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An Overview of Disaster Mitigation
in Local Planning and Programming in Decentralized Indonesia

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An Overview of Disaster Mitigation in Local Planning and Programming in Decentralized Indonesia*

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Abstract

This paper aims at presenting the situation, issues and challenges of disaster mitigation and management² at both national and regional levels in decentralized era of Indonesia. This paper found that the recent implementation of decentralization policy has significantly affected the governance of disaster issues at all levels of government. The decentralized environment caused greater complexity and highly fragmented policy and management in disaster issues. Despite recent efforts of the Government of Indonesia to promote and strengthen the role and functions of disaster management, particularly at the central level, significant gaps still exist at the regional level in various areas of disaster management, including in the financing and budgeting aspects. This paper also found that institutional or governance is the key issue that should be given serious attention to achieve credible progress and to ensure proper financing and budgeting of disaster management. This paper then identified that clearer responsibilities and minimum standards of performance in disaster management must be defined to ensure proper budget allocation for disaster management at all levels of government; DAK – the specific purpose grant can be developed further to guide or penetrate national priority on disaster management into local development strategy and budget; participatory approach is an important tool for ensuring disaster issues are accommodated in local planning, programming and budgeting; proper ‘locus’ of disaster organization and governance in the structure of regional government should be defined to ensure competence and coherence in disaster management; knowledge, skill, and capacity of regional government should be developed to manage disaster issues; stakeholders workshop should be conducted to develop agreement on the clearer responsibilities of different levels of Government and non government stakeholders in disaster management; international donors and bilateral agencies should be asked to help disaster prone regional governments in preparing Strategic Plans for Disaster Mitigation and Management.

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² Disaster mitigation defined as a collective term used to encompass all activities undertaken in anticipation of the occurrence of a potentially disastrous event, including preparedness and long term risk reduction measures. The process of planning and implementing measures to reduce the risks associated with known natural and man-made hazards and to deal with disasters which do occur. Strategy and specific measures are designed on the basis of risk assessments and political decisions concerning the levels of risk which are considered to be acceptable and the resources to be allocated. Disaster management defined as a collective term encompassing all aspects of planning for and responding to disasters, including both pre-and post disaster activities. It refers to the management of both the risks and the consequences of disasters (UNDP, Disaster Management Training Programme, Disaster Mitigation, 2nd Edition, 1994)

I. Introduction

Natural as well as human made disasters are becoming key issues in Indonesia's national development agenda. Statistics show that during the last decades disasters in Indonesia are significantly increasing in number of occurrences, variety of the type of disasters, cost of damage, affected population and homelessness. They have also shown wider geographic scale, affecting urban areas perceived as less hazard prone. Forest fires, floods, and landslides are considered the main natural disasters in Indonesia. The internal displaced persons due to ethnic, religious and political conflicts are also increasing and this has introduced a new dimension of disasters management in Indonesia.

The implementation of Indonesia's new decentralization policy has provided a new setting for disaster management and it has added to the complexity of disaster management. Despite recent efforts of the Government of Indonesia to strengthen the regulation, structure, and organization of the National Coordinating Board for Disaster Management, significant gaps still exist in policy, planning processes, mechanisms and procedures as well as legislation, institutions, organizations and budgeting at different levels of government that need to be strengthened to ensure disaster management is effectively carried out at the regional level.

The paper aims to present an overview on the current situation of disaster mitigation and management at national, regional and local³ planning and management; identification of key issues and challenges confronting the local organization, institution, planning and budgeting of disaster management; and identify ways or approaches for improving the future role of disaster mitigation and management in local planning and program. To the extent possible, this paper is trying to provide general pictures of disaster mitigation practices in all regional governments in Indonesia, however it is a difficult task considering there are vast differences across regions and different levels of government in their disaster mitigation planning and budgeting practices. To achieve this objective, a brief disaster mitigation and management assessment and interview were conducted by the author and staff member of the PERFORM* Project, Indonesia in the Provinces of East Java and DKI Jakarta, Regency (Kabupaten) Pacitan in East Java Province, Regency of Agam and Municipality (Kota) of Solok in West Sumatra Province, Regency of Garut in West Java Province and Regency of Wajo in South Sulawesi Province. All of these areas are prone to flood and land instabilities disasters. Besides that interviews were also conducted at national level with relevant agencies in disaster management. This paper reflects findings of those efforts.

This paper is organized into four sections. The second section discusses the external environment that inhibits or supports disaster management at the local level; followed with discussion on strengths and weaknesses of the internal environment of disaster management at the local level in the third section; and the final section includes major conclusions and recommendations. In section 4, the paper attempts at recommending possible ways for strengthening the role of disaster mitigation in local planning and management.

³ National refers to Central Government (Pusat), Regional covers both Provincial and Local Government and Local Government refers to Kabupaten (Regency) or Kota (Municipality)

* PERFORM is the abbreviation of PERFORMANCE ORIENTATED REGIONAL MANAGEMENT, a Three Year USAID Technical Assistance for Local Governments in Indonesia on the Implementation of Participatory Approach in the Local Planning, Process and Mechanism. It currently providing direct technical assistance to about 32 Local Governments in the Province of West Sumatra, West Java, Central Java, East Java, South Sulawesi and Papua. Main components delivered by the PERFORM PROJECT are strategic planning, local economic development, investment programming, financial planning, institutional planning, coIDRorate planning for Local Government Owned Companies and community participation and empowerment in decision making process.

II. Influences of the External Environment on Disaster Management at the Local Level

This section aims at providing an overall picture of the situation and challenges of disaster management at the national and provincial levels, which may inhibit or support the effectiveness of disaster mitigation at local level. The following description shows that the implementation of decentralization policy has significantly influenced the response given by different levels of government to disaster management

At Central Government level

Governance

Disaster management in highly decentralized governance environment. As a result of the decentralization policy, Indonesia now has 30 autonomous Provincial Governments, 410 autonomous Local Governments comprised of 324 Regencies (or Kabupaten) and 86 Municipalities (Kota). There are still proposals waiting for the Parliamentary approval for establishing another 22 new Local Governments and about 3 Provincial Governments. This poses a difficult and complex task for disaster management. The fragmented setting of autonomous Local Government with highly decentralized decision making processes requires a new paradigm and different approach in disaster management. The institution assigned for disaster management at the national level must fully understand this dynamic development of Local Government and be able to formulate suitable approaches for disaster management in a decentralized environment.

Disaster management in highly fragmented policy, strategy, and programs for urban and regional development. The implementation of decentralization has afforded greater flexibility and discretion to autonomous regional government in urban and regional planning. To some extent this has created a lack of vertical, as well as horizontal coordination and consultation between levels of government, including lack of cooperation between local governments in disaster management. Different perceptions and attentions between local governments towards disasters has been an obstacle to effective coordination and inhibited the implementation of effective and integrated disaster management.

Effective link between levels of government for disaster management has not been established. Current structure of Local Government administration, organization as well as personnel are still in the process of changing. Discretion given has caused vast difference between Local Government in organization, personnel and job description arrangements. Disaster management is assigned to different organizations in Local Government. This has caused difficulties in developing effective link, coordination and communication between level of governments in disaster management. The new regulations on Regional Organization aims at limiting number of regional agencies and maintaining the uniform echelon levels for local government positions irrespective of work load and level of responsibility. It has also not yet taken into consideration of key development issues in local development, including disaster mitigation and management that may require specific organization and governance.

Laws, Regulations

Lack of implementing regulations for proper allocation of responsibilities in disaster management. Both Law 22-1999 on Regional Government (decentralization Law) and Law 25-1999 on Fiscal Balance between Central and Local Government, as well as Government Decree 25-2000 on the authority and responsibilities of Central and Provincial Government and Minister of Home Affairs Decree 130- 76-2002 on the roles and responsibilities of each level of

Government in urban and regional development have not yet defined clear boundaries or assigned tasks and responsibilities to regional government in disaster management. As a result, many Local Governments have not yet fully recognized their new functions in disaster mitigation and management, nor incorporated adequate budget to this new delegated expenditure.

High political commitment for disaster management. Presidential Decree 3-2001 on the establishment of BAKORNAS—The National Coordinating Board for Disaster Management and Internal Displaced Persons—shows the high degree of political commitment of the central Government for disaster management. However, this high level of political commitment has not yet been accompanied by a high level of commitment to implementation. This has caused significant delay or postponement of major disaster mitigation programs and projects.

Lack of detailed guidelines, manuals for disaster management. BAKORNAS Decree 2-2001 on general guidelines for Disaster and Internal Displaced Persons Management provides broad policies, strategy, and management framework for handling disasters. However, it has not been accompanied with detailed guidelines for implementing disaster management. Besides that, limited socialization of the Guidelines means that only a few Local Governments can fulfill the functions assigned by the Decree. According to the Decree, Local Governments (SATKORLAK) are required to prepare Guidelines for the implementation of response for managing disasters, coordination of efforts for disaster, reporting, monitoring and supervision.

Institution

BAKORNAS has been strengthened and empowered to coordinate all phases of disaster management

At the national level, BAKORNAS PBP is a non-structural entity designed to promote coordination in managing disasters and internal displaced persons established in 2001. BAKORNAS is directly responsible to the President. The secretariat of BAKORNAS PBP is structured under the office of the Vice President, chaired by the Vice President, and managed daily by the Secretary of Vice President. Members of BAKORNAS PBP include the Ministers of Home Affairs, Health and Social Welfare, Public Works, Communication, Energy and Mineral Resources, Manpower and Transmigration, Finance, Forestry, Environment, Army Forces, National Police, Governor of the Disaster Prone Regions, and the Secretary of the Vice President. BAKORNAS is supported with TASK FORCES and EXPERT GROUPS working on different aspects of disaster management.

The primary role of BAKORNAS is to formulate policies, coordinate implementation of activities, and provide guidelines and directives in all phases of disasters management.

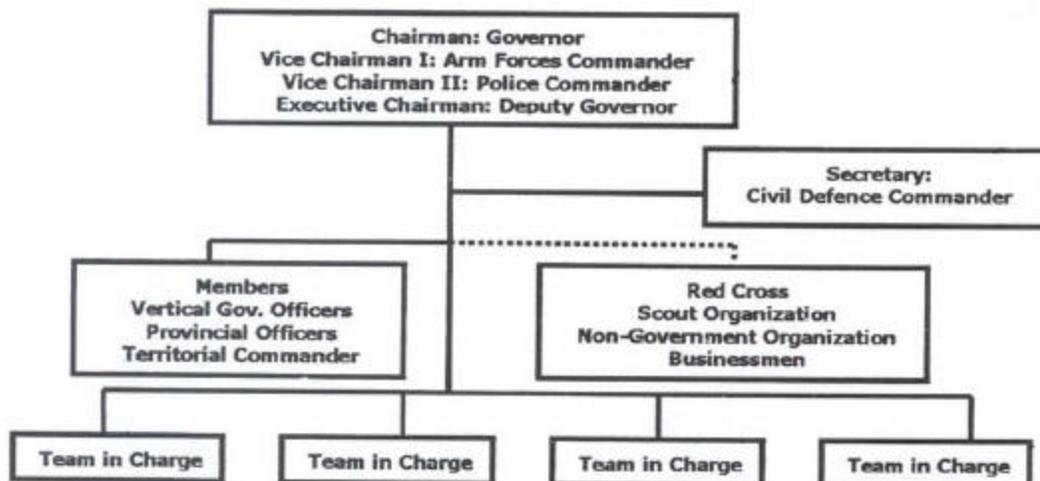
The primary function is to coordinate planning, supervision, monitoring and evaluation of disaster and IDP management; formulate program and guidelines; coordinate the cooperation between sectoral agencies and non-governmental agencies; reporting; coordinate the provision of assistance to victims of disasters; field implementation as necessary; and to implement activities as directed by the President.

The following Chart shows the organization structure of BAKORNAS

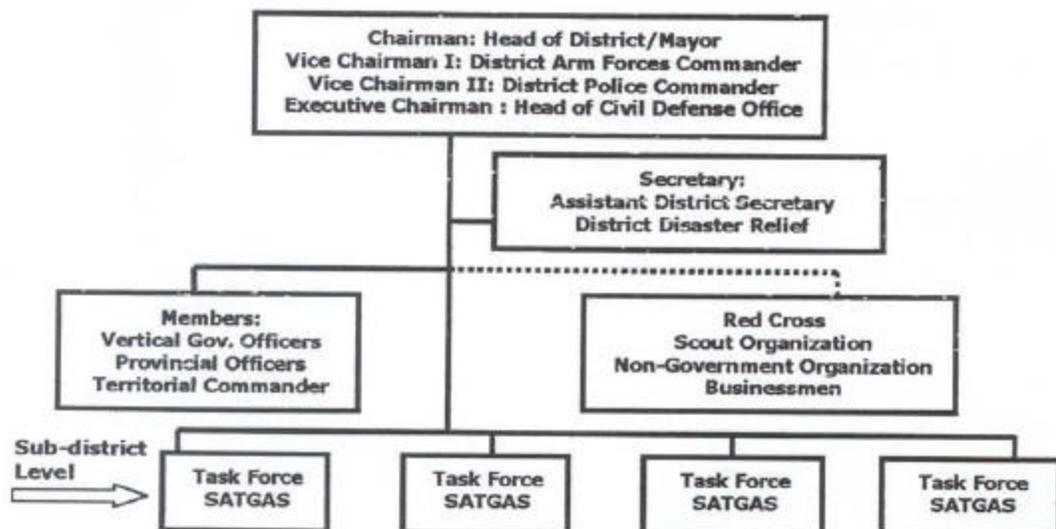
National Disaster Management Coordinating Board (BAKORNAS PBP)



Provincial Disaster Coordinator Implementing Unit (SATKORLAK)



District Disaster Management Implementing Unit (SATLAK)



* See Detailed Organisation Structure of BAKORNAS PBP Secretariat

SATKORLAK and SATLAK at regional level have been established for coordinating and implementing responses for all phases of disaster management.

At the Provincial level, SATKORLAK PBP (TASK FORCE for Implementing Disaster and IDP Mitigation) is a non-structural entity directly responsible to the Governor.

The primary task of SATKORLAK is to coordinate the response to disasters in all phases at the Provincial level. The main function is to develop guidelines; develop cooperation with neighbouring provinces; report to BAKORNAS on a regular basis; and monitor the implementation of disaster response.

Similar to the Provincial level, at the Local level, SATLAK PBP (TASK FORCE for Implementing Disaster and IDP Mitigation) is a non-structural entity directly responsible to the Head of Regency or Municipality. The primary roles and functions of SATLAK are similar to the Provincial level- SATKORLAK.

BAKORNAS is at the early stage for consolidating its roles and functions. BAKORNAS is still at the early stage of its development; it is still in the process of consolidating its role, functions and responsibilities. However BAKORNAS has shown its effectiveness in coordinating sectoral agency actions during and post-disasters. However, it still plays a limited role in pre-disaster planning, programming, and management. BAKORNAS has a limited operational budget, and currently its focus is on the preparation of an information base system and a national plan and strategy for disaster management.

Lack of effective horizontal link in disaster management. A clear and effective link between BAKORNAS, BAPPENAS (The National Development Planning Board) and BKTRN (The National Coordinating Board for Spatial Planning) has not been fully developed*.

Lack of effective link with strategic partners in disaster management. The members of BAKORNAS are purely sectoral departments and have not included national associations of Provincial Government, Local Government, or Local Parliamentary who have strong decision-making power and authority in urban and regional development, including disaster management. A clear and effective link with leading civil society groups is also not yet fully developed. An effective link with strategic partners is also important to build awareness and to improve their preparedness for combating possible future disasters*.

***LACK OF INTEGRATION OF DISASTER MITIGATION PLAN INTO LOCAL SPATIAL PLANNING**

In order to provide comprehensive solution to flood disasters in Greater Jakarta, the Government completed the Flood Control Master Plan which will guide the implementation of 21 river normalization programs until 2025. It is found that only the Spatial Plan of DKI Jakarta conforms to the Master Plan, while its neighboring Kabupaten Bogor, Kabupaten Bekasi and Municipality Tangerang have not accommodated the Master Plan into their spatial plan (Source: LP3ES, February 2002).

***LACK OF PUBLIC INVOLVEMENT IN DISASTER MITIGATION PLANNING PROCESS**

Non-Government organizations and stakeholders voiced concerns that the public has not been intensively involved in the process for preparing the Draft Presidential Decree on Spatial Planning of Greater Jakarta which was intended among other things, to accommodate the Flood Control Master Plan; It is also voiced that the Draft Decree is too broad to be used as guidelines for local governments involved; It also lacks clear terms and conditions for control, monitoring, and evaluation (LP3ES, Dialog Rakeppres Penataan Ruang Jabotabek, September 2001)

Effective vertical link in disaster management needs to be developed. Effective vertical link between BAKORNAS and SATKORLAK and SATLAK in planning and programming has not yet been fully developed. During this decentralized era, there is a tendency for less communication, particularly between SATKORLAK and SATLAK in some regions.

Non-structural organization causes lack of coherence and competence in disaster management. Most of the Provincial and Local Governments have established SATKORLAK and SATLAK. The non-structural nature of the SATKORLAK and SATLAK organizations has meant that no agency or individual works continuously in disaster management. This limits the seriousness of attention given to disaster management and subsequently the capacity building for good governance in disaster management. Agencies and individuals see working for disaster management as a side job assignment or as an additional work load. Further, SATKORLAK and SATLAK are oriented towards response during disasters, while very limited attention is given to planning and programming for disaster management. Most have a very limited operational budget from Regional Government.

National Policy

There is clear policy statement at national level for disaster management

The PROPENAS 2000- 2005 – The Medium Term National Development Program document provides clear policy direction, action plan, and institutional responsibilities for disaster management.

The National Planning system, process, and mechanism

The existing national planning system, mechanism, and process is under review to provide greater accommodation of participatory and bottom-up approaches; to harmonize and synchronize the planning process at different levels of government; and to streamline the consistency, number and contents of planning documents. Currently the new umbrella planning system which provides integrated guidelines for national, provincial, and local planning processes, procedures, and mechanisms for consultation has not yet been issued. Under the decentralized era, the national and provincial development plans should be based on the agreement with planning at different levels of government. Since the umbrella has not been issued, there is a lack of consistency between planning documents at different levels of government. There is also a degradation in the intensity and quality of planning consultation between levels of government, and top-down processes still dominate the decision-making process related to regional development. As a result, most regional plans are prepared without identification of supporting policies, programs and projects required from the Provincial and National levels, and with limited absorption of key regional strategic issues, such as disaster management issues in national plans and programs.

Under the present system, there are a number of statutory planning documents that should be produced by national as well as regional government.

At National Level:

GBHN- State Policy Guidelines

PROPENAS- National Development Program

RENSTRA DEPARTEMEN- Sectoral Department Strategic Plan

REPETA- National Annual Sectoral Development Program

At Provincial and Local Level:

POLDAS- Mid Term Development Policy Guidelines

PROPEDA- Mid Term Regional Development Program

RENSTRADA- Mid Term Regional Strategic Plan

RENSTRA INSTANSI- Mid Term Institutional Strategic Plan

REPETADA- Annual Regional Development Plan and Programme

APBD- Annual Regional Revenue and Expenditure Budget

Consistency between planning documents is in the process of strengthening. In the context of decentralization, the Government is planning to issue the new regulation, to function as an ‘umbrella’ for the national planning system that will strengthen the synchronization and consistency between planning documents at different levels of government; strengthen the bottom-up and participatory approaches used to develop the plans; develop clearer focus, contents and quality of planning documents; and strengthen the consultation mechanism with non-government stakeholders.

There is need for strengthening capacity of BAKORNAS to influence decision making process in national development planning and budgeting. BAKORNAS has not been in a position to coordinate the planning and programming of disaster management as stipulated in the Decree of its establishment. Currently most planning, programming and budgeting related to disaster issues is left to sectoral departments without intensive coordination and involvement of BAKORNAS.

Lack of National Strategy and Plan for disaster management. To influence the decision-making process related to planning and budgeting in disaster management, it is important for BAKORNAS to prepare a National Strategic Plan for Disaster Management in consultation with regional governments and non-government stakeholders.

Minimum Service Performance for Disaster Management not yet developed. In order to implement effective disaster management at regional level, minimum service standards for disaster management as the obligatory functions of regional government need to be developed. This will allow and guide regional governments in developing a systematic, efficient programming and budgeting; allocating sufficient expenditure for disaster management; helping regional government building credible disaster management. The development of minimum standard of service performance will also help regional government to implement of the newly introduced regulation on performance budgeting effectively.

Financing

BAKORNAS developed broad guidelines for financing responsibility in disaster management. The major source of national finance for disaster mitigation and management are APBN – Central Government Revenue and Expenditure Budget, Foreign Loans and Grants. The Government through its annual budget- APBN -allocates reserve funds for financing emergency response actions during disasters. Additionally, sectoral departments, through a List of Projects (or Daftar Isian Proyek) also allocate funds for disaster mitigation and management. The Central Government is heavily dependent on foreign loans for financing major disaster mitigation infrastructure projects*. Thus far budgets for disaster mitigation and

*FOREIGN LOAN FOR CONSTRUCTION OF JAKARTA WEST AND EAST FLOOD CANAL

According to The Minister of Human Settlement and Regional Infrastructure, Central Government has no budget for flood control, including to finance Jakarta Flood West and East Canal. The Government relies heavily on foreign loans

management are proposed, implemented, and managed by each sectoral department. BAKORNAS is not yet in a position to coordinate or provide directives for planning, programming and budgeting for effective disaster mitigation. BAKORNAS, however, has an important role in directing the national reserve fund for emergency response actions by sectoral agencies and regional government when disasters occur.

Implementation

Lack of guidelines for standardized resources required for disaster management. Regional governments have no comprehensive guidelines for developing minimum standards of resources (personnel qualifications and number required, equipment, and materials) required for effective disaster management.

At Provincial level

Relationship between Provincial and Local Government affects disaster management. The Provincial Government has important roles and functions in disaster management. Under the decentralization policy the Provincial Government is responsible for coordinating across local government jurisdictions. The Provincial Government is also responsible for providing guidance, assistance, nurturement, direction, supervision, control, evaluation and reporting of the implementation of local governance. The Provincial Governments believe that Law 22-1999 on regional government needs to be revised, since it does not clearly define the relationship between the Province and Local Government. This has made it difficult for Governors to coordinate with Local Government. The Provinces believe that the role of Governor as Central Government representative needs to be emphasized and necessary powers and authorities should be given to the Governor to enable Provincial Government to carry out its functions effectively. This issue has affected the relationship between Provincial and Local Governments, including in the regional development planning process and mechanism. In some regions only a few Local Governments attend routine regional consultations for planning and development coordinated by the Provincial Governments. To some extent, this poses difficulty in disaster management, which requires effective coordination of Local Governments in responding to or planning for a disaster*.

Lack of clear implementing regulations and guidance for managing internal displaced persons. The Provincial governments view the management of internal displaced persons (IDP) as the full responsibility of the Central Government. Many of the IDP problems in a given Province are created by other regions and are not directly related to that Province. So far the Province allocates fund annually for providing food allowance, and improving facilities and

to finance flood disaster mitigation infrastructure projects. As for the Jakarta Flood Mitigation Program, the Government of Japan pledged to give a loan of about US\$ 150 million to the City of Jakarta Administration to finance the West Flood Canal project and Manggarai Water Gate. Jakarta also needed about IDR 19.8 trillion (or about US\$ 2.2 billion; current exchange rate about IDR 9.000 to US\$1) for financing the construction of the West and East Flood Canal Project. The financing of the EAST FLOOD CANAL will be shared between the Central Government, Jakarta Special Government, Provincial Government of West Java, Banten and Regency of Bekasi, and foreign loans (Kompas, January 8, 2003).

*DIFFERENT PERCEPTION BETWEEN LEVELS OF GOVERNMENT ON DISASTER MITIGATION PLAN

The refusal of Tangerang Regency to allocate their land for construction of Jakarta West Flood Canal to mitigate flood disaster in the Capital City may threaten the sustainability of the project implementation (Source: Pemerintah Daerah DKI Jakarta, February 19, 2003).

temporary housing for the IDP. Uncertainty in working out solutions to this issue may create difficulty for Provincial governments in providing the budget in the longer term.

Lack of ‘locus’, leadership, and capacity in disaster management organization. As stipulated by the BAKORNAS Decree, SATKORLAK is ‘non structurally’ organized with high orientation to provide response actions during disasters. With this organization setting it is very difficult for SATKORLAK to build capacity and competence in disaster management. Uniform appointment of the Provincial Nation Building Board (or Badan Kesatuan Bangsa), which has very limited competence and capacity in disaster planning and management, as the leader (secretary) of SATKORLAK may not be very conducive to promoting sound disaster management.

Financing for disaster management

Under decentralization, the Provincial Governments have relatively buoyant revenues and have substantial capacity for financing disaster management. Under decentralization, regional government budgets are twice as big as they were before decentralization. The average percent increase in budget for each level of government is: 126 percent for province; 93 percent for Kabupaten; and 141 percent in Municipality. It is also reported that Provincial own revenue (or Pendapatan Asli Propinsi) increased by 156 percent, while transfers from central government increased about 81 percent. This is because the Provinces still retain substantial regional taxes and levies. The sources for financing disaster management come from the routine as well as the development budget. The following table shows the expenditure structure for disaster mitigation and management at the Provincial level:

Table 1: Expenditure structure for disaster mitigation and management at the Provincial level

The Routine Budget

Contingency Fund	Annually, the Province allocates a certain percentage of its Revenue and Expenditure Budget (APBD I) for contingency fund. The fund is intended to finance all activities that cannot be anticipated or predicted, including activities related to disasters response
Immediate response expenditure	The first stage is to allocate some portion of the Contingency Fund to finance immediate response activities when disasters occur. The fund is used to buy materials such as foods (rice), clothing, medicines, tents and blankets needed by the victims. This expenditure must be approved by the Provincial Parliament (or Dewan Perwakilan Rakyat Daerah or DPRD Propinsi)
Emergency response expenditure	The second stage is to allocate some portion of the Contingency Fund to finance post disaster activities related to interim (immediate) measures to recover the function of infrastructure and facilities. This expenditure must be approved by the Provincial Parliament, disbursed in about three months after the stage

I expenditure. To obtain this fund, Regency and Municipalities are required to submit a proposal that provides a list of activities for which financial assistance is sought. The Governor and the PROVINCIAL TEAM conduct field visits and evaluation to define priority for financing*. So far no specific criteria has been established to select Kabupaten/Kota eligible for funding assistance or to determine the amount of funding assistance.

The Development Budget

Sectoral Allocation

In the third stage, each sectoral agency allocates fund as part of its annual program for the rehabilitation and/or more permanent repairs of infrastructure and public facilities that have been damaged by disaster. In the Province of East Java the following sectoral agencies established a permanent expenditure budget code specifically for disaster mitigation:

Water Resources

Activities or projects include rehabilitation of retaining walls, embankment, check dams, surveys, mapping and planning, drainage, buildings, water resources conservation

Transportation

Activities and projects include roads and bridges maintenance, rehabilitation, planning, monitoring and supervision

Education

Activities and projects include rehabilitation of school infrastructure and facilities

Health

Activities and projects include rehabilitation of hospitals, health clinics

Social

Activities and projects include purchase of

*STRONG COMMITMENT OF THE GOVERNOR OF EAST JAVA PROVINCE AND DKI JAKARTA FOR DISASTER MANAGEMENT

Bapak Imam Utomo, the Governor of East Java Province have very strong commitment for financing disaster management. He personally with his Team undertaken field visits to Kabupaten/Kota affected by flood disaster and evaluate the priority for Provincial Government financial assistance. In 2002 the Province allocated about 52 percent of the Province contingency fund (or IDR. 43.4 billion) for emergency response actions and about 3 percent of its development budget for infrastructure rehabilitation (IDR. 62.5 billion). The estimated cost of damage in last February 2002 flood disaster in East Java Province was about IDR.294.6 billion. In Jakarta , the Governor Sutiyoso agrees to set aside 10 percent of the Provincial Development Budget annually within 10 years to build East Flood Canal, the very important project to alleviate the threats of flood disaster (Source: Bappeda Jawa Timur and Berita Jakarta, January 2,2003)

medicines, medical equipments, mobile health clinics, personnel training, materials for housing rehabilitation, economic assistance for poor community, food, etc...

Housing and Human Settlements

Activities and projects include internal displaced persons housing and public facilities (water and sanitation) provision and rehabilitation

III. Local Environment for disaster management

This section provides an overview of the local environment in Indonesia for disaster management. As shown below there are significant gaps between current Local Government capability with the objective for achieving sound disaster management.

Strong political commitment of the top management of local government for disaster mitigation. All local governments visited have strong political commitment to disaster management. However, a lack of capacity for planning, programming and budgeting for disaster management has hampered the realization of this commitment.

Organization

Lack of competence and leadership of SATLAK. Most Local Governments have established SATLAK – TASK FORCE for Implementing Disaster and IDP Mitigation with a Decree of The Head of Local Government. It is a non-structural entity directly responsible to Bupati/Walikota (Head of Local Government) and the Head of National Building Board (BAKESBANG) is the leader (secretary) of the TASK FORCE. The problem with a non-structural entity is that there is no agency or individual working full-time on planning, programming, and managing disaster issues. This limits the capacity of Local Governments to learn and develop good disaster management. The Development Planning Board which has better capacity in planning and management so far has not been assigned to lead or be actively involved in disaster management.

Significant gaps in staff capacity for disaster management. Consultations held with Local Government and Non-Government Stakeholders found that the training so far is very limited. Most of trainings available are related to operational procedures and action *during* disasters. Moreover, the trainings are primarily directed for local government officials. There is very limited training which empowers the roles and functions of non government stakeholders in disaster management.

Local Policy

Most Local Governments have sufficiently developed broad policy statements in their statutory development plan documents related to disaster issues. However, most policies have not yet been

translated into specific strategies or program budgets in PROPEDA, RENSTRADA or REPETADA (local statutory plan documents).

Disaster Mitigation Planning Process and Mechanism

Lack of coordination between planning documents. Under the decentralized era, the national planning cycle and the calendar for plan preparation, including the consultation mechanism tend to be uncertain. So far the new planning cycle has not been established to fully integrate the national, provincial, and local planning streams in the context of decentralization. It is not clear what type of information should be supplied by Local Governments for National and Provincial Planning streams; and how the Local Plan Documents (PROPEDA, RENSTRADA) will be integrated into PROVINCIAL PROPEDA and RENSTRADA and RENSTRA SECTORAL DEPARTMENTS. The following table shows the current practice of annual planning process at local level.

Table 2 Typical Local Planning Process

Planning Activities	Schedule	Responsibility
Village Consultation Meeting- to absorb community needs and aspirations	January- February	Heads of the Villages and Village Community
District Consultation Meeting- to reconcile and synchronize all villages needs and aspirations	February- March	Heads of Districts and Community Organization (LKMD)
Pre City Level- Development Coordination Meeting	April – May	City Development Planning Board, Heads of Districts, and related Local Agencies
Institution Strategic Plan preparation (RENSTRA INSTANSI)	June	All agencies, bureaus and offices
Development Coordination Meeting (RAKORBANG)- synchronization between community and agencies planning proposals	June- July	Mayor, all Local work units, non government stakeholders
Local Revenue and Expenditure Budget (APBD Kota) Preparation	August- September	Secretary, City Development Planning Board, Finance, Head of Districts, and related Local Agencies

Local Revenue and Expenditure Budget Concept (or Annual Development Plan-REPETADA)	September- October	Same as above
Submission of Draft APBD Kota	October- November	Finance department
Review by Local Parliament	November	DPRD and all Local work units
Revisions, Approval and Legalization of the Draft APBD Kota into Local Regulation of Final APBD Kota	December	Same as above

Source: PERFORM PROJECT

No specific strategic plan document for disaster mitigation and management. Considering that the current strategic planning documents in Local Government are very general and lack focus, it is important for disaster prone areas to have a strategic plan dealing specifically with the disaster issues. This will allow the Local Government to plan, program, and manage disaster issues effectively.

Very few SATLAK have capacity to develop guidelines for actions during disasters as required by BAKORNAS. According to BAKORNAS Decree, SATLAK is asked to prepare guidelines for disaster response actions and immediate reporting to SATKORLAK. Only few SATLAK can fulfill these responsibilities.

Lack of GIS map. All local governments express their immediate need for a GIS Map that shows flood prone areas to enable better preparation.

Bias in attention given to type of disaster mitigation. According to Local Governments the Central Government gives less attention to droughts than to floods and land instabilities, even though the impact of drought is more severe. Capacity to handle floods is far better in Indonesia than to handle droughts.

Participatory planning potentially lead to improved budgeting allocation for disaster management. Participatory planning is an important tool for achieving integrated planning related to disaster issues.

The involvement of the community in the decision-making process related to local planning and development has been able to increase budget allocations for disaster management*.

*PARTICIPATORY PLANNING IN KABUPATEN PACITAN

The PERFORM PROJECT, a technical assistance project from USAID is currently providing to Kabupaten Pacitan assistance in implementing participatory approach in decision-making process related to local planning and development. The project in consultation with TASK FORCES of Local Government and Non-Government Stakeholders developed a distinct process for stakeholders consultation in all levels of planning. Starting from the village level consultation through community needs assessment, and then district level consultation and finally the kabupaten level consultation where key and strategic issues are identified and reconciled with medium or long-term regional and national strategic issues. Medium-term Strategic Program then is formulated based on key issues selected.

Financing

There is still no established and sustainable framework for financing disaster mitigation. Local Government budgets are characterized by a high level of routine budget (more than 60 percent) allocated mostly for personnel expenditure, while budget allocation for development expenditures are limited. There is a high degree of dependency to central government transfers and provincial subsidies for financing development activities, including disaster mitigation and management. So far there is no established framework or pattern for financing disaster mitigation.

Local Governments obtain multiple sources of funding for disaster mitigation and management*. Under the decentralization, Local Government is in an uncertain position; they have no sustainable sources for financing disaster management. Every year, they have to be active in preparing proposals and consulting and negotiating with departments/ agencies at the Central and Provincial levels to obtain financial assistance for disaster mitigation. There is no guarantee that their proposal will be accepted. The following table shows the possible sources of funds for Local Governments to use for disaster management.

Table 3 Resources Available to Local Governments for Disaster Management

Central Government transfers (DAK)	The Central Government starting in FY 2003 allocates fund (about Rp. 2.3 trillion) for a SPECIAL FUND or Dana Alokasi Khusus (DAK). It is basically a matching fund intended to be allocated to eligible Local Governments to finance education, health and infrastructure (including infrastructure for disaster mitigation). There is a formula for selecting eligible local governments and DAK
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In addition, the Investment Program, Financial Plan, and Institutional Development Plan are developed to be used as guidance for its implementation. Through this participatory planning the community and non-government stakeholders have been able to propose disaster mitigation as the key issue, to develop integrated disaster management project activities and to obtain larger allocations from Local Government budget for disaster management.

*BUDGET ALLOCATION FOR DISASTER MANAGEMENT IN KABUPATEN PACITAN, EAST JAVA AND KABUPATEN GARUT, WEST JAVA

Kabupaten of Pacitan, East Java Province is one of the Kabupaten that have strong commitment to finance disaster mitigation activities. Kabupaten Pacitan which classified as a poor region in East Java Province obtained IDR. 197.3 billion from the Central Government Transfer and generated local revenues of IDR. 8.09 billion in 2002. This shows high dependency of Pacitan to Central transfer. The budget structure shows that about 68 percent is allocated for routine expenditure mainly for personnel expenditure and about 32 percent for development expenditure. To finance disaster mitigation activities, Pacitan obtained IDR. 1.4 billion from Central Government (or 18 percent); IDR. 1.7 billion from the Province (or 22 percent); IDR. 0.83 billion from foreign loan through central projects (or 11 percent); IDR. 3.4 billion generated by Local Government (or 45 percent); and about 4 percent or IDR. 0.21 billion from Non Government Organizations.

Kabupaten Garut in West Java Province heavily relied on the Provincial assistance to finance disaster mitigation. It was estimated that the cost of damage due to Papandayan volcano eruption in 2002 about IDR. 15.0 billion. To rehabilitate infrastructure, Kabupaten Garut obtained IDR. 0.5 billion (or 17 percent) from National Budget; IDR 2 billion (or 66 percent) from Provincial Budget; IDR. 0.3 billion (or 10 percent) from Local Budget and about 7 percent or IDR. 0.225 billion from private sectors and community. (Source : PERFORM PROJECT, February 2003)

	allocation. It considers among other issues, the fiscal capacity of Local Governments and the financial return of the project. The regulation requires Local Governments to submit proposals for obtaining the fund.
Sectoral Department fund	This is the annual development budget of sectoral departments at central level. It is allocated to Local Government through a mechanism of consultations at development coordination meetings at the national level or direct consultation between individual Local Governments and Central Government Departments. Ministries that have significant roles in funding disaster management are Ministry of Human Settlement and Regional Infrastructure, Ministry of Transportation, Ministry of Education, Ministry of Health and Social Welfare, Ministry of Energy, Ministry of Transmigration, Ministry of Finance, Ministry of Home Affairs and Ministry of Forestry.
Provincial Budget (APBD Propinsi)	The Provincial Government allocates annually contingency fund for disaster management (see detail explanation above)
Local budget (APBD) -Agencies Budget -Reserve Fund	Similar to Provincial Government, Local Government allocates contingency fund for financing response activities during disaster. The Social agency is usually assigned to coordinate the distribution of this fund. In addition to the above fund, the sectoral agencies also allocate funds as part of the annual development budget for post disaster rehabilitation activities or projects
Special Development Authority or Central Government Projects	In some regions, Special Development Authority (such as River Basin Development Authority) allocates fund to help Local Government constructing disaster mitigation projects.
Private Sectors	In some regions private sectors are actively helping community in disaster prone areas to construct public facilities and to provide foods, medicines and other materials during disaster
Local and International NGOs	NGO have demonstrated significant capacity to provide financial assistance during disasters.

IV Major Conclusions and Recommendations

This paper has tried to provide an overview of the disaster mitigation and management situation and challenges in all levels of government in Indonesia. This paper has also identified key issues in achieving sound implementation of disaster management. The author thinks that the key issue in disaster management in Indonesia is an institutional issue. It should be recognized that without more clearly defined responsibilities and standards of performance in disaster management, and proper locus of disaster management in the organizational structure at all levels of government, it will be difficult to achieve progress in disaster management.

Some of the key findings and recommendations can be summarized as follows:

Socialization and dissemination of the BAKORNAS Guidelines to wider non-government stakeholders is important. It is recommended that wider socialization and dissemination of the BAKORNAS Guidelines to regional governments, strategic partners (association of Regional Government and Parliamentary), universities and other non-government stakeholders to obtain better appreciation and increase awareness in disaster management.

National Strategic Plan for disaster management should be prepared. It is recommended that BAKORNAS initiates the preparation of a National Strategic Plan for Disaster Management in consultation with regional governments and non-government stakeholders that will provide practical guidelines for regional governments in preparing their local strategic disaster mitigation plans.

DAK – the specific purpose grant from central government should be further developed as tool to help Local Government in disaster management. DAK could be further developed as an important tool to direct and promote local government strategy and budget towards national priorities in disaster mitigation and management.

Clearer responsibilities and minimum standard of performance in disaster management should be developed. It is recommended that Minimum Standards of Performance in disaster management be developed to guide proper governance of disaster issues in regional government. This will include components of planning, programming, budgeting, monitoring, evaluation, organization and standard of resources (personnel, materials, equipments) required for proper disaster management. This is to ensure that funds are properly allocated for disaster management. This is also important for defining a better formula for role and financing sharing between levels of government

Proper locus of disaster organization and governance in regional government structure should be identified and developed. The current governance setting of disaster issues in regional government is not clear and not conducive for proper development of local competence in disaster management. It is recommended that BAKORNAS with technical assistance from international agencies, conduct a study to develop proper locus of disaster governance that is in line with key disaster issues identified in the region.

Capacity of regional government to manage disaster issues should be enhanced. Lack of knowledge and skills in disaster management is evident in regional government. It is recommended that a capacity building plan and program be developed for regional government officials and non-government stakeholders.

Participatory approach in local planning and development process is important to ensure an integrated program for disaster management. The experience of the PERFORM PROJECT in implementing a participatory approach in the local planning process in 32 local governments in Indonesia has shown that participatory planning has been able to: promote disaster management as a key issue in the local agenda; develop an integrated program for disaster activities; and increase local budget allocation for disaster mitigation and management.

Stakeholders Workshop should be conducted to develop Agreement on the clearer responsibilities of different levels of Government in disaster management. As soon as the minimum standard of performance in disaster management is developed there is a need to immediately conduct a Stakeholders Workshop to achieve agreement on the assignment of roles and responsibilities between levels of government and non-government stakeholders.

Technical assistance should be provided to Local Government for preparing Local Strategic Plan for Disaster Mitigation and Management. It is recommended that greater attention be given in the International Agencies agenda to assist Local Governments in preparing Local Strategic Plans for Disaster Mitigation.

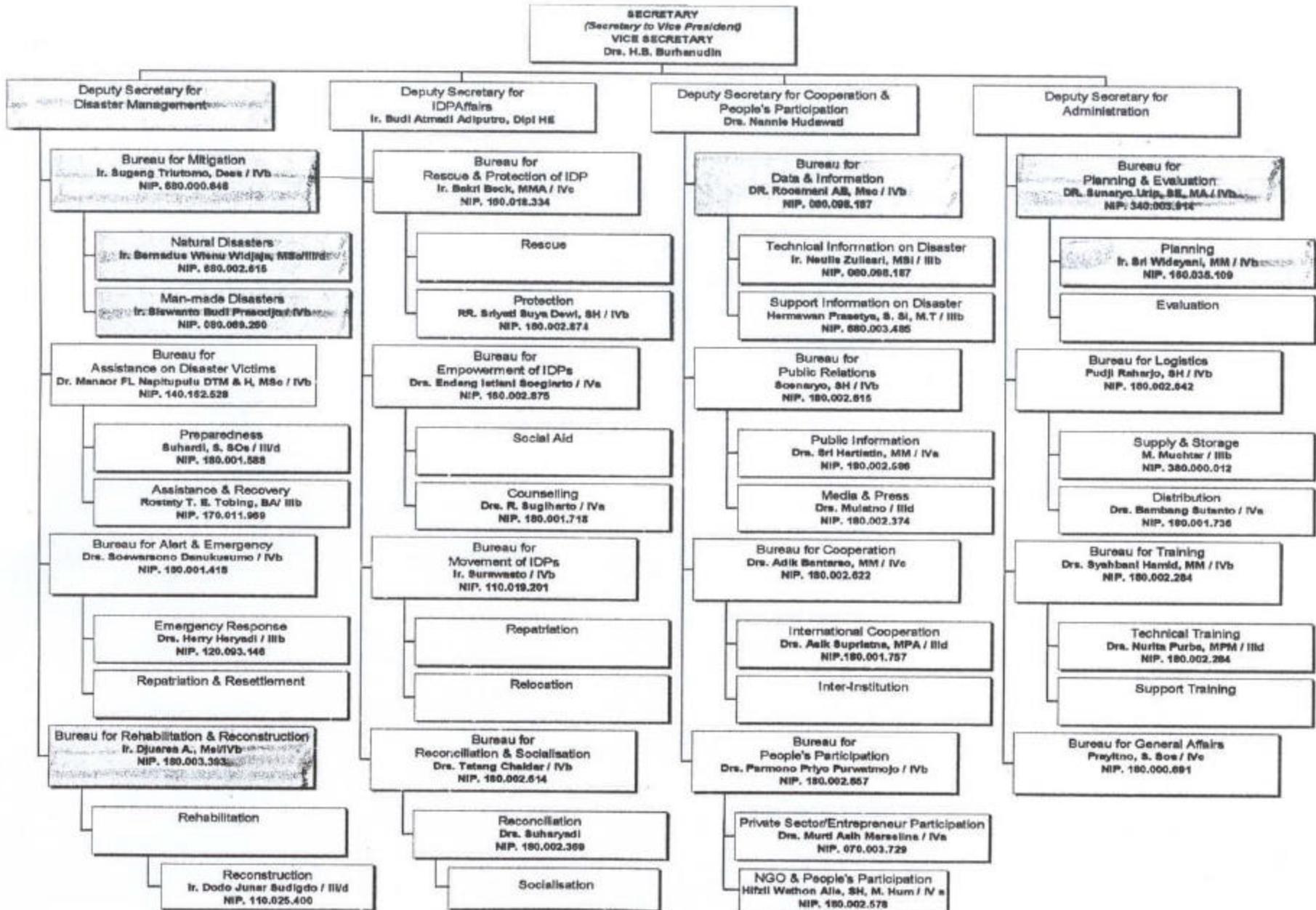
Kabupaten Pacitan, East Java Province as potential candidate for the pilot project in disaster mitigation and management. It is proposed that Kabupaten Pacitan, East Java which has demonstrated strong commitment to disaster mitigation and participatory planning be included in the selection of USAID sponsored pilot project in disaster management.

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