

CHAPTER I

INTRODUCTION

A. Background

In terms of geography, Indonesia is a country that is very vulnerable to various disasters both natural disasters and disasters caused by human activities, because Indonesia is a country that has a very large population, and has many tribes and cultures. So the Government is one of the actor State should have many solutions to solve the disasters caused by the human activities itself, but not that the Government does not create a solution for natural disasters that happened in Indonesia , due to the natural disasters that occurred in Indonesia is also very much and eat the casualties are quite high in number, see a lot of problems in dealing with the disaster in Indonesia. Here I start from a title that is about “community governance-based model toward disaster Management (case study in Special Region of Yogyakarta)”.

Conceptually, community governance refers to governance on a community scale, involving the interaction of cooperation among community members in seeking solutions to problems such as environmental, social and economic problems (tridaya) they face, because there are three dimensions that include community governance ; (1) community leadership, (2)

community empowerment, (3) community ownership (Budi, Prasetyo, 2013).¹ So a model of governance is sometimes used to refer to community participation, engagement and decision making in public matters and is related to terms such as local governance, social governance, network governance and participatory governance. Choose a case study in Special Region of Yogyakarta which is a region full of cultural traditions and famous for student city. However, on the other hand one of the many areas in Indonesia that often experience natural disasters is the Special Region of Yogyakarta. Although as we know that the Special Region of Yogyakarta is an area that is still very famous for its cultural traditions as well as to the special Region until today. But can not deny that the events of natural disasters often override this special city. The following are two of the many events of natural disasters in the Special Region of Yogyakarta on May 27, 2006 earthquake in Yogyakarta and Central Java which eliminates lives more or less around 6,000 people and more than 100,000 homes destroyed (Arif,Ahmad,2010).²

Then disaster Merapi erupted on September 26, 2010 with damage and losses estimated at 2.1 trillion rupiah, while victims died 277 inhabitants (<http://bencana.bappenas.go.id/imdff/renaksi-merapi>, accessed on 09 October

¹B Prasetyo, *Jurnal Masyarakat dan Kebudayaan Politik* 3 (3), pages. 23-39

² The daily newspaper *Kedaulatan Rakyat*, Yogyakarta, in 2006

2017)³. This shows a lot of issues and events in doing the handling of human sacrifice, property, environmental damage, social institution and social conflict. How to think the public and the Government itself does not change management. The process of mitigation still trembling voice had been unable to follow the rhythm of the disaster spread very rapidly. Unlike the citizens of Japan because they are very aware of the threat of earthquake and tsunami, even when the middle of the night to be in evacuation they're ready do it quickly (Arif,Ahmad,2010:22)⁴.According to the Governor of Yogyakarta SriSultan Hamengkubuwono X (19 July 2010), these events have raised National awareness of the importance of disaster risk reduction.In 2007, Indonesia had a law on disaster management, followed by the establishment of the National agency of disaster mitigation at the level of Central and Regional Disaster Management Agency (BPBD) at the provincial level and the county or city. So as already described above, departed from the title of “community governance-based model toward disaster Management (case study in Special Region of Yogyakarta)”.This study aims to describe the involvement of the government in assisting the handling of the disaster that occurred in Yogyakarta, choosing the Special Region of Yogyakarta because there are several NGOs that focus on dealing with disasters both natural disasters and disasters caused by human activities.

³<http://bencana.bappenas.go.id/imdff/renaksi-merapi>the data about disaster Merapi erupted, on September 26

⁴The daily newspaper Kedaulatan Rakyat, Yogyakarta, in 2006

Researching on model of disaster management, disaster management is the whole planning aspect that includes activities and disaster relief, on the before, during, and after a disaster which is designed to provide a framework for those individuals or communities affected to avoid risk, control risk, mitigate, cope with or recover from the impact of the disaster. Disaster risk reduction is very related to the management of disaster due to the relationship between the Government and the NGO management disaster is important, good involvement in terms of performance or communication. As explained at the beginning of the associated community governance here making some related parts the existing actors in community governance is as follows:

Table 1. The aims of the private, public and community sector

Governance	Sector	Party	Aim
Community Governance	Community Sector	NPOs, NGOs Community workers and community	Social environmental and economic improvement (Community Level)

Public Sector Governance	Public Sector	Government	Social environmental and Economic improvement Workforce Management (National & State Levels)
Corporate Governance	Public Sector	Bussiness	Economic Improvement (Personal, Shareholder & Community Level)

According to the diagram, a major reason why the boundaries between government and the community sector overlap is because of the shared aims of community (social and environmental) improvement.

On the basis of humanitarian international law, the Government is the main parties have to respond to natural disasters. However, due to a regulation

coupled with the existence of the Law Number 24 year 2007 which regulates about disaster management, described Criminal Provisions article XI Chapter 75 that each person who because of his indifference construction high risk, which is not equipped with disaster risk analysis as referred to in article 40 paragraph (3) which resulted in the occurrence of the disaster, can be the shortest prison was penalized by three years old or at least six years and a fine most Rp 300,000,000.00 (three hundred million dollars) or a maximum fine of Rp 2,000,000,000.00 (two billion dollars)⁵.

So in terms of the role of not only the role of Government that does the management of disaster, but the community governance as already described non-governmental organizations (NGO) engaged in the realm of disaster as well as stakeholders who help the community. However, if there is a multiactor when conducting disaster management then in this case the consequences of multiactor involvement can have a positive impact but also can have negative impact. The large number of actors are involved in the process of disaster management as well as disaster management can certainly be the Government's burden as the person in charge in organizing disaster relief but also on the contrary, if the step in taking the decision was not in line opposite each other and this can have a negative impact for the Government

⁵UU Nomor 24 tahun 2007 tentang penanggulangan bencana

itself. So in this case there are many problems that arise when performing disaster management.

Community governance in this case is needed to ease the burden of the government in performing disaster management. Because in every occurrence of natural disaster, people must suffer losses both in terms of material and non-material disadvantages and also face the obscurity of their residence because of that as we know that every year is getting many of the settlers who came from outside the city and settled in Yogyakarta. This is also a problem for the Government in the event of a natural disaster and it resulted in many homes damaged society, then society should be moved where. So in this case the need to design, plan, and a good management in terms of the handling of the disaster.

The geographical conditions of the Special Region of Yogyakarta (DIY) provides its own challenges for stakeholders. The Region consists of mountains, hills, and low Plains allows the occurrence of different types of potential disaster threats. Potential threats that exist at any moment can turn into a potential disaster when the potential threat has resulted in losses, damage and lost against elements that are vulnerable. This requires a special but not comprehensive treatment from non-emergency activities to complex emergency activities and the processes that follow. The risk of facing natural disasters and the vulnerability of the community Special Region of

Yogyakarta shows that disaster relief efforts is a mandatory work program be included in the agenda of the Government's development plan Special Region of Yogyakarta. Based on the geographical condition of Yogyakarta which consists of mountains, hills, and low Plains allows this area has potential for disaster. If seen back history of disasters that have occurred in Special Region of Yogyakarta is Natural and Non-natural disasters and disasters due to human behavior. There are 10 Potential disaster in Yogyakarta are identified based on the history events :

Table 2. The potential disaster of the Special Region of Yogyakarta

No.	The Potential Disaster of Yogyakarta Region (Based On The Historical Record)
1.	Flood
2.	Epidemics and Outbreaks of Disease
3.	Extreme Waves and Abrasion
4.	Earthquakes
5.	Tsunami
6.	Failed Technology
7.	Drought
8.	Vulcano Eruption
9.	Strong winds
10.	Landslide

11.	Fire
12.	Social Disasters

Source : RPB DIY Document in 2013-2017

From the above data some of the potential disasters that pose a threat to Special Region of Yogyakarta that needs to be watched by various parties. The challenges that arise in the process of handling disaster victims is how to build harmony in cooperation between related sectors involved in disaster management. the emergence of various post-disaster problems, such as the large number of victims who did not receive adequate health services, uneven logistical support, the number of victims unreachable aid programs, uncertain information, changing policies, and so on are indications that show form of cooperation that has not been coordinated optimally. Departing from several roles conducted by Forum PRB DIY in Disaster Management as well as some programs that were conducted in cooperation with the government that became part of this PRB forum, this research wanted to see how is government involvement in helping disaster management, and how the model management which can be seen from the governance management system.

B. Research of Questions

From the background of the problem above, the researcher makes the formulation of the problem as a limitation of the problem that will researchers review in the later discussion as follows:

1. How is the community governance in handling disaster management in Special Region of Yogyakarta?
2. How is the obstacle to community governance in implementing program from the government in Special Region of Yogyakarta ?

C. The Aim and Benefit of Research

1. The Aim of this research is :
 - a) To know the extent of community governance in handling disaster management in Special Region of Yogyakarta
 - b) To know the obstacles to government in implementation the program for the development and empowerment of communities related to assistance in disaster management by stakeholders in the idea of community governance.
2. The benefits of this research is :

The benefits of this research comprehensively serve as a filter to formulate scientific products both in theoretical and practical level. Therefore the usefulness of researchers can be described as follows:

- a. Theoretically, the results of this study are expected to provide benefits towards the understanding of disaster management model and how the involvement of his Government, especially for the students of the Government because it is research which involves several actor whom the Government and NGO.

- b. Practically, the results of this study are expected to provide additional input or reference for community governance that handles disasters and their involvement with the government in Special Region of Yogyakarta.

D. Literature Review

Literature review is an important step that needs to be done because it indicates the existence of previous research by others similar or similar in relation to disaster management models or government and NGO relationships in handling disasters and in a particular policy. It is also necessary to know that the research is different from previous research. Or in other words not a repeat of existing research and there are elements of renewal in it. So in this section contains theories, findings, and the focus of the review of each study. In my research this time, found some sources in the form of a thesis and thesis that have in common a great theme with a study researchers lift. But in this case, the content and will be examined later on different though generally themes have in common. As for some of the findings include the following:

1. The first Research theses from HerlanFitriyanto Department of State Administration (Public Policy and Management) UGM in 2010. The research entitled "coordination between actors in the disaster risk reduction efforts in the Special Region of Yogyakarta case study: disaster

risk reduction forum in Special Region of Yogyakarta (forum PRB DIY)". In this study uses the theory of coordination, and interactions between actors in disaster management coordination and the effectiveness of coordination in disaster management. Starting from the point of view seen through NGOs that is PRB (disaster risk reduction) in special region of Yogyakarta because in this research focus of the study is how the division of tasks in PRB forum DIY, how communication is built in coordination in PRB forum DIY, and whether the forum leader has divided the task proportionally and appropriate and provide a conducive climate for coordination. So in this research will want to know the interaction between actor who joined in PRB forum DIY in coordinating disaster risk reduction efforts in Special Region of Yogyakarta and also describe the effectiveness of coordination in PRB forum in Yogyakarta.

2. Second, research is a thesis from ForqonHasani, Department of Social Welfare Science of UniversitasNegeri Islam SunanKalijaga Yogyakarta in 2015. The thesis is entitled "the role of BPBD (regional disaster management agency) Bantul district in the mitigation of natural disasters". In this thesis use disaster management theory and government policy in natural disaster mitigation. However, the focus of the study of this study is more focused on the role of BPBD because as a regional disaster management agency in Bantul regency which is one form of responsibility of Bantul regency government in tackling regional disasters. Therefore, in

this research, the researcher wanted to know what is done by the Regional Disaster Management Agency of Bantul Regency in the mitigation of natural disasters at the level of Bantul Regency so in this case the main purpose of the researcher is to look at the role of BPBD.

3. Third, research is a thesis from FuadGaluhPrihananto, Geography Department of Universitas Gajah Mada in 2013. The thesis is taken entitled "community capacity in community-based disaster risk reduction (prbbk) in wonolelo village, pleret sub-district of Bantul Regency". In this thesis the researcher uses theory about geography review, community capacity and disaster risk reduction based on community (PRBBK). So the focus of the study is how the capacity of the community in the effort to implement the community-based disaster risk reduction program. So that later can know the obstacles in implementing community-based disaster risk program (PRBBK) to the Community in the village of wonolelo Bantul Regency.
4. The Fourth, research is the thesis of DwiAgustina, Department of Management and Public Policy of Universitas Gajah Mada in 2015. In this thesis takes the title of "Collaboration Between Bureaucracy Apparatus Government in Special Region of Yogyakarta and Disaster Risk Reduction Forum (FPRB) DIY in Disaster Mitigation Implementation in Special Region of Yogyakarta". In this research use the theory of collaborative governance and framework collaborative governance and

disaster management. So the focus of the study in this research is how the collaboration between the government bureaucracy of DIY and Forum PRB DIY in disaster management. In order to know how the collaboration between the government bureaucratic apparatus of DIY and forum PRB DIY as a preparedness effort in disaster management. Because using the theory of disaster management can also support the results of this research.

E. Theoretical Framework

1. Community Governance

a. Definition of Community Governance

Samuel Bowles and Herbert Gintis(2002:112), community governance is the set of small group social interactions with market and state, determine economic outcomes. We argue that ; (i) community governance addresses some common market and state failures but typically relies on insider-outsider distinctions that may be morally repugnant and economically costly, (ii) the individual motivations supporting community governance are not captured by either selfishness or altruism, (iii) communities, markets and state are complements, not substitutes, (iv) when poorly designed, markets and states crowd out communities, (v) some distributions of property rights are better than others at fostering community governance and (vi) communities will probably increase in importance in the future.

Community governance is an important concept that needs further clarification because community governance is sometimes used to refer to community participation, engagement and decision making in public matters and is related to terms such as local governance, social governance, network governance and participatory governance (see Armstrong, Francis & Totikidis, 2004). According to Smith *et al* (2007), community governance has been defined as the combination of rules, processes and structures in operation to secure order rule in complex and fragmented societies, including the determination of key policy goals, and the design and delivery of related policy and program.

Christopher Gates (1999: 519), the concept of community governance already wrote a long time ago, but because of the many mistakes and the old models are not implemented properly. So it appears that brought a new concept of community governance model, and the aim to reach collaborative, consensus-based decisions; government, business, community groups and citizens work together; and leaders share power, working to enable others to decide issues. Here is the difference between the old concept of community governance and new concepts of community governance are as follows :

Table 3. The Differences Concept of Old and New Community Governance

No.	Old Community Governance	New Community Governance
1.	<p>Decision making authority was vested with governmental leadership. Participation by the rank and file citizenry, subsequently, meant voting for those who would represent them, and then sanctioning and acting out the dictates of their leaders.</p>	<ul style="list-style-type: none"> • Participates in community decision making and who is excluded, between who leads and who follows, are clearly demarcated. Decision making among like-minded individuals representing similar interests is less time consuming and far less contentious than decision making among individuals of different backgrounds and with different interests
2.	<p>The federal government can no longer be expected to play the primary role in addressing social problems, though national in scope, which are manifest at the local level.</p>	<ul style="list-style-type: none"> • Decision making authority would use extensive neighborhood-based community involvement processes to gain support for policy decisions.

	<p>Federal, and even state, legislators spend the vast majority of their time dealing with a small set of issues; they have little time to focus on issues that communities bring them.</p>	
3.	<p>Governments at all levels have seen their abilities to tax and spend severely restricted. What money is available is often accompanied by spending guidelines, as in legislatively mandated entitlement programs. As a result, communities can no longer depend upon government to solve their problems.</p>	<ul style="list-style-type: none"> • Citizens often feel manipulated by these efforts and, if this same pattern is followed, stand to become further disenchanted with their governmental leaders. Thus, outlets for participation must be accompanied by real decision making, as opposed to sanctioning, authority.
4.	<p>Not only is it imperative that these non-governmental</p>	<ul style="list-style-type: none"> • Correlatively, this means that citizens must be engaged in

	<p>players be brought into the local political process, but they are, in fact, demanding to be included.</p>	<p>the decision making process from the beginning. The old model of citizen participation, where their involvement was expected to be that of a sanctioning body, brought in citizens as the final step in the policy making process.</p>
<p>5.</p>	<p>A recent survey showed that a plurality of Americans thought that government was ‘more of a hindrance than a helping hand in their pursuit of the American dream</p>	<ul style="list-style-type: none"> • The new model of politics needs to be one where citizens are engaged at the initial stages of policy-making processes. <p>Governmental leaders must go to neighborhoods, find out what people think, find out their needs and concerns and then develop a plan based in response to that proactive input.</p>

6.	The old model of American politics was that the way you moved forward was to defeat your opponent.	<ul style="list-style-type: none"> • In addition to the change in who is, and how they are, involved in decision making, the new model of politics must change the goals and outcomes sought by political players.
7.	Old model government is cleaner, clearer; the lines between who participates in community decision making and who is excluded, between who leads and who follows, are clearly demarcated.	<ul style="list-style-type: none"> • The new model of politics should focus on governance, rather than government. That is, ways in which business, government, community groups and citizens can work together to help a community reach its collective goals and meet its common challenges.
8.	The old model of politics; they are steeped in the assumptions which underlie this model and are trained in its methodology. But, as the context in which	<ul style="list-style-type: none"> • New model leaders need to strive to create win-win solutions and use their power to bring people together. They can no longer equate

<p>politics takes place has changed, so too must those in need of local political resolution to community problems that is, all of us.</p>	<p>progress with beating people. They need to actively pursue consensus and regularly bring the focus of political debate back to shared community values.</p>
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According to Gates (1999), There are Four contextual shifts in community governance, including :

- a. The challenges and problems we face as a society are increasingly becoming the responsibility of local and regional communities;
- b. There are, and in all livelihood will continue to be, fewer and fewer public sector dollars available to deal with the critical issues facing our society
- c. Power has become more widely and thickly distributed within the community;
- d. The demographic composition of communities has become increasingly diverse, with a concomitant increase in the potential for polarization.

Wilson and Game (1998) community governance is a key feature in central and local government because this approach can offer a strategic to individual communities. According to Sullivan (2001), has argued that main purpose of community governance is that it creates a framework for securing success in a local area by attracting funding from central government. However, when an economic crises develops in a country this has an impact on community governance at a local level.

b. The Principles for Community Governance

According to the Michael Clarke and John Stewart (1999) said that the changing structure of community government and the need for new relationships with the citizens and communities within drive the search for new approaches to community governance. According to the theory of Michael Clarke and John Stewart (1998), there are six principles which should underlie the approach to community governance, including :

1. The concern of the local authority should extend beyond the services provided to the overall welfare of the area
2. The local authority's role in community governance is only justified if it is close to and empowers the communities within and the citizens which constitute them

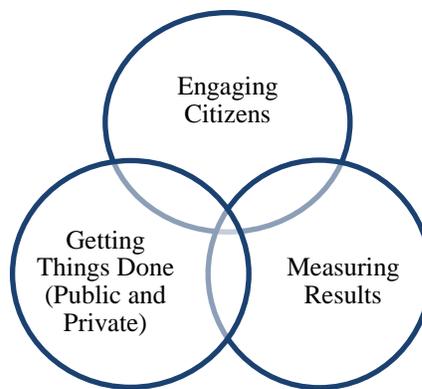
3. The local authority must recognize the contribution of the other organizations, public private and voluntary and see its task as enabling (not controlling) that contribution.
4. The local authority should ensure that the whole range of resources in the community is used to the full for the good of its area
5. To make best use of those resources the local authorities will need to review rigorously how needs are best met and to be prepared to act in many different ways
6. In showing leadership, the local authority must seek to reconcile to balance and in the final resort to judge the diversity of use and interests.

Clarke and Stewart (1998), concluded that underlying these principles and their approach to community governance is a common theme, the need for power to be exercised as close as possible to citizens and local communities. This in turn underlines the importance of devolution of power from central government to the local level in order to resolve local issues and furthermore to communities themselves.

c. The Model of Effective Community Governance

The Effective Community Governance Model recognizes *engaging citizens, measuring results, and getting things done* as three “core community skills” that help people and organizations make decisions about what actions

to take in a community and help them measure the community's performance in achieving results. Citizen engagement invests legitimacy in those decisions and performance measures. To be effective, a community or community serving organization will align two or all three of them to perform the “advanced governance practices” of the governance model.



Picture 1: Effective of Community Governance Model

Source: Epstein, 2011

The four “Advanced Governance Practices” are represented by the overlapping areas in the figure, which represent alignment of “Core Community Skills” as follows:

1. Community Problems Solving: Aligns “Engaging Citizens” and “Getting Things Done.”
2. Organizations Managing for Results: Aligns “Measuring Results” and “Getting Things Done.”
3. Citizens Reaching for Results: Aligns “Engaging Citizens” and “Measuring Results.”

4. Communities Governing for Results: Aligns all three core skills.

“Aligning” core skills does not simply mean using two or three of the skills. It means combining them in ways so they support each other to make the community more effective at achieving results that matter. When a community becomes most effective at using advanced practices, it not only improves its results in the short term, it also improves the way it improves itself.

d. The Obstacle of Community Governance

According to Harsall (2013), The indicator of obstacle from the theory of community governance as follows ;

1) Human resources

In the community governance to realized the program or anything which aims to do communities empowerment, the government should have many human resources because this is very related between communication or coordination process in the government to do making policy, making program or anything else.

2) Coordination

Coordination is very important things because if there is no coordination will make the big problem for it, so in the thesisI

am a researcher should know about coordination between government, private sector and civil society.

3) Community empowerment

Program from the government to realize about community empowerment

4) The participation of civil society in development

How the participation from the civil society in program from the government.

2. Theory of Disaster

Definition of Disaster

According to the Asian Disaster Resources and Response Network (ADDRN), disaster is a serious disruption to their functioning as communities or communities that result in widespread harm and impact on people, materials, economies and the environment, beyond the ability of affected the community or communities to address them using their own resources⁶. Meanwhile according to Purnomo and Sugiantoro, the understanding of the term disaster of some people, although varied but in the end all indicate as bad events that harm human beings. Meanwhile, according to Purnomo and Sugiantoro, the

⁶Asian Disaster Resources and Response Network (ADDRN)

understanding of the term disaster of some people, although varied but in the end all indicate as bad events that harm human beings⁷.

According to Law No. 24 year 2007 on Disaster Management Article 1 paragraph (1), disaster is an event or series of events that threaten and disrupt the life and livelihoods of the community caused by natural factors and/ or non-natural factors or human factors resulting in the occurrence of casualties, environmental damage, property loss, and psychological impact⁸.

The disaster was divided three types according to the Law number 24 year 2007 about disaster relief, namely :

1. Natural disasters is a disasters caused by the events or sequences of events caused by nature, among others; earthquakes, tsunamis, volcanoes, floods, droughts, hurricanes, and landslides. (Article 1 paragraph (2))
2. Non-natural disasters is a disaster caused by the event or sequences of non-natural events, among others; failed technology, failed modernization, epidemic and disease outbreaks. (Article 1 paragraph (3))

⁷PurnomoSugiantoro, and. 2010. *Disaster Management, response and action against disasters*. Yogyakarta. Media Pressindo

⁸Undang-Undang Nomor 24 tahun 2007, *tentang penanggulangan bencana*.

3. Social disaster is a disaster caused by an event series of human-caused events that include social conflict between groups or between the communities or the community. (Article 1 paragraph (4)).⁹

Some understanding of the above, it can be deduced that the disaster is an event that occurred intentionally and unintentionally that in the end disturb and harm the lives of many people.

3. Disaster Management

a. Definition of Disaster Management

Disaster management as defined by Agus grace, is the whole planning aspect that includes activities and before disaster relief , when and after the disaster known as the disaster management cycle. According to him, the goal of this activity is to prevent the loss of the soul, reducing human suffering, inform the public and the authorities about risks, and reduce damage to major infrastructure, property and loss of resources economical¹⁰.

As for the Charter defines the management of disaster as an applied science (applicative) seeking, with the systematic observation and analysis to improve disaster measures related to prevention (prevention), mitigation (reduction), preparation, emergency response and recovery. Managing disaster

⁹Undang-Undang Nomor 24 tahun 2007, *tentang penanggulangan bencana*, pasal 1 ayat 2-4

¹⁰Agus Grace, definition about disaster management

cannot be done only by means of a snap or incidental, but it must be done programmatically with good management, long before a disaster occurs through a process called with disaster management. The goal of disaster management, namely reducing or avoiding a loss in physical, economic and mental soul experienced by the individual, the society of the country, reducing the suffering of disaster victims, speeding recovery, and provide protection to refugees or people who are lost when their lives are threatened.

Undang-Undang Nomor 24 tahun 2007 about Disaster Management in Article 1 paragraph (6) states that the implementation of disaster management is a series of efforts that include the establishment of development policies at risk of disasters, disaster prevention activities, emergency response, and rehabilitation. In Article 3 paragraph (1) it is explained that the principles of disaster management, namely humanity, justice, equality of position in law and government, balance, harmony, and harmony, order and legal certainty, togetherness, environmental sustainability and science and technology.

In paragraph (2) described the principles in disaster relief that is quick and precise, priorities, coordination and alignment, effective, transparency and accountability, partnership, empowerment, nondiskriminatif and nonproletisi. As for the goals of disaster relief (Undang-Undang Nomor 24 Tahun 2007 article 4), which provides protection to the public and the threat of disaster, harmonizing the rules of existing legislation, ensuring this disaster response

programmatically, coordinated, integrated, and comprehensive, to appreciate the local culture, build partnerships and public participation as well as the private sector, encouraging a spirit of generosity and mutual, and create peace in the the life of society, nation and State.

Based on the explanations related to disaster management above, it can be seen that one of the principles and objectives of disaster management is coordination so that it can be caused that coordination is closely related to disaster management through the stages performed before, during and after the disaster occurred.

In order to advance and compete with other Nations, for the people who live in areas prone to disasters, was supposed to have policies, strategies, plans or programmes which are carried out in an effort to increase the vigilance of disasters, include, with regard for the norms of disaster in the implementation of development, as well as the type and characteristics of the disaster in a region, should be realized by an understanding of the environmental conditions that allow or vulnerable to a type of danger or disaster. The intended environmental conditions is a condition of the geology, geomorphology, climate and social.

In a proper disaster management should be emphasized understanding of disaster related, among other things: Danger, disaster, risk and vulnerability.

- a. **Hazard** :a rare occurrence or extreme event in the natural or artificial environment that adversely affects human life, property or human activity, which when expanding or enlarging causes disaster.
- b. **Disaster** : events or sequences of events caused by nature, humans and / or both that cause human sacrifice and suffering, property, environmental damage, damage to facilities, infrastructure, and public facilities and cause disruption to the living order of the community
- c. **Risk** :The estimated loss/losses (deaths, injuries, property damage, disruption of economic activities) due to the disaster. The risk is the result of the dangers and losses, which can be expressed by a simple formula; **R = HxV (E)**.
- d. **Vulnerability** :The level or degree of loss or damage (from 0 to 100%) resulting from a phenomenon that potential damage.
(Source :Sutikno, Indonesia Negeri 1001 Disaster, 2009 : 5).¹¹

Disaster management is an entire activity that includes aspects of disaster planning and mitigation, in the past, during and after a disaster known as the Disaster Management Cycle that aims to:

- a. Preventing loss of soul

¹¹Sutikno, Indonesia Negeri, 1001. Disaster, 2009 : 5

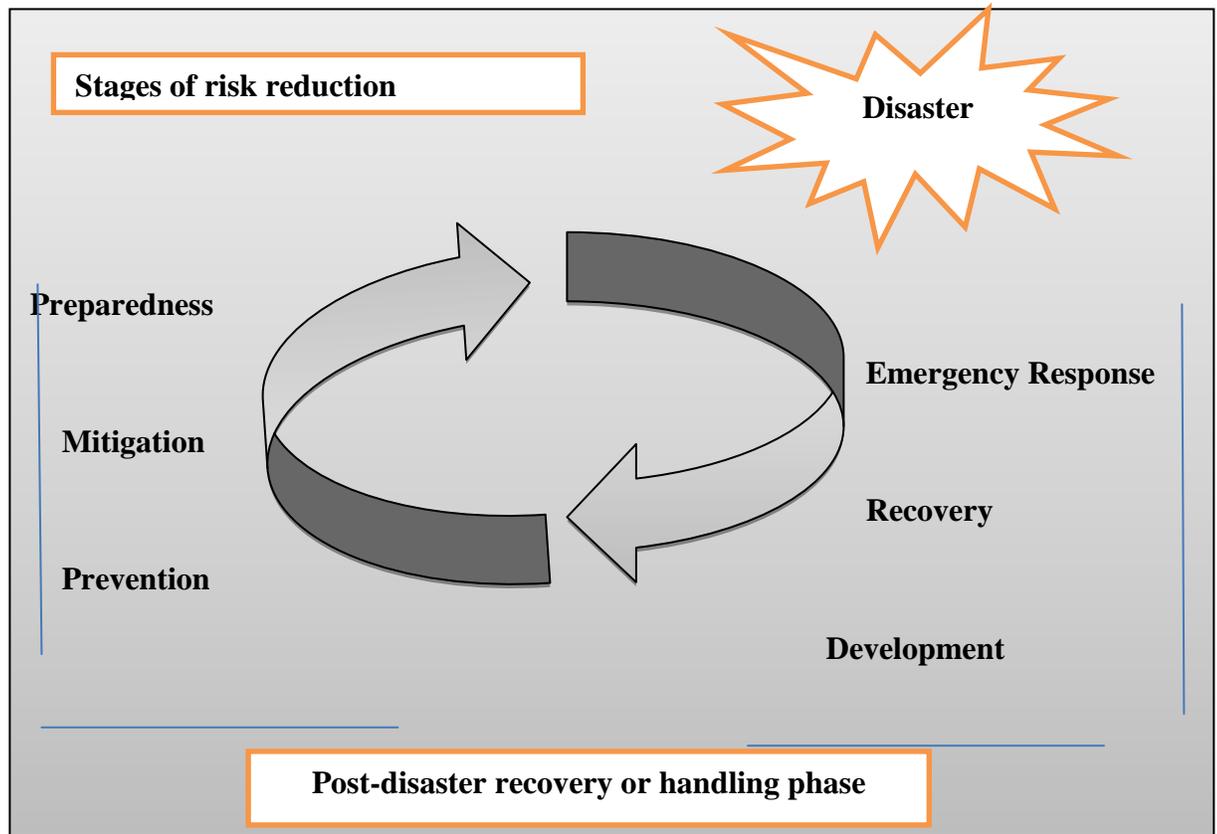
- b. Reducing human suffering
- c. Inform the community and the authorities about the risk
- d. Major infrastructure, reduce damage to property and loss of economic resources.

According to Kirbani (2001:76), disaster management activities can be divided in three main activities:

- a. Activities of the pre disaster prevention activities, which include mitigation, preparedness and early warning
- b. Activities at the time of the occurrence of disasters that include emergency response activities to further relieve the sufferer of a while, such as Search and Rescue activities, emergency aid and shelter.
- c. Activities of the post disaster recovery activities that cover for rehabilitation and reconstruction¹²

Disaster management activities above can be described with the following cycle :

¹²Kirbani (2001:76), *disaster management activities*



Picture 1. Stage of Disaster

In the disaster management system, all parties should be able to understand the stages in disaster management efforts, namely:

a. Activities at the stage of pre disaster

Activities at the stage of pre disaster during this much-overlooked yet precisely the activities at the stage of pre disaster it is important because what is already in being prepared at this stage is the capital in the face of disaster and disaster, it due to the Government along with the public as well as private parties have not so serious

thinking about the steps or activities what needs to be done in the face of disaster or how to minimize the impact of the disaster itself.

b. Activities in the event of a disaster

Activities when a disaster is done immediately upon occurrence of a disaster, to cope with the impact brought about, especially in the form of rescue of victims and property, evacuation and shelter will get full attention both from Government along with the public as well as private parties. In the event of a disaster is usually the community experienced the extraordinary panic, because the understanding of disaster mitigation is still very lacking for example do a simple early warning system in order to give a sign of danger to others. This is where the importance of disaster mitigation actions for society as a whole in order to avoid the danger of a catastrophic earthquake.

c. Activities at the stage of post disaster

Activities at the stage of the disaster, there was a process of the improvement of the condition of the affected communities, with enable the back and infrastructure in its original state. At this point to note is that rehabilitation and reconstruction to be implemented must meet planning norms and not only do physical rehabilitation, but also to note also the psychic rehabilitation that occurs as a result of depression and fear disaster.

b. Disaster mitigation efforts

There are some efforts in tackling the disasters such as in Law No. 24 year 2007 about Disaster Management, that is :

1. Disaster prevention activities are a series of activities undertaken in an effort to eliminate and/ or reduce the threat of disaster. (Article 1 paragraph (6))
2. Preparedness is a series of activities undertaken to anticipate disasters through organizing and through appropriate and efficient measures. (Article 1 paragraph (7))
3. Early warning is a series of warning activities as soon as possible to the community about the possibility of a disaster at a place by an authorized institution. (Article 1 paragraph (8))
4. Mitigation is a series of efforts to reduce disaster risks, either through physical development or awareness and enhancing the ability to cope with disaster threats. (Article 1 paragraph (9))
5. Disaster emergency response is a series of immediate activities in the event of a disaster to deal with adverse impacts, including the rescue and evacuation of victims, property, basic needs, protection, refugee management, rescue, and restoration of infrastructure and facilities. (Article 1 paragraph (10))
6. Rehabilitation is the restoration and restoration of all aspects of public or community service to a sufficient level post disaster which

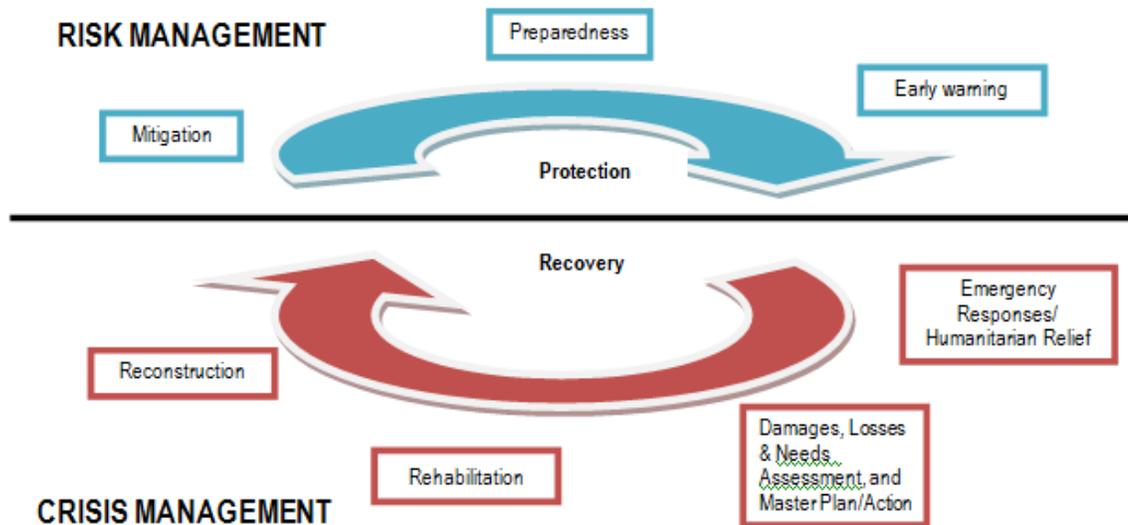
is the primary target for normalization or the fair running of all aspects of governance and all community life in post-disaster areas. (Article 1 paragraph (11))

7. Reconstruction is the reconstruction of all institutional facilities and infrastructures in post-disaster areas, both at the level of government and society with the main target of growth and development of economic, social and cultural activities, law enforcement and order aspects, and the rise of community participation in all aspects of community life in post-disaster areas. (Article 1 paragraph (12))¹³

From the definition of several disaster management effort, it can be concluded that there are many disaster management activities being undertaken to address and mitigate the risk of disasters occurring aimed at restoring resources in the affected area.

Below are the stages of the disaster that divided into two parts, namely part protection and recovery.

¹³Undang-Undang Nomor 24 tahun 2007. *Tentang penanggulangan bencana*, pasal 1 ayat 6-12



Picture 2. Circle of Disaster Management Stages

The circle of disaster management that consists of two major activities. The first is before disaster occurs and the second one is after a disaster. Activities after the terjaid disaster can be a disaster response/emergency response or disaster recovery. Activities performed prior to the occurrence of the disaster can be a disaster preparedness and disaster mitigation. There is also a mention of the term disaster reduction, as a combination of disaster mitigation and disaster preparedness.

F. Conceptual Definiton

Conceptual definition is one of the essential elements of the research and is a definition used by researchers to describe a social phenomenon in the abstract or natural phenomena. So it is understood that the definition of the

conceptual phase is important concerning the definition of the concept of limitation or used which is an abstraction of things that have been observed in order not to have happened a misunderstanding. As for the conceptual definitions used are:

1. Community Governance

Wilson and Game (1998) community governance is a key feature in central and local government because this approach can offer a strategic to individual communities. According to Sullivan (2001), has argued that main purpose of community governance is that it creates a framework for securing success in a local area by attracting funding from central government. However, when an economic crises develops in a country this has an impact on community governance at a local level.

2. Disaster

Based on the Law Number 24 Year 2007 on Disaster Management, that disaster is an event or a series of events that disrupt the lives and livelihoods of society, caused by factors natural and non-natural as well as human factors resulting in the emergence human casualties, environmental damage, property loss and impact psychology. Disasters are defined as a serious disruption to the functioning of a society, thus causing widespread harm to human life from a material, economic or environmental perspective and beyond the capacity of the people concerned to cope with the use of their own resources. (UNISDR Terminology on Disaster Risk Reduction 2009). Disaster is the result of a combination of: hazard, current vulnerability, lack of capacity or steps to reduce or overcome potential negative impacts¹⁴.

3. Disaster Management

Taken from the word disaster management, then the response can be interpreted as management. Fuad, and friends argue that management is a process that involves the activities of planning, organizing, direction and control is done to achieve the objectives of

¹⁴UNISDR Terminology on Disaster Risk Reduction 2009

the company through the utilization of human resources and other resources. So management is a specialized process that consists of planning, organizing, implementing, and monitoring that is conducted to determine and achieve the objectives that have been determined through the utilization of human resources and sources others. In other words, the different types of activities that form the management as a process that can not be separated and very closely related.

G. Operational Definition

The operational definition is a definition that is based on a characteristic or indicators obtained at the moment of observation of what is being sought from the indicators or instruments. The operational definition is also a clue or implementation to measure a variable. So there is a need for limits of research by using several indicators, so in this study the researcher wants to know how the role of government in coordinating, and collaboration and interaction in doing disaster handling together with NGO and society. The indicators in this operational definition are as follows:

1. Indicators of Community Governance

The elements of community governance include :

- a) Stakeholder in community governance
- b) The government authority's role in community governance

- c) The government authority must recognize the contribution of the other organizations
- d) The government authority should ensure that the whole range of resources in the community
- e) The government authorities will need to review rigorously how need and to be prepared to human resource
- f) In showing leadership, the government authority must seek to balance coordination between the government, NGO and society

2. The obstacles of community governance

The elements of obstacles community governance, include :

- a) The human resources in the government
- b) Collaborative in the community governance
- c) Coordination between government, ngo and communities
- d) Community Participation in programe from the government

H. Research Methods

1. Type of research

The methodology in this study used a qualitative approach in methods of case studies. Qualitative research is research that aims to get a deep understanding about human and social problems. According to Bogdan and

Bikien case study is testing in detail against a background or one person subject or one document storage or one particular event¹⁵. Ary, Jacobs, and Razavieh explained that in case study let researchers trying to test the unit or individual in depth (Sarantakos, 1993:263)¹⁶. Robert k. Yin said that the case study is a story that is unique and interesting. Can focus on an individual, organization, process, environment, institutions, or the events surrounding us. The case examined in the case studies is the explanation of why something interesting can happen, how is the implementation/application, and what resulted from something interesting (yin, 3003:12)¹⁷.

So in this research I used qualitative method about Community Governance-based model toward disaster Management, by using this method is expected to produce satisfactory analysis conclusions. Because in this research the researcher wants to know how far the involvement of government take part in handling disaster with NGO, the problem caused when NGO coordinate directly with government, and how to use model of disaster management when handling disaster. The qualitative descriptive study is an attempt to approach the subject and object of an interpretive circuit of researchers in naturalistic. That means that qualitative researchers have to study objects in its natural context, attempting to understand, or

¹⁵BogdandanBikien (1982)

¹⁶Sarantakos, 1993:263

¹⁷yin, 3003:12

interpret a phenomenon seen from the meanings attached men (researchers) to him.

2. Location

The location of this research in Special Region of Yogyakarta, in Yogyakarta's central city that handles disasters, such as BPBD as a government to handling disaster management, and NGO's such as YEU (Yakkum Emergency Unit) and MDMC (Muhammadiyah Disaster Management Center) and the last is community, to know about participation of the community in a joint deal with disasters involved NGOs and participated in NGO activities conducted as disaster-prone villages.

3. Unit Analysis

According to Hamidi (2005:75-76) States that the unit is the unit of analysis that examined which can be an individual, a group, or a social event such as the activity of the individual or group as a subject of research¹⁸. From the way of exposing data analysis unit by setting criteria, respondents researchers shall automatically acquire who and what was to become the subject of his research. Then the unit of analysis in this research is the BPBD DIY, PRB Forum DIY, NGO dealing with disaster DIY, as well as the community.

¹⁸Hamidi. 2005. *Metode Penelitian Kualitatif: Aplikasi Praktis Pembuatan Proposal Dan Laporan Penelitian*. Malang: UMM PRESS

4. Type of Data

Based on how to acquire it, the data can be distinguished into two types: primary data and secondary data. Supranto, 2000 (in the Ong. J. o., 2013)

a. Primary Data

Primary sources are the main source of data used as the most important data and information obtained directly from the data source. This data source can be obtained by direct observation as well as interviews and usually are subjective because it comes from a resource point of view. Arikunto 2010 (in PutriFebriani, 2013) mentioned that the primary data is data in the form of verbal or spoken words orally, gestures or behavior that is performed by a subject that can be trusted, which is the subject of the study or the informant with regard to the variables examined or data obtained from respondents directly¹⁹.

b. Secondary Data

Secondary data is used in the form of a written data obtained from a variety of sources relating to the research objectives. Secondary data is used to supplement the primary data and for purposes of

¹⁹Febriani, P. (2013). *Pemberian motivasi kepala perpustakaan dalam meningkatkan prestasi kerja pustakawan di upt perpustakaan lain*. Surakarta: Ilmu Perpustakaan.

discussion. (Wardhani, a.k., 2012)²⁰. So, in this research the researchers need some data that will be meticulous in order to support existing data in this thesis, As for the data among ; geographic data, spatial data infrastructure (IDS), disaster impacts and losses, and also disaster data in Yogyakarta. I want to search the data in the Special region of Yogyakarta in the NGO and the Government.

5. Data Collection

In the collection of data relating to the title of this research, Researchers use three methods of data collection to explain the phenomenon that occurs by the method of interview, method of observation, and secondary data collection.

The reason to use the third method is to let the facts contained in the field can be described in detail and the validity of the data obtained. The elaboration of the third such method as follows:

a. In-depth interview

²⁰Wardhani, A. (2012). *Hubungan antara data sekunder dan data primer*. Surakarta: Universitas Muhammadiyah Surakarta.

Mantja defines in-depth interviews covering two basic processes, namely developing rapport (rapport) and pursuing the acquisition of information (Gunawan, 2014: 167)²¹. Interviews in qualitative research are purposeful discussions and are preceded by some informal questions. The researcher attempted to conduct in-depth interviews with competent informants and related to this research. Through this technique, researchers hope the data or information obtained can be comprehensively obtained because it comes from the source concerned. Subsequent interview results are recorded by the interviewer as research data. An interview is a conversation conducted to obtain information from an informant.

Table 4. List of Informant Plans Research

No	Name of Informant	Position
1.	BPBD DIY	The field of prevention and preparedness
2.	BPBD DIY	The field of logistics and emergency
3.	BPBD	The field of rehabilitation and reconstruction
4.	YEU (Yakkum Emergency Unit)	Directur of YEU
5.	MDMC	The field of rehabilitation and reconstruction

²¹ Dalam Imam Gunawan. 2014. *METODE PENELITIAN KUALITATIF: TeoridanPraktik*. Jakarta: BumiAksara. Hlm. 167

6.	Society	Society as a representative in participation of disaster management
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b. Observation

According to Marshall (1955) in Sugiyono (2010: 64) explains that through observation researchers learn about the behavior, and meaning of the study²². In this study, researchers used participant observation techniques in which researchers were involved in observer life. In the process of observation carried out in accordance with the observation guidelines that have been made, the observations made on two aspects of physical and non physical aspects. Physical aspects include the existence of the building, facilities and infrastructure facilities used. While on the non-physical aspects researchers observe the services provided RifkaAnnisa to clients / prospective clients and observe the atmosphere in the implementation of mentoring. Observations conducted by the author to observe the circumstances of NGO with the government in taking a policy and systematics that occur in dealing with disasters, and how government involvement in it. It is intended to obtain a definite and real picture of field conditions.

²²Sugiyono. (2010), *Metode Penelitian Kuantitatif Kualitatif dan R&D*, Alfabeta, Bandung.

c. Secondary data collection

In this case the secondary source becomes important enough data because it is able to complement the primary data source that is not yet complete, so the secondary data is obtained from various documents, mayoral regulation, literature, and literature study related to the relation between actors in the implementation of a policy. The data obtained from this technique is used to complement and sharpen in further analysis. Secondary data collection is obtained from resource persons in-depth interviews who have documents related to the research being carried out. In addition the authors use the existing books in the library, private property, and the internet as a complement and strengthen the results of research.

6. Analysis data

This research is a study with a qualitative approach. In this study used several steps which include qualitative data analysis; the first is about Reduction, the second about The presentation of data and the last Conclusions and verification.

a. Reduction

First, the reduction of data is carried out by means of the selection of relevant data between whether or not with the purpose of research. Information from the field as raw materials summarized, organized more

systematically, as well as highlighted the important points so easier controlled. His pace is mapped to synchronise answers questions raised by interviewees, such questions are aimed at getting answers prihal motives will be sorted in the appropriate answers as materials analysis. When the answer is inappropriate or unlawful question, then the answer is stored for comparison or triangulation of the data.

b. Presentation of the data

Second, the presentation of the data is used to see the image of the whole or part of the overall picture. At this stage the author attempts to classify and presents the data in accordance with the principal problems beginning with the coding on each sub principal problems. Coding contains information, either from primary and secondary sources, which have a relationship with, the topic and the subject of research. This step is done by matching the theory used data and findings in the field. Coding or grouping to sort out the answer the same or almost the same between a speaker and a speaker of the other in the unity of the same question. In the presentation of data, data from other documents are grouped into a number of secondary and primary data related to research topic. After you synchronize data or answers given speaker and in the group into sections, then the data (either written or unwritten) and answers resource person presented in accordance with the theory of the problem and resume use.

c. Conclusions and Data Verification

The third conclusion, withdrawal and verification of data intended to seek the meaning of the equation, or difference. The withdrawal of the conclusion is done by way of comparing the suitability of the subject matter of the research with the statement of the meaning is contained with the basic concepts in the study. Whereas verification of the suitability assessment was intended to record with the intention contained in basic concepts in research is more appropriate, comprehensive, and objective. The withdrawal of the conclusion and verification is done after comparing the selected data in accordance with the research topic, then the data has been grouped according to their low height answers resource analyzed the methodology and combining it with other relevant sources. For example, the data source is an interview from kiai and students analyzed according the method used in this research. In addition to the adjustment to the method, data that has been analyzed the adjusted anymore (verifiable) with data from other sources that are relevant to be an intact.