INTERNATIONAL CONFERENCE ON SUSTAINABLE INNOVATION (ICOSI)

proceedings

Sustainable Innovation in Enhancing Global Competitiveness in Asian Countries

March 19 - 21, 2012
Universitas Muhammadiyah Yogyakarta, Indonesia

Organized by: in association with:

UNIVERSITAS MUHAMMADIYAH YOGYAKARTA INTERNATIONAL ISLAMIC UNIVERSITY MALAYSIA

TU/e

ASSOCIATION OF UNIVERSITIES OF ASIA AND THE PACIFIC
INNOVATION OF LOCAL GOVERNMENT AS A MEAN ACTOR IN DISASTER DIPLOMACY STUDY IN YOGYAKARTA SPECIAL PROVINCE

Surwandono and Ratih Herningtyas
International Relations Department, Faculty of Social and Political Sciences
University of Muhammadiyah Yogyakarta

Abstract

Diplomacy was a foreign policy instrument of state to struggle the attainment of national interest. Diplomacy has traditionally been the authority of the central government to get the achievement of national interests in maximum results based on the arguments that the central government has adequate capability and authority on other actors to implement foreign policy. Nevertheless, in the context of natural disasters, diplomacy played by the central government can lead to distortion of the political, social, economic and bureaucratic problems that resulted in the resolution process to be slow disaster. Giving authority to local government that have natural disaster-prone areas to get involved as major actors in natural disaster diplomacy practice became one of the strategic innovation to complete the reactionary nature of disaster management in Indonesia.

Keywords: Disaster diplomacy, Local government innovation, and International cooperation

Introduction

Natural disasters in Indonesia tend to be a recurring phenomenon. During 2008, MPH noted there has been 359 disasters that hit some areas in Indonesia, including floods, landslides, and earthquakes. Yogyakarta Special Province (DIY) is an area that categorized as an area prone to earthquakes and eruptions of Merapi and its effect like Lhokangambi and cold lava flood.

In certain contexts, natural disaster is usually understood as something negative. But in the context of diplomacy studies, natural disasters’ issues can be managed as a positive social capital to resolve social, economic, political and social cultural problems in disaster areas. Natural disasters have a uniqueness to be capitalized as a strategic instrument to build regional cooperation and international collaboration to improve the infrastructure that can reduce material and immaterial losses that could happen any time.

Indonesia's laws on disaster's issues are not includes the concept of disaster diplomacy as an important instrument yet. Hence, disaster managements are often reactive, or what JusufKalla have said, "Disasters management always departs from ep." The pro-active disaster management through the strengthening of disaster diplomacy is expected to be able greatly contribute to capitalize the issue of natural disaster.

\(^{1}\)MPH : 359 "Bencana Alam di Indonesia" Retrieved, March 1, 2010 from; http://www.antaranews.com/view?i=1244198032
disasters as social capital to build a productive international cooperation in order to reduce the impact of disaster for Central and Local Governments.151

This paper will explain the uniqueness of the potential for natural disasters in the context of the capitalization of a local disaster issue as part of a tool to promote the comprehensive achievement of national and regional interests. This article builds an argument that the issue of natural disasters can actually be managed by local and central government into positive social capital to solve social problems, economic, political, and social culture in disaster prone areas. Natural disasters have a uniqueness to be capitalized as a strategic instrument to build regional cooperation and international collaboration to improve infrastructure that can reduce the degree of material and immaterial losses from the disaster that occurred at any time, through a model of city and sister province.

This article is used primary data obtained by conducting in-depth interviews and focus group discussion of the stakeholders of natural disasters, which can be managed by the state as an instrument of diplomacy as well as secondary data obtained from documents and lessons learned from others. Analytical techniques used for the achievement of objectification in this research using document analysis and discourse analysis.

The following sections will describe the Indonesia’s government problems on disaster management related to government policies. Next, theoretical background for disaster diplomacy, experiences on disaster management and the DIYs Government innovation on natural disasters by comparing the experience of Aceh.

Problems of Indonesian Government’s Disaster Management

Institutionalization of disaster diplomacy to capitalize on natural disasters as a mode of international cooperation to anticipate and mitigate the impact of natural disasters has significance in the study of disaster management, especially caused by some of the following issues:

First, the political will of Indonesian Government is low in conducting capitalization of natural disaster’s issues as an important instrument to establish international cooperation to anticipate and mitigate the impact of disasters. The products of legislation on disasters both at Central and Local Government do not include the concept and practice of disasters diplomacy yet. This condition causes a policy setting mechanism become uncertainty associated with the management practice of disaster diplomacy resulted in various national and local policies related to international cooperation, to anticipate and mitigate the impact of disasters.

Second, international cooperation that established both by central and local Governments as an effort to anticipate and mitigate the impact of natural disaster is low. Existing cooperation’s are more focus on post-disaster rehabilitation and reconstruction than the cooperation, which is preparing a policy system and infrastructure to deal with natural disasters. These policy options lead to disaster management by the government, which tend to be reactionary, unfocused and partial. Incomprehensive cooperation’s policies that built by the Government in creating social investment, economy, and technology in anticipation of natural disasters are very low.

151 See at Indonesia Foreign Affairs about the important of diplomacy at disaster, from: http://www.rakyatmerdoko.co.id/internasional/2009/12/16/7133/Diplomasi-Kemanusian-antara-Indonesia-dan-Hungaria; or from Martin Natalegawa statement about tangible currency in diplomacy, from http://www.indonesia.go.id/id/index.php/content/view/335/index.php?option=com_content&task=view&id=11838&itemid=1&news_id=18
Third, institutionalization of diplomacy strategy to capitalize the issue of natural disasters as instruments of international cooperation is low. Basically, diplomacy is a tool to conduct negotiations with international stakeholders, such as; state, government-based international organization (international-governmental organization), international organization based non-governmental (international non-governmental organization), as well as international companies (multi-national corporation) to fight for the attainment of national interest. The practice of diplomacy with these actors requires a set of knowledge; skill, diplomacy and ethics that appropriate to the practice of diplomacy in order to be run effectively and efficiently.

The lack of institutionalization diplomacy strategy to capitalize natural disaster as mode of international cooperation cause local bureaucratic capacity to practice diplomacy is inadequate. These conditions induce a lack of local government advocacy initiatives in both levels of executive and judicial branches to articulate a strategy for international cooperation as an instrument to anticipate and mitigate the impact of natural disasters.

**Master Diplomacy: Theoretical Framework**

Study of disaster diplomacy is an important instrument to struggle for political purposes such as peace, economic, and interests like extensive economic cooperation among countries, or socio-cultural interests to build humane and civilized communities. The phenomenon of natural disasters if being understood in a positive perspective, it could provide tremendous added value to solve various problems of humanity that had been unresolved through political and economic diplomacy, which it has a distributive character, or win and lose.

According to Louise K. Comfort, disaster issue at the moment becomes a crucial issue to improve the quality of human welfare. Disaster should be defined broadly not just limited to natural disaster issues, but also catastrophic infectious disease that has global effects such as endemic Avian Flu virus, Swine Flu, or the issue of global warming. Defining disasters as global issues are expected to increase emphatic of the world community to solve problems involved with the disaster.

Disaster diplomacy examines the role of disaster-related activities not just in international affairs and international relations, but also in political conflicts not involving more than one independent state. Disaster Diplomacy also embraces a wide definition of "disaster", not just rapid-onset events such as earthquakes and industrial explosions, but also events which are more diffuse in space and time such as droughts, epidemics, and global changes. These latter events have been termed "chronic disasters", "creeping changes", and "disaster conditions" amongst other terms.152

Contemporary studies conducted by I. Kelman suggests that a disaster is not always a bad factor for society, but within certain limits can be managed to resolve the social problems and conflicts that had been unsolved, both in the context of issues in national level and among countries.153 A major argument of Kelman about disaster is that it provides great opportunities among parties that have potential as a disaster-

---

prone area to look for space that can be done to reduce the risks from natural disaster itself.

Kelman's studies about Aceh conflict provide a very interesting illustration. The conflict between the Free Aceh Movement and the Government of Indonesia has lasted more than 25 years, and to resolve it both parties has already made so many peace talks since 1995 with the involvement of many parties. However, peace talks were always deadlocked. After Helsinki peace between GAM and Indonesia experienced a significant improvement, in which these talks occurred after the earthquake and tsunami in Aceh.154

Kelman's studies increasingly demonstrate the functionality of disaster diplomacy.155 His study also showed that natural disasters could also be managed as opportunities to increase political cooperation, economic, and socio-cultural cooperation. Countries, which are classified as disaster-prone areas or potentially affected by disasters, did not perform an intensive cooperation, and even tended to be political hostile. Due to economic problems, related to the potential of China, Japan and Indonesia as disaster-prone region earthquakes, tsunamis, and volcanic eruptions, they then choose cooperation to reduce the risk and impact of disasters. Indonesia, China and Japan choose to improve the quality of cooperation relations.

Weizhun also does the study of the functionality of disaster diplomacy. According to Weizhun, China's economic growth that is progressive in the last 10 years cannot be separated from the Chinese government capitalization efforts to manage natural disasters, as a means to build international cooperation with countries that have been suspicious of China's policy of intervenes. China is no longer regarded as a force that is considered the enemy, because it shows China's political emphatic to engage in cooperation with the countries prone to natural disasters. From this Chinese investment can be grown in countries that have been rejected capital investment from China.

The practice of Disaster Diplomacy has a great influence and actual values on improving national and international interests. Disaster Diplomacy is flexible and multiform yet uncertain and there are some restrictions in the process of diplomatic practice. Disaster Diplomacy can also promote the Chinese role "as a responsible and powerful country."156

The Cambridge Review has conducted a series of studies on the process of the disaster into the discourse of disaster diplomacy. Studies from The findings of The Cambridge Review are very interesting, it shows that the natural disaster diplomacy provides vast opportunities for countries that have been involved in political and economic conflicts of interest, to select the option to work together rather than continue the conflict.

The Cambridge Review of International Affairs which analyse critically the argument for disaster diplomacy as an opportunity to increase cooperation among rival states are re-examined in a CAS framework. Based on the application of CAS to the case studies, the article concludes that creative diplomacy for disaster reduction is most effective at the 'edge of chaos', that narrow region.

where there is sufficient structure to hold and exchange information, but also sufficient flexibility to adapt new alternatives to meet urgent needs.\

Indonesians an area identified as areas prone to natural disasters is very diverse. Disaster resulted in suffering for the good of the human casualties, property loss or change to the environment and destruction of development outcomes that have been placed, among others, damage to infrastructure, public facilities, the suffering of the people and so on.

Disaster is an event or series of events that threaten and disrupt the lives and livelihoods caused by both natural factors and / or non-natural factors and human factors that lead to the emergence of human casualties, environmental damage, property loss, and psychological impact.

In a negative meaning to the geographical and topographical conditions are prone to natural disasters will only engender attitudes and policies that run away from reality and the reality of life. From various studies of diplomacy instead of natural disasters shows that Indonesia is prone to natural disasters precisely identified can feed this reality to be transformed into positive energy to build a broader cooperation. This will be achieved when the central and local governments have the local awareness to the issue of disaster diplomacy.

**Disaster Management: Indonesia Government's Experience**

Indonesia is a region located within the Ring of Fire and prone to earthquakes, because it lies among the confluence of three plates of Asia, Pacific and Australia. The confluence area is prone to earthquakes along with west coast of Sumatra, the south east of Java, Maluku and Papua. Regions in Indonesia which is not skipped the slab was only Kalimantan.

The researchers developed assumptions, the government bureaucracy as the guardian of public service are required to prioritize the aspects of responsiveness, accountability, and efficiency. Aspects of responsiveness require public service that can meet the interests of society, including in emergency situations like disaster relief. While accountability implies more priority to public service transparency and equal access of every citizen to obtain public services they need. Process and the price of public services must also be transparent, and backed by the certainty of the procedure and time of service. While the efficiency aspect involves the rapid fulfillment of public service, as well as saving energy.

The earthquake that occurred in Aceh, Yogyakarta, and Padang was the site of the disaster that caused massive damage, either in the context of casualties or infrastructure damage. There is a tendency that all the decisions or the management of natural disasters concentrated in Jakarta, so it resulted in a delay of assistance and services needed by society victims of natural disasters as long bureaucratic implications. The process of reducing the impact of devastating natural disasters which are both in the short-term context for the provision of medical services and food to earthquake survivors, and long term reconstruction of residential services and public utilities, has a long-term impact.

---

2. Definisi Bencana menurut UU No. 24 Tahun 2007 tentang Penanggulangan Bencana

*“Pendapa Pada Kepala Bencana Gempa Bumi dan Gagasan Tanah”*, Retrieved, March 14, 2010, from 

---

269
On a broader scale, natural disasters can bring some social problems, economic, political, and security very seriously at the national level as a result of political, economic, social and security resources are concentrated to the affected areas. Dependence of local government to the Centre will only exacerbate the capacity of local government to manage disaster issues, because many stakeholders in natural disasters will easily accuse it as the government is not responsive.

The problem also often appears related to international humanitarian missions regarding the presence of hidden (hidden agenda) as part of aid, either on behalf of state or international NGOs. Some of the problems that arise related to the issue are: first, concern to the intervention of foreign powers as a result the number of foreign troops into the disaster area and use it for strategic needs and espionage too will ultimately threaten national security. Second, fears of children trafficking, victims of disasters are not managed properly. Third, fears of penetration of missionaries to propagate a particular religion to victims of disasters can disrupt social stability and domestic politics. Fourth, political issues related to humanitarian aid provided by countries do not have diplomatic relations. The case came to light when there are two number of logistics, which is managed by Satkorlak in West Sumatra, are the official symbols of the state of Israel.

The Indonesian government has already been providing some legal protection in disaster management, such as Law no. 24 of 2007 on Disaster Management, Government Regulation No.22 of 2008 on the Financing and Management of Disaster Assistance, Government Regulation No. 23 of 2008 on International Institutions and Participation of Foreign Non-governmental Institutions in Disaster Management and Presidential Regulation No.8 of 2008 regarding National Agency for Disasters and Presidential Decree No. 29 / M of 2008 regarding the Appointment of Head and Echelon Officials of the National Agency for Disaster Management. However, a variety of devices such laws require the efforts of good disaster management operations, aligned and coordinated, all in stage pre-disaster, during emergency response, and post-disaster. Operation of this disaster is the responsibility of all parties’ government (central and local), private sector, the general public and individuals.

In general, disaster mitigation involves several actors like the Central Government in this regard is the President of the Republic of Indonesia, local government is the governor, regent or mayor or the region as an element of the regional administration the National Disaster Management Agency (BNPB) as a non-departmental government agency ministerial-level established by the government as the competent authority conducting disaster management at national level, as well as the Regional Disaster Management Agency (BNPD) as institution established by the governor to provincial and district heads / mayors to the district / city as the competent authority conducting disaster management at the level area after coordination and consultation with the head BNPB. Various providers of disaster management and the local government can actually take a strategic position as a manager and coordinator of the parties involved in

160 See also from: http://cetak.kompas.com/read/xml/2009/10/07/02374315/diplomasi_regional_bencana_alam

161 This issue spread out at Tsunami cases in Aceh where there are so many armies from USA and Australia that involved in aid-giving process with some medical equipments and non-medical equipments like tankers issue.

162 Trafficking cases mostly happen in every natural disaster like in Sri Lanka, Turkey, Iran, Afghanistan, or Aceh and Padang.

163 This case arise in natural disaster at Padang and Aceh, then the head of Muhammadiyah refused aid that used certain religion symbols. See also at Sudibyo Markus in Suara Muhammadiyah, ed. March, 2010.

vention efforts and anticipation of natural disasters. Therefore, the increasing
complexity of local governments in the management of disaster diplomacy will be an
important instrument for the region to enhance international cooperation with various
roles to prepare the infrastructure and supra-structures in order to reduce the risk of
natural disasters that can occur any time.

The organizers of the disaster management have different responsibilities, which
together require cooperation, coordination, and continuous consultation, especially in
undertaking the reconstruction in order to properly run the reconstruction process, based
on good planning, right on target and well disciplined in the use of funds, and able to
increase community resilience to the threat of future disasters through the efforts of
faster risk reduction. Post-disaster reconstruction process should result in good
management of the condition of society, all in physically, mentally, socially and economically,
and reduce vulnerability to disasters, rather than exacerbating the vulnerability of
some conditions that caused disaster.

Reconstruction process is believed to require a very large allocation of funds. If
reflecting the needs of very large reconstruction, foreign aid, whether from governments
(lateral, multilateral) and non-governmental organizations are allowed, as long as
there is no conflict with laws and regulations. In addition, foreign
aid can also be one source of financing for reconstruction, provided a loan, which is
not easy. This reality reinforces the need for disaster diplomacy as a mechanism to
promote cooperation, especially in the realm of intergovernmental relations at the
ternational level to develop an international cooperation the simultaneous and
mutual benefit for disaster management. Unfortunately, laws and government regulation on
disaster management have been no provision nor an examination of the importance of
disaster diplomacy, so there are difficulties in mobilizing the potential exists to reduce
the impact of natural disasters.

From several studies and documents conducted by the author, earthquake and
volcanic eruption of Mount Merapi in Yogyakarta shows the changing of political behavior in
diplomacy. Here are comparisons the scheme of diplomacy done by Indonesia in the
impact of earthquake and tsunami in Aceh; First, In Aceh case the role of Disaster
Diplomacy is directly done by the Central Government. Aceh’s Local Government is
not involved in the process, so the process of Disaster Diplomacy tends to run
through the Central Government, not in Aceh. In the case of natural disaster in Yogyakarta, the Government of
Indonesia constructed the synergy with the Local Government to manage natural
disaster issues. Local Government of Yogyakarta, both in provincial level and urban
level got significant role in Disaster Diplomacy practice. Precisely the Central
Government uses Yogyakarta as the basis of Disaster Diplomacy in order to get widely
recognized responses from the International Society.

Second, disaster diplomacy in Aceh tend to use sympathy reasons, which recently
famous as “crying diplomacy”, besides institutionalized reasons. This case is reflected
in the respond of Central Government, which The President declared the petition of
relief towards International Society by expose humanity and massive damage
infrastructure problems. By exposing the suffering and misery of Acehnese people,
seeing that it will provoke empathy of International Society to involved in settlement of
humanitarian issue in Aceh. Then, this scheme made massive aid goes to Aceh, but
those aid were not accompanied by adequate management which causing social,
economic, and security problems. It makes the Acehnese people seriously depend on it.
Local and the Central Government in the case of natural disaster in Yogyakarta are trying to develop the institutionalized reasons diplomacy, which characterized by the management of disaster diplomacy that was more programmed and systematic, so as to overcome because the practice of disaster diplomacy do not make many social, economic, and security problems. The practice of institutionalized reasons of disaster diplomacy is positively connected with rapidly recovery of people in Yogyakarta compared to Aceh. The management of institutionalized reasons of disaster diplomacy makes humanitarian agencies can play longer and maximal to run their humanity mission. For example, agent JRF (Javanese Reconstruction Funds) still run the program in Yogyakarta until 5 years after. Also NGO, IOM, Catholic Relief, Islamic Relief, sent their representative in Yogyakarta longer and more productive.

Third, disaster diplomacy in Aceh is used more by the Central Government to solve political security problems in Aceh rather than social, economic, and education. A study that conducted by Kelman, the Government of Indonesia and agent of International peace use the case of natural disaster in Aceh as important factor for political settlement in Aceh through Helsinki Agreement 2005. Post negotiation in Helsinki Agreement 2005, made political separatism, Free Aceh Movement (GAM) case were relatively could be solved comprehensively. But the Central Government as well as Local Government of Aceh were not much applying Disaster Diplomacy to increase welfare quality of Acehnese people through massive cooperation and international investment mechanism. It is characterized by the small number of investment and international cooperation between Local Government of Aceh and international stakeholder to increase the number of humanity index (HDI) of Acehnese people. Post natural disaster, Aceh is not growing as province that has progress in education, economy, and social, therefore 6 years after natural disaster, problems of security re-emerged, like; armed terrorism groups are everywhere, Human Development Index (HDI) of Acehnese people in 2004 is 6.2 and in 2010 there is only 6.5.

Disaster Diplomacy in Yogyakarta is more apply, which by natural disaster they create international cooperation with stakeholder abroad. The scheme of natural disaster diplomacy that use by the Local Government of Yogyakarta tend to copy the disaster diplomacy used by China’s Government. As a study done by Weizhun, China’s economic growth have significant progress within 10 years and it can not be denied that this is one of the effort from Chinese Government Capitalization to manage natural disaster as tools to create international cooperation with Countries that doubt China’s interventif policy.

The Local Government of Yogyakarta, both in province level and urban district are done with International cooperation in the case of social, economy,education, culture with many countries like; Japan, China, India, South Korea, and Singapore. Those are the cooperation Government to Government, (G to G), in the form of sister city as well as sister province concept, also in the form of Government to Society (G to S) in the form of culture and education exchange and the last, Government to manufactur (G to M) in the form of plating investment to drive economic wheel in Yogyakarta. The institutionalized reasons of Disaster Diplomacy in Yogyakarta is positively correlated against the increasing index of humanitarian community in Yogyakarta from 6.7 in 2005 become 7.2 in 2010.

Conclusion
This paper tries to show the issue of disaster management in Indonesia within the framework of the practice of disaster diplomacy. This paper has shown how the
natural disasters that occurred in Indonesia addressed differently by the Indonesian government both at national and local levels. Yogyakarta government has initiated the use of disaster diplomacy in managing the issue of natural disasters as a mode of international cooperation more positive, when compared to the practice of disaster management in Aceh.

The efforts to capitalize disaster’s issues in building international cooperation as a strategic policy, allows a comprehensive and systematic transfer of knowledge, technology, experience and good practices with a country that has the same potential for disaster. This transformation process will be able to increase the government’s capacity to anticipate and mitigate the impact of disasters then the disaster management process which done by Central and Local Governments will be better. It is the task of central government to insert disaster diplomacy as part of government efforts to manage natural disasters in the products of existing legislation.

Reference

Eckert, Louise K. , "Disaster: Agent of Diplomacy or Change in International Affairs?", Disaster Journal, 2002.


2006. "Disaster Diplomacy: Hope Despite Evidence?".World Watch Institute Guest Essay, 2006,

2007. "Disaster diplomacy: Can tragedy help build bridges among countries?" ICA Quarterly, Fall 2007, p. 6,


