



Formality Analysis of Bureaucracy Performance in Drought Management Effort in Timor Tengah Utara Regency

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Article

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Abstract

Analysis of formalities in drought disaster management efforts determines the success of drought disaster management. Poor management of bureaucratic formalities will hinder the emergence of change, creativity, and innovation in providing public services, so it will broadly impact the achievement of drought disaster management efforts. Analysis of formalities in the bureaucracy that is intended to be related to basic legal procedures and operational standards in this drought disaster management effort. This research used a qualitative research method with observation and interview methods. From the research findings, it was found that the National Disaster Management Agency for Regional Disaster Mitigation of Timor Tengah Utara Regency drought management had not yet have formalities in the form of basic legal and operational procedures and standards that comprehensively regulate the work system in drought disaster management efforts, both pre-disaster, during the disaster and after the drought occurred. This could have an impact on the opportunities and risks of making mistakes in decision-making. Therefore, it was necessary to design a clear, simple, and transparent legal basis formulation based on information technology by involving stakeholders to develop programs and activities that are more specific about drought disaster management efforts.

Keywords: Formalities; Drought; Bureaucracy; Rules

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Introduction

Timor Tengah Utara (TTU) Regency has the lowest rainfall in East Nusa Tenggara Province (Kiha, E. K., & Mitang, 2019). According to Central Statistics Agency (BPS) data of TTU Regency in 2018, the average rainfall in TTU was 1506 mm, and the average rain was 73 days per year (Badan Pusat Statistik, 2020). Timor Tengah Utara Regency is a semi-arid climate, meaning the drought level will be greater due to the existing climatic conditions. This drought problem hit the entire area of TTU Regency with the highest severity on the northern coast, which sometimes also brings its follow-up factors in the form of fires and kumbara locust attacks (Ttukab.go.id, 2021).

According to the climate classification by Schmidt and Ferguson, TTU Regency belongs to the type D climate area (semi-arid climate) with a coefficient of 2 of 71.43% or a tropical climate with two seasons: dry and rainy seasons. Considering that TTU is close to Australia, wind currents that contain a lot of

water vapor from Asia and the Pacific Ocean to the TTU area have reduced water vapor content, resulting in fewer rainy days in TTU than in areas close to Asia. This makes TTU Regency a place that is classified as dry. (Ttukab.go.id, 2021)

Areas classified as dry in the spatial mapping of TTU Regency cover the entire regency area with the highest severity in the north coast area. The potential for drought that covers almost the whole region has a broad impact on the agricultural sector, which requires a lot of water supply. Due to the drought, the potential for crop failure is relatively high in this region, which also impacts the community's economy (Ttukab.go.id, 2021). Land use in TTU Regency is mainly used for the agricultural sector; from BPS data in 2016, it is known that the land area used for agriculture is 97,948 ha, consisting of rice fields: 11,366 ha, fields: 24,466 ha, upland: 31,266 ha, plantations: 30,850 ha, forests: 90,239 ha, or a total of 74% of the total land area in TTU Regency (Badan Pusat Statistik, 2020).

Drought is the relationship between water availability far below the water requirement for life, agriculture, economic activities, and the environment. A drought disaster is an event that threatens or disrupts people's lives where the need for water remains or even increases, but the supply/reserve of groundwater decreases so that the availability of water cannot meet daily needs (National Coordinating Agency for Disaster Management, 2007)

The condition of the TTU Regency area is an illustration that can show a correlation between climate conditions and drought in TTU Regency and drought disasters that continue to occur every year in this region (RPJMD Kab. TTU, 2016-2023). According to data from the National Disaster Management Agency (BNPB), at least in 2019, there were drought disasters in 99 villages in 21 sub-districts in TTU Regency (Nasional.okezone.com, 2019), while in 2020, there were 148 villages spread over 24 sub-districts in TTU Regency (timexkupang.com, 2020), Meanwhile in 2021, drought struck almost 187 villages/kelurahan in TTU Regency (Kompastv.com, 2021).

From the data described above, there was a continuous increase in the number of villages/kelurahan experiencing drought in this TTU Regency. The increase in the number of villages/kelurahan experiencing drought could indicate a need for improvement efforts and in-depth analysis related to the performance of the TTU Regency government in efforts to overcome this drought. If this continues, the drought will have a broader impact.

According to the data collected in 2019, the government of TTU Regency spent around Rp. 100,000,000.' only to drop clean water with an allocation of 10 tanks per village in 21 villages experiencing drought (Nasional.okezone.com, 2019). Meanwhile, in 2020, due to the drought that hit TTU Regency, at least 80 cows that belonged to residents of Bainuan Village of Insana Sub-district died suddenly, and were thought to be caused by dry water sources for livestock consumption and limited animal feed due to the impact of the drought that occurred (jawapos.com, 2021). Furthermore, according to the data in 2021, due to this drought, the community must at least spend Rp65,000 to Rp300,000 per day only to meet the daily water needs of the community in one house (Kompastv.com, 2021).

The drought that has been described is only a small impact of the drought in this Regency. Drought is the toughest touchstone for economic growth, mainly because food needs still depend on traditional agriculture, which relies on climate and rainfall (Widodo, 2007). This significantly affects the conditions of economic growth in TTU Regency where this district is a district with more land use in the agricultural sector, which reaches 74% of the total land area (Ttukab.go.id, 2021)(ttukab.go.id, 2021).

A concrete example is in the research by (Maria Yustiningsih, Amanda Poto, 2021). One of the causes of low corn productivity is climatic conditions and short rainfall that occurs in most of the TTU areas. Horticultural crops such as corn cannot grow optimally because the water capacity needs to meet the needs for corn growth or the plant's experience drought stress. This impacts the imbalance in corn productivity with the population's needs.

However, the government of TTU Regency has tried various efforts to data on dealing with the problem of drought disasters, even though drought disasters continue to increase annually. The intended policies include disbursing funds to drop clean water (Nasional.okezone.com, 2019), (timexkupang.com, 2021), and (Kompastv.com, 2021). Planting saplings as stated in Notification Letter No.660/250/DLH on November 24, 2021, and the last one is to send a letter requesting DSP assistance in the amount of Rp629,200.00 to BNPB to overcome the drought disaster in TTU Regency (Nasional.okezone.com, 2019). However, according to the authors, the efforts made by the TTU Regency government are a short-term policy that cannot avoid a surge in the number of villages/kelurahan affected by drought in the coming year. There needs to be an effort to evaluate the government's performance to avoid a broader impact.

Therefore, as an evaluation material, there is a need for an in-depth analysis of the performance that the TTU Regency Government has carried out to overcome this drought. Referring to this, this study will try to analyze the performance of the TTU Regency government in dealing with drought disasters by focusing this research on analyzing bureaucratic formalities. The formality analysis was chosen based on the conditions in which the performance of the bureaucracy became a determinant of the success of drought disaster management. Poor management of bureaucratic formalities will hinder the emergence of change, creativity, and innovation in providing public services, especially those related to drought disaster management efforts. Another impact of the poor implementation of this bureaucracy will create a rigid, routine, and unresponsive work process to the community's needs so that it will have a broad impact on the community—achievement of the success of the drought disaster management efforts that continue to occur every year.

Furthermore, this research will use the essential characteristics of Weber's theory of bureaucracy. In (Albrow, 2005), Weber said that bureaucratization is defined as applying various principles and characteristics of the bureaucracy he put forward. Weber's theory is used considering Weber's Bureaucracy Theory in government practice that still exists in many countries, although with different intensities (Anggraini, 2020). In Indonesia, (Dwiyanto, 2015) revealed that the Weberian bureaucratic model is firmly institutionalized in the government bureaucracy. Therefore, referring to the theory of Weber's Bureaucratic Principles, the author sets the formality bureaucratization variable that will be sought for answers through this research. Analysis of formalities in the bureaucracy that is intended to be related to basic legal procedures and operational standards in this drought disaster management effort. In this case, the researchers examine how the government's performance in the application of formality bureaucracy, whether applied flexibly or rigidly, so that later the application in this hierarchical bureaucracy will be able to see the impact arising from its application in the form of the emergence of changes and innovations in the life of the public bureaucracy.

Research Method

This research was conducted using qualitative-descriptive research because this method is expected to describe analysis in text or in-depth narrative (Creswell, 2014). Researchers conducted this research on the conditions of the object experienced, and the researcher is an essential instrument, and the results of qualitative research emphasize meaning rather than generalization (Sugiyono, 2005). To study the phenomena in this study, the researcher used the Weberian concept of the ideal theory of bureaucracy as the measuring stick for this study, with the research method used being analytical descriptive. The descriptive method describes and analyzes data by collecting data based on actual conditions. The descriptive method is carried out by studying the problems, procedures that apply, and certain situations with the aim of research to systematically describe phenomena or characteristics of specific subjects or specific fields factually and carefully (Rakhmat, 2002; Ramdhan, 2021)

The choice of this qualitative approach is based on solid reasons that this approach is more appropriate to be used to understand and analyze the actual phenomenon of the application of bureaucratic formalities in efforts to deal with drought, which is one of the determining factors for success in managing drought in TTU Regency. The data collection instrument in this study was carried out using data collection techniques in the form of literature studies and field studies. Field studies were carried out, including observations and interviews. The interview is one of the data collection techniques in the survey method through a list of questions submitted orally to the research subject (Burhan, I., Afifah, N., & Sari, 2022; Rosady, 2010).

The informants were selected purposively: people with sufficient knowledge who could explain the situation according to research needs. The informants who were the subjects of this study included the Chief Executive of BPBD, Dra. Yosefina AL.M Lake and Jusmina Kaesmetab as the head of preparedness were strengthened by several informants who were village heads and communities who received assistance from BNPB for drought management. Researchers also use other references as secondary data as supporting data in the form of research results through scientific journals, literature studies, and other supporting data and objects that can help support the author's research. The object of research is anything considered necessary based on specific assessments or criteria or has the information needed in research. (Alwasilah, 2008; Wicaksono, 2022)

Furthermore, the results of the interviews were transcribed into a qualitative analysis using three streams simultaneously: data reduction, data presentation, and conclusion. Data reduction is

carried out continuously during the activity to see firsthand the phenomena that occur in applying formal bureaucracy in efforts to deal with drought in TTU Regency. At the same time, the presentation is structured information that allows concluding and taking action. In conclusion, verification is also carried out by thinking again and reviewing field notes (Miles B, Mathew, 1992).

Results and Discussion

Timor Tengah Utara Regency is one of the regencies in East Nusa Tenggara Province, identified as a disaster-prone regency. The 2015 TTU Regency disaster risk study and updated data from the TTU Regency BPBD found nine types of disaster risk with moderate to high levels of vulnerability. One of them is the threat of drought. Timor Tengah Utara Regency is high because 90% of this region generally experiences drought disasters. In addition, this region has the potential to experience drought disasters every year, and there are at least seven sub-districts in the regency. It is experiencing drought disasters with a high level of vulnerability, including Bikomi Nilulat, Central Bikomi, North Bikomi, West Insana, Insana Fafinesu, Biboki Anleu, and West Biomaffo sub-districts.

The position of the TTU Regency is close to Australia, which makes this area a relatively dry area and has fewer rainy days in this district compared to areas close to Asia. The threat of drought in this district is also exacerbated by the habit of the community making farming patterns with a slash-and-burn system and shifting, which reduces the water content in the soil. Not only that, but the increasing number of residents also prolongs the causes of drought disasters that continue to occur in the regency. This increase in population has an impact on changes in land use and the development of residential areas resulting in many trees being cut down without any reforestation so that water reservoirs continue to decrease. This is reinforced by the statement delivered by Dra. Yosefina AL.M Lake as the head of the BPBD of TTU Regency as follows:

"Cutting down these trees is what causes us to dry up. It is raining a lot, but I want this water to be collected. This water is coming down from the mountain, but I do not know where to collect it because there is no containment. An appeal to the public to always slash and burn gardens so that this is not done. Some are aware, but many are not. Unlike in the past, they did their gardening behind the land. If now he burns here this year, later he will move again, the grass that he gave before let the grass grow. Because of the bias in the second year, the land is no longer fertile. So, they planted this corn just waiting for the rainy season. They could not plant it other months anyway because there was no water. In addition, the population is increasing, and the need for all kinds of wood is increasing, especially since many people here still use firewood. So, more trees are cut down."

This can be seen from the data that the number of sub-districts experiencing drought continues to grow annually. According to data from the BNPB, at least in 2019, there was a drought in 99 villages in 21 sub-districts in TTU Regency (Nasional.okezone. com, 2019). Meanwhile, in 2020, 148 villages were spread across 24 sub-districts in TTU Regency (timexkupang.com, 2021). Meanwhile 2021, drought struck almost 187 villages/kelurahan in TTU Regency (Kompastv.com, 2021). Timor Tengah Utara Regency government continues to promote drought disaster management efforts by providing action options for stakeholders and the development sectors to contribute. The efforts being made include actions that must be taken before, during, and after the drought disaster by focusing more on pre-disaster drought.

The BPBD of the TTU Regency has promoted various preventive activities to prevent drought disasters, including cooperation between related institutions within the TTU Regency area. The BPBD continues to promote various activities to anticipate efforts to prevent the threat of drought. This effort continues to be encouraged in collaboration with other institutions in TTU Regency. Substantial efforts made by other institutions in efforts to prevent this drought disaster, carried out by the Environmental Department by distributing saplings to the community as well as an invitation to the community to plant saplings as a preventive measure to prevent the occurrence of drought that continues to spread in various sub-districts in TTU Regency. These activities were implemented by issuing a formality as a notification letter No.660/250/DLH on November 24, 2021. Formality can be interpreted as a form of regulation, procedure, procedure, or activities or their derivatives. Formality is needed as a basis for decision-making (Cornelis, 2021; Dwiyanto, 2015) so that the issuance of the notification letter becomes the basis for the public regarding the validity of the information that the Environmental Department has issued. The Department of the Environment has the task of planning and controlling preventive, advocacy, and early detection efforts in disaster prevention related to environmental aspects.

Second, another preventive effort carried out by BPBD is to disseminate information to the community not to carry out tree-cutting activities and carry out agricultural activities with the Food Work-Intensive Pattern Raskin. The implementation of the Raskin PKP pattern is intended to utilize unused land (wetland and dry land potential), reduce the slash-and-burn system and shifting cultivation, minimize surface erosion, and maintain environmental sustainability through land agroforestry systems and terracing (Anggraini, Tri; Seran, 2020). Dissemination in the community aims to place the community as the main actor. The dissemination approach to community-based disaster prevention places the community as the main actor. Meanwhile, BPBD, in this case, acts as an actor who transforms the understanding of the community regarding disaster prevention and management efforts. (Anggraini, Tri; Agustian, 2021). Human resource capacity can be measured from the community's understanding of disaster risk, especially people living in disaster-prone areas such as TTU Regency. This understanding will contribute to the community's efforts in responding to drought disaster management efforts independently, so it is hoped that there will be planned, structured, systematic disaster management efforts and involve the community as the most critical layer of this disaster management effort. This is reinforced by the statement delivered by Dra. Yosefina AL.M Lake as the head of the BPBD of TTU Regency as follows:

"But indeed, our soil is like that, so the trees suitable for planting are also adapted to the soil conditions to have a (water) reservoir. We have tried to take precautions, such as in several villages that have attempted terracing. They have not just planted loosely like that but made them terraced. So, the water that comes does not immediately throw it away, but there is a barrier. That is all we can try until now."

However, the government of TTU Regency, through BPBD, has tried various efforts to overcome the drought problem even though the number of sub-districts experiencing drought in this district continues to increase yearly. In the author's opinion, there is a need for long-term prevention efforts in addition to avoiding drought disasters that continue to spread in various sub-districts in TTU Regency and to avoid the significant potential losses from this drought. According to BPBD data in 2020, the potential population exposed to the dangers of drought is in the high category compared to other disasters. Not only that, the potential for disaster losses in this district is also in the high category. This is because drought is a disaster that affects the environment according to the set environmental parameters.

One of the efforts that can be made is to establish formalities in the form of standard rules, standard operating procedures concerning clear legal rules that are formal, and various derivative regulations. This is because formality is the basis for decision-making. Formality is also part of efforts to provide services to the community so that the services provided can be fast and fair (Dwiyanto, 2015). This includes formalities in efforts to prevent drought disasters. Formalities are used to avoid confusion in providing services for communities affected by drought disasters. In the authors' findings, the absence of clear formalities causes BPBD to find it challenging to determine standard standards for aid recipients during a drought. This confusion continues to occur every year because in the results of the author's interview, it was found that the formalities had not been clearly and in writing determined so that the provision of assistance to the community only relied on old habits often carried out in previous years.

Timor Tengah Utara Regency is estimated to have a long dry season in April-December every year, which is characterized by erratic and very short rainfall, which is approximately 3-4 months with an average rainfall of 800 mm and a maximum of 3000 mm. within one year and occurred throughout the TTU Regency. In 2020, at least the district government of TTU has determined as many as 19 sub-districts with a total of 95 villages/sub-districts experiencing drought disasters, and it is stated in the statement of the Regent of Timor Tengah Utara Number: BPBD.360/73/Bid.II.VI/2020. However, ironically, only eight sub-districts with 20 villages/sub-districts received clean water assistance during the drought. This includes what happened in Fafinesu A Village, where they needed clean water assistance during a drought. Yakobus Naimnule confirmed this as the head of Fafinesu A Village. His narrative revealed that Fafinesu A Village was one of the villages that did not receive clean water assistance from the BNPB. In his narrative, he said that the Village Head of Fafinesu A Village, Mr. Yakobus Naimnule knew that there was clean water assistance from BNPB; however, since his leadership, Fafinesu A Village had never received clean water assistance from BNPB.

"Never got it; usually, at this time, the budget has been given to the village budget (through the Village Fund Allocation). For example, the assistance of distributing water to the community uses the village budget. We know several villages get it, but we never get it in us (Fafinesu A Village)."

Furthermore, the narrative of the village head, Mr. Yakobus Naimnule, revealed the possible causes of Fafinesu A Village not receiving assistance because Fafinesu A Village refers to villages that are close to the river and already have drilled wells in every hamlet, even though there are rivers and drilled wells owned by the village. Fafinesu A cannot meet the water needs of Fafinesu A Village. However, the village head of Fafinesu A understands this condition is due to budget constraints which, according to his narrative, must have been the main reason why the village he leads did not receive water assistance during a drought. More specifically, the following is an excerpt from the interview:

"Because we (the village) are probably near the river, there are also drilled wells. Water is considered enough from there. However, it still needs to be improved because there are also many village communities, and the area is quite large. That should not be enough. There should be at least six drilled wells, and each hamlet has two drilled wells."

Determination of the number of sub-districts and villages that receive drought assistance is based on the availability of a budget disbursed by the TTU Regency government every year, which is charged to the Regional Revenue and Expenditure Budget of the TTU Regency. In 2020 alone, the available budget can only meet the clean water needs of 8 sub-districts with 20 targeted villages/kelurahan with a total budget of Rp. 35,000,000.'. This total budget cannot meet the need for clean water assistance for all TTU Regency sub-districts during the drought. In a statement delivered by Jusmina Kaesmetab, the head of preparedness, she said:

We may only get three tankers if we share funds with these villages. It will be difficult for us, sis. Often these people also complain, how is it finished? Where are we going to get the funds from? For example, in one village, there are around 60 RTs. So, we do not divide the whole. We divide it into three households. For the whole, it is close to 60-70 million. That is yet another because the budget is minimal."

Dra. Yosefina ALM Lake as the Chief Executive of BPBD also conveyed the same thing:

"We will look at the determination of villages that will receive it from the budget. If the budget is large, we can all help, but if all areas are supposed to be experiencing drought, only one or two villages will not be. We load these (villages that have been assisted). Those (villages) are indeed arid. Like in the northern bikomi."

Furthermore, in the findings of BPBD researchers, there are no straightforward formalities related to the budget standards needed in efforts to overcome drought disasters in TTU Regency, even though the threat of drought occurs every year. The lack of apparent formality related to budget standards will impact the absence of transparent budget calculations related to budgeting that needs to be submitted to the local government of TTU Regency, in an interview conducted by the author, the Chief Executive of BPBD, Dra. Yosefina ALM Lake could only estimate the total budget needed because there was no explicit calculation due to the absence of a definite cost standard related to the number of costs for clean water needs during a drought.

"There is no exact calculation yet, yes, so if we share the water, which I calculated from the start, it could go up to 800 million, yesterday (assistance from BNPB in 2021) of 450 million, we have been able to distribute it to the community partially. So around 800 million can do everything."

Not only are formalities related to the need for budget standards, but confusion also occurs because BPBD does not yet have a Standard Operating Procedure regarding the mechanism and procedures for distributing aid to communities affected by drought in TTU Regency. Standard Operational Procedure is defined as standard activities that must be carried out sequentially to complete a job if it is adhered to (Wibowo, 2010). To overcome the drought disaster in 2020, at least the TTU government has determined as many as 19 sub-districts with a total of 95 villages/sub-districts experiencing drought disasters, and it is stated in the statement of the Timor Tengah Utara Regent Number: BPBD.360/73/Bid.II.VI /2020. However, ironically, only eight sub-districts with 20 villages/sub-districts received clean water assistance during the drought.

When confirmed by the Head of BPBD, Dra. Yosefina ALM Lake, and Jusmina Kaesmetab, the head of preparedness, revealed that the determination of the target sub-districts and villages to receive clean water assistance was determined based on the availability of the budget, sub-districts, and priority villages that were considered the most severely affected. As for the neighborhood and family recipients, the village head is given flexibility regarding who the beneficiaries of the clean water assistance provided by the government are. The following is an excerpt of an interview conducted by the author with Jusmina Kaesmetab as the head of preparedness for BPBD of TTU Regency:

"The village determines (the households and households) who will receive the assistance. We decide the villages, but up to the village, the villages decide for themselves. Because it is the village's responsibility because we only provide it, arriving at the village, we will provide an understanding of this water. For example, one household can get 15 or 20 families, at most 3 or 5 6. However, it also depends on the village apparatus, and he wants to arrange what it will be like from them alone."

The Chief Executive of BPBD, Dra. Yosefina AL.M Lake, further conveyed this as follows:

"We gave the villages that received this assistance to dry villages. If you look at the general data, the existing data should all be assisted. So, the distribution for each village is five tanks. Later, before we bring water there, we will write a letter to the village or the community so that the community can prepare a water tank, fiber, or tub. So later we will go there, it is not each of us. So, we divide it among households for how many households he handles. We put one tank of water there. Later, the people will take it to the neighborhood."

The statement conveyed by the Chief Executive of BPBD revealed that regarding the beneficiary and beneficiary households, it was entirely up to the village head to determine the target households that received the assistance. This will be detrimental because it requires the village head to make decisions whenever he serves the residents constantly. This situation exposes them to unfavorable psychological conditions such as stress and anxiety, and the village head to the opportunities and risks of making mistakes in decision-making. Officials who judge and decide for themselves without any procedures and rules that can make it easier and help every citizen who needs services, the bureaucratic service will be long-winded. They may vary between citizens, even though they have the same problem. As a result, uncertainty will arise. Very high services it is detrimental not only to service users but also to bureaucratic officials (Dwiyanto, 2015). In the narrative delivered by Jusmina Kaesmetab, the head of preparedness for BPBD of TTU Regency, people often complain because they do not get water assistance, and some people who receive assistance also complain that the amount of water assistance received is not very small, and not enough to meet their needs. This will be different if the implementation of the distribution of clean water has a formality, in this case, standard operating procedures as the basis for decision-making by a bureaucratic official in providing services so that the services provided can be fast and fair. It is easier for the public bureaucracy to provide fast and fair services with clear procedures and game rules (Dwiyanto, 2015).

Not only that, but the number of water tanks also given to each village is given equally without a standard calculation of the number of neighborhoods, family cards, or families in the beneficiary village. Each received five water tanks, even though the number of people who needed clean water during the drought in each village differed from one village to another. As a result, the water needs in each village that received assistance did not match the standard amount of water needed for clean water aid recipients. The author believes a distribution procedure like this will need to be clarified due to the need for more clarity of rules and work systematics. In contrast, standard operating procedures aim to facilitate coordination to avoid overlapping or duplication, establish harmonious working relationships, and clarify of authority and responsibility of each employee. (Aziz, L. A., Maliah, M., & Puspita, 2022; Wibowo, 2010). Therefore, standard operating procedures are essential as work standards to improve effectiveness and efficiency in service performance.

To deal with drought disasters, BPBD does not yet have formalities that comprehensively regulate the work system in drought disaster management efforts, both pre-disasters, when a disaster occurs, or after a drought occurs, even though written formalities are very necessary because they can avoid having the village head make his own decisions. A disaster situation is a condition that has a high intensity of uncertainty. So then, written formalities are needed to assist the village head in determining the actions that must be taken to respond to various problems that arise during the community in disaster conditions. So, the risk of making mistakes can be avoided by having written formalities because village officials only apply existing formalities. For citizens who use services, the absence of clear procedures and regulations makes them unable to know their rights and obligations to obtain services, (Bazarah, J., Jubaidi, A., & Hubaib, 2021) and has an impact on citizens who are in a weak position. (Dwiyanto, 2015). BPBD of TTU Regency itself in the narrative of the Chief Executive of BPBD, Dra. Yosefina AL.M Lake revealed that the formalities used by BPBD of TTU Regency in drought disaster management use formalities derived from the National BNPB to be used as standard reference activities. The following is more apparent, the narrative delivered by Dra. Yosefina AL.M Lake as the Chief Executive of BPBD of TTU Regency:

"We are still lacking (no formalities), but we only use service standards from the center. How come we follow the service standards from the center? So, from that center, every season there

always reminds us that at that time, we already know when our area is dry when it rains, what we will do if it rains, and if it is dry, we already know. However, it still needs to be written. We are still just following the central rules."

Formality is used as a guide for implementing and using services so that services can be fast, sure, and fair. In addition, formalities are used to standardize procedures and work processes. (Dwiyanto, 2015). However, in the author's findings, BNPB does not yet have formalities that comprehensively regulate the work system in efforts to deal with drought disasters, even though, according to the author's opinion, if the implementation of drought disaster management efforts using the basic reference for the National BNPB, of course, there will be no regional specificity so that drought disaster management efforts This cannot be explained by one standard and uniform rule between one region and another, where each region has a typology, ecology, social and culture that differs from one region to another. The SOPs must follow the needs, vision, and mission carried out, and the making of SOPs must be people who understand the conditions and situations that occur (Nur'Aini, 2016).

Therefore, it is necessary to design a clear, simple, and transparent legal basis formulation based on information technology by involving stakeholders. BNPB of TTU Regency uses this legal basis formulation to develop more specific programs and activities related to drought disaster management efforts comprehensively and coherently and ability to provide clear directions for drought disaster management policies in TTU Regency. Policy implementation goes well if policy implementation is carried out consistently by adhering to applicable procedures and norms (Mutiasari, Yamin, M. N., & Alam, 2016). The Homer-Dixon (1994) and Gleick (1993) hypothesis reveals that the scarcity of natural resources will trigger conflict (Homer-Dixon, 1994). So there needs to be a more substantial effort to minimize these conflicts. BNPB of TTU Regency must also be able to take the initiative to ensure that civil society groups, academics, and other stakeholders play an active role in designing the formulation of this legal basis. The implementation of policies should be participatory, namely the implementation of policies that can encourage community participation by considering the aspirations, needs, interests, and expectations of the community (Rohman, 2016).

Furthermore, if you look back at the mission carried out by the bureaucracy, in this case, the BNPB of TTU Regency, namely the bureaucracy with the characteristics of its apparatus that must be able to think creatively, be innovative, and act responsively to the dynamics of the environment or disasters that occur, the formalities that should be made also cannot be too rigid, and Details are applied, because when written formalities are applied rigidly and in detail, it will have an impact on the non-optimal performance of BNPB of TTU Regency in the effort to overcome drought because it is unable to tolerate conditions at the time of disaster management which is dynamic, diverse and changes rapidly. Regarding implementing formalities, the BNPB of TTU Regency cannot apply formalities haphazardly because it must adapt to the mission carried out by the BNPB of TTU Regency and environmental conditions during the drought.

Conclusions

To deal with drought disasters, BPBD of TTU Regency still needs formalities in the form of basic legal procedures and operational standards that comprehensively regulate the work system in drought disaster management efforts, both pre-disasters, during the disaster, and after the drought occurred. This condition impacts service uncertainty because people must learn their rights and obligations in obtaining services. In addition, the absence of formalities in the form of basic legal and operational procedures and standards also impacts opportunities and risks for making mistakes in decision-making. Therefore, it is necessary to design a clear, simple, and transparent legal basis formulation based on information technology by involving stakeholders. The BNPB of TTU Regency uses this legal basis formulation to develop more specific programs and activities related to drought disaster management efforts comprehensively and coherently and ability to provide clear directions for drought disaster management policies in TTU Regency.

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