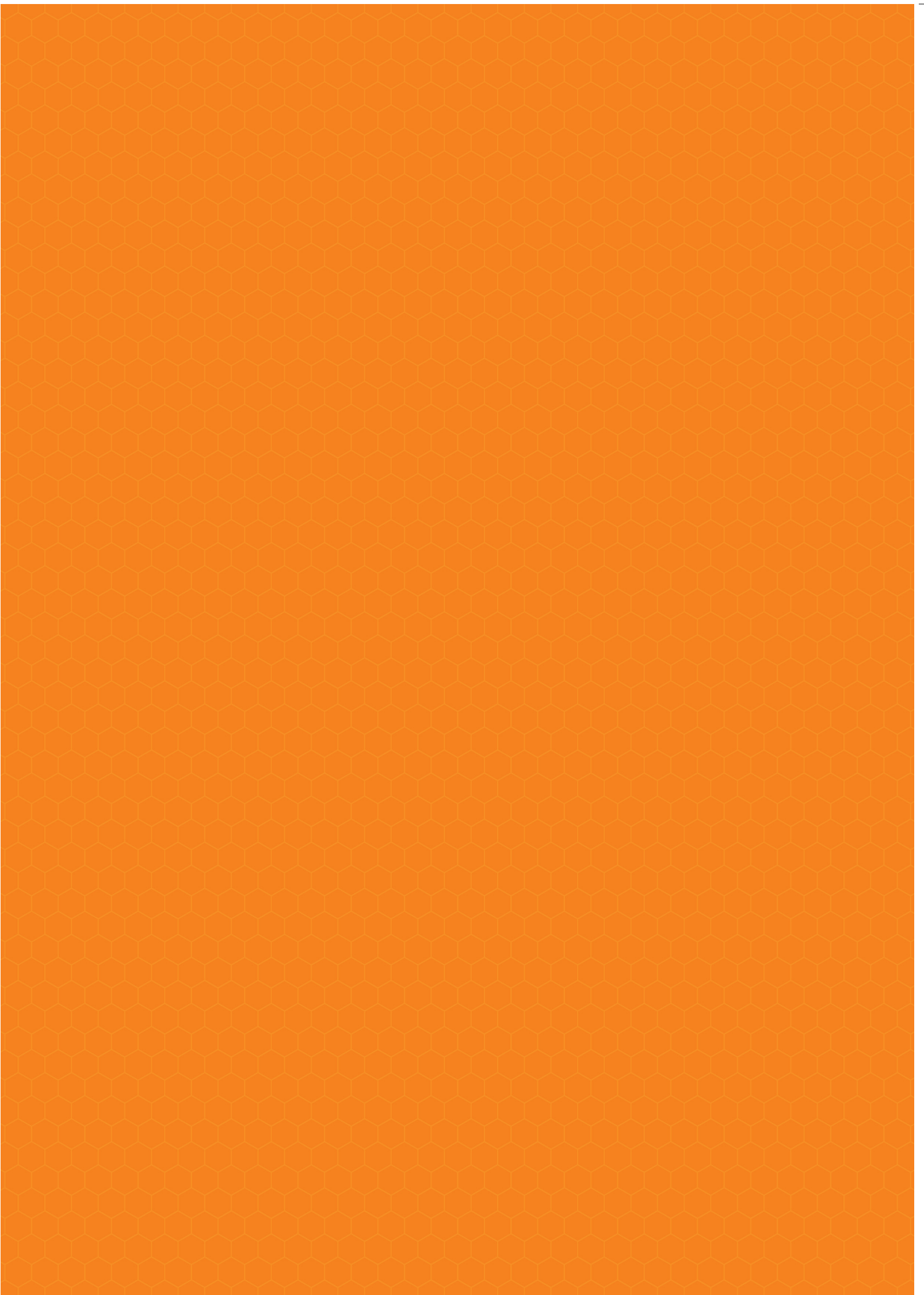Partnerships for Disaster Reduction-South East Asia
Phase 4

MONITORING AND REPORTING PROGRESS ON
**COMMUNITY-BASED DISASTER
RISK MANAGEMENT IN
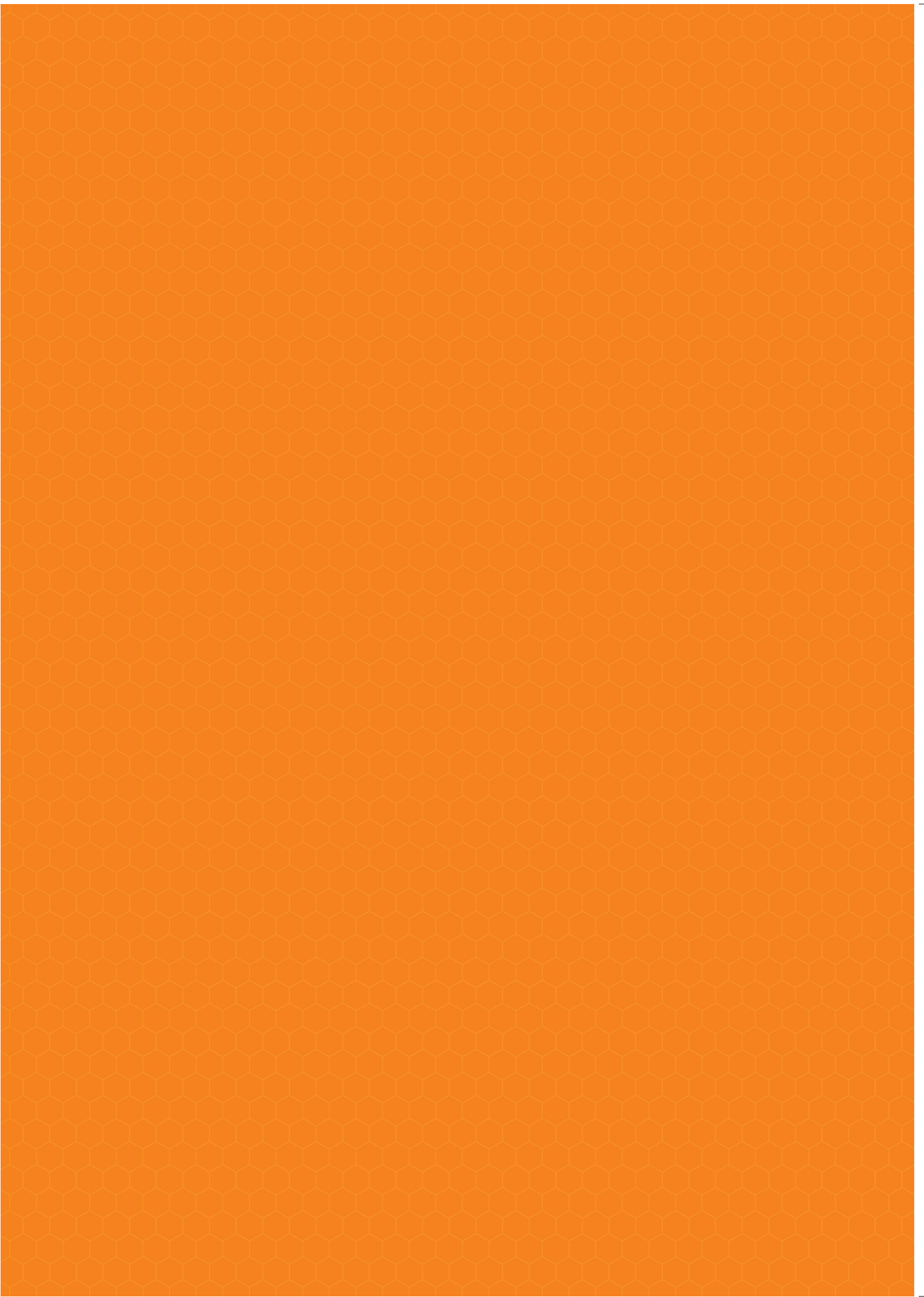INDONESIA** April 2008

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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
DIPECHO	Disaster Preparedness European Commission's Humanitarian Aid Department
DM	Disaster Management
DRR	Disaster Risk Reduction
GTZ	Deutche Gesselschaft fur Technische Zusammeinarbeit
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 Organization

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
UPN	University of National Deevelopment Development

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 of the European Commission Humanitarian Aid Department (DIPECHO). It seeks to document Indonesia's progress in implementing community-based disaster risk management (CBDRM) programs and projects and aims to facilitate the institutionalization of CBDRM in national and local development programs and activities.

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

Monitoring and Reporting Progress on

Community-Based Disaster Risk Reduction in Indonesia

April 2008

Partnerships for Disaster Reduction-South East Asia
Phase 4

BACKGROUND

Figure 1_   Indonesia's Profile

Populasi	Kurang lebih 230 juta pendudk
Musim	Musim Panas dan Musim Penghujan
Jumlah Pulau / Kepulauan	17.583
Jumlah Sungai	500 sungai besar dan sungai kecil (30% diantaranya melintas di wilayah padat penduduk)
Jumlah Hutan	Merupakan hutan tropis ketiga terbesar di dunia
Jumlah Gunung Berapi	lebih dari 500 gunungapi (128) diantaranya masih aktif
Jumlah Etnis / Sukuh Bangas	Lebih dari 200 Etnis / Suky Bangsa
Jumlah Bahasa Daerah	583 Bahasa daerah
Agama	Islam (98%), Protestan + Katholik + Hindu + Budha (2%)
Struktur Pemerintahan	
Pemerintahan Pusat	-Presiden & Wakil Presiden + Kabinet
Pemerintahan Daerah	-Propinsi (Gubernur): 33 -Kabupaten / Kota (Bupati / Walikota): 325 -Desa / 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, posing higher 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 level also causes pressure on its soil surface,[1] making its susceptible to landslides.

In 2006 alone, two major earthquakes struck the country, killing around 7,300 people and causing an estimated US$ 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 issue of disaster risk management.
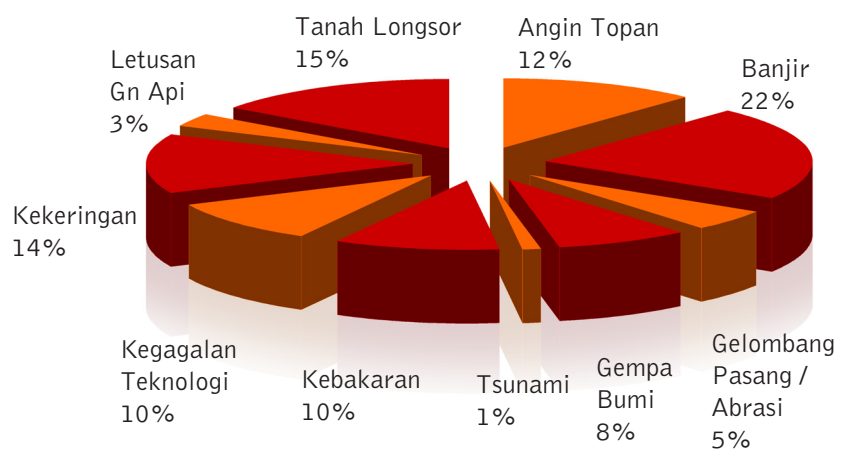
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[1]   Academic draft of DM Law, 2005
[2]   Dr. Suprayoga Hadi. Director for Regional Development II, National Development Planning Agency (BAPPENAS) Indonesia. 4th ADB Annual Meeting, Kyoto, Japan. May 7, 2007.

At present, the Indonesian government is engaged in 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 of the European Commission Humanitarian Aid Department (DIPECHO). 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 monitoring of progress of CBDRM in Indonesia and aims to facilitate the institutionalization of CBDRM in its development programs and activities. The progress of the design and 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. Reports on CBDRM projects and program implementation status from these stakeholders had been collected and analyzed to come up with a report provides an overview of existing CBDRM projects and status of implementation, identify gaps, and determine areas where support by national decision makers is needed by CBDRM programs.

Figure 2_ Disaster Event Percentage Year 2006

Tanah Longsor 15%

Angin Topan 12%

Letusan Gn Api 3%

Banjir 22%

Kekeringan 14%

Kegagalan Teknologi 10%

Kebakaran 10%

Tsunami 1%

Gempa Bumi 8%

Gelombang Pasang / Abrasi 5%

Source : Bakornas 2007

CBDRM IN INDONESIA

Most of the disasters in Indonesia are natural while in some cases, the occurrence of these disasters is aggravated by the people's inability to eliminate potential hazards or prevent these hazards from emerging. But as complex as the causes might be, concern toward disaster should be focused more on the impact and how to manage it.

A top-down approach in viewing disaster management tends to overlook local resources that may have the potential to build a disaster prevention or recovery program. But in some cases, this kind of approach also increases 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 have more opportunities to involve local people. In creating bigger roles for the people, the new approach shall be community-based and will focus 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. Stakeholders at various levels, including the government, will work in a single, coordinated effort.

Community-Based Disaster Risk Management (Pengelolaan Risiko Bencana Berbasis Masyarakat) 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 recognizes the basic rights of individuals and communities to self determination. Following this line of

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[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).

thinking, to the extent required by laws and regulations, the communities have the right and the capacity to determine what and how disaster can be managed in their respective areas.

CBDRM FRAMEWORK IN INDONESIA[4]

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

In general, CBDRM is characterized 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 is meant by disaster management while the word "systematic" implies that CBDRM is an organized and planned process that complies with relatively standardized procedures. With and by communities, meanwhile, pertains to the spirit of CBDRM that lies at the word "community." In essence, practitioners must place the communities at the heart of the overall process of CBDRM.

Table 1 shows the different values culled from interviews conducted with CBDRM practitioners from Padang, Kupang, Jogjakarta, and Jakarta.

Table 1_ Value of CBDRM Practitioners	
No.	Value
1	To internalize 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 emphasize involvement in community education programs
12	Transparency , Trust , Non-Profit orientation

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[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 that was later undertaken as a House Initiative by the 8th Commission of the House of Representative and resulted to the formation of a House Special Committee. The DM Bill Draft was then 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 three Ministers to represent the Government in the discussion of the Bill Draft, based on letter no.R.11/Pres/01/2005 on January 27, 2006. They were the Ministers of Justice and Human Rights, Public Work, and Social Affairs.

These three Ministers, with the House Special Committee, discussed all the inputs and integrated them, along with unresolved issues listed in a DIM (List of Issues) to be addressed separately in time. 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 the 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 President 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 for the people is the government's responsibility, and one of the basic rights of the people.**
   Disaster management therefore shall become an implementation of governmental function to protect the people from any risk and hazard leading 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 integrated with the government's role in planning and coordinating the efforts. In light of this idea, a Community-based Disaster Risk Management (CBDRM) should be exercised, involving various stakeholders in each community. Some communities that have experienced hazards and disasters in the past developed their own ways of risk management strategies. These should become the basis for developing a more systematic CBDRM program to make said communities less vulnerable and better prepared for hazards and disasters.[6]

Table 2 shows the chapters in the DM Law that provides for 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 2006 to 2009, which aims to serve as a guideline for mainstreaming 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 emphasizes 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) calling for world governments to devise and implement a National Action Plan for Disaster Risk Reduction to support and ensure the attainment of the objectives and targets of sustainable development.

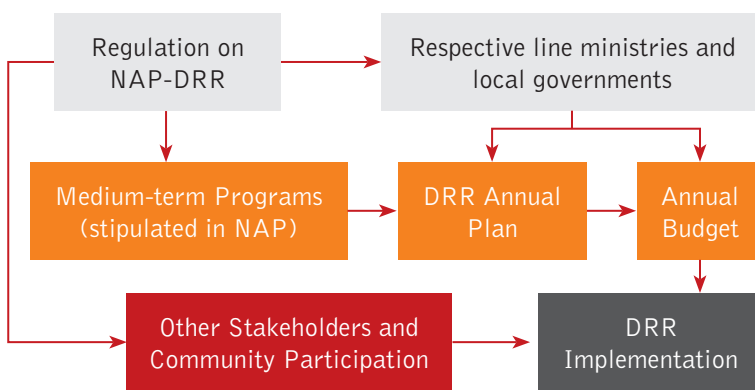| Table 2_	DM Law chapters on disaster management[7]
Chapter 3	1. Principles of Disaster Management as mentioned: a. humanity b. … … … .. c … … . f. sense of community
Chapter 4	Purposes of Disaster Management are : a. Protection the public from hazard b. … … .. c … … d. respecting local culture
Chapter 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

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[6] Academic Draft of DM Law 2005.
[7] DM Law No. 24, 2007.

The regulatory arrangement under the NAP-DRR is in consonance 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.

It also established the Regulatory Arrangement as illustrated in this Figure 3.[8]
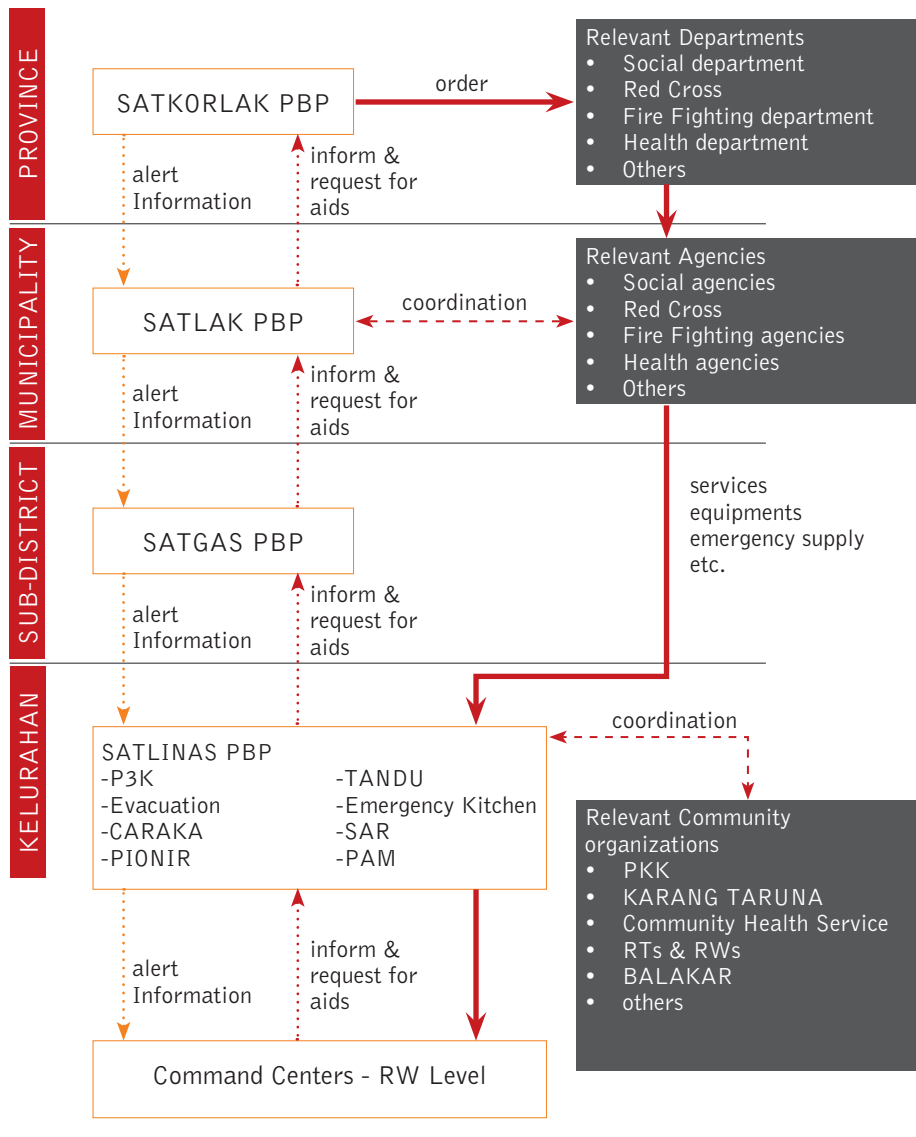
The institutional arrangement will be to:
a. Build networks among government institutions, local governments, private sectors, civil society and other stakeholders; and,
b. Involve civil society will be involved in the institutional arrangement and disaster risk reduction mechanism at all government levels.

CBDRM involves multi-sectoral and multi-level participation. Since the tsunami that hit Aceh, various community-level organizations have volunteered to help in the government's emergency relief and early recovery efforts. Their participation not only complemented the government's efforts; they can also be considered as agents of development who can help in continuing efforts to raise public awareness.[9]

Figure 3_ NAP DRR Regulatory Arrangement

Regulation on NAP-DRR → Respective line ministries and local governments

Medium-term Programs (stipulated in NAP) → DRR Annual Plan → Annual Budget

Other Stakeholders and Community Participation → DRR Implementation

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[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 Management[10]

PROVINCE

SATKORLAK PBP — order → Relevant Departments
- Social department
- Red Cross
- Fire Fighting department
- Health department
- Others

alert Information / inform & request for aids

MUNICIPALITY

SATLAK PBP — coordination — Relevant Agencies
- Social agencies
- Red Cross
- Fire Fighting agencies
- Health agencies
- Others

alert Information / inform & request for aids

SUB-DISTRICT

SATGAS PBP

alert Information / inform & request for aids

services
equipments
emergency supply
etc.

KELURAHAN

SATLINAS PBP
- P3K
- Evacuation
- CARAKA
- PIONIR
- TANDU
- Emergency Kitchen
- SAR
- PAM

coordination

Relevant Community organizations
- PKK
- KARANG TARUNA
- Community Health Service
- RTs & RWs
- BALAKAR
- others

alert Information / inform & request for aids

Command Centers - RW Level

- 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 remain worth appreciating. Some of these initiatives are undertaken by the following organizations:

▎ 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 decentralization process in Indonesia.[11] Their experiences show that CBDRM within the policy does not exist by itself, rather it becomes a "string" among community, NGO, and donor agencies that integrate themselves in disaster risk reduction. Awareness on disaster risk reduction at the government level evolves through several venues and activities such as workshops, mappings with the community, discussions, dialogues, hearings, etc. This is in line with various risk reduction activities in the community. These two efforts supporting the creation of new policies in risk reduction like local action plan. 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 DRR mainstreaming in planning and implementation of local development; (2) encouraging both government and community to share information on DRR; (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; (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;

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[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 organizations that the integration process will certainly take place.

Some departments state that they are working with the community and with 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 fairly 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.

- Social Department
  TAGANA (Taruna Siaga Bencana) is a disaster-preparedness corps that emphasizes youth involvement in community disaster risk component organization 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 said departments, there are also several areas that have already integrated CBDRM into their policies. Even though they do not explicitly call it as CBDRM, their planned activities are community-based disaster risk reduction activities. Furthermore, many areas are already in the process of formulating local action plans and local regulations (PERDA) that include CBDRM programs.

Table 3_ CBDRM in Local Government program[13]

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	Jogkajarta City	In Jogjakarta, the municipal's Local Action Plan included community activity. However, it is not specifically called community-based disaster management.

[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 a methodology and type of CBDRM intervention in Indonesia is not an easy task, as there are many actors who consider themselves to be working for CBDRM.

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

Diagram 6_ The CBDRM Technology[15]

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

From the CBDRM technology, various models of CBDRM in Indonesia were discovered based on technique and approach in the field. These models, which are linked to key societal institutions, have been identifies as follows:
- CAP CBDRM[16]
  Community Action Plan (CAP) represents a different approach compared to that of Community-based Disaster Risk Reduction (CBDRR). CAP has developed from attempts to address issues in development planning, which tend 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 issues prevailing in the community. Moreover, 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.

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 being developed should be emphasize development planning by the community that resides in disaster prone areas by paying attention to the existing various geological hazards. Recognizing the hazard characteristics, particularly the geological hazards, is an important measure in disaster risk reduction. 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 consists of three main phases, namely: 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;
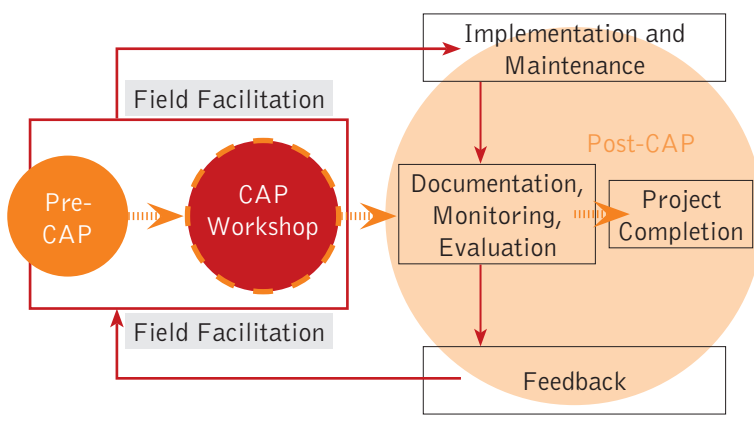
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14 Puji Pujiono, Community Based Disaster Risk Management Framework
15 Based on the proceedings of the 3rd Symposium on CBDRM.
16 Based on the summary of "A prototype of Field Practitioners' Handbook for Community Based Disaster Management." MPBI – GTZ, 2007.

(2) collation of 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.

The MPBI has a CAP-CBDRM activity, in cooperation with the German Technical Cooperation (GTZ), that aims to support the reconstruction of the areas destroyed by the tsunami in the Aceh province in Northern Sumatra. A selected number of GTZ/CAP CBDRM trainers/specialists are developed and trained through the empowerment of the local community in the pilot area of the project. Moreover, 15 CAP facilitators of GTZ and three other third parties in Aceh were upgraded into CBDRM trainers/specialists capable of introducing and promoting the principles and practices of CBDRM.

Figure 4_ Process of Regular CAP

- **Cluster Merapi[17]**

  This model is quite interesting as it combines the capacity building of the local government in disaster risk reduction in light of the eruption of Mount Merapi. The program is conducted jointly by PSMB UPN and Oxfam GB and their partners from West Timor (PMPB) and Flores (FIRD) involving UNDP, GTZ, Trocare and Cordaid, resulting in an agreement to share information on their activities in the districts of Magelang, Klaten, Sleman, and Boyolali at 302 sub villages (63 villages) in and around Merapi.

  The approach is to make the community and government as equally important actors in disaster risk reduction efforts; thus, the capacity building and interaction can be undertaken jointly. The role of the government and community can be enhanced through the understanding of hazards characteristics, vulnerability, risk appraisal, and familiarization of the capacity of actors to deliver. This is achieved through the

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[17] Cluster Merapi in www. psmbupn.org

integration of disaster risk reduction into the development planning in the area, community-based early warning (communication network) and preparedness of all concerned regarding disaster.

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 in facing the 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 to this approach is that any natural disaster would bring along all sorts of sufferings to children, being one of the most vulnerable groups in every community. The integration of disaster preparedness in the school program of disaster-prone areas should be done by building practical knowledge and basic understanding of the natural phenomenon among the children.

  It has been proven in some activities that the level of vulnerability among communities is considerably serious. Their poverty situation has not seen any long-term solution, and most of them still have low concern over and knowledge of disaster risk reduction. Communities, government officers, and school authorities welcomed the school-based disaster preparedness program. They have shown their support in terms of active participation in the meetings, and in other kinds of contributions.

  The disaster preparedness program also needs to be expanded, not only to the school community, but should be taken up by other key leaders in the local community as well. With help from related local government offices, NGOs and organizations, they will take a more active role in coordinating such program for the next generations of schoolchildren. The program extension shall include awareness and preparedness training for various groups in the community.

  Cultural and personal approaches can be added during assessment and in gathering baseline data for designing the program. Community meetings are strategic venues to communicate ideas, get feedback, and listen to the 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 academic institutions are respected by communities and considered to be in a position to provide leadership in promoting disaster risk management in the community.

An example is the Centre for Disaster Mitigation Institute Technology Bandung, a research institution that helps communities in building disaster awareness by organizing 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 Organizations
  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 reduction. Muhammadiyah and Nahdlatul Ulama (NU), two big Moslem organizations 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 aspects in a disaster risk reduction program is that of timely communication of information and dissemination of key messages. Knowing what to communicate, to whom, by whom, how, when and where are of utmost importance for a successful disaster risk reduction program.

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

  Yayasan IDEP Foundation achieves this vision with its creative Media Development Team. The team documents the results of projects on the ground, and then develops useful media campaigns and curriculums 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 inter-connectedness with nature, encourage the restoration of ecological systems, and support the realization of sustainable lifestyles.

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[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 reduction activities.

- Organizations 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, regularly requiring sharing and learning to evaluate experiences in the ground to further sharpen its understanding and policy and project applications.

- The exit strategy and integrated CBDRM in the development is very important in continuing the program.

- CBDRM is the responsibility of different societal actors - the media, research institutions, and religious organizations - who each have important roles to play in implementing successful CBRDRM initiatives, and helping communities to reduce their vulnerabilities, empower and better prepare themselves.

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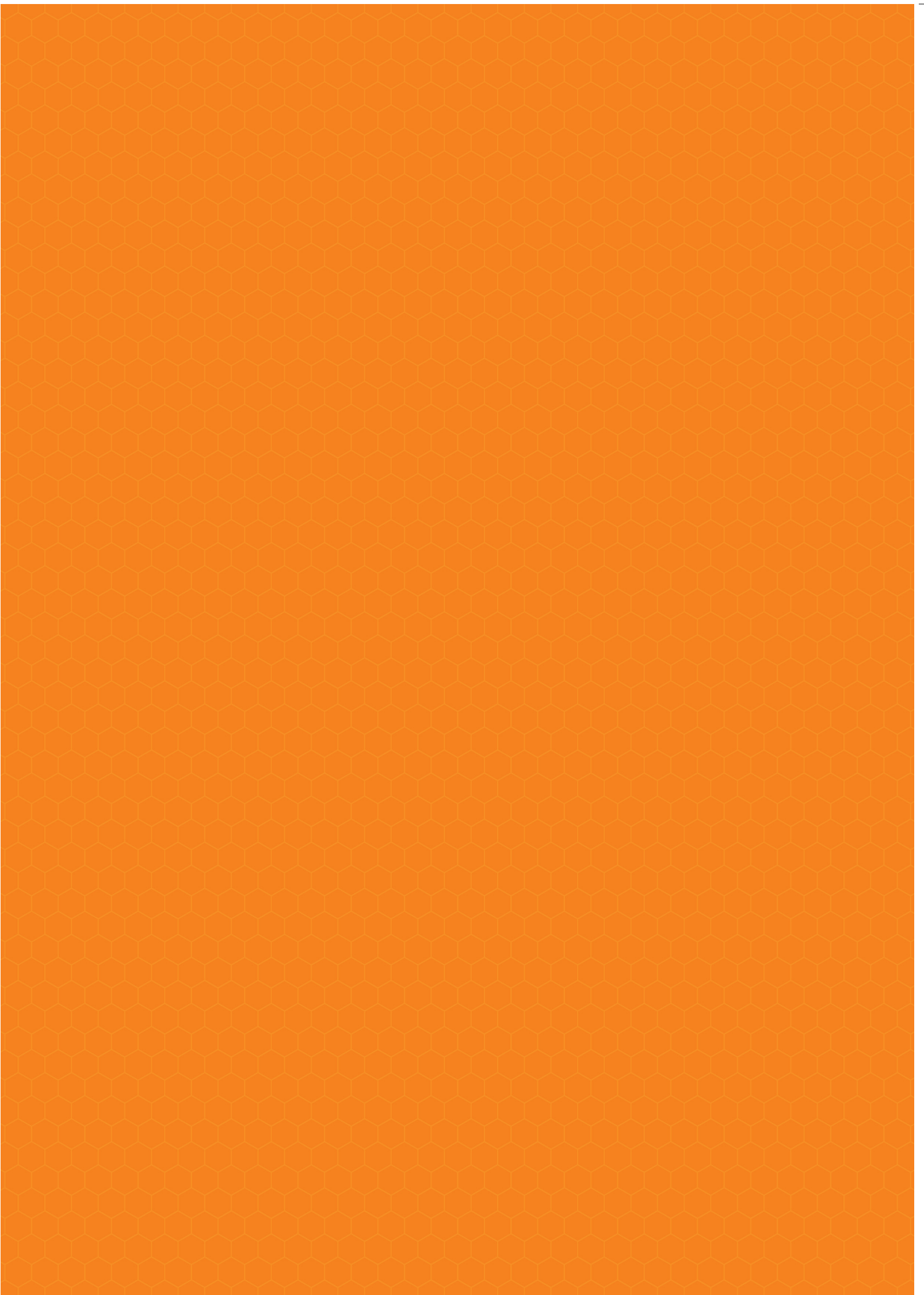Phom Penh, Cambodia

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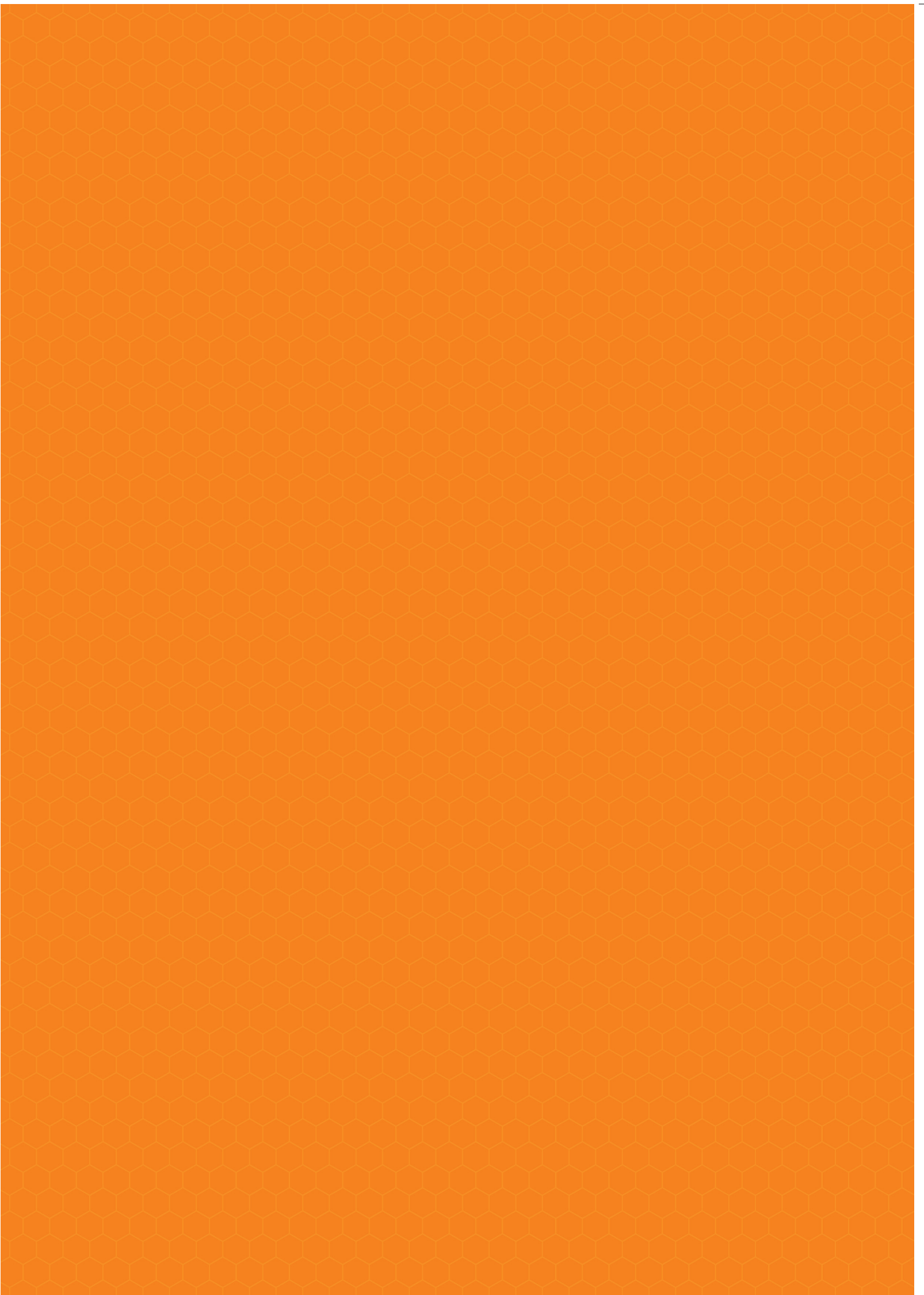
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Partnerships for Disaster Reduction - South East Asia (PDRSEA) is a multi-phased project implemented by UNESCAP and ADPC with funding support from the European Commission Humanitarian Aid Office (ECHO) since 2001. The Phase 4 of PDRSEA aims to institutionalize 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 institutionalizing 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.

EUROPEAN COMMISSION

Humanitarian Aid

The European Commission's humanitarian aid department (ECHO) was set up in 1992 to provide rapid and effective support to the victims of crises outside the European Union. Recognizing the importance of pre-emptive measures, ECHO launched its disaster preparedness programme, DIPECHO, in 1996. ECHO's disaster preparedness programme (DIPECHO) 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, DIPECHO provided more than Ä78 million 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. DIPECHO 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

UNESCAP

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 Pacifi c regions, located in Bangkok, Thailand. UNESCAP is committed to materialize 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

adpc

The Asian Disaster Preparedness Center (ADPC), established in 1986 is a regional, inter-governmental, non-profi t organization 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 Pacifi c 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