

# REALIZING DISASTER-RESILIENT TOURISM: THE ROLE OF BPBD IN SUPPORTING DESTINATION SUSTAINABILITY IN BADUNG REGENCY

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## Abstract

Badung Regency, as a major tourism hub in Bali, faces significant risks of natural disasters, including earthquakes, tsunamis, tidal flooding (coastal flooding), and forest fires. The region's economic dependence on the tourism sector underscores the importance of a robust disaster management system. This study aims to analyze the strategic role of the Regional Disaster Management Agency (BPBD) in building resilient tourism destinations in Badung Regency. Using a descriptive qualitative approach with case studies, data were collected through in-depth interviews, field observations, and documentation studies. The results indicate that the Badung BPBD has initiated evacuation training, disaster hazard maps, and simulations in tourism areas. However, resource limitations, challenges in cross-sector coordination, and the lack of integration of disaster preparedness into destination management remain key challenges. Recommendations include the development of technical regulations for tourism-related Disaster Risk Reduction (DRR), strengthening institutional capacity, and establishing a cross-sector coordination forum.

**Keywords:** BPBD, Disaster-Resilient Tourism, Badung Regency, Destination Sustainability, Disaster Risk Reduction.

## A. INTRODUCTION

Bali is one of the world's most popular tourist destinations, and Badung Regency plays a crucial role in the province's tourism ecosystem (Mahagangga et al., 2021). Badung Regency is a major hub for tourism in Bali, contributing 40% of the province's tourism revenue (Bali Tourism Office, 2024). Data from the National Disaster Management Agency (BNPB) (2023) shows that Badung is vulnerable to various disasters, such as earthquakes, tsunamis, flash floods, and forest fires (Faral et al., 2024). The economy's dependence on the tourism sector makes disaster resilience crucial. However, vulnerability to natural disasters poses a real threat that can disrupt economic and social stability (Nguyen et al., 2022). Therefore, the concept of "disaster-resilient tourism" is highly relevant. This concept refers to integrative efforts that incorporate disaster risk reduction (DRR) into the planning and management of tourist destinations (Sharma, 2024).

As a technical regional agency, the Badung Regency Regional Disaster Management Agency is tasked with disaster management in accordance with regional authority (Samosir & Murdhani, 2024). Based on Minister of Home Affairs Regulation No. 46 of 2008, which was later amended by Badung Regent Regulation No. 20 of 2023, the Regional Disaster Management Agency (BPBD) functions to assist regional heads in coordinated disaster management. Operationally, the BPBD plays a role in disaster prevention, preparedness, emergency response, and post-disaster recovery. In carrying out its duties, the BPBD

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coordinates the cross-sectoral Rapid Response Team (TRC) and implements community-based disaster education.

The close link between the BPBD's function and the tourism sector can be seen in its role in ensuring the safety and security of tourist destinations through the development of area-based contingency plans, the integration of early warning systems with tourism facilities, and the establishment of a pentahelix network involving hotels, tourism operators, and local communities. Disaster-prone areas that serve as prime tourist destinations include Kuta, Tanjung Benoa, and Jimbaran.

In the context of sustainable tourism development, the role of institutions in disaster management is crucial, particularly in disaster-prone areas like Badung Regency (Rahmafritra et al., 2021). However, previous research addressing this aspect is limited, with many focusing on the national or global scale, such as those conducted by Smith (2020) and Jones (2022). These studies provide a comprehensive overview of disaster management strategies in general, but pay little attention to the local context, including institutional dynamics, destination characteristics, and the specific challenges faced by certain regions like Badung.

Furthermore, most previous studies have highlighted the role of central government institutions or international agencies without in-depth examination of the role of local organizations, such as the Regional Disaster Management Agency (BPBD), which has direct responsibility at the regency level (Masuda et al., 2022). The presence of the BPBD in Badung Regency offers an opportunity to integrate disaster management with sustainable tourism development (Rindrasih et al., 2024). However, studies on how the BPBD can effectively support the sustainability of tourism destinations in this area are still limited. Research by Hartono and Sari (2019), for example, examined strengthening the capacity of local institutions in disaster mitigation and its impact on sustainable tourism development in Bali, but lacked specific focus on the role of the BPBD in Badung Regency.

Previous research also tends to focus more on disaster mitigation and preparedness aspects without examining the sustainability of tourism destinations. However, the concept of resilient tourism emphasizes the integration of disaster management with the economic, social, and environmental sustainability of destinations. Therefore, there is still a lack of understanding of the synergy between the BPBD and local tourism stakeholders, as well as the implementation of policies that support the sustainability of tourism destinations in Badung Regency. Wahyudi and Indriani (2021) highlighted the important role of regional disaster management agencies in improving the preparedness of tourists and tourism industry players in disaster-prone areas in Indonesia, but did not specifically highlight the strengths and challenges in Badung Regency.

Thus, this research is crucial in filling this gap by focusing in-depth on the concrete role of the Regional Disaster Management Agency (BPBD) in supporting the sustainability of tourist destinations in Badung Regency. This study will not only enrich the literature on local risk management but also provide relevant policy recommendations for realizing sustainable, disaster-resilient tourism in disaster-prone areas in Indonesia.

## **B. LITERATURE REVIEW**

### **Teori implementasi kebijakan publik**

Public policy implementation theory examines how a policy is translated into concrete actions on the ground, requiring a comprehensive analytical framework (Hill & Hupe, 2021). Paul Sabatier and Daniel Mazmanian (1980) offer two primary perspectives for understanding policy implementation: top-down and bottom-up. This theory is highly relevant in analyzing the implementation of disaster-resilient tourism policies due to the complexity of the tourism sector and the diversity of local conditions across destinations.

### **Top-Down Approach**

This perspective assumes that successful implementation depends heavily on the clarity of policy objectives and the detailed guidance provided by policymakers (Sabatier & Mazmanian, 1980). Top-down analysis focuses on macro factors such as legal instruments, institutional structures, and broader socioeconomic conditions, which can constrain or facilitate the actions of implementers (Imperial, 2021). Key aspects of this approach include:

- a) Clarity of policy objectives. Policies must have clear, measurable, and consistent objectives.
- b) Logical and consistent policy design. Policies must be designed with clear logic, effectively linking problems, objectives, and solutions.
- c) Availability of adequate resources. Implementation requires sufficient financial, human, and technical resources.
- d) Effective coordination and control. The central government must ensure good coordination between government agencies and other institutions.
- e) Strong political support. Policies must be supported by policymakers and key stakeholders.

### **Bottom-Up Approach**

This perspective highlights that the actions and interactions of lower-level actors can significantly influence the final outcome of a policy. Bottom-up analysis focuses on micro-factors such as interactions between actors, their attitudes and tendencies, and the communication and resources available at the implementing level (Bettac, 2021). Key aspects of this approach include:

- a) Participation of local actors such as local governments, tourism industry players, local communities, and non-governmental organizations in the implementation process.
- b) Local adaptation and innovation. Providing flexibility to implementers at the local level to adapt policies to specific conditions, thereby encouraging innovation and more effective solutions.
- c) Local capacity. Strengthening the capacity of local actors involved in the implementation process by providing training, mentoring, and sharing knowledge.
- d) Understanding the local context. Considering factors such as local culture, social structures, and economic systems in designing and implementing policies.
- e) Networking and partnerships. Building networks and partnerships between various actors at the local level to enhance coordination and collaboration.

In this study, a top-down approach will be used to analyze how central and regional government policies related to disaster management influence the planning and implementation of the Badung Regency Regional Disaster Management Agency (BPBD) programs. A bottom-up approach will be used to analyze how the BPBD interacts with local stakeholders, such as tourism industry players, communities, and traditional villages, in implementing these programs. By combining these two approaches, this study will provide a comprehensive understanding of the effectiveness of the BPBD's role in realizing disaster-resilient tourism in Badung Regency.

### **Disaster Resilient Tourism**

According to the National Disaster Management Agency (BNPB) (2020), disaster-resilient tourism is a concept that emphasizes the importance of preparedness, risk mitigation, and resilience in the tourism sector in facing and recovering from disasters. Disaster-resilient tourism development must maintain the sustainability and continuity of tourism activities despite disasters, while protecting visitors, local communities, and destination assets.

The concept of disaster-resilient tourism, according to BNPB, includes:

### **Resilience and Resilience of the Tourism Sector**

The National Disaster Management Agency (BNPB) emphasizes that disaster-resilient tourism must be able to survive and recover after facing a disaster (Azhari et al., 2021). This concept encompasses strengthening infrastructure, early warning systems, and community and business preparedness to reduce the risks and impacts of disasters (BNPB, 2020).

### **Disaster Risk Reduction and Mitigation**

This concept places importance on implementing mitigation measures in tourist destinations, including managing natural and anthropogenic risks, as well as educating the public and visitors to recognize hazards and take appropriate preventive measures (BNPB, 2020).

### **Community-Based Disaster Management**

The National Disaster Management Agency (BNPB) emphasizes the importance of active participation of local communities and businesses in disaster risk reduction, through training, capacity building, and the development of an effective and integrated early warning system (BNPB, 2022).

### **Resilient Infrastructure and Management Systems**

Having infrastructure that is resilient to earthquakes, floods, and other disasters, as well as a management system capable of rapid response and post-disaster recovery (BNPB, 2022).

### **Cross-Sector Collaboration and Sustainable Policies**

Developing disaster-resilient tourism requires collaboration between the government, the private sector, communities, and relevant institutions in policymaking and implementing mitigation and recovery measures (BNPB, 2022).

### **Disaster Risk Management in Tourism**

According to BNPB (2020), disaster risk management in the tourism sector is a process involving the identification, assessment, and control of disaster risks that could threaten tourist destinations, visitors, and local communities. The main steps in disaster risk management include:

- a. Risk identification;
- b. Risk assessment;
- c. Risk control and mitigation;
- d. Emergency response plan development;
- e. Training and outreach;
- f. Monitoring and evaluation.

Risk management in tourism must be comprehensive and involve multiple stakeholders. Hall (2018) stated that successful risk management in tourism depends on collaboration between the government, the private sector, communities, and tourists. Gossling et al. (2020) emphasize the importance of integrating sustainability and resilience into risk management, including the implementation of the latest technologies such as early warning systems and real-time risk monitoring. Dawson (2021) further emphasizes that risk management should focus on prevention and preparedness, not just response after a disaster occurs, and emphasizes the importance of local capacity building and good governance.

### **The Role of BPBD in the Disaster Management System**

According to Law Number 24 of 2007, the Regional Disaster Management Agency (BPBD) is tasked with coordinating and implementing disaster management activities at the regional level. BPBD's primary roles include:

- 1) Planning and control, namely developing emergency response and post-disaster recovery plans;

- 2) Mitigation and preparedness implementation, namely implementing disaster risk mitigation activities and community preparedness training;
- 3) Emergency response, such as evacuation, assistance, and emergency response when a disaster occurs.
- 4) Rehabilitation and reconstruction, namely assisting the post-disaster recovery process so that communities can return to normal life.

According to the Minister of Home Affairs Regulation Number 46 of 2008, BPBD carries out the following functions:

- a. Coordination. Coordination with other regional government work units, regional vertical agencies, business institutions, and/or other parties as needed during the pre-disaster and post-disaster phases.
- b. Commanding, implemented through the deployment of human resources, equipment, and logistics from other regional government work units, regional vertical agencies, and other necessary steps for disaster emergency response.
- c. Implementation, which is the implementing function carried out in a coordinated and integrated manner with other regional government work units, while taking into account disaster management policies and statutory provisions.

### **Conceptual Framework**

Integration of PRB in destination management → increasing destination resilience → increasing tourist confidence → tourism sustainability.

### **C. RESEARCH METHODOLOGY**

This study uses a descriptive qualitative approach to gain a deeper understanding of disaster aspects in tourist destinations, particularly in Badung Regency. Data collection techniques include:

- a. In-depth interviews were conducted with the Badung Regional Disaster Management Agency (BPBD), tourism stakeholders such as hotel and restaurant associations, and tourism village officials.
- b. Data analysis was conducted using thematic techniques and source triangulation to ensure the validity of the results. Field observations at key tourist destinations were conducted to assess actual conditions on the ground and observe the preparedness and mitigation measures implemented.
- c. Documentation studies of various regional disaster policies, such as Regional Regulations (Perda) and Regent Regulations (Perda) were used to obtain a formal overview and regulatory framework supporting disaster risk management in the region.

In qualitative research, data validity and reliability are the primary foundations for determining the credibility of findings. Two highly relevant approaches in this context are thematic analysis and source triangulation.

Thematic analysis is a qualitative method used to identify, analyze, and report patterns (themes) within data. In the context of this research, thematic analysis assists researchers in identifying key themes emerging from in-depth interviews. Triangulation, on the other hand, is the process of using multiple data sources to check and corroborate, or "triangulate," existing evidence.

Thematic analysis and source triangulation are two complementary methods that are crucial in research on the role of the Regional Disaster Management Agency (BPBD) in supporting disaster-resilient tourism in Badung Regency. By using these two methods effectively, researchers can produce valid, reliable, and meaningful findings and provide

evidence-based policy recommendations to enhance tourism resilience in disaster-prone areas.

## D. RESULT AND DISCUSSION

### **The Role of the Badung Regency BPBD in Supporting Disaster-Resilient Tourism**

The Badung Regency BPBD as a Regional Agency that has duties and functions in disaster management has programs that will be implemented. Based on the analysis of these programs, the Badung Regency BPBD plays a central role in supporting disaster-resilient tourism through various means, including:

#### **Disaster Risk Mitigation by the Badung Regency BPBD**

The Badung Regency Regional Disaster Management Agency (BPBD) plays a crucial role in disaster risk mitigation through comprehensive risk mapping in key tourism areas such as Kuta, Jimbaran, and Nusa Dua. This mapping not only identifies potential threats such as tsunamis, earthquakes, and floods but also assesses the vulnerability of tourism infrastructure and populations to these threats (Badung BPBD Disaster Risk Assessment, 2018). According to the Head of the Badung Regency BPBD (Mr. I Wayan Darma, S.Sos., MAP), "Risk mapping serves as the basis for planning and implementing appropriate mitigation measures, including prioritizing investment in disaster-resistant infrastructure and developing contingency plans tailored to each region."

Furthermore, the Badung Regency BPBD has also disseminated information about evacuation routes and safe assembly points to the public and tourists and has installed disaster warning signs in strategic locations, as shown in Figure 1 below:



Figure 1. Disaster Warning Signs

Source: Badung Regency Regional Disaster Management Agency (BPBD) 2024

#### **Disaster Preparedness carried out by the Badung Regency BPBD**

The Badung Regency Regional Disaster Management Agency (BPBD) regularly conducts disaster management training and simulations for the community and tourism industry players. This training covers proper evacuation procedures, first aid, and the use of fire extinguishers. According to the Head of the Prevention and Preparedness Division (Mr. Dewa Ketut Ekajaya, SE), "this training aims to increase public awareness and preparedness in facing disasters. We want the public to know what to do if a disaster occurs." Activities that have been carried out to increase preparedness include tsunami simulation activities at Kuta Beach, which were seen in the active participation of the community and tourists in following the directions of BPBD officers.

#### **Coordination of Badung Regency BPBD in Disaster Management**

The Regional Disaster Management Agency (BPBD) plays a crucial coordinating role in disaster management, ensuring that all relevant parties can work together effectively in responding to emergencies. This role is based on Law Number 24 of 2007 and the Minister of Home Affairs Regulation Number 46 of 2008, which has been stipulated in Badung Regent Regulation Number 20 of 2023. This determination serves as the basis for implementing BPBD's duties in disaster management, ensuring that all parties, including the government, the private sector, and the community, collaborate effectively in responding to emergencies.

### **Development of Disaster Management Policy by BPBD Badung Regency**

Policies are formulated by policymakers and translated into concrete actions in the field, with an emphasis on clarity of objectives, policy design, resource availability, coordination, and political support. Policies required in disaster management include the development of Standard Operating Procedures (SOPs) and Disaster Hazard Maps (DRR). The Badung Regency Regional Disaster Management Agency (BPBD) has initiated programs such as the development of SOPs related to disaster management and the development of disaster hazard maps. According to the Head of BPBD Badung (Mr. I Wayan Darma, S.Sos., MAP), "policy development in addition to SOPs and DRR has been established and a Decree has been issued for a Cross-Sector Rapid Response Team consisting of members from relevant regional agencies, the Indonesian National Armed Forces (TNI), the Indonesian National Police (POLRI), and the State Electricity Company (PLN) to accelerate the disaster management process."

### **Allocation of Resources for Disaster Management by the Badung Regency BPBD**

In disaster management and supporting disaster-resilient tourism, the Regional Disaster Management Agency (BPBD) plays a coordinating and commanding role. BPBD is responsible for ensuring resource deployment and overseeing necessary steps during the response. In addition to the Disaster Management Plan (DPA), BPBD is also supported by a special budget for disaster management through the Unexpected Expenditure (BTT). This BTT is used to handle unforeseen disasters. Furthermore, BPBD ensures that adequate resources are available to respond to emergencies and assist disaster-affected communities.

### **BPBD Programs or Strategies Related to the Tourism Sector**

Several BPBD programs or strategies that are directly related to the tourism sector include:

- 1) Self-Evacuation Training in Hotels and Beaches. This program is specifically designed to improve the preparedness of tourists and hotel staff in the face of disaster threats, such as earthquakes and tsunamis.
- 2) Development of Tourism Disaster Hazard Maps. The Regional Disaster Management Agency (BPBD) has developed disaster hazard maps focused on tourism areas, providing critical information on potential threats and risks in each area.
- 3) Community-Based Disaster Education in Tourism. The BPBD implements educational programs focused on tourism communities, providing the knowledge and skills necessary to respond to emergency situations.
- 4) Partnerships with the Tourism Industry. The BPBD partners with hotels and other tourism industries to ensure their facilities can be used as vertical evacuation sites and assistance centers in emergency situations.

### **Challenges in Integrating Disaster Risk Reduction (DRR) with Tourism Destination Management**

The integration of Disaster Risk Reduction (DRR) with tourism destination management in Badung Regency faces several challenges:

One of the main challenges in integrating DRR with tourism management is suboptimal cross-sectoral coordination. The Regional Disaster Management Agency (BPBD) has

attempted to build partnerships with the Tourism Office, destination managers, and tourism industry players. However, differing priorities and a lack of structured communication mechanisms hinder effective collaboration. This highlights the need for a more formal coordination mechanism and the active involvement of all stakeholders from the planning stage.

Lack of awareness and participation is a significant challenge in integrating DRR into the tourism sector in Badung Regency. Although the BPBD has conducted outreach and training, surveys indicate that only a small proportion of tourism industry players fully understand the concept of DRR and its implications for their businesses. Many perceive disaster management as the government's responsibility and are unaware of the active role they can play in reducing risk and protecting their assets.

Human resource and budget limitations hamper the implementation of Disaster Risk Reduction (DRR) programs in tourism destinations in Badung Regency. According to the Head of the Badung Regional Disaster Management Agency (BPBD Badung), Mr. I Wayan Darma, S.Sos., MAP, "Our human resources are still limited. Budget allocation for tourism DRR is often not a priority, resulting in limited funds for equipment procurement, training, and partnerships. This hampers efforts to develop an inclusive DRR strategy." To address these human resource and budget limitations, crucial for improving DRR effectiveness, the government needs to increase budget allocation and human resource capacity development, as well as forge partnerships with the private sector and communities.

The integration of disaster SOPs in many accommodations and tourist attractions remains suboptimal, hampering a rapid and effective response in emergency situations.

Striking a balance between tourism development and efforts to maintain the safety of tourists and the community is a challenge. Careful planning is needed to ensure that tourism development does not increase disaster risk.

### **Effectiveness of BPBD Coordination with Tourism Actors and Tourism Village Officials**

The effectiveness of BPBD coordination with tourism stakeholders and village officials still needs to be improved. Although BPBD has established partnerships with several hotels and other tourism industries, coordination with all tourism stakeholders and village officials has not been optimal. Several factors affecting coordination effectiveness include:

#### **Communication**

Effective communication between BPBD, tourism actors, and tourism village officials is crucial to ensure that all parties have the same information regarding potential threats and mitigation measures.

#### **Participation**

Encouraging active participation from tourism actors and tourism village officials in disaster mitigation programs can increase their awareness and preparedness.

#### **Training**

Providing relevant training to tourism actors and tourism village officials can improve their ability to respond to emergency situations.

#### **Involvement of Traditional Villages**

Involving traditional villages in disaster mitigation efforts can increase the effectiveness of BPBD programs, considering the important role of traditional villages in the lives of Balinese people.

## **E. CONCLUSION**

The Badung Regency Regional Disaster Management Agency (BPBD) plays a crucial role in supporting disaster-resilient tourism in areas highly vulnerable to natural disasters. BPBD Badung has initiated programs such as evacuation training, disaster-hazard mapping,

and simulations in tourism areas. Key programs and strategies implemented by BPBD include disaster risk mitigation through risk mapping and assessment, increased preparedness through community-based training and simulations, disaster management coordination to ensure an effective response, and the development of relevant policies such as standard operating procedures (SOPs) and disaster-hazard maps.

In realizing disaster-resilient tourism, several challenges remain, including limited resources, cross-sector coordination issues, and the lack of integration of disaster management into overall destination management. Effective coordination between the Regional Disaster Management Agency (BPBD), tourism stakeholders, and village governments still needs improvement, as well as the active participation of tourism industry players and tourists in disaster mitigation programs.

The proposed policy recommendations include the development of technical regulations for disaster risk reduction (DRR) in the tourism sector, strengthening institutional capacity, and strengthening cross-sector coordination forums. Practical implications: Improving disaster management in the Badung tourism sector requires several strategic steps, including emphasizing and improving cross-sector coordination, increasing awareness and active participation of the tourism industry and tourists in disaster mitigation programs, and allocating adequate resources to support DRR programs. Furthermore, integration of disaster standard operating procedures (SOPs) is needed in every tourism accommodation, as well as implementing a balance between tourism development and safety measures to ensure the sustainability and security of tourist destinations in Badung.

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