

CHAPTER II

DISASTER MANAGEMENT MODEL AND THE RELATIONS BETWEEN JAPAN AND INDONESIA

Disaster Management has come to be discussed as important issue in today's era. Many countries start to concern about disaster risk for human safety to live in this world. Such as Japan and Indonesia, both countries standing with disasters need disaster management to face and to handle disaster for reducing disaster risks and victims. As an important thing to be concerned, general view of disaster management should be understood. And, as comparison of qualified disaster management, both Japan and Indonesia disaster management model should be shown in this research. For the last, the relation between Japan and Indonesia is the most important thing to know both countries getting to have bilateral relations.

A. General View of Disaster Management

Global warming gives impact on climate change on earth. The number of natural disaster is increasing as well as humanitrian crisis. The disaster gives some bad impact, such as, damages, victims, destruction, and humanitarian crisis for several anxious countries. Therefore, developed country such as Japan learned from its experiences in facing natural disasters by forming its disaster management to overcome the impact of the disaster and working together between

local and central government. For deeper description of disaster management, the writer will describe disaster management from general to specific term.

First, before going to the history of disaster management, it is better to know the definition of disaster management. The term disaster is derived from Latin roots *dis-* and *astro*, meaning “away from the stars” or, in other words, an event to be blamed on an unfortunate astrological configuration.³⁸ Yet, disasters occur when a hazard risk is realized. Hazards are events or physical conditions that have the potential to cause fatalities, injuries, property damage, infrastructure damage, agricultural loss, damage to the environment, interruption of business, or other types of harm or loss (FEMA, 1997).³⁹ Moreover, hazard is the cause of damages. Thus, hazards and disasters have close relation and cause damages and disruption. Hence, disaster management rises up to reduce damages, disruption, and victims. Disaster management is the arrangement of action to overcome natural thing which gives bad impact to people and to reduce the victim of disaster. In addition, disaster management according to *Standard on Disaster/ Emergency Management and Business Continuity Programs* is a systematic effort to handle whole kind of disaster quickly and rightly for reducing its victim and disruption.⁴⁰

Second, disaster management had been started since ancient history.⁴¹ Archeological discovery has shown that our prehistoric ancestors faced many of the same risks that exist today, starvation, dangerous wildlife, violence, disease,

³⁸ Damon P. Coppola, *Introduction to International Management* (UK: Elsevier Inc., 2007), 25.

³⁹ *Ibid* 24.

and more. This showed that dangerous situation is everywhere and every time. However, the ancestors were not simply injured by those hazards. They were starting to protect themselves and prevent the incoming hazards.⁴² There is evidence that indicate they took measures to reduce, or mitigate their risk and the fact is that they chose to inhabit caves.⁴³ The various applicants came from the story of Noah's Ark.⁴⁴ It is the example of the importance of warning, namely preparedness and mitigation. Noah should build the ark before the big flooding; this is one of disaster management which is preparedness. Emergency response was also shown in this decade, in the incident of Mount Vesuvius. The volcano Vesuvius began erupting and two towns in its shadow which are Herculaneum and Pompeii faced an impending catastrophe.⁴⁵ Although Herculaneum, which was at the foot of the volcano and therefore directly in the path of its lava flow, was buried almost immediately, the majority of Pompeii's population survived. The Pompeii's population can survive because the people had several hours to evacuate themselves from that disaster and the city's leaders managed a mass evacuation.⁴⁶

Then, disaster management went to its modern roots.⁴⁷ Of course, the development of disaster management was increasing. Its development included reducing victims and damage and also recovering its environment which hit by

Egypt during the reign of Amenemhet III (1817–1722 BC), who created substantial river control project. Using a system of over 200 “water wheels,” the pharaoh effectively diverted the annual floodwaters of the Nile River into Lake Moeris.⁴⁸ In another disaster, besides flood, there is fire. The disaster can be occurred by accident or naturally. Mostly, people call the firefighter to handle the fire. The roots of the modern fire department trace back 2000 years ago, when the city of Rome was nearly destroyed by fire.⁴⁹ Before the event, the firefighters were made and they were slaves that had been tasked with fighting fire. The Emperor, Augustus established a formal citywide firefighting unit from within the Roman army, called the Corps of Vigiles.⁵⁰ The Corps of Vigiles had three sectors which have their own job in fighting fire.

Table 2.1

Job Titles within the Roman Corps of Vigiles

| Name of Sectors | Job Title |
|--------------------|--|
| <i>Aquarius</i> | A firefighter whose main tasks included supplying water to the <i>siphos</i> (pumps) and organizing bucket brigades. |
| <i>Siphonarius</i> | A firefighter responsible for the supervision and operation of the water pumps. |
| <i>Uncinarius</i> | An operator of a firefighting hook, which was designed to remove the flammable roofs of houses or buildings. |

Source: Gloucestershire Fire and Rescue Service.

To the War era, Civil defense was born, it is the birth of Modern Emergency Management.⁵¹ It was established to response the ever-present and dreadful prospect of a nuclear attack; thus, there were many industrialized nations' government began to form elaborate systems of civil defense.⁵² These systems

rescue teams, and local and regional coordinators.⁵³ The systems was showed the nations' government preparing modern emergency management. The example of Civil defenses are Great Britain formed Civil Defense Act of 1948, Canada's Office of Critical Infrastructure Preparedness and Emergency Preparedness (OCIPEP) in Canada, the United States formed the Federal Civil Defense Act of 1950⁵⁴, and many others.

Next, disaster management went to International decade for Natural Disaster Reduction. On December 11, 1987, the United Nations General Assembly declared the 1990s as the "International Decade for Natural Disaster Reduction" (IDNDR).⁵⁵ Of course, the action was used to reduce the damages that caused by natural disaster. Then, in its development, in May 1994, UN member states met at the World Conference on Natural Disaster Reduction in Yokohama, Japan, to assess the progress attained by the IDNDR.⁵⁶ In more modern disaster management, there is a new approach on disaster management namely A Four Phase Approach that comprehensive disaster management is based upon four distinct components: mitigation, preparedness, response, and recovery.⁵⁷ As the follow up of, the International Strategy for Disaster Reduction⁵⁸ aims to maintain and to ensure IDNDR. On January 2005, in Hyogo, Japan, the UN held the World Conference on Disaster Reduction. This conference was held for the presence of

... of

disaster losses, in lives and in the social, economic and environmental assets of communities and countries by 2015.”⁵⁹

That is all the history of disaster management. As the written before, disaster management exists for a long period, as it is in ancient period until the modern root of disaster management. The UN also established the IDNDR and its follow up, which is ISDR, and held the conference for sustainability of disaster risk reduction.

B. Japanese Disaster Management Model

As developed country, Japan has big contributions to Indonesia by giving aids and assistance especially in disaster management. Japan has been through the hardest time in facing disaster, especially the incident of Nagasaki and Hiroshima bombing. Nagasaki and Hiroshima were bombed and destroyed by atomic bomb and Japan struggled exceptionally hard because of this incident. Japan had experienced in disaster management since that incident. In addition, Japan was using its own effort to recover the country. Another thing is that Japan is standing side by side with natural disasters, such as, earthquake, tsunami, and or mounts eruption. The cause is Japan placed in the encountered tectonic plates as well as Indonesia. By having the experiences over times in disaster management, Japan's result is the model of disaster management and can be a role model for Indonesian's disaster management. Therefore, Japanese disaster management

development to overcome its obstacles, such as, natural disaster and humanitarian crisis.

First, Japan had through natural disaster so many times, so, Japan had many experiences in disaster management. In its history to have good disaster management, Japan had through long experiences to reduce damages and victims of disaster. For example, The Great Kanto Earthquake Disaster occurred on September 1st, 1923.⁶⁰ It was a great earthquake disaster that ever happened in the history of Japan. Then, in 1923 and since 1945, the victims of natural disaster were over 1000 people every year. In 1959, *Ise* typhoon attacked Nagoya; there were 5,098 people died because of that typhoon and it destroyed Chukyo industries.⁶¹ Thus, Japanese government made regulation that can reduce disaster's victims. In 1961, the new constitution the guideline of Disaster Management Policy was formed about. The regulation is to renew in disaster management and it has three functions that can be its characteristics.⁶²

After renewing regulation, from 1961 to 1995, disaster's victims were in fewer amounts. After 35 years, earthquake occurred in *Hanshin* and *Awaji*. The Great Hanshin-Awaji Earthquake Disaster on January 1995 and took 6,437 people as victims.⁶³ Japanese government thought more to overcome that incident. Then, government changed the system of disaster management that the emergency response should be from the bottom up; it means that rural area has important role

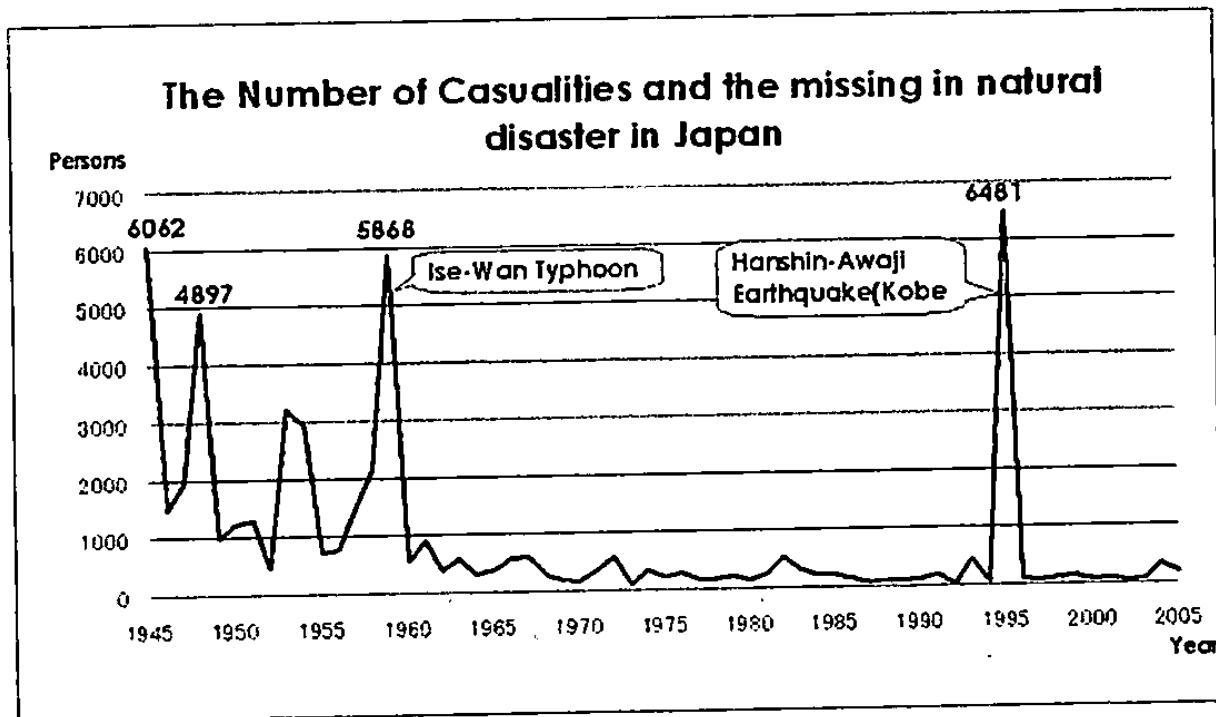
⁶⁰ Taiki Saito, "Action before Earthquake Disaster," *Disaster Management of Local Government in Japan* (2007): 3.

⁶¹ "History of Disaster Management in Japan by Takeshi Muronaga," Japan Embassy, last

in first emergency response of disaster. However, if rural area cannot operate because of disaster, central government takes responsibility to handle it. Based on that experience, on December 1995, government revised the disaster management regulation.⁶⁴ 15 years later until 2005, there was no high number of victims. Here is the graphic of Japanese disaster victims' record and the experiences until become a role model of disaster management.

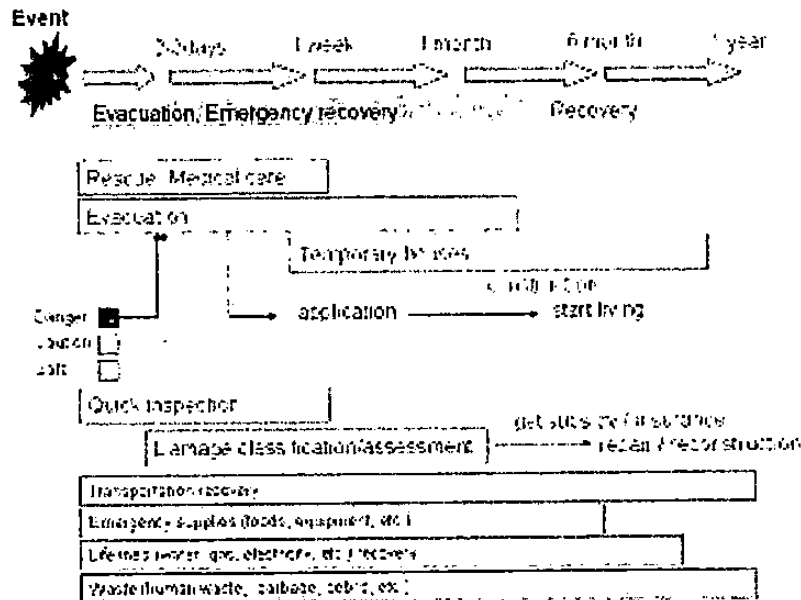
Figure 2.1

The changing of natural disaster victims amount



Second, for Japan, the security of its people especially from natural disaster is the most important thing. So, the most important thing to reduce is the amount of disaster victims by giving education about disaster, its danger, and the way to prevent it since childhood.⁶⁵ Since earlier, the education about disaster and disaster management had been given to Japanese, even the children. Based on the Great Hanshin Awaji Earthquake which occurred in 1995, Japanese government learned and improved disaster management before disaster occurred in the country. There is "Disaster Management and Volunteer Day"⁶⁶ which promotes volunteer activities to help evacuation and emergency response when disaster occurred. Also, there is "Disaster Management Volunteer Week" to commemorate the Great Hanshin-Awaji Earthquake which occurred on January 17th, 1995.⁶⁷ It includes to the prevention act of disaster, because the real disaster management is before and after disaster. The organizational structure below is the action planning

Figure 2.2



Source: Taiki Saito, "Action before Earthquake Disaster," *Disaster Management of Local Government in Japan (2007)*

Third, beside earthquake and tsunami, Japan stands with mount eruption. Japan already has a basic disaster prevention plan in regard to Mount Merapi as well as the construction of sediment control dams and training dikes. This technique was used in Japan, in Mount Uzen, Nagasaki.⁶⁸ Not only that, Japan as developed country already used high technology in warning sign of disaster. Rubber Pads⁶⁹ for house reconstruction was very popular and used in the high and important buildings. After great earthquake that happened in Kobe, on January 1995, Kobe Telecommunication Centre survived and did not have any big destruction.⁷⁰ Based on its experiences, Japan also has Active Mass Dumping

⁶⁸ "Disaster Prevention Plan", Jishin, last modified February 2013, http://www.jishin.go.jp/main/bosai/kyoiku-shien/11unzen_e/themes.html
⁶⁹ http://www.jishin.go.jp/main/bosai/kyoiku-shien/11unzen_e/themes.html
⁷⁰ http://www.jishin.go.jp/main/bosai/kyoiku-shien/11unzen_e/themes.html

Machine. This technology had been used since 1990 and early used for important building in the big developed cities such as Tokyo and Yokohama.⁷¹

Fourth, there are also some concepts or systems from Japanese disaster management model such as balance between hazard and people's capacity to cope with the hazards and *Tago Nishi* Eco Town Project.⁷² Education about disaster and the disaster management had been given to Japanese earlier. This is related to people's capacity to cope with the hazard. So, enhancing social capacity is the most effective way to reduce disaster risk. JICA, based on the concept of disaster management cycle, has been providing support to enhance the capacity of societies to cope with disasters.⁷³ After the Great East Japan Earthquake on March 2011, the victims who survived need new location for resident. The local community residents and private companies worked fast in doing reconstruction and rehabilitation in urgent situation. Japanese government gave and provided subsidy to *Tago Nishi* program which is a model disaster resilient community or urban development project that relocate Sendai city for the survivor.⁷⁴

Fifth, in Japanese disaster management, there is one door mechanism namely rescue system. In the rescue system, there is same theory, practice and coordination under one command. So, Japan has Fire and Disaster Management

⁷¹ *Ibid*, 87.

⁷² "Creating a disaster-resilient town through public-resident-private partnership *Tago Nishi* Eco Town Project, Sendai City, Japan," Kokusai Kogyo Group, accessed March 2013, www.kk-grp.jp/index.html

⁷³ JICA Team *Building Resilient Societies* (Japan International Cooperation Agency, 2012), 2.

Agency (FDMA)⁷⁵ to control and command the disaster management especially in emergency situation. FDMA is a Japan disaster management fire management and has the role as an agency of disaster management. Its role is to save and secure regional development with the cooperation with residents and national response in times of need.⁷⁶ The government of Japan also has the Central Disaster Management Council chaired by the Prime Minister which formulates and executes disaster management plan.⁷⁷ There is *Badan Penanggulangan Bencana Daerah* (BPBD) in Indonesia for disaster management in rural area and Japan also has Prefectural Governments and Municipalities which have their own disaster management councils to formulate and promote disaster management's local plans.⁷⁸

Japanese government in many times has observed, analyzed, and revised the system of emergency response as well as the regulation after through long experience. Evaluating the damages caused by disaster, prevention response, emergency response, and recovery action are activities for reducing the victims and protecting the people from the disaster. Japan learned from its experiences and formed emergency response by having cooperation between society, institution, and central-rural government. Thus, by this system, the victims of disaster can be minimized.

⁷⁵ "Indonesia Japan International Forum on Fire & Disaster Management," JakartaRescue, last modified February 4, 2013, <http://www.jakartarescue.org/indonesia-japan-international-forum-on-fire-disaster-management/>

biggest disasters from 2004 until 2010 are tsunami in Aceh, earthquake in Bantul, and Merapi eruption in Yogyakarta. So, according to the occurrence of tsunami in Aceh and earthquake in Bantul, Indonesia made regulation related to disaster management. There is regulation number 24 year 2007 discusses about disaster management⁸² and sets about disaster management in Indonesia. Another regulation is government regulation number 21 year 2008 about accomplishment of disaster management.⁸³ The regulation sets about disaster criteria, disaster management planning, disaster risk identification, and disaster risk analysis. Number 22 year 2008 is about budgetary of disaster aid.⁸⁴ Number 23 year 2008 sets about the role of international institution and nongovernment foreign institution in the disaster management. The last one is number 4 year 2008 about the guideline of disaster management arrangement planning.⁸⁵ However, these regulations were made after the great tsunami in Aceh or after 2006. It is quite late to make these regulations since the great earthquake and tsunami happened in 2004. Hence, they should be made before the disasters hit to the country and it should be a preparation for disaster management.

Second, the real disaster management should be started from preparation or prevention. The amount of victims is high and one of the causes is the concept of city landscape which less of attention. In Merapi eruption, if it was known that the distance five to ten kilometers were dangerous from the top of Merapi, then the

C. Indonesian Disaster Management Model

Indonesia as one of developing countries in the world is a recipient country that get aids from donor country such as Japan. Indonesia also is the country that standing with natural disaster as well as Japan. Indonesia, with 17.500 islands, is located in the Ring of Fire⁷⁹ and placed in encountered tectonic plates. Disaster, such as, earthquake and mount eruption had mostly happened in Indonesia. Earthquake in Bantul in 2006 is the biggest one that happened in Indonesia and mount eruption in Yogyakarta in 2010 is also the worse in the history of Merapi eruption. In 2004, tsunami was landing in Aceh and that was great disaster in Indonesia, even in the world and resulted 170.000 victims.⁸⁰ Indeed, government does disaster management to overcome the impact of the disasters. However, the effectiveness of its disaster management is still far from the expectation in reality. Less of preparation made high number of the victims. Therefore, in previous writing, the writer wrote about Japanese disaster management model and it is better if the writer shows the disaster management model in Indonesia.

First, there are many natural disasters occur in Indonesia from 2004 until 2010. In 2004, earthquake and tsunami occurred in Aceh. Earthquake was also happened in Bantul and Sumatera flood both in 2006 and Sulawesi flood was also occurred in 2007.⁸¹ Merapi eruption occurred in Yogyakarta in 2010. Yet, the

⁷⁹ Irwan Suhanda, ed., *Laporan Khusus Kompas: Bencana Mengancam Indonesia* (Jakarta: PT. Kompas Media Nusantara, 2011), 44.

⁸⁰ *Ibid*, 45.

⁸¹ Jimmy Hitipeuw, "A Catalogue of Deadly Disasters in Indonesia," *Kompas*, November 5, 2010, accessed March 2013,

http://english.kompas.com/read/2010/11/05/14204772/A_Catalogue_of_Deadly_Disasters_in_Indones

landscape around the area should be arranged tidily.⁸⁶ However, although there is a regulation that arranges about landscape and escape route and escape hills, 30% in the cities forms open spaces.⁸⁷

Third, in disaster management, there is a thing called mitigation of disaster. Government of Indonesia does the mitigation but it is still not effective and still not become a regular agenda of government that has area with high disaster potential.⁸⁸ In other word, the mitigation of disaster in Indonesia is still not effective in its implementation. This can be seen in the amount of disaster victims, such as, in Bantul's earthquake in 2006 with 6.3 Richter scale is 5.749 victims and on the other side, Japan's earthquake in 2009 with 6.4 Richter scale had no died victims.⁸⁹ Both disasters have same scale of earthquake power, but the amount of the victims is different. In Indonesia, disaster management in Merapi eruption that showed in television was the actual one, but actually it was the emergency response.⁹⁰ Actually, the real disaster management should be done before and after the disaster. So, Indonesia should learn from Japan about the mitigation of disaster and the prevention before the disaster.

Fourth, the government made Indonesia earthquake zone, yet, the government has not done next step of it, such as, mapping.⁹¹ Mapping is a must to observe the dangerous or disaster prone area. The observation is for preparedness

There are many things that should be reformed in Indonesia about its disaster management. Coordination from all of supporters, such as society, government, and institution is needed to make disaster management and emergency response well implemented in the country.

Fifth, the coordination among teams is needed in the disaster management. Indonesia is still lack in the coordination and it is one of the causes in the producing high number of disaster victims. Government of Indonesia has established BNPB or *Badan Nasional Penanggulangan Bencana* and BPBD or *Badan Penanggulangan Bencana Daerah*. BNPB is an Indonesian national disaster management and was established in 2008 based on President Regulation number 8 year 2008.⁹² BPBD is an Indonesian disaster management council for rural area. The government deliver a decision number 48 year 2008 that BPBD should be established.⁹³ Chief of BNPB often sends letters to BPBD for making the budget of disaster management. Yet, because of lack of coordination and less of the experts, it impacted to its activity of making the budget.⁹⁴ Nonetheless, because of natural disaster hazard, BNPB recently tried to improve disaster prevention and formed Collapse Building Trailer⁹⁵ for the preparedness of disaster. Not only that, in every disaster, every government should think disaster reduction risk and it will use in the risk reduction of disaster. The prevention

⁹² "Sejarah BNPB," Badan Nasional Penanggulangan Bencana (BNPB), accessed February 2013, <http://www.bnpb.go.id/>

⁹³ "Pembelajaran: Pembaruan Undang-Undang Penanggulangan Bencana," United Nations Development Program (UNDP), accessed February 2013, <http://www.undp.or.id/>

⁹⁴ Irwan Suhanda, 2011. *op. cit.*, 35.

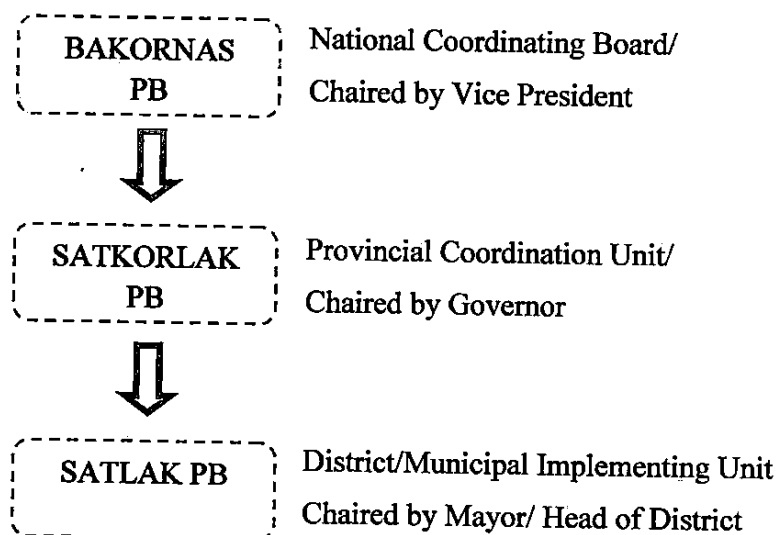
⁹⁵ "Collapse Building Trailer," Badan Nasional Penanggulangan Bencana (BNPB), accessed March 2013, <http://www.bnpb.go.id/>

accomplishment is needed in the risk reduction. Therefore, Indonesian government also established DRR or Disaster Reduction Risk; yet, the implementation of it is far from effective. It is like what Chief of Humanitarian Forum Indonesia; Hening Parlan said,

“Masih ada gap yang besar antara kebijakan dan implementasi, intuisi dan pengetahuan, serta masyarakat dan pemerintah, koordinasi, dan sektoral.”⁹⁶ (There is still a big gap between policy and implementation, intuition and knowledge, society and government, coordination, and sector).

However, Indonesia has its organizational structure for disaster management. It was improved after the great tsunami in Aceh in 2004.

Figure 2.3



Source: www.bakornaspbp.go.id

⁹⁶ Irwan Suhanda, 2011.*op. cit.*, 27.

In short, Indonesian disaster management still needs to be revised to perform better implementation in the country. The coordination from before and after disaster has to be measured. So, the victims and the damages can be decreased.

D. The Relation between Japan and Indonesia

In history, Japan colonized Indonesia for three half years. Japan came and occupied Indonesia as colonized country. Japan attacked Indonesia and landed in Tarakan on January 11th, 1942.⁹⁷ Then, Netherland which already occupied Indonesia, surrendered without any condition to Japan on March 8th, 1942.⁹⁸ General H. Ter Poorten handed over its occupation to General Hitoshi Imamura.⁹⁹ The people or the workers who called *Romusha*¹⁰⁰ were pushed to work by Japan all the time. The people were suffering because they should work for Japan satisfaction. This destiny between Japan and Indonesia had been started since colonialism periods long time ago. Then, Japan was defeated by America on Hiroshima-Nagasaki incident when those two cities were bombed as revenge of Pearl Harbor incident.

Japan as the loser of World War II was obligated to make reparation for damages that was caused by World War II. There are some countries, such as, Philipine, Vietnam, Burma, Indonesia, and more, receive Japan's reparation.

There was San Francisco Peace Treaty in 1952¹⁰¹ stated that Japan and the victor countries signed it. Japan should sign the treaty and was obligated to make reparation for the damages which was caused during World War II. Thus, Japan signed the Reparation and Economic Cooperation Agreements with recipient countries, especially Indonesia and started making up for losses in 1954.¹⁰²

That agreement made Japan gave its payment as war reparation in the form of technical assistance and financial assistance to the recipient countries. After World War II Japan had recovered its country from the damages that caused by the war. Its economic was also growing and made Japan the top world donor in the 1990s.¹⁰³ Through JICA (Japan International Cooperation Agency) and OECF (Overseas Economic Cooperation), ODA (Official Development Assistance),¹⁰⁴ aid is provided to recipient countries. These organizations give aids and assistances and it is carried out through three major agencies, which are MOFA (Ministry of Foreign Affairs), JICA and JBIC (Japan Bank for International Cooperation). According to 1997 statistics, the Japanese aid reached total US 6.55 billion dollars.¹⁰⁵ The aid of Japan's ODA (Official Development Assistance) was started since 1954 in the form of industrial trainee.¹⁰⁶ Japan had big contribution

¹⁰¹ Tatsuya Watanabe, "Era of ODA Recipient (1946-1953)," *History of Japan's ODA in Brief* (2010): 1.

¹⁰² *Ibid*, 3.

¹⁰³ Fukushima Akiko, *Japanese Foreign Policy Today*, ed. Inoguchi Takashi and Purnendra Jain (USA: PALGRAVE™, 2000), 152.

¹⁰⁴ *Ibid*, 153.

¹⁰⁵ *Ibid*, 152.

¹⁰⁶ "Sistim Bantuan ODA Jepang di Indonesia," Japan Embassy, last modified January 2013, http://www.id.emb-japan.go.jp/oda/id/whatisoda_04g1.htm

to Indonesia on Indonesia's economic development in the vein of Asian Economic Crisis in 1997.¹⁰⁷

The contribution also had been given in 1966, 1980, 1990, and 2000s. Dam Project and PLTA Project in 1966, ASEAN Urea Industry Project in 1980, Flood Controller Project in Padang in 1990, Emergency Disaster Management in Mount Merapi, Bawakaraeng Mount, and Progo River area Project, Aceh Reconstruction Project in 2004. Another project was Loan for Rehabilitation and Management of Sectoral Disaster in 2008.¹⁰⁸

¹⁰⁷ Fukushima Akiko, 2000.*op. cit.*, 152.

¹⁰⁸ "Realisasi Bantuan ODA Jepang di Indonesia menurut Skema," Japan Embassy, accessed February 2013, http://www.id.emb-japan.go.jp/birelEco_id.html

Table 2.2

Position of Donors in the Amount of Cooperation to Indonesia

| No | Donors | US\$ Million | Percentage |
|----|----------------|--------------|------------|
| 1 | Japan | 20579.38 | 45% |
| 2 | United State | 4253 | 9% |
| 3 | Australia | 3143.7 | 7% |
| 4 | Germany | 2870.99 | 6% |
| 5 | Netherland | 2606.99 | 6% |
| 6 | IDA | 1928.25 | 4% |
| 7 | France | 1709.2 | 4% |
| 8 | United Kingdom | 1163.57 | 3% |
| 9 | Canada | 1098.15 | 2% |
| 10 | AsDF | 1065.8 | 2% |
| 11 | EU | 858.22 | 2% |
| 12 | Spain | 466.62 | 1% |
| 13 | UNDP | 408.28 | 1% |
| 14 | UNICEF | 320.18 | 1% |
| 15 | Others | 3091.85 | 7% |

Source: OECD; Figures refer to cumulative total during 1960 to 2008

So, time has passed and the relation between Japan and Indonesia grows deeper to particular cooperation. Foremost, within the relation between countries, there is cooperation among them in certain areas and there is agreement to bind

discussion, share, and negotiate to get the agreement. The process is diplomacy in the form of negotiation between two or more countries in any kind of agreement.

Usually, two countries work together to maintain the bilateral relation which had been tied. Moreover, every country that involved in the cooperation has interest and it will be discussed and delivered in a discussion forum or negotiation. The involved countries deliver their interest frequently by building trusteeship and knowing each to reach the mutual gain. Actually, both countries have intensive communication, then they meet and visit often to share and discuss the main issue which going to be conversed. So, the table below shows the

Table 2.3

Guests Visit

| No | Years | Guests from Japan to Indonesia |
|----|---------------|---|
| 1 | March 1998 | Prime Minister Ryutaro Hashimoto |
| 2 | November 1998 | Minister of Foreign Affairs Masahiko Koumura |
| 3 | July 1999 | Minister of Foreign Affairs Masahiko Koumura |
| 4 | April 2000 | Minister of Foreign Affairs Yohei Kono |
| 5 | January 2002 | Prime Minister Junichiro Koizumi |
| 6 | October 2003 | Prime Minister Junichiro Koizumi (attending ASEAN+3) |
| 7 | July 2004 | Minister of Foreign Affairs Yoriko Kawaguchi |
| 8 | January 2005 | Prime Minister Junichiro Koizumi and Minister of Foreign Affairs Nobutaka Machimura (attending <i>Special Leaders' Meeting on aftermath of the Earthquake and Tsunami</i>) |
| 9 | April 2005 | Prime Minister Junichiro Koizumi and Minister of Foreign Affairs Nobutaka Machimura (attending KTT Asia Afrika) |
| 10 | August 2007 | Prime Minister Abe |

Table 2.4

Guests Visit

| No | Years | Guests from Indonesia to Japan |
|----|----------------|--|
| 1 | March 1998 | Vice President B.J. Habibie |
| 2 | June 1999 | Minister of Foreign Affairs Ali Alatas |
| 3 | November 1999 | President Abdurrahman Wahid |
| 4 | April 2000 | President Abdurrahman Wahid |
| 5 | September 2001 | President Megawati Soekarnoputri |
| 6 | December 2002 | Minister of Foreign Affairs Dr. N. Hassan Wirajuda |
| 7 | June 2003 | President Megawati Soekarnoputri and Mr. Taufik Kiemas |
| 8 | December 2003 | President Megawati Soekarnoputri |
| 9 | June 2005 | President Susilo Bambang Yudhoyono |
| 10 | November 2006 | President Susilo Bambang Yudhoyono |
| 11 | May 2007 | Vice President Jusuf Kalla |

Source: http://www.id.emb-japan.go.jp/birel_id.html#1

Nevertheless, in long periods, Japan and Indonesia had bilateral relation. Japan also had been giving aids to Indonesia. The aids can be technical and or emergency assistance on natural disaster case because Japan and Indonesia have same situation in geographical area in natural disaster. Indonesia accepted the aids and assistances for the development of country and the development of human's

had given its experts from OCTA (Overseas Technical Cooperation Agency)¹⁰⁹ to Indonesia. The assistance was continued to disaster management, especially from 1982 to 2008. During this 36 years, the aids were given to *Departemen Pekerja Umum* (Department of Public Works) within building "*Pusat Tehnologi Pengendalian Pasir Gunung Berapi*" (The Control Technology Center of Sand Volcano)¹¹⁰, and training for the experts in arranging disaster management policy to protect the villagers around Mount Merapi.¹¹¹ During the period of 1960 to 2008, Japan's ODA gave to Indonesia about US 20.6 billion dollars or 45% of total amount of the ODA received by Indonesia.¹¹² Indonesia is the biggest recipient that receives ODA from Japan about US 1.22 billion dollars or 17% in 2005.¹¹³ And, the amount of Japan's direct investment from 1967 to 2007 is 11.5%.¹¹⁴

In a more modern era, industrial activities for development of the countries has been growing and it made the earth contaminated and recover itself through forming natural disaster because of pollution which in the air. Especially, the issue of global warming has become a common word that we hear. Japan and Indonesia are two countries which face many disasters, not only because of industrial activity, but also they are located in the agitated place on disaster. So, these

¹⁰⁹ "Membentuk Negara yang Tangguh Menghadapi Bencana Alam - Kerjasama Indonesia-Jepang Dibidang Penanganan Bencana Alam: Bantuan Bencana Alam (Komite Gabungan Jepang-Indonesia Penanggulangan Bencana Alam)." *op. cit.*

¹¹⁰ *Ibid.*

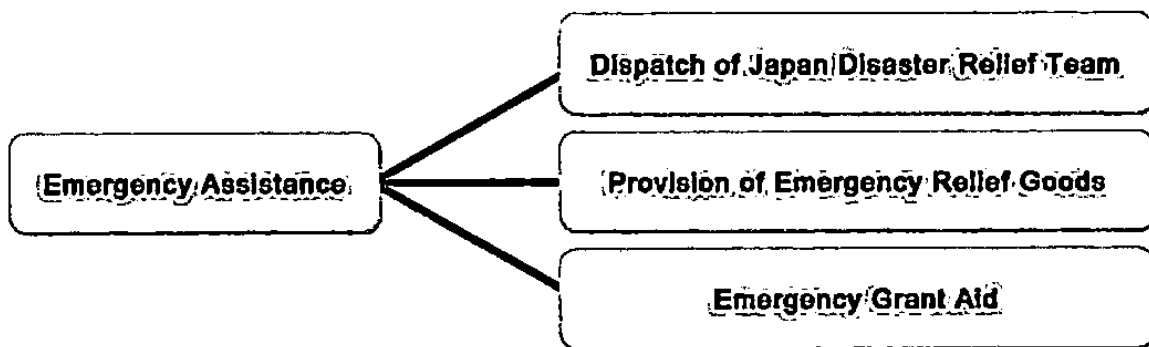
¹¹¹ "Empat Hal Penting Untuk Memperkuat Hubungan Indonesia-Jepang," last modified February 4, 2013, <http://www.presidentri.go.id/index.php/fokus/2011/06/17/6920.html>

¹¹² "JICA at a Glance: A Bridge linking Japan and Indonesia," JICA, accessed March 2013, www.jica.go.jp/indonesia/english

¹¹³ "Kerjasama Penanganan Bencana Alam - Kerjasama Indonesia-Jepang" Japan Embassy, accessed January 2013

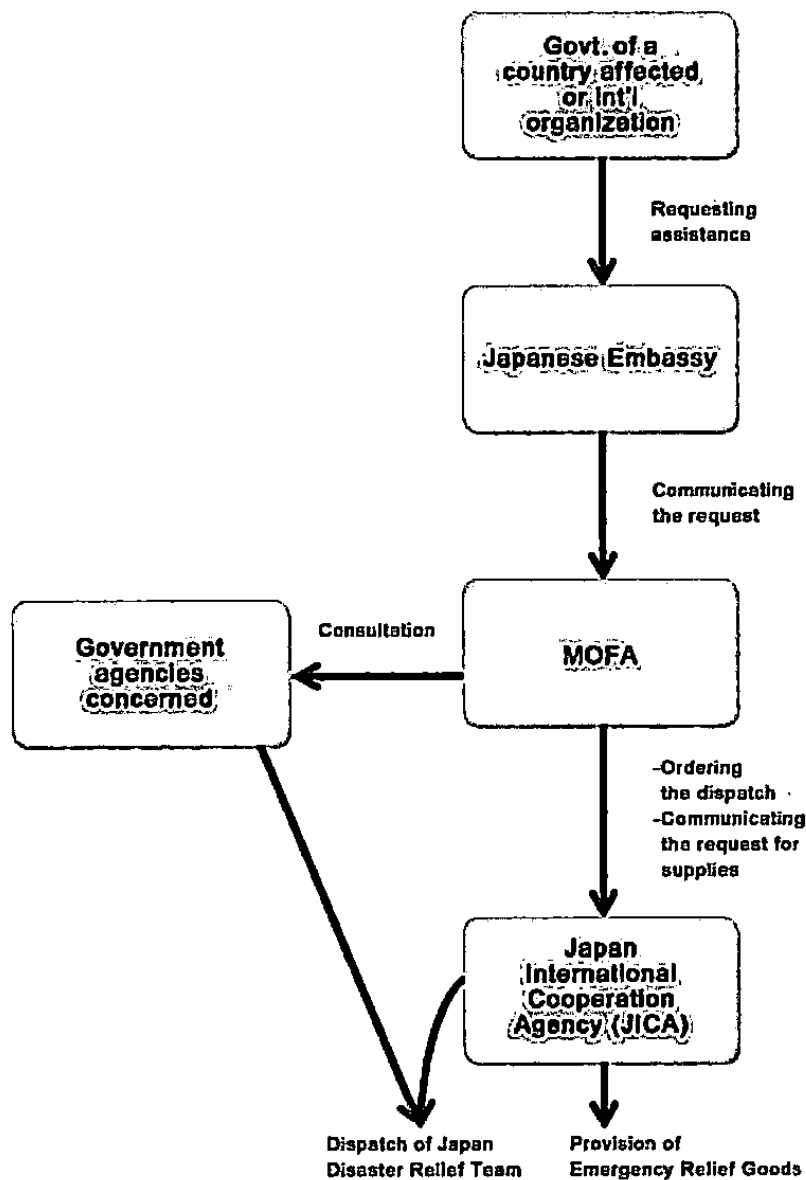
of Emergency Relief Goods are used in the case of a natural disaster as well as a man-made disaster¹¹⁷ but not in the case of a conflict-related disaster. Emergency Grant Aid is available in any of those cases.

Figure 2.4



Source: <http://www.mof.go.jp/policy/emergency/index.html>

Figure 2.5



Source: <http://www.mofa.go.jp/policy/emergency/index.html>

In the above organizational structure, it shows that the requested of aids which is proposed to Japanese Embassy from the affected country will be examined by MOFA. MOFA will consult to the related government agencies and order the dispatch and request for supplies to JICA. After the involved agency decided kinds of assistance, the realization of requested aids can be delivered to

reasons make Japan analyzing and improving its disaster management and known on its well-disaster management. Indonesia, as recipient country and as agitated on disaster, received assistances from Japan in the terms of disaster management. Japanese assistance was given to Indonesia such as Flood Controller Project in Padang in 1990.¹¹⁵ This is the prevention response to control the damages caused by disaster. Thus, there are some actions in disaster management namely prevention, emergency response, and reconstruction.

Since disaster may occur in Japan or Indonesia, emergency response must be shown to give access to evacuation and minimize the number of victims. Indonesia still has high number on disaster's victims and its disaster management is still inappropriate to be implemented. Japan gave its emergency assistance from ODA through JICA to help Indonesia in emergency situation and reconstruction since disaster occurring in the country. In the emergency assistance, the Government of Japan has tools for emergency assistance, there are three tools for emergency assistance¹¹⁶ for overseas disaster which are dispatch of Japan Disaster Relief Team, Provision of Emergency Relief Goods, and Emergency Grant Aid. One or more of these tools are chosen based on the magnitude of the disaster and requests from the affected country; therefore, the aids are given based on the calculation of disaster. The affected country can request the assistances and propose to Japanese embassy and MOFA-JICA to get the assistances. Two of them which are the Dispatch of a Japan Disaster Relief Team (JDR) and Provision

¹¹⁵ "Sistim Bantuan ODA Jepang di Indonesia." *op. cit.*

¹¹⁶ "Humanitarian Assistance," Japanese Embassy, accessed December 28, 2012,

the affected countries. Hence, the aids can be delivered also to the affected countries through a procedural term. Therefore, in providing the aids and assistances, there is a procedural term before implementing the assistance for the affected country which proposes assistance from Japan. The Ministry of Foreign Affairs (MOFA) will examine or scan the details of the request before providing assistance. This procedural term defines the kind of assistances that could be delivered to the affected countries and can decide which assistance that appropriate to be delivered. The procedure above is the process from a request for assistance to dispatch of a JDR Team or Provision of Emergency Relief Goods.

The Dispatch of Japan Disaster Relief Team, Japan sends its search and rescue team overseas for helping the country which is hit by disaster. For example, FDMA (Fire and Disaster Management Agency) was sent by Japan to Indonesia when earthquake and tsunami in Aceh in 2004. It worked for 23 days¹¹⁸ in Aceh, Indonesia as search and rescue team. Then, Emergency Relief Goods is actually emergency equipment or emergency response after the occurrence of disaster in the affected country. Japan sends Emergency Relief Goods in the form of emergency equipment such as tent, sleeping pad, blanket, water purifier, and portable jerry can.¹¹⁹ Emergency Grant Aid provides urgent necessities for refugee or victims affected by natural disaster. It is provided to affected countries or international and their organizations (including Red Cross Societies).¹²⁰ This grant

¹¹⁸ "Fire and Disaster Management Agency (FDMA)," *op. cit.*

¹¹⁹ "Emergency Relief Goods," MOFA, accessed March 2013, <http://www.mofa.go.jp/policy/emergency/assistance2.html>

¹²⁰ "Emergency Grant Aid," MOFA, accessed March 2013, <http://www.mofa.go.jp/policy/emergency/assistance3.html>

aid is provided to the affected countries because of disasters through the examination of aids by MOFA and Cabinet Meeting in Japan.

In short, the relation between Japan and Indonesia had been started since 1954, from the repayment of Japan to Indonesia to the cooperation among both countries. The interesting thing is that both countries have same geographical position which is located on tectonic plates can move anytime. Past history about Japan's colonialism in Indonesia brought both countries' destiny to meet again in term of cooperation, especially in economic and disaster management cooperation. Japan has obligation to pay its debt on Indonesian hardship in form of giving aids as war reparation. From that situation, Japan and Indonesia was getting closer and trusting each other until they made cooperation in many sectors. Hence, it is good that they work together in particular areas such as disaster management. Until today, Japan still assists Indonesia to its development for better country in the future.