

Natural Disaster Management Synergy between Civilians- Indonesian Army (TNI AD) in Karo Regency

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Abstract. The Mount Sinabung eruption in Karo Regency, North Sumatra, several years ago resulted in substantial material losses and fatalities. The Karo Regency Government through the Regional Disaster Management Agency (BPBD) had tried to deal with disaster problems, especially the Mount Sinabung eruption, by involving the Indonesian Army. The method used in this study was qualitative with a case study approach and sample Army of Indonesia. The results indicated that there was synergy, in the civilian-military relation, in efforts to overcome the Mount Sinabung eruption; especially in terms of evacuation and handling disaster assistance in a better and more systematic way. Therefore, there was a necessity for synergy between the civilians-military as a form to reduce disaster risk, emergency response, and for recovery phase for communities affected by disasters. Based on the results of the study, it was concluded that there was a need of synergy between civilians and the military in natural disaster management. The form of synergy can be achieved through communication and coordination.

Keywords: Management, Natural Disaster, Synergy.

1. INTRODUCTION

Indonesia is one of the country's most vulnerable to disasters. Several areas in Indonesia are prone to various types of natural disasters occurring on both light and medium scale that have negative impact on people's lives (Lestari, Ramadhaniyanto, & Wardyaningrum, 2018). Thus, preparation is needed in dealing with these disasters; because natural disasters can cause regional crises if they are not managed properly (Department for International Development, 2006). It can even threaten national security. Disaster management is a form of government responsibility in protecting citizen as a form of human security for every individual in the country (Indrajit, 2020)

One of those disaster is the Mount Sinabung eruption (Tampubolon, Nainggolan, Ginting, & Aritonang, 2018). The area that is highly threatened by the danger of Sinabung is Karo Regency, North Sumatra (Kusumayudha, Lestari, & Paripurno, 2018). The Mount Sinabung eruption is a disaster that has a high risk (Lestari, Kusumayudha, Paripurno, & Jayadianti, 2016). The Mount Sinabung erupted on August 20, 2010 and posed primary hazard, direct hazard due to volcanic eruption (Nurwihastuti et al., 2019). The Mount Sinabung that befell the Karo people caused deep wounds, both psychologically and physically (Lestari et al., 2016). As the eruption results, it caused big problem for the civilians in Tanah Karo, they must live in refugee camps.

Based on the Mount Sinabung disaster, it is necessary to have the willingness of all parties to remain alert to everything that will happen as volcanic eruption results (Pasaribu & Adela, 2019). As regulated in Law of the Republic of Indonesia Number 34 of 2004 article 7 (2) letter b, point 12, one task of TNI is helping to cope effects of natural disasters, evacuation and providing humanitarian assistance (Ratmono, 2021). The successful implementation of these tasks cannot be separated from the synergy between

civilians, TNI and government agencies, which are the local government, including the National Disaster Management Agency (BNPB), Regional Disaster Management Agency (BPBD) and other relevant agencies (Sulistiawan et al., 2022). In the event of a natural disaster, cooperation, coordination and communication at all stages of disaster management become very important.

Military (TNI AD, TNI AL and TNI AU) involvement with all command networks spreads throughout the territory of Republic of Indonesia (John, 2017). Along with the paradigm shift that occurs, disaster management effort is needed and is carried out by all nation components according to their roles and functions including prevention, preparation, emergency response, and recovery phases (Khan & Ashori, 2015). This is expected to minimize casualties caused by the disaster. From the background mentioned before, this study tried to produce a model for the synergy of the Indonesian National Armed Forces, especially the Indonesian Army and the civilians in Natural Disaster Management (Ali, Sarjito, & Susanto, 2021).

The synergy of the TNI in disaster management is the task of military operations other than war (OMSP) which is regulated in Law Number 34 of 2004 (Sulistiawan et al., 2022), article 7 concerning the task of providing humanitarian assistance in disaster management and Law of the Republic of Indonesia Number 24 of 2007 concerning Disaster Management (Agency & Management, 2007). Which is further regulated in Government regulations including Government Regulation of the Republic of Indonesia Number 21 of 2008 concerning the Implementation of Disaster Management (BNPB, 2008), Article 25 paragraph (1) which states that during a disaster emergency, the Head of BNPB and BPBD are authorized to mobilize human resources, equipment's and logistics from agencies/ institutions, including: the National Search and Rescue Agency, the Indonesian National Armed Forces, the Indonesian National Police, the Ministry of Public Works, the Ministry of Health and the Ministry of Social Affairs.

An organization needs to succeed not only in competition, but also in creating synergy. Covey (1989) stated that synergy is more than just working together (Spohn, 2018). Synergy is creating better and innovative solutions or ideas from a collaboration, or as a '*creative cooperation*' (Sulasma, 2018). His concept of synergy actually arose from the need to build the basis of mutually beneficial cooperation and based on rational idea, open, and democratic thinking. Najiyati and Rahmat (2011) defined synergy as a combination of elements or parts that can produce better and greater output (Wahyudi, Azwari, Alfajr, & DhitaSeptiani, 2018). Synergy can be understood as combined operation or combination of elements to produce better output. Synergy can be built in two ways, through communication and coordination (Firmansyah, 2016).

According to the United Nations Development Program (UNDP), a disaster is an extreme event in the natural or human environment that adversely affects human life, property or activities to the extent that it causes a disaster (Alam, Nurcahyanto, & Sulandari, 2016). Disasters can be threaten to lives and the environment, as defined in NFPA 1600 that, "*A disaster is an incident where the resources, personnel, and materials of the affected facility cannot control an abnormal situation (fire, explosion, leak, well blowout etc) that threaten the loss of human or physical resources of the facility and environment*" (National Fire Protection Association, 2013). Therefore, disasters can cause widespread losses and impacts on human life from material, economic or environmental point of view, which exceeds the ability of the community concerned to cope using their own resources (ISDR, 2009)

Kusumasari (2014) defined disaster management as a collective term that covers all aspects of planning to respond to disasters, including pre-disaster and post-disaster activities which may also refer to disaster risk and consequence management (Wulansari, Darumurti, & Eldo, 2017). Nurjanah (2012) said, disaster management is a science that studies disasters and all aspects related to disasters, especially disaster risks and how to avoid them. Thus, disaster management is a comprehensive effort in pre-disaster, during disaster, and post-disaster.

The stages of disaster management start from before the disaster and after the disaster. The stages prior to disaster consist of: 1) prevention, 2) mitigation, 3) preparation. The stages after disaster occur include 1) response, 2) recovery, and 3) development or rebuilding. An important factor in disaster

management is that its management is a series of interrelated activities, not a series of events that start and stop as described in Figure 1 below:



Fig.1 Disaster Management Cycle

The relationship between the Indonesian National Forces and the Army as an element in government institutions, are as preparing and alerting units in the framework of assisting the government in natural disaster management. The TNI AD is involved in all stages of disaster management to assist the central and local governments.

2. METHOD

This study used qualitative method, with case study approach. As described by Creswell (2010), As explained by Creswell (2010), the case study approach is a strategy of this research in which programs, events and processes are studied by groups and individuals(Wohlfart, 2020) in this case the Indonesian republican army in Karo or TNI AD. In this case, it is limited by time and activity. Data collection procedures used various methods such as interviews and documentation studies. This case study was about the Mount Sinabung eruption in Karo Regency, North Sumatra on August 2010. Data analysis was carried out through several processes including data reduction, data presentation, and data verification.

3. RESULT AND DISCUSSION

Management of natural disasters that occur on a national or local scale is of course a joint concern of the central government, regional governments, other agencies/institutions and civil society. Because it includes the people around the area and if it is not handled jointly, things that will harm the country or its surroundings will occur. For this reason, the government has formed a national disaster management band or abbreviated as BNPB which is the representative of the government in its focus according to its duties and functions. Therefore, the responsibility of BNPB in making disaster management decisions is in accordance with the mandate of Law Number 24 of 2007(Agency & Management, 2007). Furthermore, the involvement of the Indonesian National Armed Forces, in this case the Indonesian Army, is clearly regulated in Law no. 34 of 2004 mandated the main task of providing humanitarian assistance in disaster management. The TNI AD has been considered as part of disaster response, so it has a mandate to respond in times of disaster and is integrated into the main response level system.

Based on Article 7 paragraph (2) of Law Number 34 of 2004, the Indonesian Army has duties of military operations other than war (MOOTW), one of which is helping to cope with the consequences of natural disasters, evacuation of refugees, sending aid, and assisting search and rescue activities, as well as

the recovery phase. The involvement of the TNI AD is carried out officially in accordance with requests from the relevant civil authorities. However, in practice it is often the TNI AD involvement will begin to respond before the request is formally issued and before the emergency response mechanism is ready for operations to begin.

Division of Task

Indonesia has been recognized as a disaster-prone country, especially since the 2004 Aceh tsunami, and the central government has made various efforts to increase disaster response capacity, particularly for the TNI. Dissemination of policies and guidelines on disaster management and emergency response training is a continuous, systematic and targeted process, but it is difficult due to geographical constraints. Natural disaster management missions are the responsibility of BNPB which oversees natural disaster management in Indonesia, so that when a natural disaster occurs, there must be synergy from various related parties, at the provincial and district levels. Regarding the implementation of disaster management is a process that has been regulated in Law No. 24/2007, Presidential Regulation No. 8/2008, as well as Government Regulation No. 21/2008. This can be explained in the figure below:

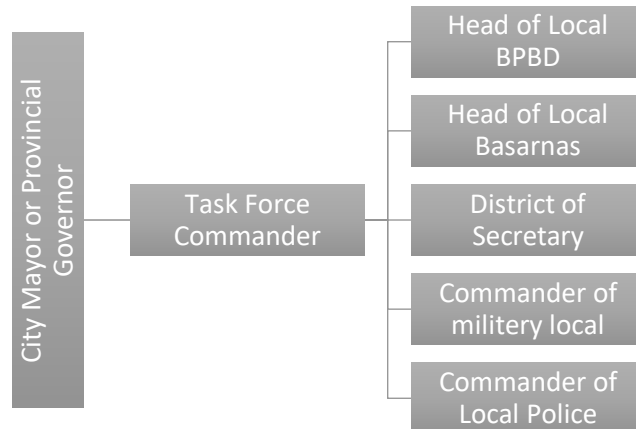


Fig. 2. Natural Disaster Management

There is synergy from the local BPBD, Regional Government, Regional Basarnas, TNI AD (Kodim), local police, elements of government agencies/institutions and also elements of the community in a natural disaster area. The form of synergy that can be carried out by the TNI AD is through communication and coordination. This communication is carried out by providing information exchange about things that are done during and after the disaster to the relevant stakeholders; followed by coordination, as like following directions from the local BPBD. The TNI AD itself through the Kodim will be appointed as the Commander of the Emergency Response Task Force, leading the district level command with the task of carrying out the evacuation and recovery phase of civilians affected by natural disasters.

The Army's main duties are to provide assistance to the central and regional governments in dealing with natural disasters in coordination with other relevant agencies. Thus, the Indonesian Army carries out its mandate to maintain national security, adjusted to the geographical location of disasters and the socio-political conditions of the affected areas. As in Law No. 34 of 2004 concerning the Indonesian National Army, it mandates both duties and obligations to carry out military operations other than war. Legally, it binds the TNI, in this case the TNI AD, to play an active role in disaster management in Indonesia, so that the TNI's movement is always at the forefront when a disaster emergency occurs before the authorities arrive. Of course, the synergy of the TNI AD is widely recognized and accepted by the community both nationally and internationally.

Task-Dependency

From the start, the TNI is the most solid institution that could provide first aid, especially in rescuing victims (Gunawan, 2019). To avoid abstract synergies, the focus of synergy is to achieve certain goals or complete certain tasks. All achievements in the disaster management process are contributions from each agency/institution regardless of each role or task of each agency/institution. The existence of a common goal in disaster management efforts is clearly the key to the main synergy between civilians and the military in disaster management.

The involvement of the TNI is aimed at preventing the development of losses, both lives and property and helping to overcome people's difficulties so as not to cause consequences that threaten the sovereignty of the state and the safety of the nation which is carried out through the capability of territorial development and support. What the TNI is doing is something that is normal, including in several countries in Asia, America and even Europe. The government through the TNI has identified the most dangerous situation from the disaster, and that cannot be done by BPBD and BNPB. This is deemed necessary when the threat of disaster does not allow civilians to reach and even overcome disaster problems, so that the TNI can assist disaster management effectively and efficiently in accordance with the available resources.

Every movement of the Indonesian Army, from the evacuation process to the recovery phase from disasters, does not need to be based on bureaucratic decisions or political policies. What the TNI AD does automatically is based on general policies that have been set long before the threat of disaster appears. However, TNI readiness in disaster management is needed both from human resources, for example in quantity and quality of personnel members, as well as resources in the form of equipment or infrastructure that prioritizes technology, and is adjusted to the TNI's own needs in carrying out military operations other than war (MOOTW).

4. CONCLUSION

Based on the results of the study, it was concluded that there was a need of synergy between civilians and the military in natural disaster management. The form of synergy can be achieved through communication and coordination. In this way, the synergy between civilians and military is in the form of disaster risk mitigation and emergency response for the recovery phase of the civilians affected by the disaster. Therefore, stakeholders need to work together to contribute to disaster mitigation policies, and to understand social security requires a more in-depth study.

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