

COORDINATION OF DISASTER MANAGEMENT BETWEEN CENTRAL AND LOCAL GOVERNMENT IN SPECIAL REGION OF YOGYAKARTA PROVINCE

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Abstract

Referring to the Constitution No. 22/2007 about Disaster Management, it is expected that the management of disaster starting from pre- whilst, and post disaster becomes better. Previously, this body was called Body of Coordination for National Management Disaster (BNPB) established based on President Rules No. 83/2005, replacing Body of Coordination for National Management Disaster and Refugee which was established based on President Decree No. 3/2001. This research is aimed to describe and find model for coordination disaster management especially those happened in the special region of Yogyakarta province. This province was chosen since it was considered as one of disaster-prone areas in Indonesia. The study applied descriptive method with qualitative approach. The data were collected through observation, interview, literature review, and documentation. The results of this study were expected to formulate one model for coordination of disaster management between central and local government in this province. It is hoped that this model can become the recommendation and reference for other model of disaster management all over Indonesia. Body of Coordination for National Management Disaster (BNPB) is an institution established to support president in coordinating plan and implementing management for disaster and troubled integratedly. Management disaster applied both in the scope of provinces and city, held by Body of Coordination for Regional Management Disaster stipulated with Local Regulation, and established with coordination with BNPB. In implementing their works and job description, BNPB, is supervised by Minister for Social Welfare. Structurally, this institution has arrangement consists of Head of Body, steering element, and implementing disaster management elements. Several elements represent the government to coordinate with this Body such as Minister for Social Welfare, Minister of Home Affairs, Social Department, Public Works Department, Health Department, Finance Department, Department of Transportation, Department of Energy and Mineral Resources, Indonesian Police Republic, and Indonesian National Army.

Keywords : *coordination, disaster management*

BACKGROUND

The stipulation of the Constitution No. 24/2007 about Management Disaster hopes that the management of disaster both in the central or local areas will be better. The government of these areas become the ones who responsible for this matter. This management is conducted appropriately starting from pre-disaster, urgent response, and post-disaster. This management should be supported well by budgeting, funding and costs using. These all should be transparent and accountable covering the costing from central government, local government or even from the society.

As the implementation of this Constitution, the government formed Body of Coordination for National Management Disaster (In Indonesian language, it is abbreviated as BNPB). This body is being stipulated in the President Regulation No. 8/2008. This institution helps the government in the coordination of planning and implementing all activities related to disaster and troubled integratedly. Besides, it also responds to disaster management and troubled starting from pre, whilst, and post tragedy covering preventing, fast responding, urgent handling, and recovering.

The problem faced by this institution today is that how to reach remote areas or other areas away from central government in the coordination when disaster comes. While the coordination supposed to be well organized and managed according to the regulation issued by both central and local governments. There were many disasters happened in the local areas being handled quickly and or very slowly. Thus, it is the responsibility of Body of Local Disaster Management (In Indonesian term, it is abbreviated as BPBD) as the institution under the authority of Body of Coordination for National Management Disaster.

One of disaster prone-areas is special region of Yogyakarta province. This area is located between plate tectonics of Indo Australia and Eurasia. It caused this area becomes proned-area towards disaster of earth quake. So far, earth-quake happened for 4 times; in 1981, 1992, 2004 and 2011. Besides, this province also has active mount merapi. This mountain covers four regions, i.e. Sleman as part of Yogyakarta province and Klaten, Boyolali and Magelang as part of Central Java Province. This Merapi becomes the living source and also the threatened for the society living in 9 districts, 42 villages, and 118 urban areas located around this Merapi. The greatest explosion in end of October until December 2010 gave impacts until year 2011. The eruption caused 353 people died of hot-clouds. There were more than 350.000 people were being evacuated from this proned-area under 20 KM distance from Merapi. Seach (2010) claimed that the eruption happened in this 2010 was the biggest one in the last 100 years. International Adisucipto airport was temporarily closed since the area was covered by volcanic dust. This volcanic dust spread all over Yogyakarta even until 25 KM away from the mountain.

Based on the background above, the problems of this study are formulated as follows:

How is the coordination between central government and the local one in handling disaster in Yogyakarta? What is the appropriate coordination model in handling disaster in Yogyakarta?

The purposes of this study are: Reviewing the coordination between central and local government which has been being built so far; Finding out the appropriate and effective coordination model for disaster between central and local government in handling disaster.

RESEARCH METHOD

This study was conducted in the special region of Yogyakarta Province and Body of Coordination of Disaster Management in Central area in 2016-2017.

This research applied descriptive method with qualitative approach, in which disaster mapping in Yogyakarta and its handling management were described without applying sampling technique. The data of this study were collected repeatedly through the following techniques:

Observation is done to observe object of the research directly or indirectly and to write every case needed in collecting the data directly. According to Creswell (2010:267), the researcher directly go to the field of the research to observe behaviours and activities of individuals in the location of the research.

The interview is done in order to get the data deeply. In this study, the informan chosen by the researchers were Body of Disaster Management Coordination in the central level and Yogyakarta level (Province level).

Along the process of the research, the researchers are also collecting several documents such as news paper, scientific papers, research reports or other private documents like diaries, videos, or emails. The process of documenting the data will also be supported by pictures during the activities.

Literaty studies were aimed to seek for the real description of the data deeply so that it is hoped that the results will make appropriate policy on how to hadle the disaster appropriately and quickly in the area of Yogyakarta province.

Focus Group Discussion (FGD) is conducted in order to discuss any policy which has been applied, is being applied and has not been being applied. The policy assigns any way to handle the disaster, monitoting and evaluation. This FGD is participated by the government of DKI Jakarta, Tangerang Selatan, and Depok, under the authorities of central and local BNPB. The FGD discusses the strategies to handle disaster around these areas starting from the beginning of the research until research report step.

In a research activity, those who become the sources of information are the ones who are competent and relevant with the research. Thr researchers will observe and get the information about the implementation of the Constitution No. 24/2007 about Disaster Management, a case study at BPPD of Yogyakarta province.

Since this research involves various parties, the researchers hence, need informen who are able to give description along with any data from certain individuals. These informen are chosen based on Purposive Sampling.

Selected informen are considered understand real condition in the field. The following are informen who will be contacted by the researchers:

1. *KepalaBadanPenanggulanganBencanaPropinsi DIY*
(Head of Body for Disaster Management of DIY Province)
2. *KepalaSeksiPencegahan BPPD Propinsi DIY*
(Head of Preventing Division of BPPD DIY of Province)
3. *KepalaSeksiKesiapsiagaan BPPD Propinsi DIY*
(Head of Preparedness Division of BPPD of DIY Province)
4. *KepalaSeksiLogistik BPPD Propinsi DIY*
(Head of Logistic Division of BPPD of DIY Province)
5. *KepalaSeksiRehabilitasi BPPD Propinsi DIY*
(Head of Rehabilitation Division of BPPD of DIY Province)
6. *KepalaSeksiRekonstruksi BPPD Propinsi DIY*
(Heaad of Reconstruction Division of BPPD of DIY Province)
7. *Kasubbag Program danKeuangan BPPD Propinsi DIY*
(Head of Sub-Part of Finance and Program of BPPD of DIY Province)
8. *Kasubbag Data danPelaporan BPPD Propinsi DIY*
(Head of Sub-Part of Reporting and Data of BPPD of DIY Province)

In analyzing the data, the researchers analyze the data for several times until the data are considered enough to be analyzed both in the content and in policy. According to Bodgan and Biklen cited by Moleong (2005:98), the analysis of qualitative data is an effort to work on the data, organizing the data, selecting the data to analyze, synthesizing them, seeking and finding patterns, finding what is important and need to be learnt, deciding what to share to public.

DISCUSSION

The main purpose of disaster management is to handle disasters quickly, punctual, priority, coordination and integratedly. These matters are supported by:

The Constituion No. 24/2007 about management of disaster which aims to develop disaster management system.

President Rules No. 21/2008 about conducting disaster management.

President Rules No. 22/2008 about funding and managing costs for disaster

President Rules No. 23/2008 about International organizations and NGOs and their participations in handling disasters. Thus, the funding for disaster management such as contingent fund and ready fund, fund from society/donors should be based on the Regulation of Finance Minister No. 105/Finance Minister Rules No. 05/2013. Besides, the implementation of this funding should be in order, transparent, accountable. In order means corresponding to the rules and neatly documented, transparent means giving out all the information to the society, while accountable means responsible for all processes to the stakeholders.

Disaster Management System

Indonesia realizes that the problem of disasters must be handled seriously since the terrific earth-quake and tsunami in Aceh in 2004. Disasters are comprehensive and multi-dimensions cases. In order to anticipate the frequency of disasters which is always getting higher, it is important to think of the ways to handle disasters and are being implemented by all parties. Disaster is the responsibility of others. Periodically, Indonesia builds national disaster management system. This system covers several aspects such as:

Legislation

From the aspect of legislation, Indonesian government validated the Constitution No. 24/2007 about Disaster Management. Another legal regulations under this Constitution are: Government Regulation, President Regulation, Head of Division and local Regulation.

Organizations

Organizations can be considered both formal and non-formal. Formally, Body of National Disaster Management is a focal point in central government. While focal point of disaster management in the stage of province and regions are Body for Local Disaster Management.

In a formal side, many forums in national and local levels were formed in order to strengthen the solution to handle disasters in Indonesia. In the national level, National Platform was also formed consisting of society, business, higher education, media, and International League. Locally, Forum PRB Yogyakarta and Forum PRB.

Funding

Nowadays, disasters do not only be local or national issues, but also in the international scope. International community supports the government of Indonesia in building a better disaster management. On the other hand, Indonesian Government's serious attention towards disaster is very high. This can be seen from significant budgeting especially to reduce the risks of disaster.

DIPA (APBN/APBD) Funding

Contingent Budget

On-cal Budgetting

Social Grant

Budget from the society

Financial supports from International Community

Body for Local Disaster Management (BPBD) in Special Region of Yogyakarta Province

The coverage areas for the policy of disaster management in Yogyakarta are all areas in this province. Since the authority of a province as local government is limited, then it is needed to give additional limitations for these local areas in order to do direct approach to needed areas. These limitations are described in the mechanism of Priority Zone of Yogyakarta. This technical strategy is aimed to let

local government focuses to get involved in the regions/cities in order to reach the 5 years planning. Besides, the identification of this priority zone is expected to guarantee the effectiveness of budget for disaster management limited in local government of Yogyakarta province. This priority zone covers 12 disasters which become the intervention responsibilities of the province, i.e. 1. Earth-quake 2. Tsunami. 3. Volcanic Eruption 4. Flood 5. Technology Errors 6. Drought 7. Langslide 8. Extreme Wave and Abruption 9. Extreme Weather 10. Epidemic 11. Land and Forest Fires 12. Social Conflicts. The following table describes the disasters in Yogyakarta:

KEJADIAN	JUMLAH KEJADIAN	MENINGGAL	LUKA-LUKA	HILANG	MENDERITA	MENCUMBI	RUMAH RUEAK RFRAT	RUMAH RUBAK RINGAN
PANDEMI	34	2	5	-	3.090	389	139	-
TERDIRI & WABAH PENYAKIT	1	16	-	-	-	-	-	-
GELOMBANG PASANG / SURUT	1	-	-	-	-	-	-	29
GEMPA BUMI	10	4.923	22.406	-	-	1.403.617	95.903	107.048
TSUNAMI	1	3	3	-	-	-	-	-
KESALAHAN TEKNOLOGI	2	75	119	-	-	-	-	-
KETIDINGINAN	34	-	-	-	-	-	-	-
LETUSAN GUNUNG API	7	4.216	136	-	-	10.759	2	-
CUACA EKSTREM	21	16	33	-	-	790	225	117
LANAH GOROGH	12	32	6	-	-	689	47	500
TOTAL	127	9.316	22.807	-	3.090	1.416.624	96.317	108.964

Sumber : Data & Informasi Bencana Indonesia 1585-2017

Several priority disasters in Yogyakarta are such as earth-quake, mount explosion, and or tsunami. These became priorities because the impacts of these disasters are considered high and stay longer. Another disasters such as extereme weather, flood, drought, and landslide. While another disasters such as extreme wave & abrasion, epidemic and epidemic of disease, land and forest fires are calassified as non-priority disasters since their potentiality tend to be lower even the risk caused by them tend to be high. These disaster managements are the responsibilities of local government in the areas which might get direct impacts of these disasters.

Coordination between central (bnpb) and local of disaster management (bpbd)

Based on the Supervision of Coordination Notes between BNPB and BPBD of Provinces/Regions/Cities of Western Part of Indonesia, on August 11-12, 2016, in Palembang, it is agreed that both BNPB and BPBD reach the same perceptions toward fund management, accepting goods from donors etc. taken from the budget for preparedness, ready funds, and reahabilitation and reconstruction funds. The meeting was presented by 23 representatives of BPBD in Sumatera Region. “In togh spirit, let us do our best for this nation and country, for Western part of Indonesia and handling the disasters together as the spirits to unite the nation”.

Rudi Phadmanto,Ak., MBA, as Deputy of Logistic and Equipment of BNPB said that BNPB does not have to be doubt in allocating the budget to maintain any goods from BNPB, such as BPBD of Central Java Province. “It is sorry if good things become broken because BPBD does not maintain them appropriately,since these goods should always be prepared in emergency condition, “ he further said.

In the situation of emergency response,there must be several things that cannot be predicted happen. In a special case, it still can be handled but not in a maximum efforts. “Humanity in emergency situation should be put forward,” he added. While the Main Inspector, Drs.Bintang Susmanto,Ak., MBA, in his remarks explained about the follow-up results of audit. Today, BNPB has 20 auditors and 10 of them are certified to manage disasters around all regions/cities. “One of the ways to deal with this is to have joint-audit with BPKP which has auditors spreading all over Indonesia”.

The main purposes and goals of Coordination Meeting of National Disaster Management between BNPB and BPBD all over Indonesia in 2015 are as follows:

1. Socializing the policy of national development 2015-2019, collecting all input about policies in relation to of disaster management 2015-2019;
2. Running the coordination in order to implement programs and activities of disaster management of 2015, planning for 2016;
3. Implementing synchronization and synergy of programs and any activity of both central and local disaster managements;
4. Conducting coordination in order to improve the quality of facing national disasters.

CONCLUSION

Indonesia realizes that the problem of disasters must be handled seriously since the terrific earth-quake and tsunami in Aceh in 2004. Disasters are comprehensive and multi-dimensions cases. In order to anticipate the frequency of disasters which is always getting higher, it is important to think of the ways to handle disasters and are being implemented by all parties. Disaster is the responsibility of others.

BNPB is an organization to help the president to coordinate the planning and implementing disasters and troubled integratedly before, during, and after the disaster happens. Previously, BPNP was called as a Body of National Coordination for Disaster Management formed under President Regulation No. 83/2005, substituted Body for National Coordination for Disaster Management and Refugee Handling. It is the responsibility of Body for Local Disaster Management to handle all disasters happen in the Province or Regions/Cities stipulated through Local Regulation and assigned by BNPB.

The coverage areasto overcome disasters in the Province of Yogyakarta are all regions under this province. Since the authority of a province as local government is limited, then it is needed to give additional limitations for these local areas in order to do direct approach to needed areas. These limitations are described in the mechanism of Priority Zone of Yogyakarta. This technical strategy is aimed to let local government focuses to get involved in the regions/cities in order to reach the 5 years planning.

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