

CHAPTER III

FINDINGS AND DISCUSSION

A. Community Governance in Disaster Management.

Community governance is the set of small group social interactions with market and state, determine economic outcomes. In this thesis discuss about community governance-based model toward disaster management, so this is very relevant between theory of the community governance, cause the stakeholder of this thesis including government, NGO and community. The government in this research is BPBD in Special Region of Yogyakarta.

Based on Regulation no. 8 of 2010, Regulation No. 10 of 2010, Governor Regulation no. 55 of 2010, and Law no. 24 of 2007 article 5 that every province in Indonesia should immediately establish a disaster management agency. Then after the form of BPBD DIY government formed some parts in accordance with the existing districts of DIY because it is impossible coordination is done only on one door in the province so that established BPBD city, BPBD of Sleman, BPBD of Bantul, BPBD of GunungKidul, BPBD of KulonProgo. Establishment of BPBD in each of these districts to facilitate coordination in each district to always be reported to BPBD in Special Region of Yogyakarta.

Because the district/city have different physical conditions so that the potential of nature that is available is not the same. The difference of the physical condition of this join specifies the handling and planning of disaster management. Therefore, it is necessary to monitor the condition of nature and activity on disaster potential in five areas in DIY continuously. Information related to threats, events and disasters needs to be collected, processed, analyzed and subsequently prepared reports and disseminated through the media.

The Region of Indonesia is located in a tropical climate with two seasons is hot and rainy with discrete changes of weather, temperature and wind direction which is quite extreme. The existing climatic conditions coupled with environmental degradation led to increased hydro-meteorological disasters just as floods, landslides, forest fires and droughts that occurred by Governments, in many areas in Indonesia. Development that is based on the exploitation of natural resources is causing the loss of support of forest resources is very less in indonesia, while it is the business of mineral resources has also resulted in damage to the ecosystem that is physically often leads to an increased risk of disaster.

Regions in Indonesia that has the highest potential for catastrophic threats are in the Special Region of Yogyakarta, because as we know that in Yogyakarta often occurs a few disasters including ; volcano eruption in

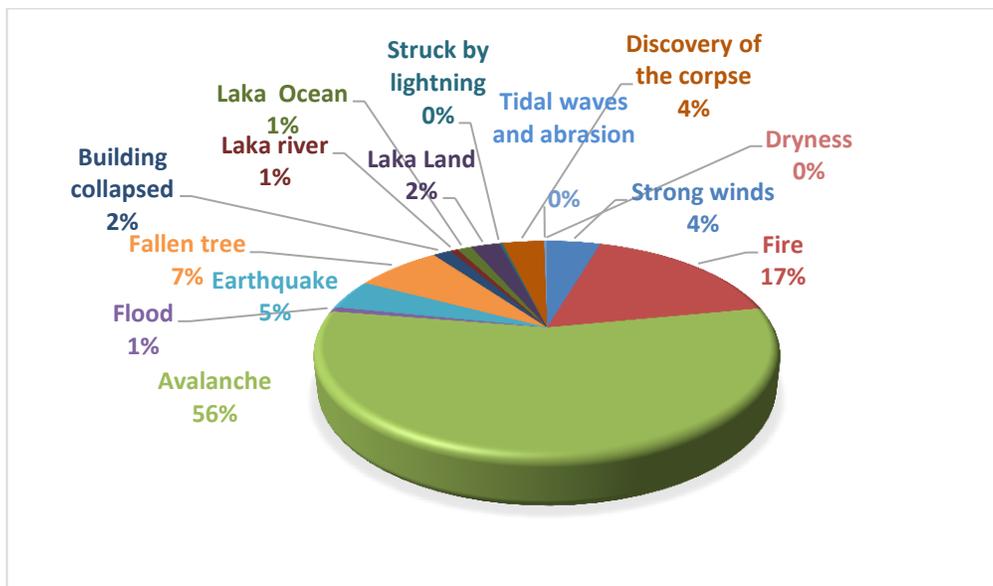
Yogyakarta is famous for the volcano that erupted in 2005, not about the eruption of the mountain in Yogyakarta is also prone to flooding, because the more years the population who live in the city of Yogyakarta growing. Not only the area's most disaster potential high threat, the Yogyakarta city is a student in Yogyakarta city itself has many public and private colleges so that is nothing new if many people every year dating to Yogyakarta for the school.

Statement of Mr. NugrohoWahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY said that:

“BPBD consists of three elements, the first is coordination, even though our name is already BPBD but it does not mean all disaster by BPBD. Therefore BPBD has coordination with several agencies, NGO, and the community created synergies by BPBD to conduct a readiness and disaster management. For example to prevent a landslide with reforestation that do not BPBD but coordination with NGOS and communities. We function to coordinate all concerned to do the efforts of prevention and preparedness”.(Result of interview with Mr. NugrohoWahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY on January 13, 2018).

From the results of the above interviews can be analyzed that the stakeholder in community governance-based disaster management, always make it the coordination and the government in this thesis is BPBD DIY and coordination with NGO and community. Throughout the year 2017 recorded around 1981 events with a total of 1066 disaster occurrence. The incident information entered in pusdalops includes 13 types of events, such as: Avalanche of 53% with the number of Fire occurrences, 1097 by 17% with a total of 343

occasions, a falling tree of 7% with a total 144 scene, strong winds by 4% with the number of Earthquakes occurrence, 89 of 5% with a total of 89 incident, Crash Land 2% with a total of 48 occurrence, the building Fell 2% to the amount of 30 events, the flood of 1.5%, with the number of Marine Accidents, Genesis 14 1.5%, 1.5% River Accident with a total of 13 incidents, Lightning 0.5% with a total of 5 events, drought 0.5% by the number 1 event, tidal wave and abrasion 0.5% with a total of 4 incidents.

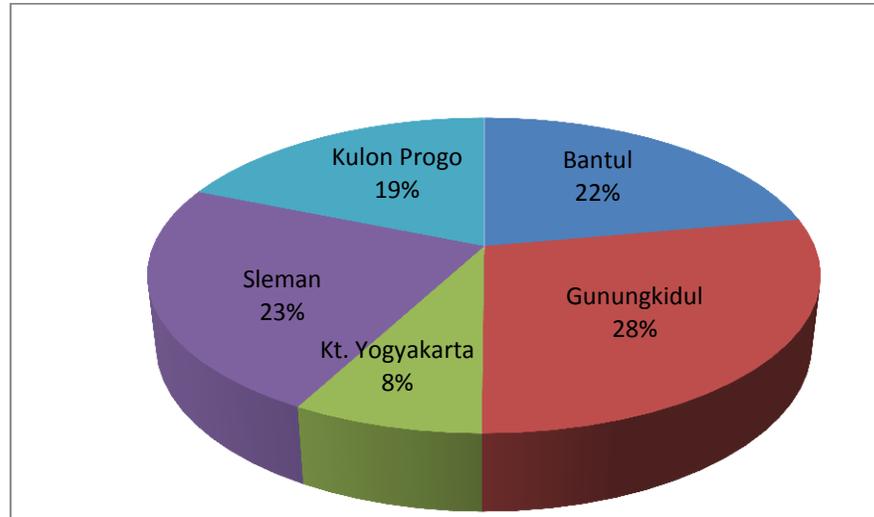


Picture 6. Percentage of Occurrence in DIY Year 2017

In general, the highest incidence in DIY occurred in Gunungkidul with a percentage of 28%, second position in Sleman Regency with 23% percentage, third position in Bantul Regency with 22% percentage, fourth position in

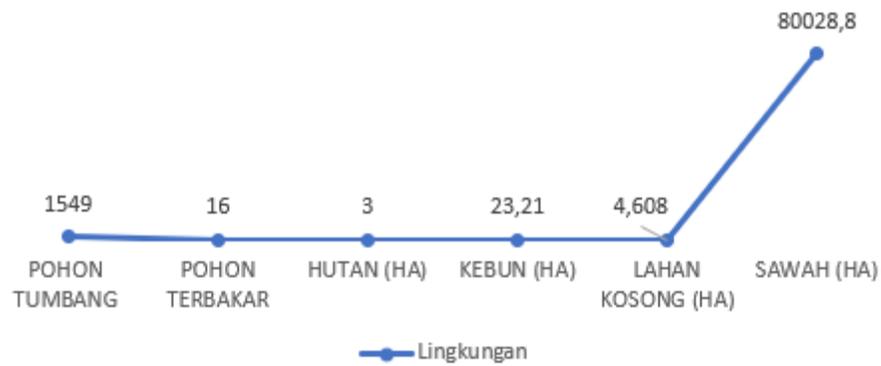
KulonprogoRegency with total percentage 19% and the last in Yogyakarta City with the percentage of 8%.

Picture 8. Percentage of Occurrences in Districts / Cities in DIY Year 2017



Picture 7. Percentage of Occurrences in Districts / Cities in DIY Year 2017

“District which is often a disaster is in the Gunungkidul Regency, because look at his area's position is indeed frequent landslides so Gunungkidul Regency is a Regency disaster-prone. Then the events that occurred in DIY always related to property damage and loss of life. The value of the ravages of the entire incident reached ± 520,772,935,600 (five hundred and twenty billion seven hundred seventy two million Nine hundred and thirty-five thousand six hundred rupiah). The impact caused any supporting infrastructure includes a wide range of activities the lives and livelihoods of people in DIY.(Result of interview with Mr. Danang as Manager of PUSDALOBS PB BPBD DIY on January 14, 2018).



Picture 8. The Amount of Environmental Impact on DIY in 2017

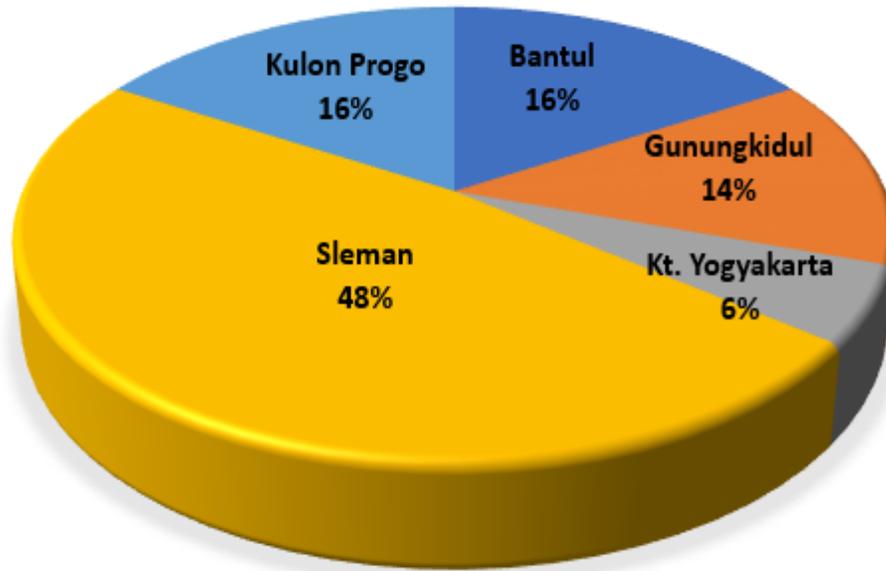
Above this is the impact of events on the environment in DIY in 2017 this data I get from BPBD DIY, that as we can see that the highest amount of data is in the rice fields, this course becomes our question why rice had the numbers in the graph which is quite high. This is because many farmers in the year 2017 a failed harvest and late harvest, caused due to high winds and rain that continues to happen in 2017 so as to make the farmers finally failed harvest because it awash floods. This is not the only member of the impact for the farmers but give impact to other people because the price of rice which becomes expensive because farmers failed to harvest it.



Picture 9. a falling tree overwrite heritage building (left) and the House collapsed in Selopamioro, Imogiri (right)

Source: TRC BPBD DIY

In general the incidence of high winds occur most frequently in the area of Sleman with total number of percentage of 48%, second place in the Bantul Regency and KulonProgo with percentage of 16%, the third position in the District Gunungkidul by percentage of 14%, and the last position is in the city of Yogyakarta with percentage 6%.



Picture 10. Percentage of District / City Fast Wind Event in DIY Year 2017

“The impact of strong winds has caused the roof of the building to fly and able to knock down billboards such as billboards. Besides strong winds often result in some trees uprooted and overwrite the existing building such settlements surrounding residents, the enclosure of livestock and even public facilities such as electricity and telephone networks network. Recorded until 1311 tree trunks uprooted due to strong winds with 184 rod is due to strong winds from Cyclone cempaka”.(Result of interview with Mr. Danang as Manager of PUSDALOBS PB BPBD DIY on January 14, 2018).

Table 6. Forms of Avalanches in Special Region of Yogyakarta in 2017

Form Avalanches	Location	Pictures

<p>Debris Flows occurs when a soil mass move driven by water</p>	<p>Hargotirto, Kokap, KulonProgo date 29/11/17</p>	
<p>Debris Avalanfce</p>	<p>in KulonProgo date 11/02/17</p>	

Rock Fall	On friday, may 27 in Ngungak, East Coast Baron Gunung Kidul	
Creep	Sunday, March 26, 2017, Jalan Kaliurang km 7.3, Joho RT 04 / RW 58, Condongcatur, Depok	

Bappenas and the Education Minister of Indonesia also have programmes for disaster risk reduction Mainstreaming Strategies at the school. This implementation in doing either structural or non-structural to realize the culture of preparedness and safety of disaster in schools through

the empowerment of institutional role and ability of the school community and the integration of disaster risk reduction into the curriculum of formal education unit, both intra and extra curricular. As well as the development of partnerships and networks between the various parties to support the implementation of disaster risk reduction in schools. This is not just a program made by district/city governments but also national program in order to make the public understand and already later able to independently perform the handling when the disaster occurs. So the school needs to be put in the program so that later on when the disaster occurred are also children who are in school knowing where evacuation paths, where the point is safe and so forth.

Then According to the theory of Michael Clarke and John Stewart (1998), there are six principles which should underlie the approach to community governance. The following are the six principles that I will adjust with the results of my research, as for the explanation is as follows :

1. The Concern of The Government Authority should make The Program to Community Empowerment

BPBD in Special Region of Yogyakarta conduct coordination with NGO before and during a disaster. In this case BPBD DIY as the government also has several programs that aim to prevent disaster because it realized the impact of the disaster so that requires community preparedness for disasters through educational activities BPBD DIY as an institution that is given authority to

disaster management in the region to make Disaster “SekolahSiagaBencana” and “DesaTangguhBencana”, the program based on Law on the Regulation of Head of BNPB No. 4 of 2012 on Guidelines for Implementation of the Guidelines of the school and village Secure disaster.

To find out how far the process of the program from the government in Special Region of Yogyakarta can be seen from the interview as follows:

Statement of Mr. NugrohoWahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY said that:

“For now we more focus to community empowerment, improvement of the capacity of the apparatus of the community. As an example of the programs of “DesaTangguhBencana” and “SekolahSiagaBencana” we work with many NGO, because we embrace all that we’re working together to create this program. For the village of tough this disaster we prepared the villagers and the Government in the village. The village can recognize, understand the positions related to the threat of disaster in the village. Because the history of the village is related to how the threat of a more knowledgeable community, so that volunteers who are members of NGO must prepare everything, coordinate the community in the village, provide awareness and awareness of preparing equipment”. (Result of interview with Mr. NugrohoWahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY on January 13, 2018).

From the results of the this interview we can see that is there any program from the government to community empowerment, this is very relevant between the principle of community government, because BPBD DIY as a government make it the program to the community empowerment, and the program are “DesaTangguhBencana” dan “SekolahSiagaBencana”. This Program from the BPBD DIY already running in 2017 ago until now, BPBD

DIY now more focus on community empowerment because to increase resilience in the Village or in every District in the event of a disaster.

2. The Government Authority's Role in Community Governance to Communities Empowerment

BPBD DIY as the government has made a policy to issue community empowerment. So in this case BPBD DIY has been instrumental in making policy related to this program, the role from the BPBD DIY in this research not only making policy but BPBD to coordinate with BPBD in every district in Special Region of Yogyakarta and NGO.

“Although our name already BPBD but it does not mean all disaster are handled by BPBD. Therefore BPBD has coordination with several agencies, the private sector, the community created synergies by BPBD to conduct a readiness and disaster management. For example to prevent a landslide with reforestation that do not BPBD but coordination with NGO and communities. We function to coordinate all parties to make efforts of prevention and preparedness. NGOs working with BPBD DIY are incorporated in FPRB, among them the Muhammadiyah Disaster Management Center (MDMC) and Yakkum Emergency Unit (YEU) which always coordinates disaster management. But not only in disaster management, BPBD coordinates with NGO. In implementing the program BPBD DIY also coordinate. For the year 2017 to date BPBD focus more with one program that is community empowerment, by making “DesaTangguhBencana” and “SekolahSiagaBencana”. Actually this is already relevant between the theory of community government because the BPBD DIY as government give the program to realize community governance in disaster management”.(Result of interview with Mr. Nugroho Wahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY on January 13, 2018).

The existence of NGO in each Village in Yogyakarta to help communities empowerment to make very high participation from the community

itself because they require extensive insight regarding the system and mechanism of disaster. The participation of the community in the village of tough this disaster brought a very positive impacts to the community because the purpose of the community to make the village self-sufficient and will understand the disaster almost up to the community.

3. The Government authority must recognize the contribution of the other organizations

As we know that the organization in Indonesia is the highest number of organization in the Special Region of Yogyakarta and Central Java in the second is I get this data from MDMC as one NGO in Yogyakarta. Disaster risk reduction Forum (FPRB) is a the largest forum in which there are numerous NGOS which focus in the realm of disaster and community empowerment. I will discuss one by one, before writing the chapter of this discussion I did some research on the two NGO that belongs in (FPRB) namely Yakkum Emergency Unit (YEU) and Muhammadiyah Disaster Management Center (MDMC) both organizations it may be famous with religious NGO.

May indeed be some people who do not yet know what that MDMC what is YEU will assume that this just want NGO disseminate their religion to society especially in Special Region of Yogyakarta. But if we haven't learned firsthand how such NGO work should not assume the other as it will make the

impact bad for NGO. In this thesis I will discuss also related the relationship of BPBD as the Government with NGO representing people in Yogyakarta.

To find out how far the government authority must recognize the contribution of the other organizations it means NGO, can be seen from the interview as follows:

Statement of Mr. NugrohoWahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY said that :

“So far BPBD DIY in formulating policies always involve NGO because they are an executor who will be implementing a community empowerment program means that NGO will go directly into the community even though the government is always doing monitoring but in formulating policies on disaster management the NGO must also understand. In this case the NGOS always contribute in both surveys along BPBD DIY or do the handling of the disaster. Not only that, BPBD DIY synergize with BPBD in each district in Yogyakarta to conduct coordination of most major programs is community empowerment, because this part of the district so BPBDs DIY does not have the authority too far into the realm of the district so that coordination with BPBDs in each district and NGOs that have a focus on disaster”. (Result of interview with Mr. NugrohoWahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY on January 13, 2018).

From the interview with MrNugrohoWahyu, in this case the BPBD DIY as a government has recognize the contribution of the other organizations, and the NGO who participated in formulating policy with BPBD DIY is disaster risk reduction forum (FPRB). FRPB is the forum that focused in the disaster management, and the head of FPRB is Yakkum Emergency Unit (YEU) also focused in disaster management, and one of the member of FPRB is

Muhammadiyah Disaster Management Center (MDMC). In the following I will describe how the program given YEU and MDMC for community empowerment along with BPBD DIY.

“We synergize related issues disaster, if there is an event we will provide a report to the BPBD DIY so alike are looking for the right solution, such as the time a problem occurs in kulonprogo of YEU will directly inform the BPBD as the Government could make a decision, we do coordinate more mentoring to communities to implement programs our programs and DIY BPBD namely "Village Disaster Resilient" and "Sekolah Siaga Bencana”.(Result of interview with MsSari Mutia Timur, M. Nur as the Director of Yakkum Emergency unit in Special Region of Yogyakarta on February 03, 2018).

According to the statement from Director of Yakkum Emergency Unit (YEU), that YEU as the NGO or the head of FPRB that focused on disaster management, always synergize with BPBD DIY as a government. Because BPBD DIY has a program and to implementing the program BPBD DIY make it the coordination with NGO to implementing the program, in this program BPBD DIY always do the monitoring to the implementation.

The same statement was expressed by Ms Anastasia Maylindathat :

“For mentoring is done in accordance with the needs that existed in the village. Before we do this we explain our program 3 strategic issues described above we also invite community leaders, and we describe anyone involved and if the community wants to give our response is very open. If now we have partnered with the Government is with the BPBD Sleman to the implementation “Sekolah Siaga Bencana” in this case BPBD DIY already coordinate directly with BPBD Sleman so we cooperate with BPBD Sleman. Previously we also have cooperated with BPBD DIY so indeed on one side this is a government program but on the other hand it is a services of YEU. There is a need for BPBD Sleman to conduct a facilitator to conduct a mentoring in the school who have

been slighted by BPBD Sleman and also facilitate capacity building was also with us".(Result of interview with MsAnastasia Maylindaas the Manager in Information and Communication of Yakkum Emergency unit in Special Region of Yogyakarta on February 03, 2018)

Accoding to the same statement from Ms Anastasia Maylinda as the Manager in Information and communication in YEU, that nowadays YEU focused on communities empowerment and synergize with the BPBD Sleman to implementing program of "SekolahSiagaBencana". In 2017 there are 2 School already mentoring and there are 4 villages already mentoring also, but the program until now is running up. So contribution from the YEU is good enough because always coordination with BPBD Sleman and BPB in Special Region of Yogyakarta.

4. The government authority should ensure the whole range of resources in the community is used to the full for implementing the program

Discuss about human resources, in BPBD DIY the human resources already enough because there are 54 staff include the head of the sub division, and for BPBD in every regency such as sleman regency, yogyakarta city and gunungkidul regency whose resources are fulfilled. because in BPBD bantul and kulonprogo human resources are still very less. So this makes obstacles for BPBD DIY to do coordination both in terms of doing a survey or realizing the program.

To know more about the human resource, I've done interviews and get the following results, as follows :

"The central government has not held any recruitment, so only 6 staff in BPBD Bantul and 4 staff in BPBD Kulonprogo, this is causing obstacles to coordinate when disaster occurs or when there is a socialization to BPBD Bantul or Kulonprogo who when receiving socialization from we are less effective because at the time we did the socialization that welcomed us only 4 people and that is the total number of staff working in BPBD Kulonprogo whereas in BPBD Bantul there are only 6 who have included the staff, the main task in the Division of Prevention and preparedness and reconstruction & rehabilitation is to build partnerships and cooperation, empowering communities, conducting studies, risk mapping and also provide training to community, and regular coordination etc. So, if the existing human resources in the district government is very limited will make it difficult in coordinating in doing things related to disaster". (Result of interview with MsHeniNursilawati as the Head of Sub Division of Reconstruction and Rehabilitation in BPBD DIY on January 13, 2018).

From the results of the this interview we can see that the human resource in the BPBD DIY is enough. But, according to the statement from MsHeni that in BPBD of Bantul and Kulonprogo Regency is very less of human resource. Actually this is make the obstacle of BPBD DIY because to do the coordination is very difficult, so to implementing the program of "DesaTangguhBencana" and "SekolahSiagaBencana", BPBD DIY need the more of human resource because human resource in BPBD in each district to monitoring and controlling the program and to do coordination with the NGO that have implemented the program.

5. The Government authorities will need to review rigorously how need and to be prepared to human resource

As we know that human resource most important things in the government system, because if there is human resource so who is the executor or the conceptor to making policy or implementing the program. So, in this research I got several information about the human resource in BPBD DIY and BPBD in each district in Special Region of Yogyakarta.

“We as the BPBD DIY, we always do performance evaluation with BPBD in the district, this evaluation was conducted in 6 months. The results of such evaluations are still lack of human resources, a very limited budget for conducting community empowerment, as we indeed have no counterpart on the part of the district because it has become the duty of the local county BPBD so we just do evaluation data related to disaster the Regency nor the budget already issued and monitoring against “Desa Tangguh Bencana” and “Sekolah Siaga Bencana” in the District. (Result of interview with Mr Nugroho Wahyu as the staff of Prevention and Preparedness in BPBD DIY on January 13, 2018).

From the result of the interview with Mr Nugroho Wahyu said that there is evaluation in every 6 months, because to do monitoring the program BPBD DIY should have the coordination through meetings such as evaluation or monitoring

The same statement by Mr Heni nursilawati that :

“For human resources in the BPBD DIY self sufficient, because the total overall than we have 52 people including the head of divisions and staff, but to human resources at BPBD Regency of Bantul and KulonProgo still very less because in Bantul BPBD only 7 people and in Kulon progo Regency only 4 people. Actually for a community resource which should ideally focus on disaster should ideally have 25 staff due in BPBD have three divisions, among others; Prevention and preparedness, and emergency logistics, reconstruction and rehabilitation. These become obstacles for BPBD DIY to do BPBD in coordination with the very less human resources”. (Result of interview with Ms Heni Nursilawati as the Head of Sub Division of

Reconstruction and Rehabilitation in BPBD DIY on January 13, 2018).

So, according to the interview with there is evaluation meeting in every 6 months, with BPBD DIY because BPBD DIY want to know about the performance from the BPBD in every district, and make it synergize with the one program is communities empowerment.

6. In showing leadership, the government authority must seek to balance coordination between the government, NGO and society

The Government in the meaning is BPBD DIY as a Government and the background information the function of the inception of Law No. 24 year 2007 about Disaster Management mandates the Government through the National Disaster Management Agency (BNPB) to collect and analyze information on the events and impacts of natural disasters in Indonesia. Disaster data base is very helpful in making the rules and policy decisions, as well as budgeting and efforts that are based on trends and patterns provided by analysis data disaster. Major challenges facing the Government are the need for consolidation and coordination in merging the various types of data sources that are quantitative or qualitative nature that describes the events of the disaster so that information can be used by stakeholders and is accessed by the public at large.

The duties and Functions of the regional disaster mitigation Agency (BPDB) based on Perda No. 10 Year 2010 include:

- a) The task of the regional disaster mitigation agency (BPBD)
- b) To formulate policies on disaster management in the regions quickly, accurately, effectively and efficiently.
- c) To coordinate and implement disaster management activities in planned, integrated and comprehensive areas.
- d) Implement the management of disaster management activities.

Based on the task above BPDB has function:

- a) Preparation and control of programs in the field of regional disaster management.
- b) Formulation of technical policy of disaster management in the region.
- c) Establish guidance and direction of disaster management in the region.
- d) Determination of standardization and needs of disaster management in the region.
- e) Facilitation and coordination of disaster management in the regions.

f) Implementation of disaster management in the region.

“Then there are BPBD city, BPBD of Sleman, BPBD of Bantul, BPBD of GunungKidul, BPBD of KulonProgo. Establishment of BPBD in each of these districts to facilitate coordination in each district to always be reported to BPBD in Special region of Yogyakarta. (BPBD) DIY operating 24 hours per day, 7 days a week that serves as an Emergency Operation Center (EOC) who holds strong principles fast, precise, accurate, coordination, cooperative, complete and accountable”.(Result of interview with Mr. NugrohoWahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY on January 13, 2018).

In the balance the coordination, BPBD DIY always making the balance to the coordination either with NGO or society, because if there is balances BPBD DIY will have the many obstacles because later so many society think that BPBD not care with the society. So, in this research BPBD DIY already balance coordination, correlation either with BPBD in every district or with NGO and society. For coordination with NGO, BPBD always coordinate with YEU and MDMC, good time of disaster or in conducting studies and conducting advocacy survey-related disaster in the villages. In the following I will describe how the program given YEU and MDMC for community empowerment along with BPBD DIY.

a. Yakkum Emergency Unit (YEU)

YEU is a non-government organization we focus on emergency response programs and perform accompaniment, we annually the program

advanced society against catastrophic to groups and the elderly, e have 3 strategic issues that is the first 5 year time period that is emergency response, second namely the resilience of the community to disaster, society and the third more into our internal governance because we want to be a quality institution and its capabilities.

“In the process of working with BPBD DIY and BPBD Sleman, in 2017 YEU conducted a disaster-prone village there are 4 villages and 2 disaster prepared schools in Sleman. YEU Director said that currently we are partnering with the Government is with the BPBD DIY and BPBD of Sleman for the implementation of “SekolahSiagaBencana”. Previously we have also cooperation with BPBD Sleman so indeed on one side this is a government program but on the other hand it is a services YEU, because before partnering with BPBD we also have a secure school disaster in Aceh. If with the school regardless of any party we've had a lot of school. There is a need for BPBD Sleman to do to mentoring schools that have been appointed by BPBD. And also facilitate capacity building was also with us. For the challenge with BPBD sleman: with time because of Government and BPBD already schedule the timeline of each month so this is a challenge we are because perhaps mentoring we do not each day”.(Result of interview with MsSari MutiaTimur, M. Nur as the Director of Yakkum Emergency unit in Special Region of Yogyakarta on February 03, 2018).

Funding for toughness women's groups aimed to provide assistance directly to grassroots women's groups to prove how this small investment can provide an effective solution in the community. In the year 2016, noted there are 48 women's groups include:

- a. 24 women’s group in Magelang
- b. 1 women group in Klaten regency
- c. 2 women’s group in Sleman regency

- d. 3 women's group in Yogyakarta city
- e. 1 women group in Bantul regency
- f. 10 women's group in Gunungkidul regency
- g. 2 women's group in Kulonprogo regency
- h. 5 women's group in Temanggung regency

On the implementation of the project the year 2016, a series of activities aimed to strengthen the capacity of women and organizing women's toughness, including :

- a. Training of organic waste management and waste bank
- b. Community-based water management training and assistance for community water management in Gunungkidul
- c. Discussion to review the Village RPJM that can accommodate the aspiration
- d. ns of women's groups
- e. financial management and bookkeeping Training Group

b. Muhammadiyah Disaster Management Center (MDMC)

MDMC is engaged in disaster management activities in accordance with the definition of disaster management activities both on the activities of the mitigation and preparedness, emergency response and rehabilitation. MDMC adopt code of conduct humanitarian and volunteerism Humanitarian Charter in force internationally, developing disaster risk-reduction Mission in

harmony with the Hygo Framework for Action and to develop a base level of community preparedness schools and hospitals as a base movement Muhammadiyah since 100 years ago. MDMC is engaged in the activities of the disaster in the entire territory of the Republic of Indonesia, according to the area of legal entities which operate Persyarikatan Muhammadiyah develop Leadership at the level Region MDMC Muhammadiyah and MDMC in the level of Regional Leader of Muhammadiyah.

“For emergency response indeed NGO that focuses in the field of disaster will always have emergency response programs since this is urgently needed in the handling of the disaster. While this volunteer management related to the need for internal MDMC, as to improve the quality of the volunteer MDMC. “SekolahSiagaBencana” MDMC and YEU as NGO existing in the special region of Yogyakarta cooperation with BPBD DIY or BPBD in each district/city. Only difference here MDMC doing school based with the teachings of the Islamic religion, but unlike the YEU sometimes seen with communities that wish to disseminate their religion thus they instead make a disaster preparedness school in accordance with the rule that was made by BPBD, they do not carry their religious items that in fact the Christian religion.”(Result of interview with Mr Aziz and MrRicko as the volunteers of Muhammadiyah Disaster Management Center in Special Region of Yogyakarta on February 12, 2018).

From the result of interview that we can see if the MDMC also have the similar program like YEU and BPBD so, they synergize to implementing the program because they also have the similar goal namely to communities empowerment.

“The difference between Yakkum Emergency Unit and Muhammadiyah Disaster Management Center is about the budget.

For the budget grants obtained from YEU Bappenas Fund budget for mobilising MDMC is from Lazismu. Not just different from the way the funds are obtained, however, to the number of staff working in YEU only 25 people while working in the drinks there MDMC people. Indeed if in the view of the track record between MDMC and YEU are different because each has programs that are not all the same. Some of the same programs I've described above include the village of resilient disaster studies, advocacy, and disaster preparedness school.”(Result of interview with MsSari MutiaTimur, M. Nur as the Director of Yakkum Emergency unit in Special Region of Yogyakarta on February 03, 2018).

From the results of the above interviews can be analyzed that actually the differences of YEU and MDMC in the budgeting. But, in the program they synergize with BPBD DIY and BPBD in every district, so BPBD DIY not only coordination with NGO but also coordination with society because to implementing program “DesaTangguhBencana” dan “SekolahSiagaBencana” BPBD DIY should coordination with the leader in the village, like apparatus orcommunity learders.In six point of principles community governance already relevant with the performance of BPBD DIY as a government focused on disaster. Because BPBD DIY already balance coordination with NGO and society, even any obtacleabout human resource in BPBD Bantul and Kulonprogo but BPBD DIY still balance coordination with them.

B. The obstacles of implementing program from the government

According to the theory of obstacles from the community governance theory that there are several obstacles to implementing the community governance include ; human resource, coordination, community empowerment

and The participation of civil society in development. In this thesis I will discuss one by one to make it the clear of obstacles in the community governance-based model toward disaster management in Special Region of Yogyakarta are as follows:

1. Human resource

As we know that in the system of government of system of implementation the program, human resource is very important things because if there is no human resource all of the program from the government is not running. In this research BPBD in Special Region of Yogyakarta is the government that focused on disaster management. Then the human resource in BPBD DIY there are 54 staff already covering of Head in each sub division. To know more about human resource in the Government, this is the interview from me to the BPBD DIY as follows :

“We have problems or challenges with human resources, because the central government has been a long time since 2010 there is no open recruitment of staff to be placed in BPBD of Bantul and Kulonprogo districts. As in these two districts had the same problem, that is in their internal field because they only have very few employees so that the biggest challenge for BPBD the province of Yogyakarta is in the event of a disaster, they need lots of help for the record they are also always coordinate it. But related disaster management would indeed be assisted with many NGO or community volunteers since this time in Yogyakarta has been very famous for the large number of community or volunteer in disaster areas”.(Result of interview with MsHeniNursilawati as the Head of Sub Division of Reconstruction and Rehabilitation in BPBD DIY on January 13, 2018).

From the results of the this interview we can see that the human resource in the BPBD of Bantul and Kulonprogo agency is very less, so this is make any problem to the government. Because in this research BPBD DIY has no right or authority to open recruitment staff. So, to do open recruitment staff BPBD DIY should reported to Central Government.

2. Coordination

Coordination in every program or every working is impotant things because if there is coordination a program is not running or is not implemented. As we know that in the coordination has a important factor to successful the program, BPBD DIY is the government focused on disaster management, do coordination with several community. To know more about the coordination this is the result interview from my research, as follows :

“Because we in the province of course we need good coordination with the district because the province did not have the territory. So we always do the coordination with BPBD in each district such as Sleman, Kulonprogo, Bantul and Gununkidul regency. but recent experience of landslide and flood disaster caused by cempaka cycle 2017 ago, coordination is constrained because the existing human resources in the district is very little or less, so they prefer the rescue effort so to be invited to coordination meeting is very difficult. This is make it the challenges for us to do good coordination again”.(Result of interview with Ms. HeniNursilawati as the Head of Sub Division of Reconstruction and Rehabilitation in BPBD DIY on January 13, 2018).

From the results of the above interview can be analyzed that in the implementing the program or when at the time a disaster government always handling and has the important role either when a disaster strikes or creates a

government program. For example according to the MsHenri said that in 2017 ago a disaster and BPBD DIY provide food, clothes and etc.

The same statement was expressed by MrDhanangthat :

“We entered at the time of emergency response, at that time we did review the needs of the disaster. Here we count how many the damage incurred as a result of the disaster we value what is damaged and anywhere then from damage that we value the disadvantage, and also we coordination with many agencies such as PMII, NGO, Hospital to lend an ambulance car, SAR and etc.(Result of interview with Mr. Dhanang as the Head of Sub Division of logistic in BPBD DIY on January 13, 2018).

From the interview I explain that BPBD DIY not only have the role to making policy because BPBD DIY has three division such as ; prevention and preparedness, logistic and emergency, reconstruction and rehabilitation. So when a disaster occurs has a duty and role is a division of logistics and emergency, because division of logistic and emergency will conduct rescue, and direct assistance such as provide the transportation it means ambulance, and provide the food, drink and anything to helping in disaster management.

3. Community Empowerment

In this case BPBD DIY that will manage the programs already described in the coordination before, Because to the mentoring communities the government should has human resources that are not so much that require coordination with NGOs so that the program can run well and empowerment effective. Actually the problem in the community empowerment is about the

budgeting, because BPBD DIY didn't have fix money to implementing the program for example if there is disaster, the Sub division of reconstruction and rehabilitation only record all damage data and will be submitted to BNPB. because currently the central government will seek the provision of funding and budgets, both in APBN / APBD as well as in the implementation of disaster mitigation through the Special Allocation Fund (DAK), Ready-made Fund (DSP), PB Contingency Funds, and Provision of Unexpected Funds (DTT) can be implemented in disaster management in the region. The central government will increase the capacity of resources in the field of disaster to achieve professionalism. Including implementing disaster mitigation based on financial accountability, governance, and transparent evaluation monitoring system by observing the territorial based approach.

“In this program not only in the community empowerment but also associated with an increase in the capacity of the apparatus of the community. As an example of the most excellent program that our resilient village cooperates with many NGO, because we embrace all that we're working together to run a program the village toughened this disaster. For the village of tough this disaster we prepared the villagers and the village government. Then related to the constraints faced in the implementation of BPBD is that we have to resolve quickly, but due to the limited budget so that it becomes an obstacle to us, because we are targeting 300 to 1 disaster-prone villages. But until this year we 188 village is still far from the 300 who we are targeting so there will be 218 completed. This school a challenge for us because every village must have had some schools. So it's not possible just from the BPBD who run these programs. So we worked together with NGO and Universities. For a College student put KKN possible while in the villages or in the school to run the program “Desa TangguhBencana and “SekolahSiagaBencana”.(Result of

interview with Mr. NugrohoWahyu as the Staff of Sub Division of Prevention and Preparedness in BPBD DIY on January 13, 2018).

According to the MrNugrohoWahyu we can see that there is program of community empowerment because nowadays BPBD DIY as a government was focused on disaster management, so this is very relevant between theory of obstacles community government because in this program the NGO as a executor who implementing this program has obstacles, to know about the obstacle from the NGO. Here is an interview I had with keynote speaker

“So far the obstacles not too significant, but there may be some places that we must know the culture because different places will different cultures. For the Sleman Regency society is very participated and want to get involved, because the public want to empower YEU not directly give relief and finished so wrote no, we decide the point safe against disasters because they should know so they need to be involved. Maybe there is indeed some villages which refuse to accompanied but it basically refused because it viewed the Christian Foundation for YEU public service. Even though we’ve explained that we have no mandate to disseminate the religion but we are given the mandate to better focus to humanity, we just got the information that there is a group who resigned from the although the accompaniment already we were for one year. But because there are dynamics in the community and because we provide grants to women groups then we are not allowed to do mentoring again. Things like this have often happened maybe this is one of the obstacles that YEU faces”. (Result of interview with MsSari MutiaTimur, M. Nur as the Director of Yakkum Emergency unit in Special Region of Yogyakarta on February 03, 2018).

According to the statement from Ms Sari MutiaTimur that sometimes there is village underestimate with YEU because they feel that we want to do socialization to disseminate the religion but no, we just want to run a program that synergize as well with BPBD either province or district.

So, from the interview with the one of the civil society in Special Region of Yogyakarta. Actually there is no obstacle of participation civil society in development either program from BPBD DIY “DesaTangguhBencana” and “SekolahSiagaBencana” because in this research the civil society very excited for example if there is mentoring in the village the society is very participated because they think that they need to know more information about disaster management, or survey from the NGO in the village. From all the challenges facing the Government and NGO is about the human resource, coordination and community empowerment, the obstacle of human resource is the resource in BPBD of district is very less. So, this is give impact for coordination because hamper the coordination if the less of human resource, and community empowerment is about the village sometimes village leaders have missions and visions about infrastructure or do not have objectives about disaster management so they do not want to be accompanied and about the budgeting from the central government to local government in disaster management.