

Analysis of Performance Management at the Regional Disaster Management Agency (BPBD) of Magelang Regency

Tri Asih Wismaningtyas^{1*}, Reva Ngulya Savi'ah¹

¹Public Administration, Tidar University, 56116, Indonesia
Corresponding author's email: triasihwismaningtyas@untidar.ac.id

ABSTRACT

Magelang Regency is one of the areas prone to disasters. Disasters that often occur in this area are the eruption of Mount Merapi, cold lava floods, landslides, and strong winds. The Regional Disaster Management Agency (BPBD) of Magelang Regency is an institution that has an important role in anticipating and overcoming disaster problems in this area. Performance management is very need for optimizing the main tasks and functions of the BPBD Magelang Regency. This study aims to analyze how the performance and the factors that influence the performance of BPBD Magelang Regency in disaster management. The method used in this research is qualitative. Data collection techniques using in-depth interviews, document studies, and literature studies. From this research, concluded that the performance of BPBD in carrying out disaster management in Magelang Regency is good in terms of productivity, responsiveness, and accountability. Factors that affect performance management in disaster management at the BPBD of Magelang Regency are human resources, funds, facilities, infrastructure, conditions, and public awareness. The implication of this research is BPBD Magelang Regency should maintain and improve its performance. BPBD of Magelang Regency is advised to complete the information listed on its platform so the accountability of this institution will increase.

Keywords: *Management; Performance; Disaster*

1. INTRODUCTION

Geographically, the Indonesian archipelago is a disaster-prone area. It is because the Indonesian archipelago is included in the territory of the Pacific Ring of Fire, which stretches from the islands of Sumatra – Java – Nusa Tenggara – North Sulawesi. The Indonesian archipelago is also located at the confluence of two world plate structures and it is influenced by three movements, namely the movement of the Sunda system in the west, the movement of the system around East Asia, and the movement of the Australian circulation. In addition, Indonesia is located on the equator and is bordered by two continents (Asia and Australia) and two oceans (India and the Pacific) which causes high rainfall which allows disasters such as floods and landslides. On the other hand, a long dry season causes drought, and weather fluctuations to cause strong winds, hurricanes, and high sea waves. This situation is very dangerous for sea and air transportation. In addition, Indonesia also often experiences sea tides, especially during the full moon and underwater lowlands. In addition to natural

factors, related disasters such as droughts and droughts can occur, and rising temperatures can cause fires in forests, land, and houses. Heavy rainfall, deforested forests, and poor environmental management can cause flash floods and landslides. From this description, it can be seen that Indonesia has experienced many disasters. For example, Table 1 is a disaster event that occurred in November 2021.

Based on Table 1, it can be seen that the disasters in Indonesia that occurred in November 2021 were dominated by floods, which recorded 202 incidents. There were 133 landslides, 79 extreme weather events (strong winds), 5 forest and land fires, 4 tidal waves (abrasion), and 1 earthquake. The BNPB Operations Control Center (Pusdalops) found that the November 2021 disaster killed 33 people, 62 people were injured, and 672,736 people had to evacuate because they were affected by the disaster. Of the many disasters that have occurred, landslides have been in the spotlight because as many as 57.5% of the victims died and 72.5% were injured as a result of the disaster. In addition to the dead, houses and several public facilities were also damaged.

There were 1,124 houses damaged, consisting of 228 heavily damaged houses, 258 moderately damaged houses, and 638 houses were slightly damaged. There was also damage to public facilities such as 17 educational facilities, 10 religious' facilities, 1 office

facility, and 33 bridges. Apart from landslides, floods accounted for 47.5% of the damage caused. Table 1 taken from BNPB shows the number of disaster event in Indonesia [1].

Table 1 Disaster Occurrence Data in Indonesia (November 2021)

No.	Disaster Type	Number of events
1.	Earthquake	1
2.	Forest and Land Fires	5
3.	Landslide	133
4.	Flood	202
5.	Extreme Weather (Strong Wind)	79
6.	Tidal Wave (Abrasion)	4

From the many disasters that have occurred in Indonesia, Central Java Province, especially the Magelang Regency area, is an area with a high enough disaster-prone area. One of the areas in Central Java, namely the Magelang district, has geographical, geological, hydrological, and demographic conditions that can contribute to the occurrence of natural and non-natural disasters that result in human and environmental losses. Disaster-prone areas in Magelang Regency include the Sawangan area which requires disaster management due to the eruption of Mount Merapi, the traditional market of Magelang Regency which often occurs in fires, landslides at Mount Sumbing, Bandongan, and Kajoran. In addition, other disaster-prone areas are cold lava floods in the Dukun, Salam, and Muntiran areas. On the other hand, Forest fires often occur on the slopes of Mount Merbabu in the Grabag and Pakis areas. Based on the findings of the BPBD of Magelang Regency, there are many disaster-prone areas such as Borobudur, Salaman, Kaliangkrik, Kajoran, Tempuran, Windusari, Bandongan, Pakis, Ngablak.

Finding disaster-prone areas in Magelang Regency requires an important role from an institution such as the Regional Disaster Management Agency (BPBD), which is a non-sectoral government agency that carries out disaster management functions in the district/city area by referring to the guidelines of the National Disaster Management Coordinating Board. Based on the Regional Regulation (BPBD) of Magelang Regency Number 36 of 2010 Article 4 paragraph (1) concerning the Regional Disaster Management Agency of Magelang Regency, this institution has the following duties: (a) establish guidelines and directions for disaster management efforts which include disaster prevention, management emergency, rehabilitation, and reconstruction in a fair and equal manner; (b) determine the standardization and the need for disaster management implementation based on the laws and regulations; (c) compiling, establishing and informing disaster-prone maps; (d) formulate and establish permanent procedures for disaster management; (e) carry out disaster management in its territory; (f) report the implementation of disaster management to the

Regent every month under normal conditions and at any time during disaster emergencies; (g) controlling the collection and distribution of money and goods in the context of disaster management; (h) account for the use of the budget received from legal sources of financing; (i) carry out other obligations under the laws and regulations [2].

Judging from the tasks carried out by the BPBD of Magelang Regency, it can be seen that the agency is not only responsible during a disaster, but is also responsible for pre-disaster and post-disaster. In preventing a disaster, there is a disaster management system that studies steps to prevent a disaster from occurring, reduce the adverse impact or resulting loss, respond to emergencies when a disaster occurs, and after a disaster occurs. In completing the tasks of the Regional Disaster Management Agency (BPBD) of Magelang Regency, good organizational performance is needed. Good governance is a responsive government to solve various problems and must be able to be more proactive in responding to problems. In essence, every organization was founded to achieve predetermined goals.

Agus Dwiyanto argues that performance appraisal is a very important activity as an indicator of the success of an organization in fulfilling its mission [3]. For public institutions, performance is certainly very helpful in ensuring how well the rankings given by the bureaucracy itself meet expectations and satisfy the public. Five indicators proposed by Dwiyanto to measure bureaucratic performance: productivity, service quality, responsiveness, responsibility, and accountability. First, productivity is generally understood as the relationship between inputs and outputs. Second, service quality is becoming increasingly important in explaining the performance of public service organizations. Third, responsiveness or responsiveness refers to the alignment of programs and service activities with the needs and aspirations of the community. Fourth, responsibility for the implementation of public organization activities which are carried out explicitly and implicitly, in accordance with correct management principles or in accordance with organizational guidelines. Fifth,

accountability is to determine how well the policies and activities of public institutions are by the will of the general public. Based on the indicators proposed by Dwiyanto in 2006, the researcher decided to choose the indicators of productivity, responsiveness, and accountability because they are considered appropriate, more accurate, and more appropriate to measure the performance of the Regional Disaster Management Agency (BPBD) of Magelang Regency. These three indicators were chosen because they are considered to represent several indicators commonly used to assess the performance of public organizations inside and outside the organization. Under correct management principles or accordance with organizational guidelines.

To strengthen the information, the researcher conducts a literature review of the research that has been carried out which has a link between the concept and the object of research. The first research that became a reference and reference for researchers was a study conducted by Irvan Indriyan, Dyah Hariani in 2016 with the title "Performance Analysis of the Regional Disaster Management Agency (BPBD) of Semarang City"[4]. The method used in this research is descriptive qualitative. From this research, the results of BPBD Semarang City's performance can be said to be good but not optimal. Factors supporting the performance of the Regional Disaster Management Agency (BPBD) Semarang include resources, cooperation, and good leadership. Factors that hinder the performance of BPBD in Semarang include the lack of appreciation for employee performance and dependence on third parties in disaster management. The second research is research conducted by Yunita Arisanti and Putut Wisnu Nugroho in 2018 with the research title "Disaster Management Strategy in Magelang Regency"[5]. Based on this research, it is known that the success of implementing the Regional Regulations made Magelang Regency in 2018 receive the BNPB award for the best BPBD category ranked II for region one in disaster management in the Magelang Regency area with consideration of the management system, reporting and rapid handling of areas affected by disasters.

Table 1 Target

Target	2018	2019	2020
Reducing the risk of disasters affecting the community	98.12%	99.12%	112.95%

Source: processed by researchers, 2021

Performance achievements in terms of disaster risk reduction in the last three years in the Magelang Regency have increased. In the last three years, the realized value of performance shows a figure above 91% which is in the very high category.

In addition, the performance of the BPBD of Magelang Regency can be seen from the several achievements it has achieved in the last three years. In 2018, the Magelang Regency BPBD received an award

Based on the previous explanation, it can be seen the importance of the Regional Disaster Management Agency (BPBD) of Magelang Regency and the urgency of performance management in disaster management organizations. Therefore, this study aims to analyze how the performance and the factors that affect the performance of the Regional Disaster Management Agency (BPBD) Magelang Regency.

2. METHOD

In this study, the authors used a qualitative approach with data collection techniques through in-depth interviews, document studies, and literature studies. The interviewee in this study was the head of the BPBD of Magelang Regency. Documentation studies were conducted through analysis of data in official government documents, including those from the BPBD Magelang Regency. Meanwhile, the literature study uses concept analysis and research on the same topic regarding the performance of regional disaster management agencies.

3. RESULT AND DISCUSSION

3.1. Performance of the Regional Disaster Management Agency (BPBD) of Magelang Regency

The performance of this institution will be analyzed from the indicators of productivity, responsiveness, and accountability.

3.1.1. Productivity

One indicator of the productivity of the Regional Disaster Management Agency (BPBD) of Magelang Regency can be seen from the performance achievement. Performance achievement is calculated from the comparison between the work plan and its realization. The Performance Report of Government Agencies (LKjIP) for Regional Disaster Management in Magelang Regency shows the following data.

as the Best Regency/City BPBD II for the western region and the Top 10 Public Service Innovation Competition for Central Java Province in 2018 through the Paseo Merapi Bridal Mystery program (community-based disaster risk reduction [6]. In the following year, the Paseo Merapi Bride Mystery Program also received an award as the Top 99 Public Innovations at the National Level [7]. In addition, the Magelang Regency BPBD received another award in the field of innovation through

the PANCEN A SIKK program (disaster monitoring with the Regency Disaster Information System application) as the Top 10 Public Service Innovation Competitions at the Central Java Province in 2019. In 2020, the BPBD of Magelang Regency received the Disaster Risk Reduction award in Magelang Regency which was handed over by the National Disaster Management Agency (BNPB) [8].

Behind the achievements obtained by BPBD Magelang Regency, there are still obstacles in optimizing performance in this institution. These obstacles include several disaster documents and regulations that have not been legalized, such as disaster contingency plans, regulations for handling refugees, and regulations related to procedures for managing community assistance. Another obstacle is that the certification process for residential land remains unfinished. In addition, some obstacles come from outside the institution such as the lack of understanding of the community about disasters that live in disaster-prone areas and high dependence on the government regarding funding for disaster management activities.

3.1.2. Responsiveness

Disaster management is an important and urgent matter. Handling the disaster must be done quickly. With the condition of the Magelang Regency which has a high disaster potential, it was decided to form a Rapid Response Team (TRC) in handling disasters in each sub-district. The policy was legalized through the Decree of the Chief Executive of the Regional Disaster Management Agency (BPBD) of Magelang Regency Number: 180.186/008/KEP/46/2021 concerning the Rapid Response Team (TRC) at the District Level of the Regional Disaster Management Agency of Magelang Regency[9]. TRC consists of 47 people where each sub-district has 2 to 3 TRC members. TRC has the task of carrying out postal picket activities, assessing quickly and accurately at disaster locations as well as carrying out need's assessments and handling disaster emergencies in Magelang Regency. TRC plays a very important role, including in terms of disaster information. Through the communication system, TRC will report through the system at the BPBD Magelang Regency Operations Control Center (Pusdalops) which is ready on site 24 hours a day. After the information is received by the Pusdalops, the BPBD will disseminate the information to the agencies related to disaster management. In standard operating procedures, after 5 minutes of incoming information, the BPBD of Magelang Regency immediately moves to the disaster location for handling.

In addition, the success and speed of handling in the Magelang Regency are supported by a large number of disaster volunteer communities in this area. The volunteer community in Magelang Regency consists of 127 groups including Sulfatara Merapi, LPB Deyangan Village, OPRB Sewukan, GRCC, Sirahan Bangkit Community, OBALOKA PRAMUKA, Sigap MERAPI,

Cleft Slope FPRB, and others. In addition, there is a Disaster Resilient Village program established by the BPBD of Magelang Regency in 2016 which is funded by the Regional Budget. The targets to be achieved with the existence of a Disaster Resilient Village include the formation of a Village Disaster Preparedness Team, preparation of Standard Operational Procedures for Village Disaster Management, determination of evacuation routes in the event of a disaster [10]. The preparedness of community groups in this area in dealing with disasters also supports the responsiveness of disaster management.

3.1.3. Accountability

Accountability means that the Institution can be held accountable for its performance. Accountability is given to the Regent of Magelang Regency. The reports provided are related to disaster and finance. Every month, the Magelang Regency government holds a coordination forum for agency leaders. In addition, the Magelang Regency BPBD must also submit a performance accountability report to the Regional Leadership Forum consisting of the Regent, Deputy Regent, Head of the Resort Police, Military District Commander, Head of District Court, Head of District Attorney, Chair of DPRD and Head of Religious Courts.

Accountability is not only given to internal government parties. The public now also has the right to access information on the performance of government agencies. This is guaranteed in Law Number 14 of 2008 concerning Public Information Disclosure. The public can also access performance reports from this institution through the official website of the Magelang Regency BPBD www.bpbd.magelangkab.go.id and the Magelang District Disaster Information System (SIKK) website www.sikk.bpbdmagelang.id. On the website www.bpbd.magelangkab.go.id, the public can access organizational performance reports such as Performance Agreements, Government Agencies Performance Reports (LKjIP), Key Performance Indicators, Work Plans, Action Plans, Strategic Plans, State Administrators Wealth Reports, Inventory Data, Contingency Plans, Disaster Kaleidoscopes, Legal Products, Publications. Most of the data displayed on the official BPBD website for Magelang Regency is complete and actual. It's just that some parts have not been updated, such as Government Agencies Performance Reports, State Administrators Wealth Reports, and inventory data.

While the website www.sikk.bpbdmagelang.id focuses on monitoring and responding to disasters using a website-based Geographic Information System so that disaster management in Magelang Regency can be carried out quickly and openly. Apart from the website, this service can also be accessed via smartphones by downloading the SIKK Magelang application on the Playstore. Stakeholders and the community can monitor disaster information such as disaster monitoring,

evacuation routes, disaster event charts, and refugee data in Magelang Regency. In disaster monitoring, the community can view reports on location, time, causes, chronology, photos of conditions at the location, and handling. This information was reported shortly after the handling was carried out by the Magelang Regency BPBD team.

3.2. Factors Affecting the Performance of BPBD in Magelang Regency

3.2.1. Human Resources

Human Resources is very important. The Regional Disaster Management Agency for Magelang Regency is still understaffed. This happens because there are employees who retire or change places of work. However, these obstacles can be overcome by recruiting contract employees whose competence is under the needs at the Magelang Regency BPBD office. In addition, the BPBD of Magelang Regency is assisted by other agencies and volunteer communities so that disaster management can be carried out properly and quickly.

3.2.2. Cooperation

In carrying out its duties and functions, BPBD Magelang Regency needs support from other parties. Good communication and coordination can also support disaster management in the Magelang Regency area. In terms of disaster management, the Magelang Regency BPBD cooperates with other agencies such as the Transportation Service for regulating transportation routes, the Civil Service Police Unit for security, and the Social Service for assistance related to logistics and many others.

3.2.3. Funds, Facilities, and Infrastructure

The Regional Disaster Management Agency of Magelang Regency has sufficient budget, facilities, and infrastructure. Budgeting from 2020 was subject to restrictions due to the COVID-19 pandemic, so it was decided to refocus the budget for handling COVID-19. However, BPBD is trying to adapt to these conditions even though it has planned to carry out other procurements. However, what sometimes becomes an obstacle is that if there are several disasters in different areas at the same time, this is quite difficult for officers because handling tools must be distributed to all disaster-affected areas so that performance is not optimal. Seeing this, a new policy was implemented to allocate 8% of village funds for the disaster sector, including the procurement of facilities and infrastructure.

3.2.4. Natural Condition

The Magelang Regency area is filled with mountains, resulting in a higher chance of natural disasters such as volcanic eruptions, landslides, and strong winds compared to other areas. The sub-districts of Dukuh,

Srumbung, and Sawangan are sub-districts that are prone to be affected by the eruption of Mount Merapi. Meanwhile, Salaman, Salam, and Windusari sub-districts are areas that are prone to landslides. In addition, 50% of the Magelang Regency area is prone to tornadoes. This affects the performance of this institution externally. If a disaster occurs in several places simultaneously, the productivity and responsiveness of the performance of BPBD Magelang Regency.

3.2.5. Citizen's awareness

The community is also required to play an active role in the response before, during, and after a disaster occurs. Before a disaster occurs, people, especially those in disaster-prone areas, must increase their ability to be alert to minimize disaster risk. After a disaster occurs, the community can participate in the rehabilitation and reconstruction of disaster-affected areas. But in reality, according to an interview with the Head of BPBD Magelang Regency, public awareness of disasters is still relatively low.

4. CONCLUSION

The performance of the BPBD of Magelang Regency has been good. This can be concluded from the indicators of good productivity, responsiveness, and accountability. The productivity aspect is evidenced by the work achievement value of BPBD Magelang Regency for the last three years including the very high category with several awards received both at the provincial and national levels. The responsiveness aspect is also good with the implementation of standard operation procedure in disaster response and assistance from the agencies and volunteer communities in Magelang Regency. The accountability aspect of this institution is good internally and externally; however, it just needs to be improved again regarding the completeness of public information on the BPBD of Magelang Regency's official website. The implication of this research is that it can be seen that BPBD Magelang Regency is expected to maintain performance and even improve it by bringing up more effective and efficient disaster management ideas. In addition, the BPBD of Magelang Regency is advised to complete the information listed on its website or social media so that the accountability of this institution will increase.

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