165 houses damaged, consisting of 150,513 severely damaged, 39,815 moderately damaged, and as many as 129,837 slightly damaged, with a loss of up to 34 Trillion Rupiah in 2018. Besides, millions of Indonesians still live in disaster-prone areas with disaster mitigation levels low.

Likewise, in Bima Regency. According to Sopiawati (2019), Bima Regency is mostly (70%) a mountainous area with highland textured so that it is prone to landslides and flash floods every year. According to data from Kompas and the Republic of Indonesia for 2019, from January to March 2019, parts of the Bima Regency were hit by severe flooding in Sanggar, Monta, Wera, Bolo, Palibelo, and Sape. According to Faizah & Buchori (2018), disasters in Bima Regency are also dominated by earthquakes, tidal waves, tidal floods and abrasions, forest fires, drought, extreme weather, volcanoes, poisoning due to seawater intrusion, epidemics, and disease outbreaks. According to 2019 Republika data, Bima Regency is also an area affected by drought in NTB since July 2019, with 35 villages in nine sub-districts with 5,660 people affected.

Thus Ulum (2014), adds, in order not to hurt more significant economic, social, psychological, and ecological losses, the disaster management paradigm must be preventive and carried out with an institutional commitment (Scapens, 1994; Vatn, 2010). Thus Djalante (2012), added, apart from requiring useful policy breakthroughs and innovations, disaster management is also a very complex, multi-stakeholder, multi-dimensional, and multi-disciplinary activity, so its handling requires institutional collaboration.

For that, an institutional capability is a form of capability that must be possessed by the Bima District Government in facing challenges in implementing disaster management. The urgency of this research is to answer the extent to which the institutional capabilities of the Bima District Government in Disaster Management. This capability becomes a measure of understanding that the Bima District Government has in disaster management efforts that will have been implemented so far.

Research Methods

This study uses a qualitative descriptive method with data collection techniques through in-depth *interviews*. Where the Head of the Regional Disaster Management Agency (BPBD), the Head of Bappeda, and the Head of the Bima Regency Environmental Service as units of analysis. Meanwhile, the data analysis technique uses the interactive model of Miles and Huberman, starting with data reduction, data presentation, and the process of concluding / verification.

Discussion

Institutional capabilities

Disaster Management Activities in Bima District, both those that have been carried out and those projected, are all contained in the 2018-2022 Disaster Management Plan (RPB) document, as the master document for disaster management that covers all phases of disaster management in Bima Regency. The RPB document is a "master plan" or master plan for disaster management for five years. The RPB document summarizes the perspectives of disaster management from all involved Regional Government agencies.

The Regional Government of Bima Regency, through the Regional Disaster Management Agency (BPBD), has made efforts to socialize and publish data on disaster risk assessments such as threat studies, vulnerability studies, and capacity studies. Disaster risk assessment is carried out as a strategy to reduce disaster risk in Kabupaten Bima. Disaster risk assessments are carried out to produce risk maps for each disaster in an area in Kabupaten Bima. Disaster risk assessment involves BPBD, Bappeda, Dinsosnaker, Kesbangpol, Dishubkominfo, BMKG, BPMPKB, PU, Dinkes disaster-prone villages.

Based on the data from the analysis of disaster risk and hazard maps contained in the RPB for Kabupaten Bima, it can be explained that the types of hazards that exist in Kabupaten Bima have varying levels. This level can be seen from the area of the area and the grouping of these potential hazards' index values. The following are the levels of danger that could potentially occur in Kabupaten Bima.

Table 1
The level of danger that has the potential to occur in Kabupaten Bima

Kind of danger	Hazard index	Danger level
Flood	0,663	Moderate
Extreme weather	0,6326	Moderate
Epidemics and disease outbreaks	0,333	Low
earthquake	0,6025	Moderate
Extreme waves and abrasion	0,5522	Low
Drought	0,8919	High
Forest and land fires	0,7938	High
Eruption	0,333	Moderate
Landslides	0,8175	High
Tsunami	0,889	High

Source: RPB BPBD Bima Regency 2018-2022

The data above shows the results of the disaster risk assessment in Bima Regency; it was found that the total area affected by the flood hazard was 38.74% (430,172 Ha) of the area of Bima Regency with the level of flood hazard in Bima Regency was **moderate**. Meanwhile, in extreme weather, it was found that the total area affected by the hazard was **99.88% (430,172 Ha)** with a **moderate** hazard level**.**

Meanwhile, for epidemic and disease cases, it was found that the total area affected by the danger was **100.00% (430,172 Ha)** of the total area of Kabupaten Bima, so the level of danger for epidemics and disease outbreaks in Bima was **Low.** While the earthquake, it was found that the total area affected by the hazard was **6.68% (430,172 Ha)** of the area of Bima Regency, with a **moderate** level of danger**.** Thus the extreme waves found that the total area affected by the hazard was **100.00% (430,172 Ha)** of the total area of Bima Regency, so the level of danger of extreme waves and abrasion in Bima Regency was **moderate.**

Risk obtained drought affected the total global area danger area of **99.88% (430 172 ha)** of Bima's area; the level of risk of drought is a category **of Appeal.** Currently, Bima Regency is not only shrouded in fear by the Covid-19 Pandemic, but the situation in Bima Regency is also on emergency alert for drought. This status's determination is based on the Bima Regent Decree (SK) regarding emergency preparedness for handling drought in the Bima Regency in 2020 with Number: 188.45 / 435 / 06.23 of 2020.

Some of the districts that experienced drought were Soromandi, Donggo, Bolo, Woha, Madapangga, Palibelo, Belo, and Parado Districts. As for villages that experience drought with critical conditions every year, such as Kalampa, Samuli, and Waduwani, Woha District. Then Bre and Belo, Palibelo District. Then Rada and Sanolo Villages, Bolo District, Bajo and Kananta Villages, Soromandi District.

Likewise, with forest and land fires, the hazard's total area was **98.55% (430,172 Ha)**, so the forest and land fire danger level in Bima Regency was **high**. Likewise, residential fire disasters also often occur from the period 2019 to 2020; there were 12 cases of fires which caused hundreds of houses to be burned in 6 Districts, namely Belo, Woha, Sape, Lambu, Langgudu, and Parado, with losses estimated at tens of billions of Rupiah.

The fire disaster has become a bad record for the Regional Government of Bima Regency; the slow response and the lack of fire trucks have triggered an increase in cases and losses due to fires. Bima Regency currently only has 10 Fire Department transportation units, which cannot be distributed to the 18 Districts in Bima Regency. Even the Sanggar, Tambora, Parado, and Belo sub-districts are not yet available.

The current policy is that 1 Damkar manages two to three subdistricts; this is not representative for handling fires in various areas in the vast Bima district. The findings show that there is still confusion over handling and confusion of information and data on victims in a fire emergency in Kabupaten Bima, making it challenging to make disaster emergency management policies. The coordination system is also often poorly developed; the response to handling and distributing aid is weak. Situations and conditions in the field are due to the lack of a suitable working mechanism for the command post and coordination for fire disaster emergency response, especially the distance of access to each district's access, which is very far away.

Whereas the level of threat of volcanic eruptions, it was found that the total area affected by the hazard was **99.90% (430,172 Ha)** of the total area of Bima Regency or in the **Low** category**.** Landslides obtained a total area of **61.15% (430,172 ha)** affected by the h**igh** category **hazard**. Likewise, for the Tsunami, it was found that the total area affected by the hazard was **3.51% (430,172 Ha)** of the total area of Kabupaten Bima or in the **High** category. High waves and tidal flooding are also a threat to the coastal communities of the Bima Regency. To respond to this threat, the Regional Government of Bima Regency has made efforts to conserve mangroves outside the Forest Area as a policy to respond to climate change on the coast of Bima Regency.

Internal Organizational Capabilities in Mastering Complex Tasks

Responding to the complex workload of disaster management requires an adequate institutional arrangement by having a clear organizational structure, roles, duties, responsibilities, and the ability to establish *networking* with all government levels. Such is the Regional Disaster Management Agency (BPBD) as the implementing element of Disaster management in the Region, which carries out the functions of coordination, command, and at the same time implementing disaster management in the Region.

See indicators of the Regional Government's capacity to carry out complex disaster management tasks; it can be seen in the Bima District Resilience Index to disasters. Based on the *Hyogo Framework For Action* (HFA) Index, Bima Regency is on a scale/level 3. The following is a table of the results of the study on the level of resilience of the Bima Regency based on the results of the HFA Indicator survey.

Table 2
Regional Resilience Index Survey Bima based HFA

Priority	Total Priority Value	Regional Resilience Index
Ensure that disaster risk reduction is a national and local priority by strong institutions for the implementation	82,5	4
Identify, assess and monitor disaster risks and increasing early warning	62,5	3
Using knowledge, innovation, and education to build a culture of safety and resilience at all levels	30	1
Reducing underlying risk factors	63,75	3
Strengthen preparedness for effective response at all levels	83,75	4
Total Priority Value	64,5	-
Regional Resilience Index		3

Source: *RPB Kab. Bima in 2018-2022*

The disaster resilience index of Kabupaten Bima is at level 3. It explains that Kabupaten Bima has implemented several disaster risk reduction measures with still sporadic achievements due to the absence of institutional commitment and systematic policies and weak budgetary support in disaster management. To achieve index/level 5, the Local Government must have comprehensive achievements with adequate commitment and capacity at all community levels and government levels.

Then in the aspect of the regional preparedness level of Bima Regency against various disasters. The *framework* used to measure the level of community preparedness consists of 5 parameters. The parameters are:
1) Preparedness Knowledge
2) Emergency Response Management
3) The Effect of Community Vulnerability on Disaster Risk Reduction Efforts
4) Community Independence for Government Support,
5) Forms of Community Participation,

The regional preparedness *framework* with five parameters is used to determine the level/value of the community's capacity and independence in carrying out disaster management efforts at the village level in Bima Regency. In general, the purpose of assessing community preparedness is the key to assessing the level of preparedness and community capacity in preparing for disasters that may occur in the Region. So it was found that the results of data

analysis on the preparedness level of Bima Regency with the existing *tools* obtained the preparedness level of Bima Regency at a low level and was very worrying. In general, the preparedness level of Kabupaten Bima in facing the dangers of floods, earthquakes, tsunamis, extreme weather, extreme waves and abrasion, drought, forest and land fires, volcanic eruptions, and epidemics and disease outbreaks is at a low level of preparedness.

Human resources capability

In disaster management efforts, it cannot be done suddenly. Instead, preparations are needed even long before the disaster strikes, through a process called disaster management. One of the preparations made before the disaster came was to prepare Human Resources properly. Both the Disaster Management Agency (BPBD) internal human resources and all social elements in Bima Regency. Considering that natural disasters cannot be known with certainty when and where they will occur, so it is necessary to have human resources ready and responsive in dealing with disasters that occur at any time. To prepare and improve the capacity of Human Resources in disaster management, internal BPBD, and government agencies at the Bima District level conduct informal development where employees read and study literature/books on Disaster management efforts. Meanwhile, formal development, where employees are required to attend disaster resilient education and training.

Besides, to strengthen Human Resources in disaster management, the District Government of Bima, through a program of optimizing community empowerment and participation in disaster management, has made efforts to increase community capacity in emergency and post-disaster response actions. Besides, the District Government of Bima also conducts training to increase the community's capacity to repair land / environmental damage independently to create community capacity to predict the development of disaster events, assess the damage, and estimate needs for emergency response. Besides, it is also to raise contributions to support the private sector's participation and the business world in implementing disaster management. Such formal and informal human resource development efforts can assist BPBD in carrying out disaster management stages. However, this effort also encountered obstacles, namely, limited financial resources, the weak motivation of employees and community participation, and the minimum carrying capacity of Local Government policies.

Financial capability

According to Kusumasari (2014), significant resources and factors that must be seen in assessing or measuring government organizations' capability in regional coverage in disaster management efforts are in addition to human and institutional resources; the most important thing is finance. The findings indicate that Frame operation in the emergency disaster in Bima district absorbs most of the budget needs, especially in carrying out basic needs during and after disasters, protecting vulnerable groups, and constructing critical facilities damaged. Areas identified as having the potential for disaster on a large scale, such as Kabupaten Bima, need to have budget reserves and other necessities following the disaster's regional contingency plan.

In the case of dry clean water, where the identification results from BMKG will occur from June to November 2020 is an example of rainfall that does not exist, giving rise to the emergency drought in almost all regions in Bima like in the district Amatan Soromandi, Donggo, Bolo, Woho, Madapangga, Palibelo, Belo and Parado. As a disaster management agency, BPBD is taking steps to distribute clean water to locations affected by drought. Distribution of clean water for 20,000 Liter Per - day and it can only cover one Village, of the amount that has not been able to meet the needs of clean water for the entire community affected, that is just covering water Drinking, not for other activities such as bathing, washing or cook. This limitation is caused by the lack of operational funds for drought relief in the Bima Regency. In the Bima recency contract, where the distribution of clean water commencing started 1 September year 2020. However, given the limited resources of the Bima District Government, there will be assistance from the NTB Provincial Government to provide clean water in October.

To overcome the constraints of minimum disaster management budgeting in Kabupaten Bima, BPBD together with related SKPDs who have difficulties when carrying out emergency response efforts, as well as reconstruction and rehabilitation efforts, although also supported by APBD funds which incidentally have not been able to provide the minimum one percent expected by law. Thus, the state budget and funds' contribution is ready to use, but it is still not adequate and representative. It is necessary social awareness higher at legislative and executive in developing the budget politics in Kabupaten Bima so that the future will increase the percentage of disasters navigation costs that in fact level of disaster resilience prone and worrying.

However, currently, the Disaster Resilient Village Development has been integrated with Village funds through the government Budget, which can be accessed by the Village in realizing community resilience. Where

PERMENDES number 19 set in 2017 and PERMENDAGRI No 20 the Year 2018. Activity disaster resilient village has become a trend and everyone racing to organize disaster-resilient village BPBDs, NGOs, and universities as well as the business world, it is the job of navigation Plan of in Bima is to synchronize programs into the village community resilience Resilient disaster.

In planning disaster management activities, it is also necessary to allocate a budget ceiling for each activity. In general, each activity has indicators of achievement that must be achieved by the Disaster Management Agency and related SKPDs within the 5 (five) years of this planning period. The following is a description of budget allocations' distribution according to the zoning mechanism in disaster management in Kabupaten Bima in focusing on disaster risk reduction efforts in some of the most vulnerable areas.

Table 3
Recapitulation of Disaster Management Budget in Kabupaten Bima

Disaster Management Strategy	Priority Value Onal Resilience Index				
	1	2	3	4	5
Strengthening Rules And Capacity Institutional	4,2	4,2	7	0	0
Integrated Disaster Management Planning	3,3	3,3	5,5	5,5	5,5
Education, Research, And Training	1,8	1,8	3	0	0
Improvement Of Capacity And Community Participation	6,9	6,9	11,5	11,5	11,5
Disaster Risk Reduction	2	2	2	2	2
Increased Effectiveness Of Emergency Disaster Response	25,2	25,2	25,2	25,2	25,2
Optimization Of Disaster Impact Recovery	0	0	0	0	0
Ative Book Total	43,4	43,4	54,2	44,2	44,2

Source: RPB BPBD Bima Regency 2018-2022

The calculation of the budget for disaster management activities is generally divided into two parts. The first budget is periodic, an annual expense in the Regional Revenue and Expenditure Budget (APBD) of Bima Regency. This budget is devoted to disaster management in the period before a disaster occurs. The budget allocation for planning for five years is following the RPB document, namely from 2018 to 2022, considering the assumption of an increase in inflation of 10% per year. The second budget is a particular budget for emergency handling and disaster recovery. This budget is adjusted to regional conditions, which are ready-to-use funds in Kabupaten Bima. If the rapid disaster assessment results exceed the local ready-to-use budget's capacity, then a provincial disaster emergency status is recommended. The special budget allocation will later become a consideration and recommendation from the head of BPBD Bima Regency. Disaster policy management to be active for each program and focus on priorities that have been prepared and then made a budgetary allocation. However, as mentioned previously, Bima's budget disaster has not followed the assumptions that a minimum disaster management budget is 1% of the total budget of revenue d 's Shopping Area.

Implementation of effective

Disaster management policy is a policy taken based on the basic principles of disaster management in Bima Regency. This principle should be guided by the Medium Term Development Plan (RPJMD) Bima district and aligned with the provincial disaster management principles and assistants who seek speed a precise, priorities, coordination and cohesion, transparent and accountability, partnership, and empowerment.

However, the functions and principles above have not been maximally implemented by the Bima District Government. As previously explained, the disaster resilience index of Kabupaten Bima is at level 3. The achievements obtained with these commitments and policies are considered incomplete so that they are still insufficient to reduce the negative impact of disasters. Likewise, the aspect of regional preparedness level is at a low level and is very worrying.

The low level of regional resilience and preparedness to deal with each type of disaster automatically impacts the capacity or ability to reduce disaster risk in the Bima Regency area. Capacity or capability is the essential thing that must be improved in implementing disaster risk reduction in Kabupaten Bima, both individually and as a group. The following is a table of the capacity or capability of Kabupaten Bima in reducing disaster risk.

Table 4
The capacity or capability of Kabupaten Bima in reducing disaster risk

Disaster	Regional capacity Index		Villages readiness Index		Regional Capacity Level	
	Index	Level	Index	Level	Index	Level
Flood	0,666	Moderate	0,333	Low	0,3022	Rendah
Extreme weather	0,666	Moderate	0,333	Low	0,4662	Moderate
Epidemics and Disease Outbreaks	0,666	Moderate	0,333	Low	0,4662	Moderate
Earthquake	0,666	Moderate	0,333	Low	0,4662	Moderate
Extreme Waves and Abrasion	0,666	Moderate	0,333	Low	0,2664	Low
Drought	0,666	Moderate	0,333	Moderate	0,4662	Moderate
Forest Fire and Land	0,666	Moderate	0,4605	Moderate	0,2839	Low
Volcanic Eruption	0,666	Moderate	0,4564	Low	0,3024	Low
Landslide	0,666	Moderate	0,333	Low	0,4662	Moderate
Tsunami	0,666	Moderate	0,333	Low	0,4662	Moderate

Source: Bima Regency BPBD RPB Documents for 2018-2022

The data on the level of Regional Capacity in Disaster management above were obtained through a capacity level study measured in regional resilience based on HFA and aspects of community preparedness through PODES data and in-depth interviews with officeholders sub-district level in Bima Regency. The data above shows that due to the weak index of regional capacity in disaster risk reduction efforts, village preparedness for various types of disasters is also low, automatically the level of risk that will occur in highly vulnerable communities.

The Indonesian government and society have focused on disaster management on emergency response activities and rehabilitation activities, and post-disaster reconstruction. However, community preparedness has not yet become a priority activity. To strengthen preparedness, the District Government of Bima District needs to implement institutional, technical, and robust disaster emergency response mechanisms with a disaster risk reduction perspective. Then disaster contingency plans are ready at all government levels, providing regular training to test and develop disaster emergency response programs. Furthermore, most importantly, the local government must provide financial and logistical reserves and an anticipatory mechanism ready to support practical disaster management efforts (Laswad et al., 2005; Baker et al., 2012; Hadi et al., 2018).

One of the efforts of the Bima District Government is to determine priority disasters. determination of priority disasters in Kabupaten Bima using a priority disaster matrix based on data on disaster risk levels and data on disaster incidence trends for each type of disaster. Disaster risk level data is obtained from the results of data analysis and disaster risk maps. In contrast, data on disaster incidence trends for each type of disaster are obtained through the official BNPB website, namely www.BNP.dibi.go.id as the database and information on Indonesian disasters and data support from BPBD Bima Regency.

The policy for priority disaster determination was adapted into regional policies in disaster management due to limited resources and regional authority limitations. The following is a data table for determining disaster priority for Regional Disaster Management in Bima Regency.

Table 5
Data for determining disaster priority for Regional Disaster Management in Bima Regency

Type of Disaster	Risk Level	Likelihood of incident risk	Priority level
Flood	High	Ride	Priority 1
Extreme weather	High	Permanent	Priority 1
epidemics and disease outbreaks	Moderate	Permanent	Priority 2
Earthquake	Moderate	Permanent	Priority 2
extreme waves and abrasion	High	Permanent	Priority 1
Drought	High	Permanent	Priority 2
forest and land fires	High	Permanent	Priority 2
volcanic eruptions	High	Permanent	Priority 1

| Landslide | High | Permanent | Priority 1 |
| Tsunami | Moderate | Permanent | Priority 2 |

Source: *Bima Regency BPBD RPB Document 2018-2022*

The main priority for disaster management in Kabupaten Bima is the types of disasters in priority one and priority 2, which are in the red zone in the priority disaster determination matrix.

Conclusion

Institutional capability becomes a measure of the capacity and understanding of the Bima District Government in disaster management efforts that will be and have been implemented so far. Where disaster management has not become the main priority of Regional Government policies. The financial resources are still minimal where the budget ceiling in regional disaster management has not met the 1 percent figure, even though, according to the law, it requires at least 1 percent of the APBD, causing ineffective institutional integration and coordination. Thus, collective efforts to achieve disaster management objectives are also not maximal. The low disaster resilience index in Kabupaten Bima is still at level 3 based on the *H Yogo Frameworks for Actions* (HFA) indicator. It explains that the local Government of Kabupaten Bima has implemented efforts to reduce disaster risk, but with achievements that are still sporadic due to the absence of institutional commitment and systematic policies and weak budgetary support. Besides, data on the level of preparedness and capacity of Kabupaten Bima in the face of various types of disasters is at a low level and is very risky.

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