



Disaster Resilience: Reflecting the Complexity of Disaster Management in Indonesia

SIAP SIAGA's Senior Advisor, Sugeng Triutomo, discusses the need to continually adapt to the changing nature and increasing complexity of disaster management in Indonesia.

Traditionally, disaster management in Indonesia has been understood as emergency response. Between 1967-1980, disaster management agencies served primarily as quick response units providing rapid assistance and emergency response for disaster events. The Governor, District Regent or Mayor oversaw disaster management in their region assisted by the Commander of the Indonesian National Army (TNI) and the Chief of Indonesian National Police in the region. This paradigm persisted until the Indian Ocean Tsunami in December 2004, which devastated the province of Aceh. Out of the response to that disaster, the role of civil society emerged through the concept of Community Based Disaster Risk Management, which was the beginning of the shift towards disaster risk reduction, with policy makers using disaster risk assessments as the basis for disaster management plans at the national and regional levels.

1. Provide protection for the community from the threat of disaster.
2. Align existing laws and regulations.
3. Ensure the implementation of disaster management in a planned, integrated, coordinated, and comprehensive manner.
4. Respect local culture.
5. Build public participation and private sector partnerships.
6. Encourage the spirit of mutual cooperation, solidarity, and generosity to create peace within society, the nation and the country.

Improving the Coherence of the Disaster Management System through an Institutional Framework

The National Disaster Management Agency (BNPB) was established in 2008 and has been working on the development of a national Disaster Management System. The purpose of the disaster management system was to improve the coherence of disaster management in Indonesia from institutional, regulatory, planning and budgeting perspectives,

which in turn aimed to increase the capacity of government to implement disaster management services.

From an *institutional perspective*, BNPB was established by the Government for the implementation of disaster management. At the regional level, provinces, cities and districts established regional disaster management offices (BPBDs). These fall under the authority of the Ministry of Home Affairs (MoHA), while maintaining a coordination relationship with BNPB. This has often become an obstacle to disaster management in the field, where the disaster emergency management command system cannot be fully implemented due to the mismatch between central and local implementation authorities and coordination structures.

From a *regulatory perspective*, Indonesia already has a Disaster Management Law and supporting implementing regulations in the form of government regulations, presidential regulations, ministerial regulations and BNPB regulations which provide policy and technical direction for government actors.

About SIAP SIAGA

SIAP SIAGA is a five-year partnership program between the Governments of Indonesia and Australia. The program aims to improve the management of disasters and increase community resilience in Indonesia and in the Indo-Pacific Region. Our approach is measured, reflective and forward-leaning which helps us to deliver the best results for DFAT and Indonesia's communities.

These include several regulations issued by the Head of BNPB to support the strengthening of disaster management systems to date:

- Regulation No. 3/2008 - Guidelines for the Establishment of Regional Disaster Management Agencies
- Regulation No. 18/2009 - Guidelines for the Standardization of Disaster Management Logistics
- Regulation No. 17/2010 - General Guidelines for the Implementation of Post-Disaster Rehabilitation and Reconstruction
- Regulation No. 18/2010 - Guidelines for Distribution of Logistics Aid and Disaster Management Equipment
- Regulation No. 23/2010 - Collection and Management of Community Funds for Disaster Management Aid
- Regulation No. 24/2010 - Disaster Emergency Operations Plan Guidelines
- Regulation No. 15/2011 - Guidelines for Post-Disaster Needs Assessment
- Regulation No. 17/2011 - Disaster Management Volunteer Guidelines
- Regulation No. 2/2012 - General Guidelines for Disaster Risk Assessment
- Regulation No. 7/2012 - Indonesian Disaster Data and Information Management Guidelines
- Regulation No. 15/2012 - Guidelines for Disaster Management Operations Control Centre (Pusdalops PB)
- Regulation No. 6/2013 - Disaster Communication Radio Guidelines
- Regulation No. 8/2014 - Guidelines for Management of Disaster Information Technology
- Regulation No. 11/2014 - Community Participation in Disaster Management
- Regulation No. 7/2015 - Disaster Information Signs and Boards
- Regulation No. 3/2016 - Disaster Emergency Response Command System
- Regulation No. 4/2016 - Disaster Management Education and Training

Several of these regulations are currently under review to ensure that they are updated to the evolving socio-political context of Indonesia, as well as for overarching coherence and clarity of roles and responsibilities in their implementation.

From a *planning perspective*, Indonesia is relatively advanced in disaster management planning. Disaster risk analysis is the basis for all plans: disaster management plans, contingency plans, disaster emergency management plans, as well as recovery plans. The latest improvement in the disaster management planning process is the requirement for all districts and cities to meet Minimum Service Standards, as directed by MoHA, to ensure that disaster management services are not only provided but also meet specific criteria.

Moreover, the implementation of minimum service standards will also serve to improve alignment in planning processes across sectors.

Finally, from a *funding perspective*, disaster management activities are jointly funded by national and sub-national governments (provincial/district/city). The sources of funding for disaster management are regulated as follows:

- National and local budgets (APBN/APBD) - to support routine and operational activities of institutions/departments, especially for disaster risk reduction activities.
- Special Allocation Fund (DAK) - a fund for provincial/district/city governments from national government based on the level of vulnerability and regional fiscal capacity.
- Contingency Fund - a fund for preparedness activities.
- Ready-to-use (on call) funds - for humanitarian assistance (relief) in the event of disaster.
- Rehabilitation and Reconstruction Grants.
- Funds sourced from the community.

Budget constraints at sub-national level have often become an obstacle for the implementation of disaster management services, with sub-national governments heavily dependent on the central government for funding. Improving policy and regulatory coherence and improving alignment in development planning processes should lead to more efficient budget allocations, although budget gaps are likely to persist until a review of financing of sub-national disaster management mandates is undertaken.

As the focal point for disaster management in Indonesia, BNPB continuously strives to improve national capacity through strengthening regulations, institutions, planning and funding at the national and sub-national levels so that targeted and effective disaster management services can be delivered. However, climate change and COVID-19 have demonstrated that disaster management is becoming an increasingly complex space which necessitates cross-sectoral policy and programmatic response, and thus more concerted institutional coordination and communication to be able to effectively keep pace with the changing nature of the sector.

Recognising Complexity: Shifting from Disaster Management to Disaster Resilience

In recognition of the increasing importance of disaster risk reduction, in 2005 disaster management began to shift towards disaster risk management in line with the Hyogo (HFA 2005-2015) and Sendai (SFDRR 2015-2030) disaster reduction frameworks.

The paradigm of disaster risk management has expanded even further link with the Sustainable Development Goals (SDGs) and related paradigm of climate change adaptation. With the ever-increasing complexity of the disaster management space, to address rapid and slow-onset disasters, understand the impacts of a changing climate, as well as inclusion and social protection, in 2020 Indonesia began shifting its approach from disaster management to focus on disaster resilience.

In accordance with Indonesia's national development priorities as stated in the Medium-Term Development Plan 2020-2024, Indonesia is preparing a broader disaster management system which brings together the perspectives of other sectors to shift the paradigm from disaster management to disaster resilience. The National Development Planning Agency (Bappenas) has been mandated to prepare the National Disaster Resilience System, which focuses on the capacity of not only institutions but also of communities and individuals to be able to anticipate, mitigate, adapt, and recover from disasters, particularly as disasters become more complex (multi-hazard) and are influenced by health crises and climate change.

Therefore, the strengthening of the evolving disaster management system prioritizes activities which will strengthen prevention, mitigation, and preparedness stages of disaster management. Preparedness actions will facilitate governments, civil society organisations, communities and individuals to take action to deal with disaster situations quickly and effectively.

The shift from traditional disaster management to disaster resilience has also necessitated the need to increase the funding capacity of government. Currently, prevention and mitigation funding have largely been channelled to two ministries: the Ministry of Public Works and Human Settlement has the largest budget allocation for disaster-related activities (structural), followed by the Ministry of Environment and Forestry that prioritizes budget allocation for non-structural disaster activities, including climate-induced disaster. Funding for preparedness has mostly fallen to BNPB. However, with the onset of COVID-19 and funding reallocation to mitigate the effects of the pandemic, most ministries/agencies have experienced budget cuts for disaster management activities, which has slowed the evolution of the disaster management system from one of management to one focused on resilience.

The evolution of Indonesia's disaster management paradigm from response to management and now to resilience demonstrates a maturity in the disaster management system to identify and respond to emerging issues and needs and reflects the complex nature of disaster management in the country. This evolution rests on the continual improvement in cross-sector policy coherence and coordination, and an increasing focus on human-centred design in planning and service delivery. The next step in Indonesia's disaster management journey will be to improve capacity for adaptive management and learning in order to continually respond to the complexity of the disaster management system.