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# Increasing the Capacity of Padang City Community Against Covid-19 Disaster Management

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A B S T R A C T

The purpose of this study is to describe how efforts are being made to increase public understanding of non-natural disaster management, in this case the COVID-19 pandemic. This study uses a descriptive approach, with methodological techniques using interviews, documentation and literature studies. In dealing with COVID-19, of course, it is not only the duty of the government, but also the role of the community in the process of dealing with this pandemic disaster. In this regard, the community's understanding and ability to recognize the COVID-19 response system is needed. Therefore, based on the research conducted, the results show that in terms of quantity the capacity has been fulfilled, but when viewed in terms of quality there are still limitations. So the conclusion is there needs to be an increase in the rate of human resources by providing direct and periodic training and education. By continuing to carry out the Covid health protocol.

INTRODUCTION

Until 2021, it has been almost two years since the pandemic has hit Indonesia and several countries in the world. Based on data released by world meters, released data stating that Indonesia is ranked 19th in the country with the most Covid-19 cases in the world ([www.worldometers](http://www.worldometers)). This can also be proven through data collected by Kompas, where Indonesia is ranked 1st in the country with the highest contributor to Covid-19 cases in Southeast Asia ([Kompas.com](http://Kompas.com)). The spread of Covid-19 in Indonesia itself, it has spread to almost all provinces in Indonesia, up to the district and city stages. As in the capital city of West Sumatra, namely the city of Padang. For the Padang City area itself, cases were found until early 2021, with a total of 15,898 confirmed cases, 15,215 recovered cases and 302 deaths. Then for the Padang City area, it can be seen that the Kuranji urban Village, which is in the Kuranji District area, is the largest area in contributing positive cases of Covid-19. as evidenced by a statement from the head of the Health Service ([Kompas.com](http://Kompas.com)).

This statement can be proven through data released through the Padang city corona website, as follows in figure 1:

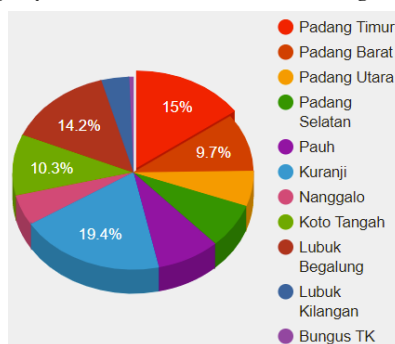


Figure 1. Pie Chart of the Distribution of Covid-19 Cases per sub-district in Padang City  
 Source: [corona.padang.go.id](http://corona.padang.go.id)

Through the pie chart above, it can be seen that from 11 sub-districts in Padang City, it can be seen that Kuranji District is the area with the highest percentage of contributing Covid-19 cases. With detailed data as follows in table 1:

Table 1. Details of Confirmed Covid-19 Data Per District

DISTRICT	CASE		
	Positive	Died	Healed
North Padang	1259	28	1207
West Padang	948	17	916
East Padang	2362	49	2286
South Padang	889	23	843
Nanggalo	1252	18	1190
<b>Kuranji</b>	<b>2717</b>	<b>47</b>	<b>2592</b>
Pauh	965	16	930
Lubuk Begalung	1806	40	1734
Lubuk Kilangan	1022	14	980
Koto Tangah	2573	49	2433
Bungus Teluk Kabung	105	1	104

Source: Research processed data (data update April 10, 2021)

Through this data, it can be seen that of the 11 sub-districts in Padang City, it can be seen that Kuranji District is the sub-district with the most cases compared to other sub-districts. Related to the data above, the distribution of cases in Kuranji District can be summarized as follows in table 2.

Table 2. Details of Covid-19 Confirmed Data for Each Village in Kuranji

VILLAGE	CASE		
	Positive	Died	Healed
<b>Kuranji</b>	<b>704 (+11)</b>	<b>24</b>	<b>661 (+3)</b>
Korong Gadang	410 (+4)	2	399 (+3)
Pasar Ambacang	345 (+4)	7	329 (+3)
Gunung Sarik	278 (+1)	4	266

Anduring	234 (+2)	2	179
Sungai Sapih	212 (++)	0	197 (+3)
Lubuk Lintah	182	2	179
Kalumbuk	177	3	169
Ampang	175 (+1)	3	169 (+2)

Source: [corona.padang.go.id](https://corona.padang.go.id) (Data update 10 April 2021)

Based on the data collected by the researcher, it was concluded that for the Kuranji Sub-district, it can be seen that the urban village with the largest number of residents infected with Covid-19 comes from the Kuranji urban Village, with the increase in cases every day is still considered to be still significant. According to data from Kompas.com, office workers and traders are the clusters most affected by the Covid-19 virus in Kuranji Urban Village. Furthermore, as it is known that the pandemic is considered to have caused a crisis from various aspects, both from an economic, health and social perspective. Therefore, it is known that during the last 1 year since this pandemic, various efforts and policies have been issued by the central government and regional governments to carry out the Covid-19 disaster management. It was Starting from the dissemination of related information, such as calls to implement health protocols and maintain a distance which is carried out by utilizing the development of information technology according to research (Suminah et al., 2020).

Likewise, with the Padang City government, both from the sub-district level to the village level, one of which is by collaborating with various related parties. Moreover, at this time the Padang City Government itself has officially enacted Regional Regulation No. 6 concerning the Adaptation of New Habits as a legal umbrella in enforcing community discipline to implement health protocols during the pandemic. Therefore, public involvement and awareness in supporting the government's efforts are essential.

Because actually, an optimal disaster management activity cannot be carried out by the government alone, but requires active community involvement. Community involvement itself is absolutely necessary, considering that in disaster management the community is both the subject and object of disaster risk management according to research (Susilowati & Siswanta, 2016). Based on Law No. 24 of 2007 concerning Disaster Management, it has emphasized the importance of community involvement in disaster management, both in mitigating and supervising efforts to reduce disaster risk itself. In connection with the results of the previous research, the government provides facilities and seeks to develop disaster risk reduction programs through CBDRM (Community-Based Disaster Risk Reduction). CBDRM puts the community as an essential factor in building resilience to disasters. One of the forms is to make urban villages resilient to disasters. A disaster-resilient urban village is an urban village that has the independent ability to adapt and face the threat of disasters, as well as recover quickly from the adverse effects of disasters according to [Perka BNPB Number 1 \(2012\)](#). Therefore, a village can be said to be disaster-resilient when the village has the ability to recognize threats in its area and is able to organize community resources to reduce vulnerability and at the same time increase their capacity to reduce disaster risk. Because if there is a low adaptive capacity to natural disasters, it can cause losses in various sectors according to research (Koem et al., 2019).

In connection with the Covid-19 pandemic that has hit all areas in the City of Padang, it can be done by involving the community. Where as we know that the Padang City Government is currently using the concept of collaboration with the penta-helix method. One of the actors in the idea is the community itself. Learning from community-based natural disaster risk reduction efforts and the concept of gotong royong which has always been applied in Indonesia and the Padang City area, it is possible that this culture can also be implemented at the level and sub-district in Padang City as an effort to accelerate the Covid-19 response. in Padang City.

In the research conducted (Hadi, 2020) actually in the face of the Covid-19 pandemic disaster, several non-governmental organizations which are government partners, in collaboration with the Covid-19 task force have tried to publish the COVID-19 Tangguh RT Guidebook, but the socialization and dissemination which is considered to be still very limited. So, to carry out the handling of covid in Kuranji urban Village, it is also possible to do it by increasing the capacity of the community in dealing with Covid-19. Considering that currently Padang City itself has a Disaster Resilient Village, as an extension of the Padang City BPBD in carrying out disaster management activities in their respective areas. However, to be able to implement it, of course, it takes the capacity of the community to understand how to deal with Covid-19 in their respective regions.

Based on this explanation, the author is interested in studying how the form of increasing the people's capacity of Padang City in the context of dealing with Covid-19 (by taking a case study in one of the villages, namely Kuranji urban Village). In this study, the author will describe the phenomenon of this research using the capacity theory by William Horton.

## METHOD

This study used a qualitative approach with a descriptive method. Through a qualitative approach, it will be easy to get a deep, authentic and fundamental understanding of the phenomenon being observed. Meanwhile, for the data collection method, the writer uses interviews, observation, documentation, and literature/literature studies. The data is then described through the theory of capacity by William Horton. Related to the selection of informants in this study using purposive sampling, where the researcher determines the characteristics of the informants first. Thus, the informants were the Padang City BPBD, the sub-district government to the village level, community groups, disaster preparedness groups, and TAGANA. Then conclusions are drawn based on the theoretical indicators, then it is described which indicators have been met and which have not been met. So that through these conclusions, researchers try to provide suggestions and input that are considered relevant to the results of the research conclusions.

## RESULTS AND DISCUSSION

In accordance with the researcher's explanation on the background where this research aims to look at the improvement of the community in carrying out the Covid-19 disaster management in the city of Padang. As it is understood that organizational capacity is all the potential possessed by an organization that aims to carry out organizational activities. It can be concluded that this research tries to see how the

community's ability to apply the resources they have to accomplish organizational goals. Horton (2003), this capacity directly influences the performance of an organization. Horton also said that the performance of the organization can be seen through 4 elements, namely effectiveness, efficiency, relevance, and sustainable financial resources.

### RESOURCES

In the theory of resource capacity itself is the first aspect that is considered to provide good performance in an organization. Resources themselves are defined as all available potential that is used as a tool for the running of an organization. Associated with the resources themselves can be divided into human resources and non-human resources (which include infrastructure, technology, and finance). then it can be concluded that the organizational resources which include personnel, vehicles, equipment used, and the budget required for the organization's activities.

#### Human resources

Human resources in an organization are a vital aspect that determines the running of an organization. Human resources are a formidable unit in forming synergies to carry out organizational tasks. Humans themselves are also interpreted as Manpower where humans are the only resources who have the ability to reason, desire, feel, skills, drive and power. Therefore, human resources are considered very influential on the organization's efforts to achieve predetermined organizational goals.

Human resources are also considered as human capital where humans in an organization are considered as an investment, so they must be managed properly so that these resources provide good benefits and influence for an organization, referring to Lijan Poltak Sinambela (2016). The capacity of an organization can be seen through the extent to which the quality of human resources owned by the organization and how far the level of professionalism of its human resources.

Human resource capacity itself is defined as the ability of a person or individual to carry out their duties and authorities effectively and efficiently in achieving organizational goals, thereby issuing or producing good outputs and outcomes according to (Karmila et al., 2012). Then refer to Bryson (1999) in order to further improve the performance of public organizations theoretically comprehensive aspects that affect performance are supported by several components, namely human resources, facilities, infrastructure and budget.

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In this regard, it is the same as in carrying out disaster management, the human resource factor is a core aspect that plays an important role in carrying out disaster management activities. So that in carrying out capacity building in dealing with disasters, it will not run well if it is not supported by competent human resources in carrying out their duties. This is

also supported through previous research conducted by (Hapsari & Djumiarti, 2016). Regarding the community capacity building activities in carrying out the Covid-19 disaster management in Padang City, it has involved many stakeholders consisting of the government itself to groups or organizations from the community. Because this disaster does not only affect one aspect of life.

So, based on the research conducted, it was found that related to human resources in increasing the community's capacity to deal with the Covid-19 disaster, it was sufficient. Whether it's from the regional level to the smallest level of government such as the urban village level. Where community groups, namely youth organizations, have collaborated with the government. It is evident from the involvement carried out by the Ampang Saiyo Youth Organization; they won the achievement of being the best youth organization (1st place) in Padang City on April 26, 2021. Referring to (Umeidini et al., 2019) believes that actually carrying out disaster management activities it is very necessary community participation to get optimal results.

When the city was hit by the Covid-19 disaster, the young generation of Ampang who were members of the Ampang Saiyo Youth Organization played an active role with the community, the government starting from the neighbourhood, Hamlet, Urban Village and other stakeholders carried out social activities to break the chain of the spread of Covid-19 and socialize the adaptation of new habits to the people in their environment. Departing from their awareness and concern for their country and carried out selflessly, this group works hand in hand to help the government to involve the millennial generation. It was proven through the results of interviews with the coordinator of the implementation of BPBD Padang City activities, with the results of the interviews as follows:

"In relation to our activities in carrying out this pandemic disaster management, we have a team that works together. Whether it's from the government itself, such as the Padang City BPBD, the Health Service and Forkopimda. Then there is also the involvement of the sub-district and village government levels. As well as human involvement in disasters. For example, these disaster personnel are the disaster preparedness group (KSB). So far, in terms of human resources, I think they are quite capable" (Interview with the Coordinator for the Implementation of BPBD Padang City Activities, Robert Chandra, On 13/09/2021). Furthermore, what about the capacity of the human resources involved in this disaster management? The implementation of training activities is one of the efforts to improve human resources who carry out disaster management activities. Where the existence of training on disaster management will certainly increase the capacity and ability of actors who are carrying out disaster management activities. This is in accordance with Grindle's statement that the initiative in developing human resources in general is to increase the capacity of individuals to carry out their responsibilities professionally and improve their technical abilities.

Training and development are the same two concepts. Where both aim to increase knowledge, skills, and abilities. With the training carried out, all stakeholders involved have competencies indicated by attitudes, morals, professionalism, and awareness in carrying out their responsibilities.

In this regard, the researchers found that the training data carried out was considered to be lacking. Where the method used is also not adequate and is not considered effective, because it is only done online by phone. So, it can be concluded that the human resources that are owned are only adequate in quantity, but in quality it cannot be said to be so good. Whereas according to what was conveyed by Horton that organizations must have professional and competent resources. Because in order to increase the capacity for handling the Covid-19 disaster, these stakeholders are the organizers of the activity. This statement is supported by the results of the interview as follows: "We have not been able to organize training for disaster personnel such as KSB, given the limited budget we have. And also, there is our limit to do the crowd. Moreover, we are currently conducting PPKM level 4. So, there are many factors that cause this cannot be done. In fact, this hands-on training is really needed. Because these disaster people come from various backgrounds and ordinary people. I'm afraid that socialization via WA is not effective." (Interview with the Padang City BPBD Activity Implementation Coordinator, Robert Chandra, On 13/09/2021).

### *Non-Human Resources*

#### *Infrastructure*

American Public Works Association defines infrastructure as physical facilities developed or required by public agencies in carrying out government processes or functions. For example, such as providing transportation, providing irrigation, electric power and so on. Therefore, an organization also needs a non-human resource in the form of infrastructure as a tool to support the operational needs of the organization. Then also infrastructure as a tool to support the effectiveness and efficiency of the implementation of tasks and functions of an organization. "operational infrastructure refers to such things as the amount, type, quality of buildings, vehicles, and supplies needed for the operation of the organization" according to Horton (2003). Operational infrastructure in an organization refers to several things such as the number, type, quality of buildings, vehicles, and other supplies needed to run the organization. In general, there are two types of infrastructure, namely hard infrastructure and soft infrastructure. Hard infrastructure includes physical infrastructure such as buildings, equipment, vehicles, and the like. Meanwhile, soft infrastructure includes the financial system, education system, government system, legal system, policies, and so on.

The infrastructure owned by stakeholders in carrying out disaster management cannot be underestimated. In policies related to disaster management activities, the availability of facilities and infrastructure that support disaster management activities are the most important element in improving preparedness. Infrastructure capacity has an impact on both the organization itself and community preparedness. This is because the infrastructure owned is a tool to support human resources in carrying out the activities of an organization. The same thing was conveyed through research conducted (Satria, 2018) which stated that facilities and infrastructure greatly influence disaster preparedness and management activities.

In this study, it was found that disaster management activities were supported by adequate facilities and infrastructure. In fact, these supplies can also be donated to

relevant agencies to accelerate disaster management activities. This can be proven through the following photo documentation:



Figure 2. Distribution of PPE to related agencies.

Source: Padang City BPBD

Furthermore, in carrying out community capacity building activities, of course, it requires mobility using operational vehicles to support the activities of actors who are carrying out community capacity building activities. So, based on this, the condition of the vehicle owned is also very sufficient. The researchers also found the same thing when conducting interviews with the Social Service and several disaster personnel such as Tagana and other community groups who have received loan assistance to grants related to the facilities and infrastructure needed. So, it was concluded that the infrastructure owned by each chord in carrying out community capacity building activities was sufficient.

#### *Technology*

In carrying out disaster management activities such as capacity building activities for the COVID-19 disaster, in its implementation it cannot be separated from the use or utilization of technology. One of them is by utilizing technological sophistication to communicate with one another as a form of coordination carried out by the disaster management actors. The same thing was conveyed by Rita (Arifin, 2016) that efforts to carry out disaster management must be supported by an adequate information system by utilizing advanced technology.

Based on the findings of researchers in the field, it can be seen that the use of technology in carrying out coordination is carried out by the central government to the lowest level of governance such as communication between the urban village and Neighbourhood. In this case, the actors implementing the activities take advantage of technological advances such as the use of the Zoom meeting application in conducting online meetings, then using Handy Talky (HT) for implementing actors from government circles such as BPBD and Social Services, as well as communicating through WA groups. This was justified through the statement of the Padang City BPBD Activity Implementation Coordinator, as follows: "...to create good coordination during this pandemic, we utilize applications such as zoom meetings, WA groups, and Handy Talky (HT) as technology users in conducting business activities. communication, given our limitations in carrying out face-to-face meetings." (Interview with the Padang City BPBD Activity Implementation Coordinator, Robert Chandra, S.Sos, M.Sc. On 13/09/2021).

#### *Financial Resources*

Apart from human resources and the availability of facilities and infrastructure, financial or financial resources are also

factoring that greatly determine the success of the organization in carrying out its duties and functions in order to achieve the goals that have been set. Referring to the opinion (Agussabati et al., 2015) said that the government's readiness in carrying out disaster management, one of the initial actions that can be seen is through the availability of the budget. Article 5 of Law Number 24 of 2007 concerning Disaster Management states that the government and regional governments are responsible for implementing disaster management. This responsibility is embodied and confirmed in Article 6 letters (e) and (f), namely in the form of an adequate allocation of disaster management budgets in the State/Regional Revenue and Expenditure Budget, and the allocation of an adequate expenditure budget in the form of ready-to-use funds (BNPB), National Disaster Management Plan 2015-2019).

The calculation of the budget on the indicative ceiling of disaster management activities is the same from the national level to the district/city level for each program and priority focus. The budget for disaster management is at least 1% of the total regional revenue and expenditure budget (APBD). concerning to the budget for dealing with Covid-19, the Indonesian government issued a policy through the stipulation of a government regulation in lieu of law (Perpu) Number 1 of 2020 in the context of handling the impact of Covid-19. So based on this policy framework, Presidential Instruction of the Republic of Indonesia Number 4 of 2020 was issued regarding refocusing of activities, budget realization, and procurement of goods and services in the context of accelerating the handling of Covid-19. Where this policy is the basis for carrying out fast, precise and responsive steps between the ministries/central government and regional governments to refocus the budget for the purposes of handling Covid-19.

So that all budget-using work units are asked to carry out budget realization and refocusing, which aims to allocate sources of APBN funds for state expenditures in the context of handling Covid-19. This is done by every government agency, both central and regional. As done by the Yogyakarta Financial Education and Training Center (BDK), which is one of the work units that has an allocation of 10,578,464,000 based on research (Lestyowati & Kautsarina, 2020). In this regard, budget allocation and budget refocusing are also carried out within the Padang City Government, where based on data in the field it can be concluded that related to financial resources in order to carry out their respective duties and functions, it can be said that they have been fulfilled. Where for the financial resources there are obtained through the budget owned by each agency. And through collaboration between disaster personnel and the government related to the fulfillment of these financial resources. For example, there are budget allocation and refocusing activities in carrying out community capacity activities carried out by the Padang City BPBD. Then the same thing was conveyed by TAGANA as a disaster person.

## CONCLUSION

Based on the description explained by the researcher, both in the form of statements obtained through interviews with related informants, then also through documentation and analysis of increasing community capacity in carrying out Covid-19 disaster management in Padang City. Then the following conclusions can be drawn: First, judging from the indicators of human resource capacity owned by the actors implementing these activities, it can be said that they are

adequate in quantity. Where in this case, these resources do not only come from the government. However, the involvement of disaster personnel such as the disaster preparedness group, TAGANA, and youth groups was also seen. It's just that if you look at the quality there are still shortcomings. Where there are limitations in carrying out capacity building activities through education and training carried out by government actors for several disaster personnel. So, it is feared that their knowledge and education are still limited. This happened because of PPKM policies or regulations during the pandemic, so these activities were only carried out by phone which was deemed less effective.

Second, if we look at the capacity of facilities and infrastructure, it can be concluded that it is very adequate. Where the Padang City BPBD as the agency that has duties and functions in disaster management has been able to donate several infrastructure facilities owned to relevant agencies, in order to accelerate the activities of handling Covid-19 in Padang City. The Padang City Social Service has also done the same thing by lending its facilities to the TAGANA group when handling Covid-19 to the community. In this case, the facilities owned are not only vehicles, but also the use of technology in order to coordinate such as Handy Talky, WA applications, and Zoom Meeting applications.

Third, it can also be seen that the capacity related to finance can also be said to be sufficient. Regarding the budget used in handling Covid-19, it is obtained through reallocation or refocusing of the budget owned and carried out by each regional government agency. Budget relocation or refocusing activities are carried out based on policies issued by the central government, which urges government agencies to divert budgets that are deemed not yet urgent to be transferred in order to accelerate the handling of Covid-19. One of them is in the context of increasing community capacity related to handling Covid-19.

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