

Partnerships for Disaster Reduction-South East Asia
Phase 4

MONITORING and REPORTING PROGRESS on
**COMMUNITY-BASED
DISASTER RISK MANAGEMENT in
INDONESIA**

April 2008

Monitoring and Reporting Progress on
Community-based Disaster Risk Management in
Indonesia: ECHO, UNESCAP and ADPC

April 2008

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A project researcher, Hening Parlan, was engaged by ADPC to conduct substantive research activities, including the preparation of this report.

To request for a copy, please contact the:

Disaster Management Systems
Asian Disaster Preparedness Center (ADPC)
SM Tower, 24th floor
979 / 69 Paholyothin Road
Samsen Nai, Phayathai
Bangkok, 10400 Thailand
Tel: (66-2) 298 0682 to 92
Fax: (66-2) 298 0012 to 13
Email: adpc@adpc.net
URL: www.adpc.net

Lay-out and design by Lowil Fred Espada

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LIST OF ACRONYMS

ADPC	Asian Disaster Preparedness Center
BAKORNAS PB	Badan Koordinasi Nasional Penanggulangan Bencana (National Coordination Body for Disaster Management)
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Planning and Development Agency)
CAP	Community Action Plan
CBDRM	Community-Based Disaster Risk Management
DM	Disaster Management
DRR	Disaster Risk Reduction
ECHO	Disaster Preparedness Program of European Commission Humanitarian Aid Department
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HFA	Hyogo Framework for Action
IFRC	International Federation of Red Cross and Red Crescent Societies
ITS	Surabaya Institute of Technology
KOGAMI	Komunitas Siaga Tsunami (Tsunami Alert Community)
MPBI	Masyarakat Penanggulangan Bencana Indonesia (Indonesian Society for Disaster Management)
NAP-DRR	National Action Plan for Disaster Risk Reduction
NGO	Non-government Organisation
NTT	East Nusa Tenggara
OXFAM	Oxford Committee for Famine Relief
PDR-SEA	Partnerships for Disaster Reduction-South East Asia
PMI	Palang Merah Indonesia (Indonesian Red Cross Society)
PEMDA	Pemerintah Daerah (Military and Government / Local Government)
PERDA	Local regulations
PMB	Disaster Mitigation Centre
POSYANDU	Pos Pelayanan Terpadu (Integrated Health Service Posts)
PRB	Disaster Reduction
RAD	Rencana Aksi Daerah (Local Action Plan)

SATKORLAK PB	Provincial Coordination Unit for the Management of Disaster
SATLAK PB	District Executing Units for the Management of Disaster
TAGANA	Taruna Siaga Bencana (Volunteer Disaster Corps)
UNDP	United Nations Development Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization
NTT	East Nusa Tenggara
OXFAM	Oxford Committee for Famine Relief
PDR-SEA	Partnerships for Disaster Reduction-South East Asia
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UNDP	United Nations Development Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization

PREFACE

This study was conducted in collaboration with the Asian Disaster Preparedness Center (ADPC) and under the auspices of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) and the Disaster Preparedness Program of European Commission Humanitarian Aid department (ECHO). It documents Indonesia's progress in implementing community-based disaster risk management (CBDRM) programs and projects towards the institutionalisation of CBDRM in national and local development programs and activities.

The reports on the implementation of CBDRM projects and programs by various stakeholders demonstrated considerable gaps and institutional challenges, which require further legislative changes and administrative support from key decision-makers. The information from this report will then be used to advocate for greater focus on CBDRM by national authorities and development groups.

Monitoring and Reporting Progress on
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in Indonesia**

April 2008

Partnerships for Disaster Reduction-South East Asia
Phase 4

BACKGROUND

Figure 1_ Indonesia's Profile



Population	More than 230 million
Climate	Dry and Wet
Number of Islands	17,583
Rivers	500 small and big rivers (30% of the river system flows through densely populated areas)
Forests	Third largest tropical forest in the world
Number of volcanoes	More than 500 volcanoes (128 are active)
Number of Ethnic groups	More than 200 ethnic groups
Number of Dialects	583 local dialects
Religion	Islam (98%); Protestant + Catholic + Hindu + Buddhist (2%)
Government Structure	
Central Government	President; vice-President; Cabinet
Local Government	-Provincial (Governor): 33 -District / City (District Head / Mayor): 325 -village / Kelurahan: +/- 33.00

Source: Bakornas 2007

With 17,508 islands scattered over both sides of the equator, Indonesia is considered the largest archipelagic state and the world's 16th largest country in terms of land area. It has a highly diverse population that is spread through 33 provinces and 430 districts. Indonesia's population faces an increasing vulnerability to conflict and area invasion.

Located between the Asian and Australian continents and within the Indian and Pacific oceans, Indonesia is prone to natural calamities mainly because its islands rest on the edges of the Pacific, Eurasian, and Australian tectonic plates. Indonesia's high rainfall levels also cause pressure on its soil surface,¹ making it susceptible to landslides.

In 2006 alone, two major earthquakes struck the country, killing around 7,300 people and causing an estimated USD 300 million worth of damages to properties.²

In 2007, Indonesia passed its Disaster Management Law (Law No. 24), also known as the DM Law. The DM Law is a legal umbrella of the country's disaster management implementation that includes Community-based Disaster Risk Management (CBDRM). Its passage also paved the way for the launching of the National Action Plan for Disaster Reduction (NAP-DRR) 2006-2009, which explicitly addresses the need for disaster risk management.

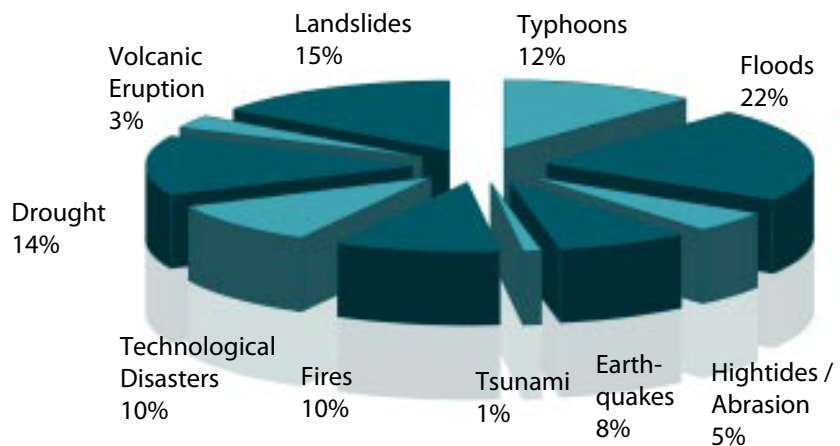
¹ Academic draft of DM Law, 2005

² Dr. Suprayoga Hadi. Director for Regional Development II, National Development Planning Agency (BAPPENAS) Indonesia. 4th ADB Annual Meeting, Kyoto, Japan. May 7, 2007.

At present, the Indonesian government is implementing the fourth phase of the Partnerships for Disaster Reduction-South East Asia (PDR-SEA), in collaboration with the Asian Disaster Preparedness Center (ADPC), the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), and the Disaster Preparedness Program of European Commission Humanitarian Aid department (ECHO). The project aims to promote good practices and enhance the role of local authorities in integrating community-based disaster risk management (CBDRM) into local planning and programming.

This study focuses on the progress monitoring of CBDRM in Indonesia and aims to facilitate the institutionalisation of CBDRM in its development programs and activities. The progress of the development of policies, institutions, resources, and players in CBDRM in the country, and stakeholders with programs and / or projects on CBDRM have been identified in this report. CBDRM programs and projects were reviewed to provide an overview of the spread and implementation status of existing projects and programs in the country. Gaps in implementation and areas of legislative and national support for CBDRM programs were also identified.

Figure 2_ Disaster Event Percentage Year 2006



Source: Bakornas 2007

CBDRM IN INDONESIA

In Indonesia, many disasters are natural, although in some cases, they are aggravated by people's inability to eliminate or prevent potential hazards. Although the causes are complex, concern toward disasters should focus more on their impact and subsequent management.

A top-down approach in viewing disaster management tends to overlook local resources that may have the potential to result in an effective disaster prevention or recovery program. However in some cases, this approach can also increase the vulnerability of local people to disaster risks.

Such gaps in disaster management efforts serve as lessons in creating a new and better approach. After evaluating several possibilities, experts in the field concluded that a new risk management program must offer more opportunities to involve local people. In empowering the people, the preferred approach is community-based, as it focuses on ways to encourage and invite more active participation from the members of the community to propose ideas in the planning, implementation, and evaluation of the program.

Community-Based Disaster Risk Management (Pengelolaan Risiko Bencana Berbasis Masyarakat in Indonesia) consists of steps of actions encompassing prevention of risks, emergency preparedness, emergency procedures, and recovery after a disaster. The term "community-based" means that disaster management is jointly dealt with by the community. Although the role of the community varies, it is agreed that under this approach, communities are the main actors that develop and implement important policies in relation to disaster management. This argument bears implication on the role of CBDRM practitioners as the "outsider," although they may come from and live in the community. Their contribution in assisting community members in dealing with disaster management are defined by limited spatial dimension and time availability. Furthermore, this has implications for practitioners to build their awareness on entry and exit strategies.³

CBDRM is an acknowledgment of the community's capacity to determine the type and approach of disaster management that is most suitable to them. It recognises the basic rights of individuals and communities to self-determination. As prescribed by law, the communities have the right and the capacity to determine what and how disaster can be managed in their respective areas.

³ Result of 3rd CBDRM Symposium: Living Guidebook of CBDRM. The symposium was attended by 130 participants from 95 institutions (NGOs, INGO, PMI / IFRC, UN).

CBDRM FRAMEWORK IN INDONESIA⁴

Table 1_ Value of CBDRM Practitioners

No.	Value
1	To internalise that being safe from disaster is human right with DM Law substance
2	To take measures on disaster risk alleviation together with the communities in vulnerable areas ensuring independent management of the risks
3	To prevent the new vulnerability and community's dependence in the vulnerable areas on external parties
4	To try to integrate disaster risk management in the development (especially in the planning and budgeting) for community sustainable living in vulnerable areas.
5	Multi hazard, Multi-sector, multi-discipline and multi-culture approach
6	Participate in all the programs
7	Empowerment, not 'back to normal' approach, should the same threat repeat, to ensure no occurrence of similar disasters
8	Not impairing the present system, include local belief / tradition
9	To establish local partnership (head of villages, local leader, women, teachers)
10	To give high priority to the role and participation of local community in coping with disasters
11	To emphasise involvement in community education programs
12	Transparency, Trust, Non-Profit orientation

Source: Interviews with CBDRM Practitioners in Indonesia

In the 2nd CBDRM Symposium held in April 12-13 2006, a general guidance on the standard principles of and a comprehensive framework in CBDRM were laid out.

In general, CBDRM is characterised by the following elements:⁵

- The community as the center of attention, actor and benefit user;
- Based on risk reduction;
- Correlation to development process;
- Multi-sector & multidiscipline approach; and,
- Evolving framework.

The characteristics of CBDRM are especially reflected in the statement, "systematic disaster management with and by the community." To deal with disaster in the broadest sense is what disaster management means while the word "systematic" implies that CBDRM is an organised and planned process that complies with relatively standardised procedures. With and by communities, meanwhile, pertains to the spirit of CBDRM. In essence, practitioners must place the communities at the heart of the overall process of CBDRM.

Table 1 shows twelve social values that respondents identified and ranked as important during research interviews conducted with CBDRM practitioners in Padang, Kupang, Jogjakarta, and Jakarta.

⁴ Based on the minutes of the 2nd Symposium on CBDRM held in April 12–13, 2006

⁵ Based on the Community-Based Disaster Management Framework by Puji Pujiono, et al.

CBDRM IN THE DISASTER MANAGEMENT (DM) LAW

In February 2005, the Masyarakat Penanggulangan Bencana Indonesia (Indonesian Society for Disaster Management, or MPBI), along with other stakeholders from government, NGOs, and the military, expressed support to the House of Representatives of the Republic of Indonesia in drafting the academic paper for the Disaster Management Bill. The paper was subsequently undertaken as a House Initiative by the 8th Commission of the House of Representative, resulting in the formation of a House Special Committee. The DM Bill Draft was submitted by the House of Representatives to the President on December 30, 2005 under letter no. RU.02 / 8793 / DPR RI / 2005. The President then appointed the Ministers of Justice and Human Rights, Public Works and Social Affairs to represent the Government in the discussion of the draft bill, based on letter no.R.11 / Pres / 01 / 2005 on January 27, 2006.

Together with the House Special Committee, the three ministers discussed all the inputs for the bill and integrated them. Unresolved issues were listed in a DIM (List of Issues) that will be addressed separately. The most appropriate institutional arrangement, budgeting, and role of national, provincial and district levels were also determined at this point.

After two years of discussion, the Indonesian Disaster Management Bill was eventually enacted. Its enactment, however, is not the end of advocacy work, but the start of another effort requiring significant amount of energy and commitment to bring the issue of disaster management to the local level. The DM Law recommended the creation of a Government Regulation and a Presidential Regulation.

The Disaster Management (DM) Law also posited the following paradigm shifts:

- 1. From emergency response to risk management.**
Disaster management should no longer be regarded as a series of special and limited actions in response to a catastrophic event. Rather, it should become a thorough risk management, in which stakeholders can positively control, prevent, or completely eliminate certain identified hazards.
- 2. Protection of the people is the government's responsibility to uphold their basic rights.**
Disaster management shall become an important government function to protect the people from any risk and hazard that might led to catastrophe.
- 3. From the responsibility of the government to responsibility of all community.**

Disaster management should also become part of the public domain, knowledge and effort, and be integrated with the government's role in planning and coordinating these initiatives. In light of this, a CBDRM approach should be exercised, with the involvement of various stakeholders in each community. Some communities that had experienced hazards and disasters have now developed their own risk management strategies. These strategies could become the basis for developing a more systematic CBDRM program to make these communities less vulnerable and better prepared for hazards and disasters.⁶

Table 2_ DM Law chapters on disaster management⁷

Chapter 3	1. Principles of Disaster Management as mentioned: a. humanity b. c... .. f. sense of community
Chapter 4	Purposes of Disaster Management are: a. Protection the public from hazard b. c... .. d. respecting local culture
Chapter 5 - 8	Government and regional government are responsible for operation of disaster management (this include supporting CBDRM implementation in every area)
Chapter 26	Social Right 1. Every person is entitled to: a. social protection and sense of security, in particular disaster vulnerable communities b. education, training and skill in operation of disaster management c. access written and / or verbal information in disaster management policies d. participate in planning, operating and maintaining health service assistance delivery program, which includes psychosocial support e. participate in decision making on disaster management activities, especially when having relevance of self and his / her community; and f. conduct monitoring in accordance with mechanism regulated over implementation of disaster management 2.
Chapter 37	1. Disaster Risk Reduction ...purpose to reducing potential negative disaster impact mainly takes place during absence of hazard events. 2. Activity as mentioned in clause (1) comprises of: a. identification and monitoring disaster risk b. disaster management participatory planning c. promotion of disaster awareness culture
Chapter 38	Prevention: a. b... .. c... .. d. spatial planning and living environment management e. strengthening social resilience

Table 2 shows the relevant legislative chapters of the Disaster Management Law on disaster management.

CBDRM in the National Action Plan for Disaster Risk Reduction (NAP-DRR) 2009-2011

In accordance with the Hyogo Framework of Action of 2005, the Government of Indonesia launched its National Action Plan for Disaster Risk Reduction (NAP-DRR) for the period between 2006 and 2009, which aims to serve as a guideline to mainstream disaster risk reduction into development planning at all administrative levels. Consequently, provincial and local governments are required to prepare their Regional / Local Action Plan for Disaster Risk Reduction that emphasises their specific vulnerability to natural hazards.

The NAP-DRR is a BAPPENAS and BAKORNAS PB collaborative effort that was formulated as a follow-up to the 1999 Resolution of the United Nations Economic and Social Council (UNESCO), which called for world governments to devise and implement a National Action Plan for Disaster Risk Reduction. The national action plan is

⁶ Academic Draft of DM Law 2005.

⁷ DM Law No. 24, 2007.

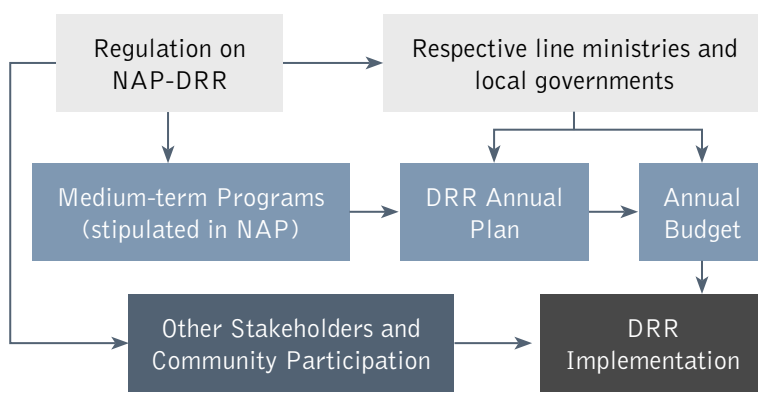
intended to support and ensure the attainment of the objectives and targets of sustainable development.

The regulatory arrangement under the NAP-DRR is consistent with the National Mid-Term Development Plan, respective line-ministries, and local government for annual planning and budgeting. The institutional arrangement under the NAP-DRR is particularly aimed at building networks among government institutions, local governments, private sectors, civil society, and other stakeholders. Civil society groups are to be involved in the institutional arrangement and disaster risk reduction mechanism at all government levels.

The NAP-DRR 2006–2009 sets five priority activities:

1. Incorporating DRR into national and local priority policies with a strong institutional basis for implementation;
2. Identifying, assessing, and monitoring disaster risks, and enhancing early warning system;
3. Using knowledge, innovation, and education to build a safety culture and resilience at all administrative and community level;
4. Reducing underlying risk factors; and
5. Strengthening disaster preparedness for effective response at all level.

Figure 3_ NAP DRR Regulatory Arrangement



The Plan also established the Regulatory Arrangement, as illustrated in Figure 3.⁸

The institutional arrangement aims to achieve the following:

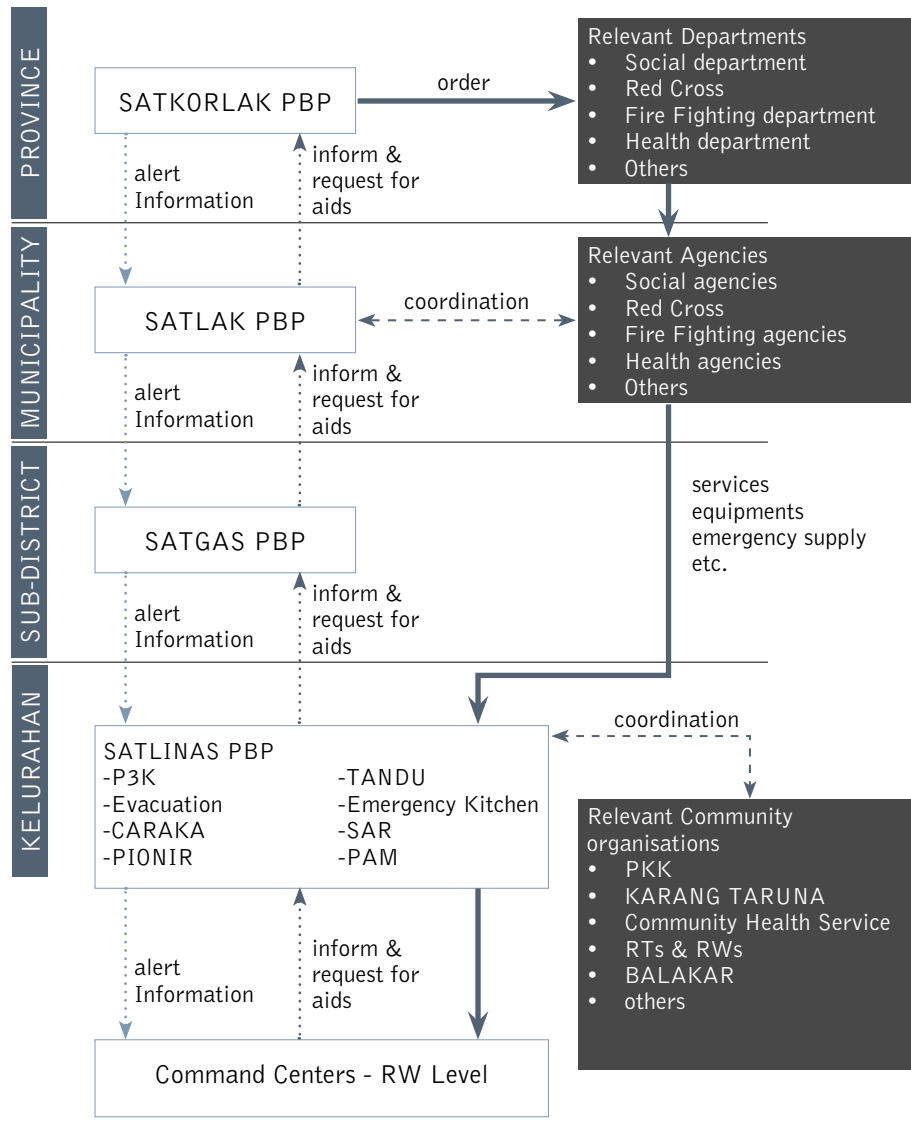
- a. Build networks among government institutions, local governments, private sectors, civil society and other stakeholders; and
- b. Involve civil society in the institutional arrangement and disaster risk reduction mechanism at all government levels.

CBDRM involves multi-sectoral and multi-level participation. Since the tsunami that hit Aceh, various community-level organisations have volunteered to help in the government's emergency relief and early recovery efforts. Their participation not only complemented the government's efforts; they also provided impetus for development change as they help in the continuing efforts to raise public awareness.⁹

⁸ Dr. Suprayoga Hadi, Director for Special Area and Disadvantaged Region, BAPPENAS, United Kingdom, 3-6 March 2008.

⁹ Ibid.

Diagram 4_ Community-based Disaster Risk Management¹⁰



- SATLINMAS PBP – Disaster and evacuation management unit at kelurahan level
- P3K – First aid treatment unit (Community Health Center, PKK, Karang Taruna)
- TANDU – Distribution of emergency supply unit
- Evacuation – Evacuation unit
- Emergency Kitchen
- CARAKA – Information unit (Karang Taruna)
- SAR – Search and Rescue unit
- PIONIR – Pioneering unit
- PAM – Security unit
- SATGAS PBP – Disaster and evacuation management unit at sub-district level

¹⁰ ibid.

GOVERNMENT ROLE IN CBDRM: EXPECTATIONS AND CHALLENGES

Numerous government departments are already attempting to integrate CBDRM in their policies. Although their implementation policies have yet to comply with CBDRM standard / framework in Indonesia, these initiatives are noteworthy. Some of these initiatives are undertaken by the following organisations:

- The Pusat Studi Manajemen Bencana (PSMB) - UPN, PMBP, Flores Institute for Resources Development (FIRD), and Oxfam have empirical experiences in developing the capacity of district governments, communities, and civil society groups to achieve the progression of resilience in NTT, Central Java and Jogjakarta. The multi-level stakeholders' partnership is meant to address the vulnerabilities due to increasing intensity and frequency of natural disasters throughout the ongoing decentralisation process in Indonesia.¹¹ Their experiences show that integrating CBDRM within policy does not exist by itself, but rather it becomes a "string" among stakeholders - communities, NGOs and donor agencies - to integrate themselves in disaster risk management. Awareness on disaster risk management at the government level evolved through several venues and activities such as workshops, mapping with the community, discussions, dialogues and hearings. This is in line with various disaster risk management activities in the community,, as these efforts support the creation of new policies in risk management like local action plans. Both processes at the government and community levels were linked together through joint activities such as contingency planning, drills, monitoring, and evaluation activities.

They are aimed at: (1) changing the perspective at the government level with regards to DRM mainstreaming in planning and implementation of local development; (2) encouraging both government and community to share information on DRM; (3) making local governments start sharing their internal procedures as well as the challenges; (4) accommodating and replicating some community initiatives and adaptation effort through the local government development planning; and (5) increasing the understanding and broadening of the perspective of partners and communities on government development planning procedures.¹²

- MPBI's experiences in supporting local action plans in several areas such as Serang, Jawa Barat, Jogjakarta City, Ende, Alor, and Semarang City show that it is not easy to integrate CBDRM into planning and budgeting. There are several factors to consider, including:
 - Lack of information on community-based disaster management within the government;
 - The bureaucracy is seen as the government's business alone and does not involve the community;

¹¹ Paripurno, E.T. et. al. Progress Toward Community Resilience To Disaster Risk. A paper presented at CBDRM Meeting in Phnom Phen, April 2008.

¹² Ibid.

- Ongoing processes in paradigm shift, as stated in the DM Law (i.e., from protection as ruler’s bounty to protection as part of people’s basic rights), require adjustment in the attitude of decision-makers, strategies and policies. Disaster management should not be a matter accorded by the government; it is the right of every citizen, thus the need for the government to include CBDRM in their program.
- Lack of community understanding on the gap and on policies containing CBDRM.

Nevertheless, there are strong indications from the community as well as several organisations that the integration process will certainly take place.

Some departments state that they are working with the community and have CBDRM components in their programs. They are the Home Affairs Department, Social Department and Energy, and Mineral Resources Department. Their efforts are described hereunder:

- Home Affairs Department
HANSIP (Civil Security) in Kelurahan level provides community security and discipline services. This activity is often referred to as the CBDRM of the Home Affairs Department, though it is obvious that it is more about the bureaucracy interacting with people on the ground. In the future, it is expected that a greater understanding of CBDRM that integrates the community in the planning and budgeting as well as policymaking will come about.

Table 3_ CBDRM in Local Government program¹³

1	PEMDA (Local Government) DKI Jakarta	DKI Jakarta local government develops flood management strengthening at kelurahan level in the hope that the Kelurahan will be able to manage flood and save lives.
2	PEMDA Kota Padang	Padang Local Government is very accommodative and involving community participation in their DM policy, for example SOP and DM Local Regulation.
3	Jogjakarta City	In Jogjakarta, the municipal’s Local Action Plan included community activity. However, it is not specifically called community-based disaster management.

- Social Department
TAGANA (Taruna Siaga Bencana) is a disaster-preparedness corps that emphasises youth involvement in community disaster risk component organisation with an almost nationwide network.
- Energy and Mineral Resources Department
Wajib Latih (Compulsory Exercise) is a compulsory exercise/ simulation for Merapi preparedness in Jogjakarta, Central Java. This program is conducted in

conjunction with Forum Merapi, a stakeholder network in the Mount Merapi area.

In addition to the aforementioned departments, there are also several areas that have already integrated CBDRM into their policies. Although not explicitly labeled as CBDRM, their planned activities are part of community-based disaster risk reduction initiatives. Furthermore, many areas are already in the process of formulating local action plans and local regulations (PERDA) that include CBDRM programs.

¹³ Researcher tried to find areas that have integrated CBDRM in the policy, yet majority of the areas are still in the process.

MODELS OF COMMUNITY-BASED DISASTER RISK MANAGEMENT (CBDRM)

Defining both methodology and types of CBDRM intervention in Indonesia is not an easy task, as there are many actors who consider their initiatives as CBDRM.

Diagram 6_ The CBDRM Technology¹⁵

Approach	Any Approach
Method	What is the method and the position of actor / organisation in the community
Process / procedure	What are the big strategies in each approach
Technique / tactic	What are the strengths and weaknesses of every approach

CBDRM is the application of scientific knowledge to the practical aims of human life, or, as it is sometimes phrased, to the change and management of the human environment.¹⁴

From the CBDRM technology, various models of CBDRM in Indonesia were discovered based on techniques and

approaches in the field. These models, which are linked to key social institutions, have been identified as follows:

- CAP CBDRM¹⁶

Community Action Plan (CAP) represents a different approach compared to Community-based Disaster Risk Management (CBDRM). CAP has developed from attempts to address issues in development planning, which tends to ignore the participation of the community. CAP is directed to respond to community concerns, while mainstream development tends to be top-down in orientation and does not address basic community issues; thus, they cause new inequity and inequality. CAP is a very structured participatory planning process undertaken to empower the community to plan and act. It is conceptually designed to empower the community to be involved in every step of the development planning process.

The application of CAP, which incorporates CBDRM, is a new endeavor and has not been widely practiced. CAP-CBDRM is geared toward attempts to adhere to relevant CBDRM principles in the process of conducting CAP. Initial attempts to develop CAP should emphasise on development planning for communities in disaster prone areas, with careful attention to existing various geological hazards. Recognising the hazard characteristics, particularly the geological hazards, is an important measure in disaster risk management. In this regard, CAP-CBDRM is focusing on efforts to increase the capacity of the community in properly translating the characteristics of the hazards, and from there, empowering the community in planning measures that can reduce disaster risks.

CAP has three main phases: pre-CAP, CAP workshop and post-CAP. Pre-CAP generally consists of (1) participatory rapid assessment to solicit the perception of the community regarding the existing issues; (2) collation of

¹⁴ Puji Pujiono, Community Based Disaster Risk Management Framework

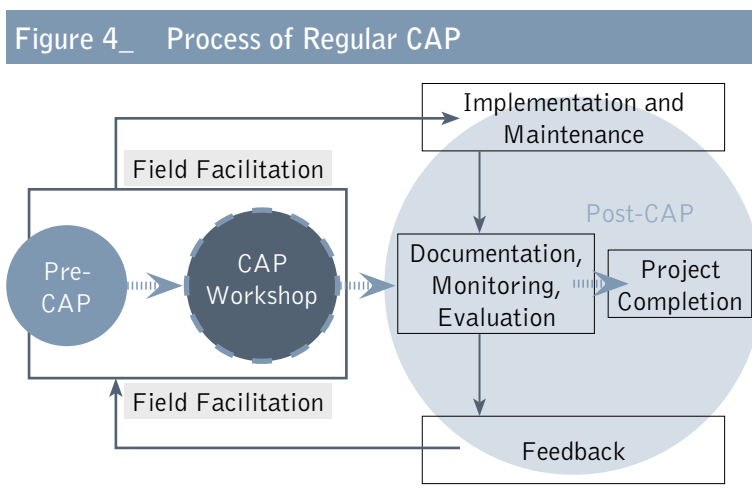
¹⁵ Based on the proceedings of the 3rd Symposium on CBDRM.

¹⁶ Based on the summary of "A prototype of Field Practitioners' Handbook for Community Based Disaster Management." MPBI – GTZ, 2007.

various pieces of information for preparing the village profile; (3) preparation of village map featuring assessment findings; (4) Pre-CAP meetings to determine the agenda items for the CAP workshop; and (5) preparation for running the CAP workshop.

The three main stages of CAP-CBDRM are similar to the CAP process. Hence, the stages of this combined approach are Pre-CAP-CBDRM, CAP-CBDRM Workshop, and post-CAP-CBDRM.

Figure 4 shows the regular CAP and CAP-CBDRM processes.



The MPBI has a CAP-CBDRM activity. In cooperation with German Technical Cooperation (GTZ), the MPBI conducts a CAP-CBDRM activity, which aims to support the reconstruction of the areas destroyed by the tsunami in Banda Aceh, in Northern Sumatra. A selected number of GTZ / CAP CBDRM trainers / specialists were trained on how to empower local communities in the project pilot area. Moreover, 15 CAP facilitators of GTZ and three other third parties in Aceh were promoted as CBDRM trainers / specialists capable of introducing and promoting the principles and practices of CBDRM.

- **Cluster Merapi¹⁷**

This model is quite interesting as it combines the capacity building of the local government in disaster risk reduction in view of the eruption of Mount Merapi. The program is conducted jointly by PSMB UPM, Oxfam GB and their partners from West Timor (PMB) and Flores (FIRD) made up of UNDP, GTZ, Trocare and Cordaid. The result was an agreement between the organisations to share information on their activities in the districts of Magelang, Klaten, Sleman and Boyolali in 302 sub-villages or around 63 villages in and around Merapi.

The approach is to make the community and the government equally important actors in disaster risk reduction efforts by undertaking joint capacity building and interaction. Their role can be enhanced through a common understanding of hazard characteristics, vulnerability risk assessment and capacity of actors to deliver. This can be achieved through the integration of disaster risk reduction into the development planning in

¹⁷ Cluster Merapi in www.psbupn.org

the area, community-based early warning (communication network) and preparedness of all concerned.

This CBDRM initiative puts forward community advocacy with the active involvement of local government at dusun-village and sub-district levels. There is an agreement among the community, the PSMB-UPN, and the local government to jointly work and prepare the community in 63 villages to mitigate the alarming threat of cold lava from Mount Merapi. The context led to a new agreement culminating in the signing of Forum Merapi to manage the area of Mount Merapi and to follow up the provisions of Law No. 24, year 2007 on disaster management in development planning. The program encourages the government to integrate risk reduction plan in the local development plan and annual budgeting.

- **School-Based Disaster Risk Reduction**

The underlying assumption of this approach is that natural disasters bring all sorts of sufferings to children. The integration of disaster preparedness in the school program of disaster-prone areas could be done by building practical knowledge and basic understanding of these natural phenomena among children.

School-based disaster risk management activities have helped identify the levels of vulnerabilities among the communities, as many of them still do not have adequate knowledge about disaster risk reduction. Communities, government officers and school authorities had received the initiatives by participating in the meetings and giving contributions in terms of resources.

The disaster preparedness program can be expanded to other communities, with the support of key local community leaders, NGOs and other organisations. These actors should take a more active role in coordinating such programs for the next generation of schoolchildren. The program extension ideally shall include awareness and preparedness training for various groups in the community.

Cultural and personal approaches can be added during assessment and baseline data collection for program design. Community meetings are strategic venues to communicate ideas, get feedback, and listen to people's needs. This is important so that the mistakes of previous humanitarian programs in the area will not be repeated.

- **The Role of Research Institutions**

Research institutions such as the academe are respected by communities and are considered to be in a position to provide leadership and promote disaster risk management in the community.

For instance, the Centre for Disaster Mitigation Institute Technology Bandung, a research institution, provides leadership in this area by helping communities in building disaster awareness by organising and providing

community trainings and planning, bridging hazard phenomenon knowledge gaps, and building common sense for culture and safety.¹⁸

- **The Role of Religious-based Organisations**
Religion plays a special role in Indonesia, as it finds resonance among different groups of people. Religious groups are often seen as a potential partner to implement disaster management. Muhammadiyah and Nahdlatul Ulama (NU), two big Moslem organisations in Indonesia, have been implementing CBDRM activities in some places in Indonesia through education, training, awareness in the ground, and pesantren in collaboration with the Centre of Disaster Mitigation (CDM ITB).
- **The Role of Media in CBDRR**
The most important and pressing aspect in a disaster risk management program is timely communication and dissemination of key messages. Knowing what to communicate, to whom, how, when and where are of utmost importance to a successful disaster risk management (DRM) program.

The way the media report and comment on disaster will, in a good measure, shape the way in which the community reacts in the face of a disaster before, during and after its occurrence.

One media organisation, Yayasan IDEP Foundation, is attempting to achieve this vision with its creative Media Development Team. The team documents the results of projects on the grounds and then develops useful media campaigns and curricula based on project results.

Through these programs, they offer opportunities for media volunteers to get involved in exciting educational media projects to appreciate and facilitate interconnectedness with nature, encourage the restoration of ecological systems, and support the realisation of sustainable lifestyles.

¹⁸ Krisna S. Pribadi and Aria Mariany, Centre for Disaster Mitigation, ITB: Implementing Community Based Disaster Risk Reduction in Indonesia, PT 2, UNDP, 2007

SUMMARY AND RECOMMENDATIONS

- After the Disaster Management Law was enacted in April 2007 and the National Action Plan was launched in January 2007, there have been strong commitment and motivation across all sectors of the government and society in general to develop a robust and effective disaster management system in Indonesia. The government has appointed a new Board of Disaster Management at the national level.
- There are suggestions to bring disaster management at the regional level together with the local action plan and local regulation.
- Civil society groups have displayed a strong commitment to work as partners in CBDRM and to be actively involved in disaster risk management activities.
- Organisations working in disaster risk reduction activities commonly refer to their interventions as CBDRM. Their range of activities is very diverse and at varying levels of implementation, from policy level initiatives, local community, and advocacy to capacity building.
- The CBDRM framework and concept in Indonesia remain to be an evolving one, which requires regular sharing and learning to evaluate experiences on the ground to further sharpen its understanding of CBDRM project and policy implications.
- The development of an exit strategy and integrated CBDRM are important for the sustainability of the program.
- CBDRM is the responsibility of different societal actors - the media, research institutions, and religious organisations - who each have important roles to play in implementing successful CBDRM initiatives, and in helping communities to reduce their vulnerabilities, empower and better prepare themselves.

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Partnerships for Disaster Reduction - South East Asia (PDR-SEA) is a multi-phased project implemented by UNESCAP and ADPC with funding support from the European Commission Humanitarian Aid department (ECHO) since 2001. The Phase 4 of PDR-SEA aims to institutionalise the effectiveness of CBDRM into socio-economic development process through strengthening of national and local capacity for the implementation of the Hyogo Framework for Action in order to build up community resilience in the project countries of Cambodia, Indonesia, the Philippines, and Viet Nam. The project activities involve in strengthening and institutionalising CBDRM through local-level pilot activities, facilitating information dissemination through existing regional and national disaster risk management networks, enhancing ownership of CBDRM programs by developing the capacities of local authorities and promoting CBDRM through Disaster Management Practitioners' Forum.



The European Commission Humanitarian Aid department (ECHO) was set up in 1992 to provide rapid and effective support to the victims of crises outside the European Union. Recognising the importance of pre-emptive measures, ECHO launched its disaster preparedness programme, DIPECHO, in 1996. Disaster Preparedness ECHO targets vulnerable communities living in the main disaster-prone regions of the world and aims to reduce the vulnerability of the population. Between 1996 and 2004, ECHO provided more than 78 million Euro for 319 projects worldwide. These demonstrate that simple and inexpensive preparatory measures, particularly those implemented by communities themselves, are extremely effective in limiting damage and saving lives when disaster strikes. ECHO funds support training, capacity building, awareness-raising and early-warning projects as well the organisation of relief services. The programme has shown that even simple precautions can help save lives and property when disaster strikes. The funds are directed through ECHO and implemented by aid agencies working in the regions concerned. For more details, please visit http://ec.europa.eu/echo/index_en.htm



The United Nations Economic and Social Commission for Asia and Pacific (UNESCAP) is the regional arm of the United Nations Secretariat for the Asian and Pacific regions, located in Bangkok, Thailand. UNESCAP is committed to materialise the visions of the United Nations Millennium Declaration, which was adopted by the UN General Assembly in September 2000. The PDR-SEA project is being implemented jointly by UNESCAP and ADPC at the regional level. For more details, please visit <http://www.unescap.org>



The Asian Disaster Preparedness Center (ADPC), established in 1986 is a regional, inter-governmental, non-profit organisation and resource center based in Bangkok, Thailand. ADPC is mandated to promote safer communities and sustainable development through the reduction of the impact of disasters in response to the needs of countries and communities in Asia and the Pacific by raising awareness, helping to establish and strengthen sustainable institutional mechanisms, enhancing knowledge and skills, and facilitating the exchange of information, experience and expertise. For more details, please visit <http://www.adpc.net>

Partnerships for Disaster Reduction-
South East Asia
Phase 4

Disaster Management Systems
ASIAN DISASTER PREPAREDNESS CENTER

SM Tower, 24th floor
979 / 69 Paholyothin Road, Samsen Nai
Phayatahi, Bangkok 10400
Thailand

Tel (662) 298 0682 - 92
Fax (662) 298 0012 - 13

www.adpc.net