

Policy and Institutional Arrangement for Disaster Management in Indonesia

A. Context

Indonesia is populated with over 200 million people living across a far stretched archipelago. Many of them are vulnerable to natural and man-made disasters. Natural disasters are common and frequent phenomena in Indonesia causing loss of lives and destruction to properties and often irretrievable damage to the environment. The country is subject to a high level seismic activities due to its location to the environment. The country is subject to a high level of seismic activities due to its location at the intersection of three crustal plates namely Eurasia Plate, Ancient Australia-Indian continent, and Pacific Ocean Floor in the northeast.¹ Much of the activities occur at sea bringing in added risks of tsunamis or tidal waves. Indonesia has more than 500 volcanoes, 128 of which are active volcanoes occupying the zones of Sunda, Banda, Halmahera and Minahasa. No wonder the archipelago is said to be circumscribed by rings of fire. Many parts of the country are susceptible to drought most recently caused by the El Nino phenomenon resulting in crop failure and uncontrolled bush fires exacerbating the forest fires from the extensive forest logging. Added to this is the fact that there are over 5,000 small and big rivers, of which 30% crossed the high density population area posing floods hazards.

The particular geographical and geological characteristics of the country place it among the most vulnerable one to natural disasters. Indonesia is placed on the third place by the Asian Development Bank, in its observation of 13 Asian countries most susceptible to natural disasters for the period of 1964 - 1986, after the Phillipines and India² in terms of severity of the disasters and their cumulative frequencies of occurrence. The 1996/7 disaster report issued by the Ministry of Social Affairs has recorded 991 occurrences of natural disasters meaning that averagely everyday this country is visited by 2.75 natural disaster occurrences. This is amplified by environmental disasters attributable to human conducts such as forest fires. The forests, which are an asset to this country, have turned into another source of disasters namely forest fires due to the mismanagement of the forests. The forest fires of 1982/83 scorched more than 3.5 million hectares of forest and farm land. The inferno did not stop as in the period of 1984 till 1997 as many as 804,662 ha of forests were burned and in the year 1998 Kalimantan had again to lose 507,239 ha of its burned forests³.

Added to the above mentioned hazards are the communal conflicts erupting in a number of areas in the country. While in some areas such as West Kalimantan, Central Kalimantan, and North Maluku the physical conflicts have stopped at the moment, the impacts of the conflicts are yet unresolved causing many displaced people. In other areas such as Maluku, Central Sulawesi, and Aceh both horizontal conflicts between one community with another and the vertical conflicts involving some elements of the communities

¹ Undated brochure issued by the Bakornas PB/Coordinating Ministry for People's Welfare and Poverty Alleviation

² Disaster Mitigation in Asia and the Pacific, Manila, ADB, 1991 pages 26 and 27

³ Forest and Land Fires in Indonesia, Impacts Factors, and Evaluation, UNDP, 1998.

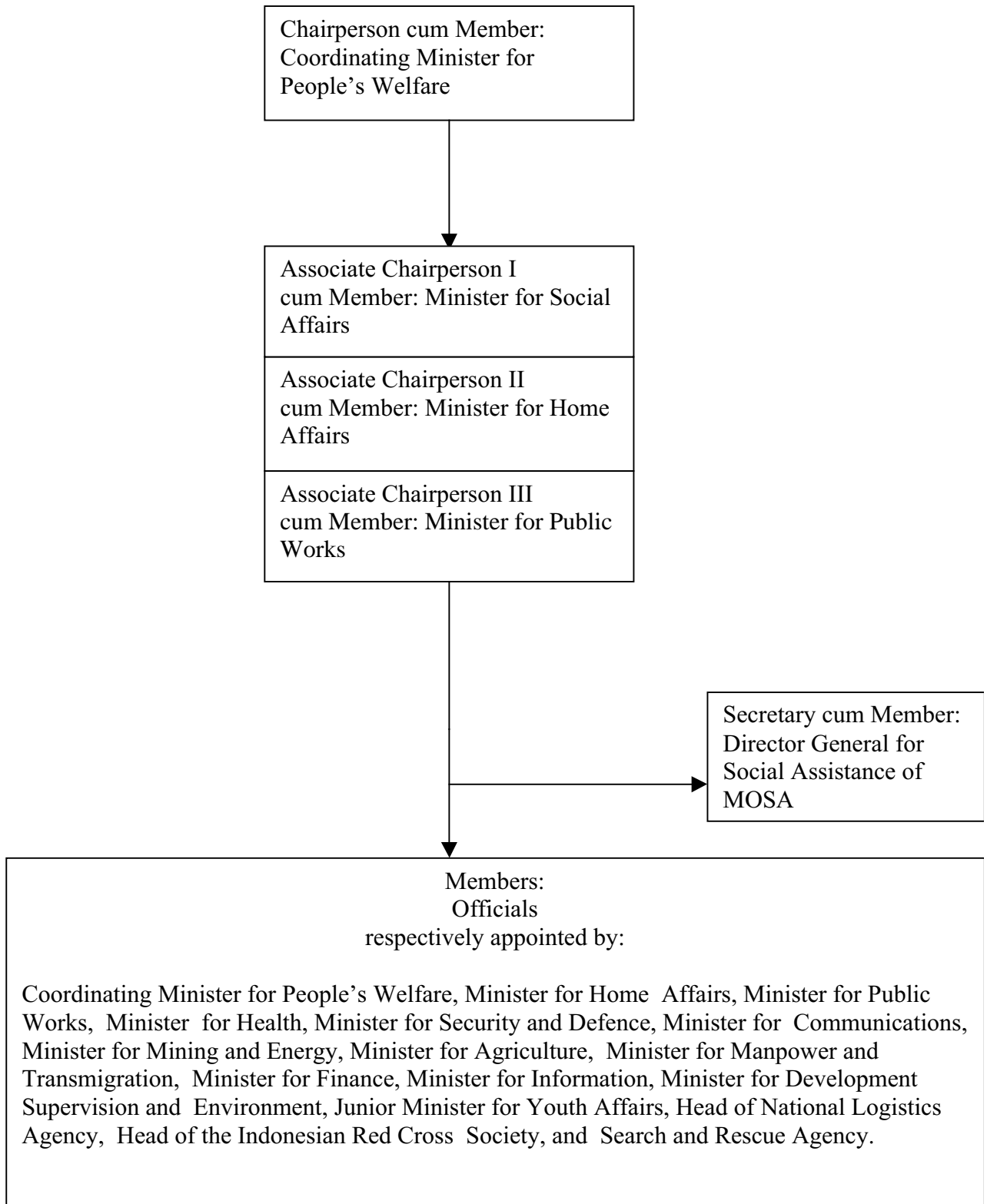
against the state apparatus, have been flaring time and again. Over 1,000,000 people⁴ are displaced from their homes.

B. Government Policy

The Indonesian Government has placed a degree of importance in managing disasters that often visit this country. It dated back to the year of 1966 when the Government through Presidential Decree No 256 Year 1966 established Advisory Board for Natural Disaster Management. Its activities were focused on the disaster victims. To increase the coordination and integration of disaster responses, in 1979 via Presidential Decree No 28, the Indonesian Government established a coordinating body for natural disaster management named Badan Koordinasi Nasional Penanggulangan Bencana Alam (Bakornas PBA, National Coordinating Body for Natural Disaster Management). Up to that year, relief measures in response to natural disasters were the sole responsibility of Ministry for Social Affairs. In line with a recommendation from the United Nations Disaster Reduction Organisation (UNDRO), the predecessor of UNDRR (which was further changed to be OCHA), that natural disaster management should not be the responsibility of only one ministry, the Government of Indonesia through this presidential decree established the Bakornas PBA. This entity was chaired by the Coordinating Minister for People's Welfare. However, as reflected in the organisation structure (See Chart 1), the Bakornas PBA had to rely on the MOSA as the leading sector. While the general chairmanship was in the hand of the coordinating minister, the executive chairmanship was authorised to Social Affairs Minister supported by Minister for Home Affairs and Minister for Public Works.

⁴ Report of Seminar of InIDP in Indonesia, 26 – 27 June 2001, Page 1 Para 1.

Chart 1
Organisational Chart of BAKORNAS PBA as Stipulated in PD 28 Year 1979

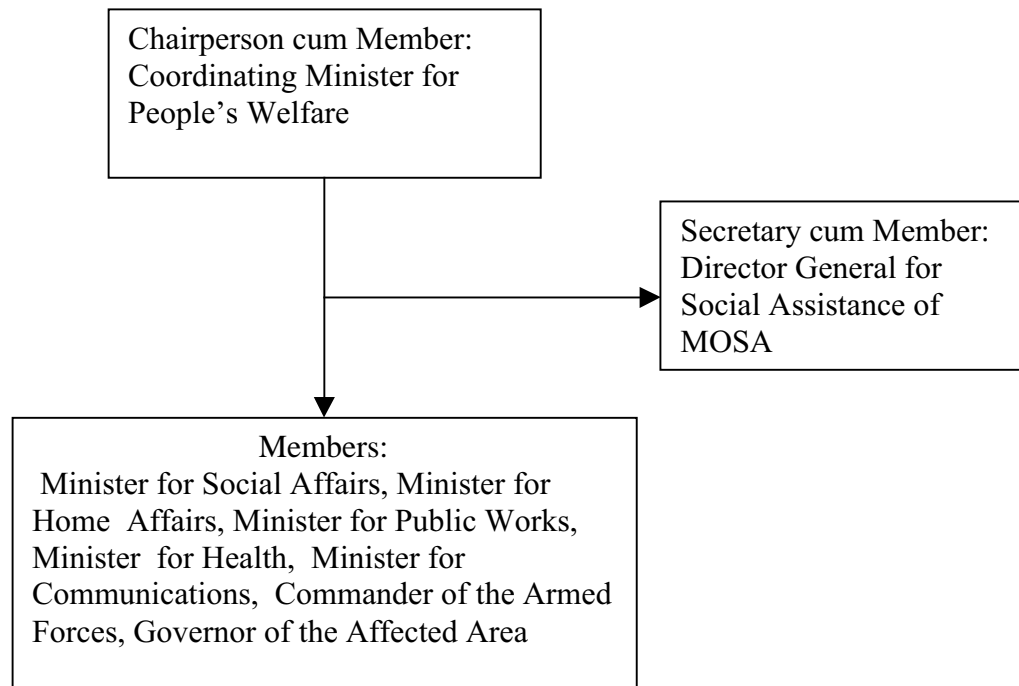


The Presidential Decree No 28 Year 1979 prescribes the idea of disaster management that covers prevention, repression, and rehabilitation measures and not to be limited only on disaster relief measures. However, practically speaking the focus was still on disaster relief as directed by MOSA as the leading sector within Bakornas PBA. At the regional levels, the activities of Satkorlak PBA I (at provincial level) and Satkorlak PBA II (at district level) being the regional outfits of Bakornas PBA were much coloured by the activities of representative offices of MOSA at those levels sidelining the initiatives supposedly under the authority/responsibility of Ministry for Home Affairs. The MOSA regional representatives acted as the secretaries respectively for Satkorlak PBA I and Satkorlak PBA II.

The coordinating mechanism for Bakornas PBA as stipulated in the said presidential decree was in the form of periodical meetings and ad hoc meetings. Bakornas PBA was obligated to conduct such periodical coordination meetings four times a year. Support for the logistics of coordination was relied on the secretariat of Bakornas PBA. The secretariat was provided by the MOSA. Although the presidential decree suggests some planning responsibility to be handled by the Secretary of Bakornas PBA no record of plan has ever been encountered. Perhaps, the fact that the leading sector was MOSA with understandably their focus on relief measures just did not create a conducive circumstances for designing plans. Such a phenomenon was also found at the regional levels.

In 1990, Presidential Decree No 43 was issued expanding the scope of the coordinating body to include man-made disasters as well. Its name was therefore changed into Bakornas PB (National Coordinating Body for Disaster Management) leaving the word Alam (Natural) out. The same decree also expands the scope of the management to include pre-disaster measures within the mandate of the said body. The Organisational Structure of this body is depicted by Chart 2.

Chart 2
Organisational Chart of BAKORNAS PBA as Stipulated in PD 43 Year 1990

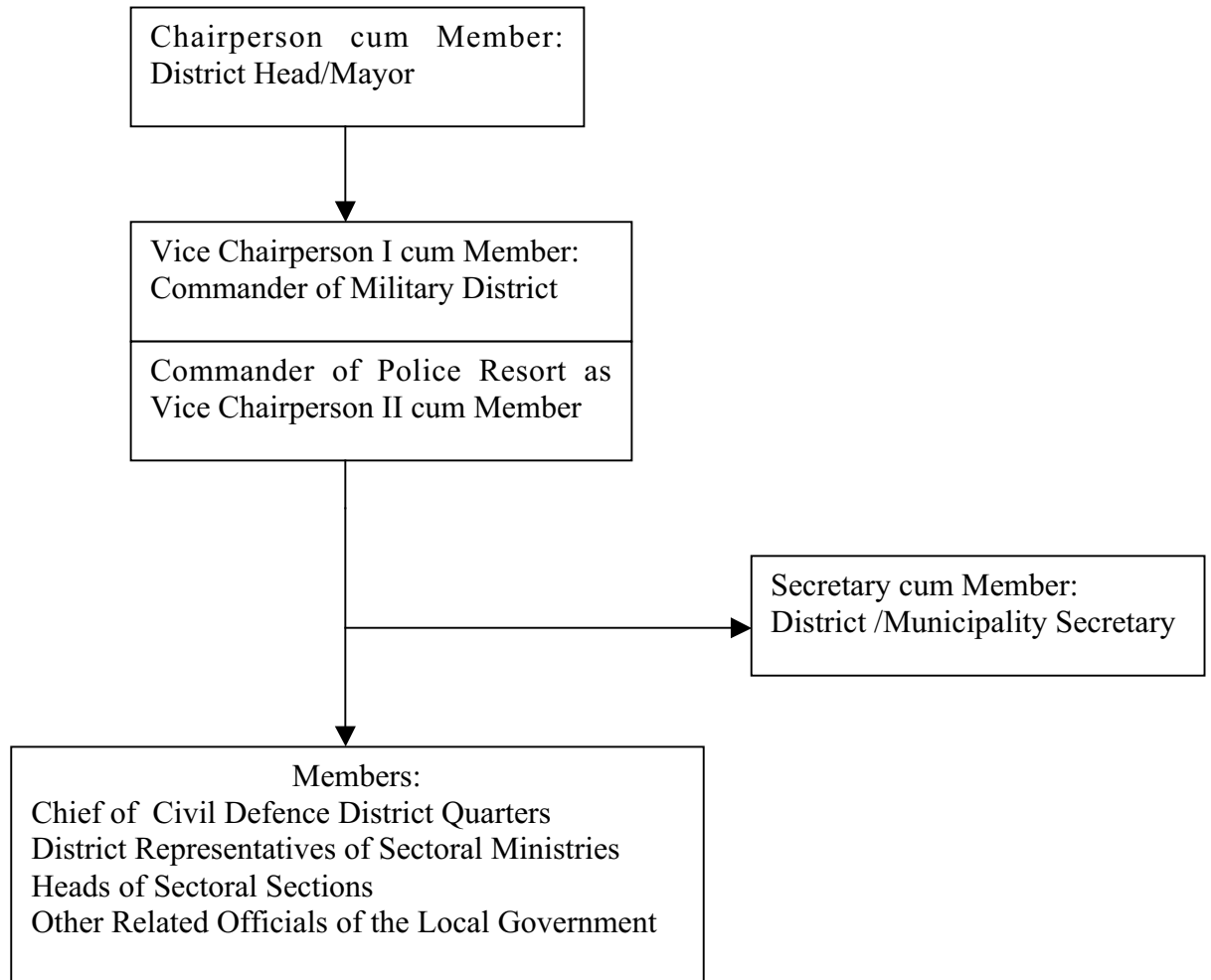


At that stage, man-made disasters were mostly referred to environmental disasters such as the forest fires and industrial disasters. The issuance of the decree was preceded by a study by UNDRO which then recommended for professional management of Bakornas PBA and the establishment of a structural and independent secretariat. Positive responses were received from various sides leading to the drafting of a new Presidential Decree to replace the PD 28.

However, the final version of the PD 43 still placed MOSA as the leading sector whereas a structural and independent secretariat was never constructed. Conscious of the constraints in supervising the secretariat, in 1993 the coordinating minister moved the secretariat to the office of the Coordinating Minister. The proposed positions within the secretariat were not all filled since the budget was very much decided by MOSA which was not very supportive of the arrangement. This definitely constrained the secretariat to work beyond just reacting to disaster occurrences. No substantive planning was therefore produced.

The PD 43 introduced the set up of Satlak PB (Satuan Pelaksana Penanggulangan Bencana = Implementing Unit for Disaster Management) in replacement of Satkorlak PBA II (Second Level Regional Coordinating Unit for Disaster Management) at the district/municipality level. The idea is to designate that the implementation of disaster management takes place at the district level that it is no longer just a coordinating unit. Through Decree No 2 Year 1992 issued by Chairman of Bakornas PB, the organisational structure of Satlak PB is elaborated (see Chart 3 below).

Chart 3
Organisational Chart of Satlak PB as Stipulated in
Decree No 2 Year 1992 issued by Chairman of Bakornas PB

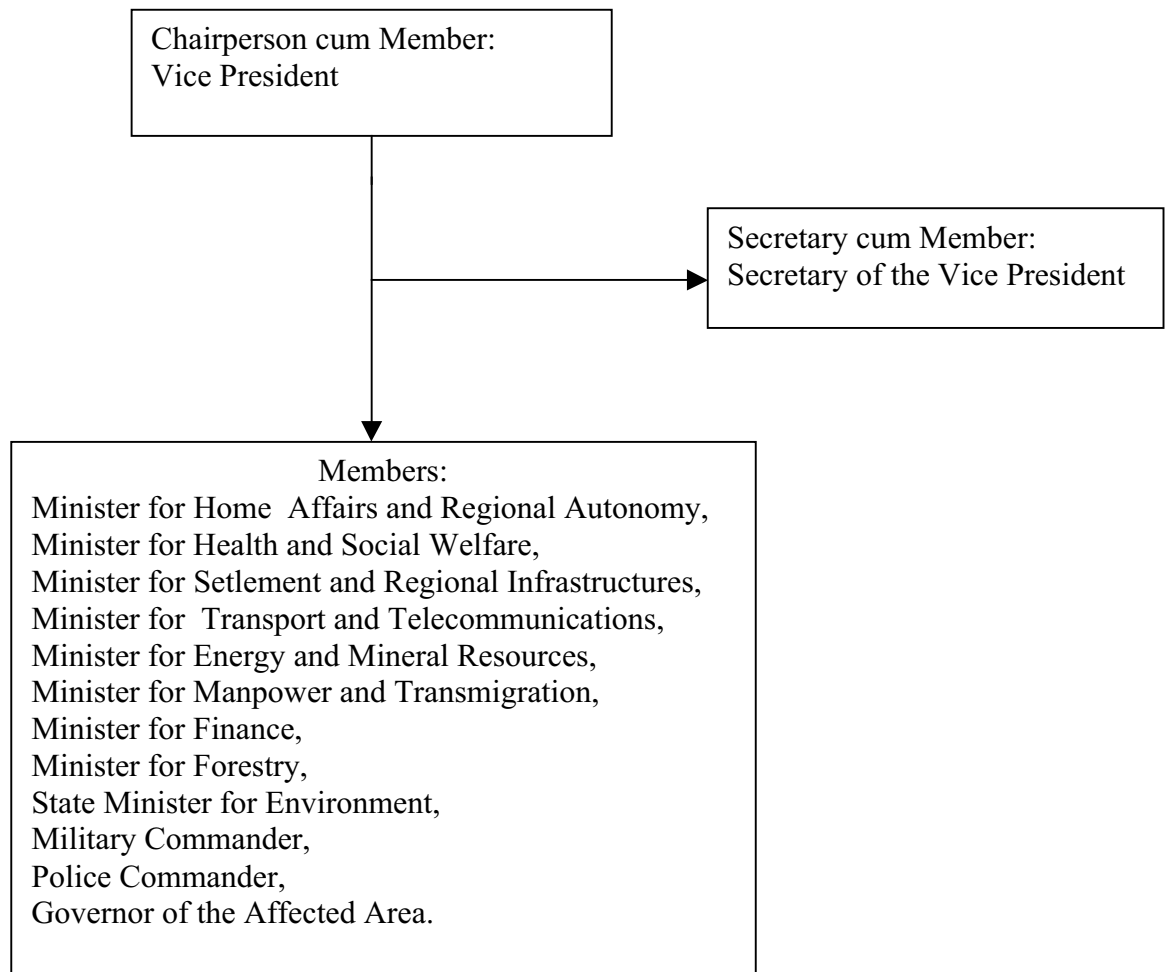


Satlak PB is obliged to report immediately to Bakornas PB through the relevant Governor the occurrence or potential occurrence of disasters in the concerned area. In urgent circumstances Satlak PB can directly report to Bakornas PB and inform the Governor afterwards. The Chair of Satlak PB is obliged to prepare accountability report together with the Chair of Bakornas PB to be submitted to the President of Indonesia. The decree makes allowance for further elaboration of the organisational structure and job descriptions of the Satlak PB personnel to be determined by the concerned District Head/Mayor. Both the Presidential Decree and the Bakornas PB Chairman's decree do not elaborate on the structure of Satkorlak PB at the provincial level .

In reaction to the sad development of the communal conflicts in Maluku (starting in January 1999) and West Kalimantan (starting in March 1999), the GOI again issued another presidential decree, namely Presidential Decree No 106 Year 1999. This decree underlines the Government's recognition of disasters resulting from social unrests to be included within the responsibilities of Bakornas PB. It was further improved by

Presidential Decree No 3 of the year 2001 which further increases the responsibilities of the coordinating body to handle complex emergencies and the internally displaced persons (IDPs) giving it a new name Bakornas PBP (National Coordinating Body for Disaster and IDP Management).

Chart 4
Organisational Chart of BAKORNAS PBP as Stipulated in PD 3 Year 2001



Perhaps learning from the lessons that each region has their own unique strengths and constraints in terms of human resources and in the spirit of decentralisation (the decree includes Legislation 22 Year 1999 on Regional Government as one of its considerations) , this decree leaves it up to the governors and district heads/mayors to arrange their own versions of Satkorlak PBP and Satlak PBP structures in their areas. In a number of periodical national workshops, involving the Satkorlak PBs as organised by Bakornas PB, the inclusion of disaster management into the respective provincial development plans has been deliberated and accepted.⁵ However, there has been no report of any provinces

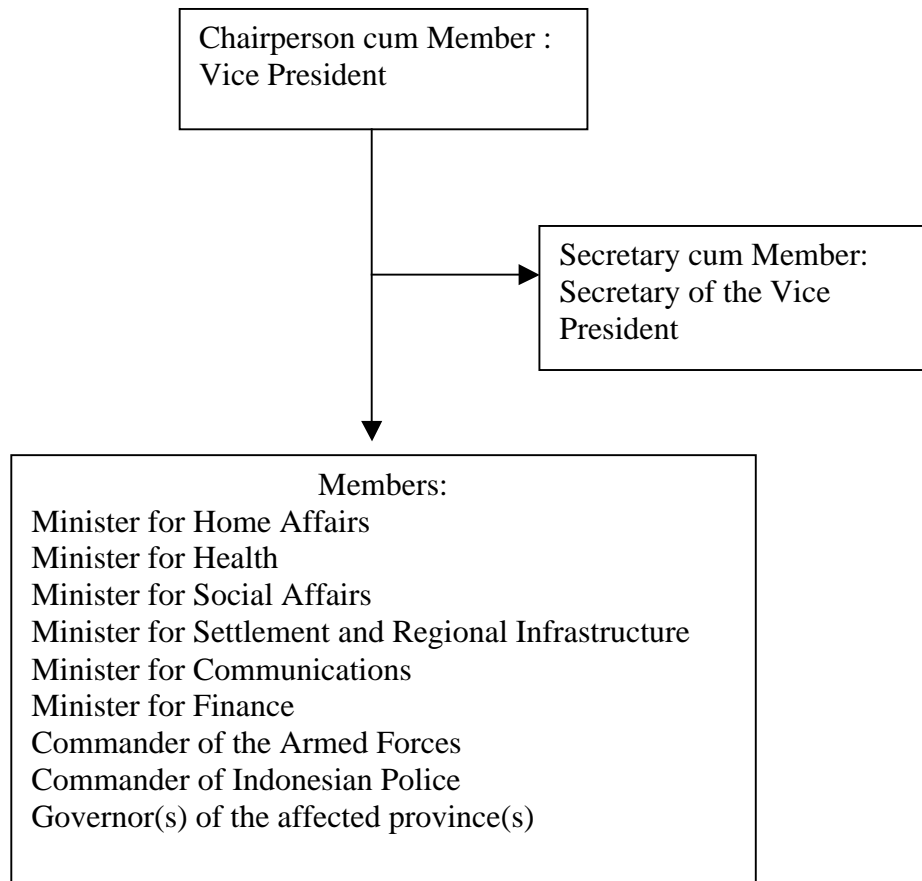
⁵ Proceedings of Satkorlak PBs Workshop, undated.

having indeed apportioned significant budget for disaster management within their overall development budget and implemented the relevant activities accordingly.

As Abdurrachman Wachid was replaced by Megawati, a new cabinet was formed. To adjust with the new cabinet, the Government again issued another decree, namely Presidential Decree No 111 Year 2001 signed by President Megawati on 12 October 2001. This decree particularly only amends the Article 3 of PD No 3 regarding organisational structure of Bakornas PBP. Other provisions in the PD No 3 remain the same. The amendment stipulates the most recent membership and structure of the Bakornas PBP to be in line with the new cabinet. The new structure places the Coordinating Minister for People’s Welfare, whose ministry was liquidated in the later part of Wahid’s administration but now resumed in Megawati’s cabinet, as the Vice Chair for day-to-day management of the Bakornas PBP. The Vice Chairperson, as stipulated by this decree, shall also serves as The Head of The Day-to-Day Team of Bakornas PBP. The membership of this team shall be determined by the Chairperson of Bakornas PBP (it is not detailed in the decree and presumably to be stipulated by a separate decree to be issued by the Vice President/Chairperson of Bakornas PBP).

The most recent organisational structure of Bakornas PBP according to the PD no 111 year 2001 is as follows:

Chart 5
Organisational Chart of BAKORNAS PBP as Stipulated in PD 111 Year 2001



Compared to the earlier PD No 3, the new structure does not include the Minister for Energy and Mineral Resources (traditionally served as the focal point for geophysical hazards), Minister for Forestry (traditionally served as the focal point for forestry disasters such as forest fires/haze) and State Minister for Environment (traditionally served as the focal point for advocacy on environmental disasters prevention), and Minister for Manpower and Transmigration (traditionally served as the focal point for mobilising displaced people for resettlement). The new structure includes the Minister for Social Affairs (which was amalgamated into the Ministry for Health during Wahid's administration).

While the discourse on disaster management at the national and regional levels have been encouraging so as to accept the need to include it into the overall development plan and that disaster preparedness is crucial to mitigate the impacts of disasters, actual programmes that reach and involve the community for their disaster preparedness have not been common disaster management projects. Bakornas PB has introduced the concept of a community based disaster management through its circular entitled "Sistem Penanggulangan Bencana Swakarsa" literally means Self-Initiative Disaster Management System. This undated document was published with the purpose to provide some reference in guiding the general society to increase their preparedness level in managing the hazards in the surroundings of their respective homes and work places. It was issued to increase the awareness of the general population on their potentials and self-reliance in facing various hazards that may occur in their surroundings.

The system as referred in the document covers aspects of Organisation and Administration, Promotion and Implementation of Disaster Management which are based on the potentials and self-reliance of a given community with its local resources. The approach suggested by the document is institutional approach namely utilising and capitalising on the existing institutions in the community and in the government agencies. However, the GOI has not moved further from rhetoric. Not many programme activities promoting community disaster preparedness has been funded by the GOI.

C. Institutional Arrangement

At the national level, the coordination for disaster management is the responsibility of Bakornas PBP (National Body for Disaster and IDP Management). This agency, although the name indicates that it is a *Badan* or Body, is virtually a council/board chaired by the Vice President with relevant ministers, Police Chief, Military Chief, and the Governor(s) of affected province(s) as its members. Bakornas PBP would be "activated" at the strike of a disaster. Article Six of the Presidential Decree suggests the possibility of setting up Experts Group and Working Groups to provide advice to the council. According to the prevailing Guidelines of Disaster and IDP Management issued by the Secretary of Bakornas PBP on 30 March 2001, which refers to the above mentioned Presidential Decree No 3 Year 2001, the Working Groups are membered by officials of agencies related to disaster and IDP management. The groups support the Bakornas PBP through the Secretary of Bakornas PBP in designing policies, programmes and plans of actions. The same guidelines (these guidelines also govern the tasks distribution among the ministry/agency members within Bakornas PBP as explained in Pages 6 and 7 of this report) also provide guidance on the establishment of an Expert Group to be membered by experts of disaster

and IDP management who are tasked to conduct technical assessment on disaster and IDP management.

Particularly during the time of “no disasters” Bakornas PBP is dormant. Its work is very much represented by the work of the Secretariat and thus its performance of Bakornas is very much measured by outsiders in view of the performance of its Secretariat. Considering the workload of the Vice President, as explained earlier, through Presidential Decree No 111 Year 2001 the leadership of the Bakornas PBP is delegated to Coordinating Minister for People’s Welfare (this coordinating ministry was abolished in the middle of Wahid’s administration). This virtually resumes the previous arrangement of Bakornas structure with the difference that the Coordinating Minister will now act on behalf of the Vice President and therefore can act with more authority particularly in coordinating the work of the ministries/agencies which are not under his coordination domain as the Coordinating Minister for People’s Welfare Bakornas PBP remains to be seen.

With regards to the Secretariat of Bakornas PBP, a disturbing degree of uncertainty is felt by staff of the Secretariat. Article Five of the Presidential Decree stipulates that the Secretary of the Bakornas PBP is assisted by four deputies in running the secretariat, namely:

- Deputy for Disaster Management
- Deputy for Internally Displaced People Management
- Deputy for (Inter-institutional) Cooperation and Public Participation
- Deputy for Administration

D. Coordinating Functions

When a disaster strikes, Bakornas PBP would convene an initial meeting and appoint a certain ministry to be the leading sector at the national level to support the relief responses by the local government. The prevailing guidelines on the tasks distribution among members of Bakornas PBP are the ones stipulated by Decree of Secretary of Bakornas PBP No 2 Year 2001 issued on 30 March 2001. These guidelines refer to PD No 3 Year 2001. With the issuance of the PD 111 Year 2001 the tasks distribution will likely be revised. However in the absence of such a revision, it is very likely the respective ministries will refer to assigned tasks as distributed among the Bakornas PBP members in the previous structure:

Home Affairs and Regional Autonomy Minister[#]:
manages activities of regional development for empowering and protecting the population and community based activities on disaster and IDP management

Health and Social Affairs Minister #
Manages mitigation, preparedness, rescue, and rehabilitation activities on health and medical emergencies and assistance for medicines, paramedics, food and clothing for disaster victims and IDPs

[#] see earlier footnote on using ministerial titles of Wahid’s administration

Settlement and Regional Infrastructures Minister

Manages the activities and mobilisation of temporary shelters, water and sanitation, resettlement of disaster victims and IDPs and rehabilitation of damaged infrastructures

Transport Minister

Manages pre,during, and post-disaster activities of detection and information of weather, meteorology, search and rescue⁶, assistance for transport and telecommunication

Energy and Mineral Resources Minister

Manages mitigative measures on geological disasters

Manpower and Transmigration Minister

Manages the mobilisation and movement of disaster victims who need resettlement

Finance Minister

Financially supports the plan and implementation of Bakornas PBP and related agencies in a coordinated manner

Forestry Minister

Manages mitigative and operational measures for forest and land fires

Environment State Minister

Manages rehabilitation of damaged environment, early warning, and advocacy in disaster prevention

Armed Forces Chief

Manages assistance of resources and facilities from military

Chief of Police

Manages security and law enforcement

Governor of Affected Province

Heads the Satkorlak PBP to coordinate and synchronise the assistance into his/her province

Secretary of Bakornas PBP

Heads the Secretariat of Bakornas PBP to support and implement the dispositions of the Bakornas PBP and coordinates integrated measures for disaster and IDP management.

The secretariat has recognised that information is one of the most significant “product” that it needs to sell to the members of the Bakornas and other stakeholders in disaster management. Without the ability to produce updated and appropriate information, the secretariat will be ignored. One member of Bakornas, the Ministry of Health, through its Crisis Centre, is also developing such a system for its related sector. They admit it is still at a preparation stage. How those information systems help or influence decision making either for disaster preparedness or response has not been demonstrated. The Secretariat,

⁶ National Search and Rescue Agency (Basarnas) is under the Transport Ministry

with the support from UNDP, has developed Disaster Management Information System covering modules on forest fires, volcanic eruption, tectonic earthquake, tsunami, and social unrest. With the uncertainty in the staffing arrangement at the secretariat, this input has not been properly maintained and mainstreamed into the machinery of the secretariat. With the support from the New Zealand Government, UNDP is supporting the Secretariat to implement a project to, among other things, review the existing information system for its improvement. The project has been repeatedly delayed for reasons of the unreadiness of the secretariat due to ever changing structures and also UNDP difficulty to keep the selected consultants for the project on a standby waiting for the secretariat's readiness.

E. Disaster Management System at the Sub-national Level

At the regional level, the counterparts of Bakornas PBP are the Satkorlak PBP (literally translated as Coordinating Unit for Disaster and IDP Management) at the provincial level and Satlak PBP (Implementing Unit for Disaster and IDP Management). They are also very much judged by the performances of their secretariats. Members of the Satkorlak and Satlak will perform their shares in responses to disasters following the regular mandates of their offices. The Satkorlak/ Satlak create of a venue for these offices and the Red Cross Society (the only non-government member).

At the provincial level, the secretary of Satkorlak is the head of Civil Defence (Hansip) Unit. The Civil Defence is now changed into Civil Protection (Linmas) Unit. The name change is supposedly to do away with the negative stigma of Hansip. The public is generally unaware that the Hansip is basically a manifestation of the universal defence concept. This is further blurred by the arrangement that all civil servants, trained or not on the universal defence, are automatically members of Hansip. How much success the name change can bring is uncertain if no change in their mandate or performance. The name change is also confusing for some people who would regard that Civil Protection is just a part of Civil Defence. Anyway, supposedly the appointment of the Hansip/Linmas Unit head in the Satkorlak is expected to facilitate the mobilisation of personnel needed to respond to disasters. However, the assumption does not really materialise.

At the district level, the head of Hansip/Linmas Unit will also hold a crucial position in the Satlak. The same shortcomings are seen at this level. Perhaps in consideration of these phenomena, the latest Presidential Decree (No 3 of 2001) on the structure of Bakornas PBP and its regional counterparts leaves it up to the governors and district heads/mayors to arrange their own versions of Satkorlak and Satlak structures in their areas.

The situation for management information has not been very effective at the regional level. However, each province sets up a unit called Centre for Electronic Data (KPDE) which up to now is only utilised to help the governor's office for making LCD presentation. There have been suggestions to capitalise on the KPDE for managing the information to support the work of Satkorlak PBP. A typical problem in managing information is that concerned entities are usually contented with having a pile of data without processing and digesting them into useful information for triggering informed decisions by the concerned parties.

F. Planning

This significant element of preparedness framework is unfortunately lacking in the disaster preparedness scheme both at the national level and local level. The Indonesian Government has adopted the view of linking disaster with development as its integral part as reflected in its inclusion within the Sixth Repelita (Five Year Development Plan) for the period of 1994/95 – 1998/99⁷. It was not clear how this paradigm were internalised and translated into development activities by the relevant government agencies. This was made even more uncertain when the monetary crisis hit the country in mid 1997, which developed into economic crisis and even a political crisis. Understandably, the prior “commitment” was put in the back burner and hardly inserted in the country’s successor planning instruments.

The highest planning instrument of this country is embodied in National Development Program (called Propenas) which has to be based on the National State Guidelines (known as GBHN). In Suharto’s administration the planning instrument is called Five Year Development Plan (Repelita). Unlike Repelita, Propenas is issued as a law. The current Propenas of 2000 – 2004 is an appendix to Law No 25 of Year 2000. Consequently the Government is legally bounded for accountable implementation of the national plan. The current Propenas was designed for Wahid’s administration. Megawati just moves forward with this plan.

Looking at the development priorities stipulated in the planning document, disaster management is not included in the priorities, which are:

1. developing a democratic political system and maintaining national unity and cohesion;
2. realisation of the supremacy of law and good governance;
3. accelerating economic recovery and strengthening the foundation of sustainable and fair development on the basis of people economic system;
4. developing social welfare, increasing the quality of religious life and cultural resilience; and
5. increasing regional development.

The priority for national unity and cohesion can be relevant as an entry point for complex emergencies. Social plurality (multi culturalism) has been recognised as an issue that needs a different approach. Whereas the good governance priority, which among other things attempts to “become able to effectively provide services to the society” can serve as an entry point for working with Satkorlak and Satlak in disaster management as one of the important services the government apparatus should offer to the people.

The Propenas will have to be translated into sectoral plans. The only sectoral ministry which has moved ahead of the others in terms of disaster management in the Ministry of Health. It has established a Crisis Centre which has produced a draft of Standard Operation Procedures on health and medical measures in emergency. The centre has also prepared a Strategic Planning document for the period of 2001 – 2004. At the national

⁷ Repelita Sixth, Book IV, Item C, Bakornas PB 1997

coordination level, Bakornas virtually does not have such a plan. The UNDP project which, among other things has attempted to support the design of such a plan has not been successful in view of the constraints created by the institutional arrangement instability within the Bakornas and its secretariat due to the political upheaval. The uncertainty of the status of the working groups and expert group of the Bakornas increases the difficulty in harbouring any effort to support designing a plan for the Bakornas. It is easy to imagine that no such a plan can be found at Satkorlak and Satlak levels. The most recent legislations on decentralisation (Laws No 22 on Regional Government and No 25 on Fiscal Central - Regional Balance issued in 1999 and Government Regulation No 25 issued in 2000 regarding Authority of the Government and the Province as Autonomous Region) have not adequately stipulated the arrangement on disaster management. One provision related to this issue is only on the possibility of the national government to provide emergency fund to the regions on top of the other financial allocations in case of emergencies. The likely scenario from such legislation is that the responsibility for disaster responses will be much more devolved to the region (particularly the district/municipality). However, it is not accompanied with the provision of financial resources for executing such responsibility. If it is up to the regional government, as one official from Bakornas PBP Secretariat conjectured, it would be difficult to expect the local government to prioritise disaster prevention and mitigation measures in their plan and budget.
