

Mainstreaming Disaster Risk Reduction in National Policies and Programmes: An Overview of National Action Plan for Disaster Risk Reduction in Indonesia

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General Situation

Indonesia is highly-prone to disaster, be they natural or human-made. Some causes of disaster are related to geography, geology, climate or other factors related to social, cultural or political diversity. Disasters may be caused by natural and human-induced hazards, high vulnerability of community, infrastructure and elements in disaster-prone cities/areas, and low capacity of elements within the community.

Geographically, Indonesia is an archipelago situated at a juncture of four tectonic plates, namely, the Asian Plate, the Australian Plate, the Indian Ocean Plate and the Pacific Ocean Plate. The southern and eastern part of the country features a volcanic arc stretching from Sumatera, to Java, Nusa Tenggara and Sulawesi, while the remainder features old volcanic mountains and lowlands partly dominated by marshes. They constitute for a high potential and proneness to disasters, including volcanic eruptions, earthquakes, tsunamis, floods and landslides. Data suggest that Indonesia has a high seismicity among countries of the world, with an occurrence rate more ten times that of the United States (Arnold, 1986).

Disasters in Indonesia increase by the year. Indonesia's National Coordination Body for Disaster Management (BAKORNAS PB) accounted that disaster occurrences within the period of 2003-2005 alone amount to 1,429 incidences, wherein hydro-meteorological hazards account for 53.3 percent of the total recorder disasters. Of this figure, floods occur most often (34.1 percent), followed by landslides at 16 percent. Although geological disasters

(earthquake, tsunamis and volcanic eruptions) constitute only 6.4 percent of the total disasters, they caused tremendous loss and fatalities.

In view of the above piece of evidence, the Government of Indonesia learned that the national disaster management and emergency response, which beforehand was primarily focused on rescue and relief operations after disaster events can only provide a limited effect in solving the issue of how to reduce the severe impacts of disaster. The Government has also realised that developing preventative measures for disasters before they occur would be more effective in reducing the devastation in the aftermath of disasters. In this regard, the Government has taken a range of initiatives toward ensuring Indonesia's preparedness to immediately and effectively deal with natural disasters in the future.

In a disaster-prone country like Indonesia, the need for a comprehensive understanding of the strong linkage between development and disaster is fundamental. The very core of whatever task the Government is addressing, whether it is rescue and relief or rehabilitation and reconstruction, is development. Therefore, development policy and planning should be influenced by and formulated with sufficient concern on the potential impacts of disasters.

In pursuing a disaster-resilient nation and safer community across Indonesia, the Government has taken a number of significant endeavours to enhance disaster risk reduction mechanism and procedure. In this connection, the Government has made a sensible beginning by adopting the National Disaster Management Act No. 24/2007 that ever since has been put into practice. Moreover, the Government has also initiated inter-governmental, and public as well as private dialogues to prepare a National Action Plan for Disaster Risk Reduction as a follow up to the United Nations International Strategy for Disaster Reduction Hyogo Framework. This strategy is now being further put into effect by way of encouraging local authorities and communities to prepare their own Local Action Plans for Disaster Risk Reduction. In addition, of the last three years, the Indonesian Government has also allocated a substantial chunk of finances for pre-disaster risk reduction programmes as prescribed in the Annual Government Work Plan.

Taking into account the significant role of the community in this initiative, the programme is also devised to support the advancement of public education and public awareness by which the community would better understand the correlation linking development and disaster. As a result, the community would also be more familiar with the available practical solutions to reduce disaster risks.

Finally, the new programme would be also directed at funding the implementation of a series of disaster reduction simulation exercises in order to demonstrate to Indonesians from all walks of life and across all coastlines, villages, towns, cities, districts and provinces that disaster risks can really be reduced.

Problems Regarding Disaster Risk Reduction

There are two major problems with regard to disaster risk reduction in Indonesia. The first is the lacking of management and personnel qualification. This issue has resulted in the delay of emergency response, inefficient coordination in post-disaster recovery planning and programming, the weight of institutional framework that mainly underscores the emergency response rather than post-disaster recovery, and tendency of funding which gives more emphasis to emergency response.

The second issue is the dearth of understanding about disaster risk reduction. This issue concerns about the lack of knowledge and information about disaster preparedness and risk reduction, the ineffectual performance of related agencies in managing disaster risk reduction, the ineffective planning and programming for risk reduction, and the absence of incorporating risk disaster mitigation into spatial plans.

New Paradigm in Disaster Management

Indonesia has currently shifted its paradigm in its disaster management approach. There are three key aspects of the new paradigm: (1) Recognising the right for dignified life and livelihood and that the government is responsible for ensuring the protection measures for communities from disaster, which in

principle, is avoidable, with no risks creation in recovery process; (2) Reducing disaster risk factors from unsustainable development practices that are worsened by the impact of climate changes; and (3) Being accountable for the risk community and/or disaster-affected community and sensitivity to gender, participatory, equity and justice perspectives.

Having employed the above way of thinking, disaster reduction programme in Indonesia has consequently changed from initially reactive to proactive in nature. Such a proactive nature reflects in a number of elements, as follows: (1) Readiness in anticipating the possibility and impacts of the upcoming disaster; (2) The changing approach from emergency response to risk reduction, which means that disaster reduction measures are being conducted since pre-disaster by mitigation and early warning system; (3) Paradigm shift from centralised to local autonomy, thus the new approach provides more role and responsibility to local governments; and (4) Paradigm shift from government to participatory of civil society, wherein involvement of civil society and private sector could be optimally exercised in disaster reduction programmes.

To provide legal basis for the Government to take all necessary actions in protecting the community from disaster risks, Indonesia has issued the Disaster Management Law No. 24/2007 which serves as a framework for regulating the role and responsibility of government and all concerned stakeholders, establishing national and local boards for disaster risk reduction, promoting community's participation in disaster risk reduction measures, and funding for disaster risk reduction.

One of the most recognised community-based participations in disaster management which currently has become national as well as local discourse is the Voluntary Disaster Corps (*Taruna Siaga Bencana*-TAGANA) initiated by the Ministry of Social Affairs of the Republic of Indonesia. Members of this Corps are being equipped with relevant know-how and regularly trained as skilful human resources in disaster risk reduction to be mobilised in dealing with future catastrophes especially in helping reduce the risk starting from preparedness stage. In the long term, every regional area is expected to have trained people who voluntarily help disaster victims throughout the country as

the member of Volunteer Disaster Corps (TAGANA). Since the establishment, the current number of TAGANA member is 20,000 which spread over the country and it would be increased in the future up to 40,000 volunteers.

In order to reduce the risk of disaster to the victims at the devastated areas, the Ministry of Social Affairs provides logistic supply. It consists of staple foods, cloths, footwear, family kits, kitchen equipments, sleeping bags, mattress, blankets, as well as temporary shelter, tent, toilet, generator set, lamp, rubber/dolphin boat, and life vest, kitchen filed, high-performance vehicle, multipurpose truck, and mobile water tank.

National Action Plan for Disaster Risk Reduction (2006-2010)

In early 2007, the Government has launched the National Action Plan for Disaster Preparedness and Risk Reduction (NAP-DPRR). The Action Plan specifies platforms, priorities, action plan and mechanism pertaining to the implementation and institutional basis for disaster management in Indonesia. The NAP elaborates as well interests and responsibilities of all parties concerned through participatory process as recommended by the Hyogo Framework for Action. The NAP also provides guidelines and information to facilitate decision makers to pledge cross-sectoral and jurisdictional priority commitment based on a strong and systematic foundation.

Disaster Risk Reduction programmes up till now have been implemented by relevant departments/agencies using sectoral approaches and incorporated into their regular programmes. The Action Plan will provide means and ways to facilitate the identification of all these disaster risk reduction activities of each department/agency.

National Platform for Disaster Risk Reduction

In line with the international commitment at the global and regional levels, Indonesia has put disaster risk reduction as one of the priorities of national development. The government is fully committed to realise this commitment by mainstreaming disaster risk reduction into the national development framework, particularly in the National Middle Term Development Plan (RPJMN) and

Government's Annual Work Plan (RKP). The National Middle-term Development Plan does not address the issue of disaster risk reduction in particular but incorporates it in the areas of social welfare, natural resources and the environment. Programmes and activities related to DRR are generally developed independently by different sectors.

Under the Law No. 13/2005 on State Revenue and Expenditure Budget for fiscal year 2006, the Government has allocated specific budget for implementing Natural Disaster Management Policy through several programmes, specifically: (1) Enhancement of natural disaster mitigation and climate forecasting; (2) Spatial planning and natural resource protection zoning, including disaster-prone areas in coastal and sea areas; and (3) Development of natural disaster management system and early warning system (EWS).

In RKP 2007 that has been entry into force through Presidential Regulation No.19/2006, there are two key targets in the sphere of disaster risk reduction, they are: (a) Continued rehabilitation and reconstruction of Aceh and Nias Islands, etc.; and (b) Completion of emergency response, rehabilitation and reconstruction affected by disasters in other regions.

Priority Activities in the National Action Plan – Disaster Risk Reduction (2006-2010)

Initiatives to reduce disaster risk in Indonesia will strive for sustainability and participation by all stakeholders. Strong commitment to selected priority actions will characterise these efforts. These priorities serve the purpose of laying a strong foundation for the implementation of an integrated sustainable disaster risk reduction programme that is in line with similar effort at the international level.

There are five key priority areas for disaster risk reduction that must be addressed: (1) To ensure that DRR is a national and local priority with a strong institutional basis for implementation; (2) To identify, assess and monitor disaster risks and enhance early warning system; (3) To use knowledge, innovation and education to build a culture of safety and resilience at all level;

(4) To reduce underlying risk factors; and (5) To strengthen disaster preparedness for effective response at all levels.

Implementation of National Action Plan – Disaster Risk Reduction

The implementation of the action plan will be carried out in synergy with the long and medium-term development plans at the national and local levels. This effort calls for serious, concerted and consistent commitment of all relevant stakeholders.

1. Institutional Arrangement

The implementation of National Action Plan of DRR calls for the following institutional arrangement: (1) to ensure consistency and coherence of disaster risk reduction efforts, the action plan will be enacted into a Regulation or Presidential Instruction that will require all relevant departments/non-departmental agencies to implement the plan; (2) to strengthen implementation of the Action Plan there is a need to build a network that will link government institutions, local governments, the private sectors, the civil society and other relevant stakeholders; and (3) the civil society will be involved in the institutional arrangement and disaster risk reduction mechanism at all levels of the government.

2. Funding

Funding for the implementation of the Action Plan will be allocated from the state budget, local budget, private sector assistance and regional and international donors. Funding from the state and local budget will be allocated on an annual basis to ensure sustained and consistent disaster risk reduction efforts.

Considering the Government's limited funding capacity, the civil society and the private sector are expected to play a significant role in supporting the funding of disaster risk reduction measures. Support from regional and international donors is also expected, especially in the context of a broader scope disaster risk reduction.

Regions that heavily depend on extractive industry and exploitation of natural and environmental resources are expected to equally invest on the efforts of mitigation preparedness response and recovery from disaster impacts that have been or may be cost by their activities.

There are three funding mechanisms in disaster reduction: (1) Contingency funding for pre-disaster; (2) On-call funding during disaster; and (3) Block-grant for post-disaster.

Policy Directive, Priority and Focus of Work Plan 2008

Policy directive in disaster reduction programme is devised to: (1) Support post-disaster rehabilitation and reconstruction at various regions; and (2) Mainstreaming disaster risk reduction into spatial planning.

The government has resolved to rest the core of disaster reduction measures in 2008 at the following priority areas, i.e. post disaster management, disaster risk reduction and eradication of infectious diseases.

The 2008 Work Plan has been designed to provide supports for five priority activities, i.e.: (1) Supports for accelerating rehabilitation and reconstruction at Nanggroe Aceh Darussalam (NAD) and Nias, Yogyakarta of Central Java, Padang and Bengkulu, and other post-disaster regions; (2) Supports for development of Local Action Plan for Disaster Risk Reduction; (3) Capacity building for risk mitigation and EWS; (4) Mainstreaming DRR into national and regional spatial planning; and (5) Supports for pandemic eradication of Avian Flu.

Indicative Budget Allocation 2008

The 2008 Budget Allocation for disaster risk reduction programmes would be directed to fund various activities such as: (1) Research and Development of Disaster Risk Reduction; (2) Strengthening institutional and human resources capacity for early warning system and disaster mitigation; (3) Mainstreaming disaster risk reduction into spatial planning; and (4) Supporting eradication pandemic infectious diseases and Avian Flu.

Mechanism

There are five key components that should be undertaken under pre-disaster stage, namely: (1) Mapping prone areas (earthquake, land slides, flood, volcanoes, weather disaster etc); (2) Developing an early warning system (EWS) in hazard-prone areas (including disseminating EWS to the community); (3) Increasing community's awareness for disaster preparedness; (4) Capacity building programmes for implementing agencies concerned with disaster management which includes coordination and immediate response; and (5) Maintaining and developing the existing local wisdom in dealing with disaster.