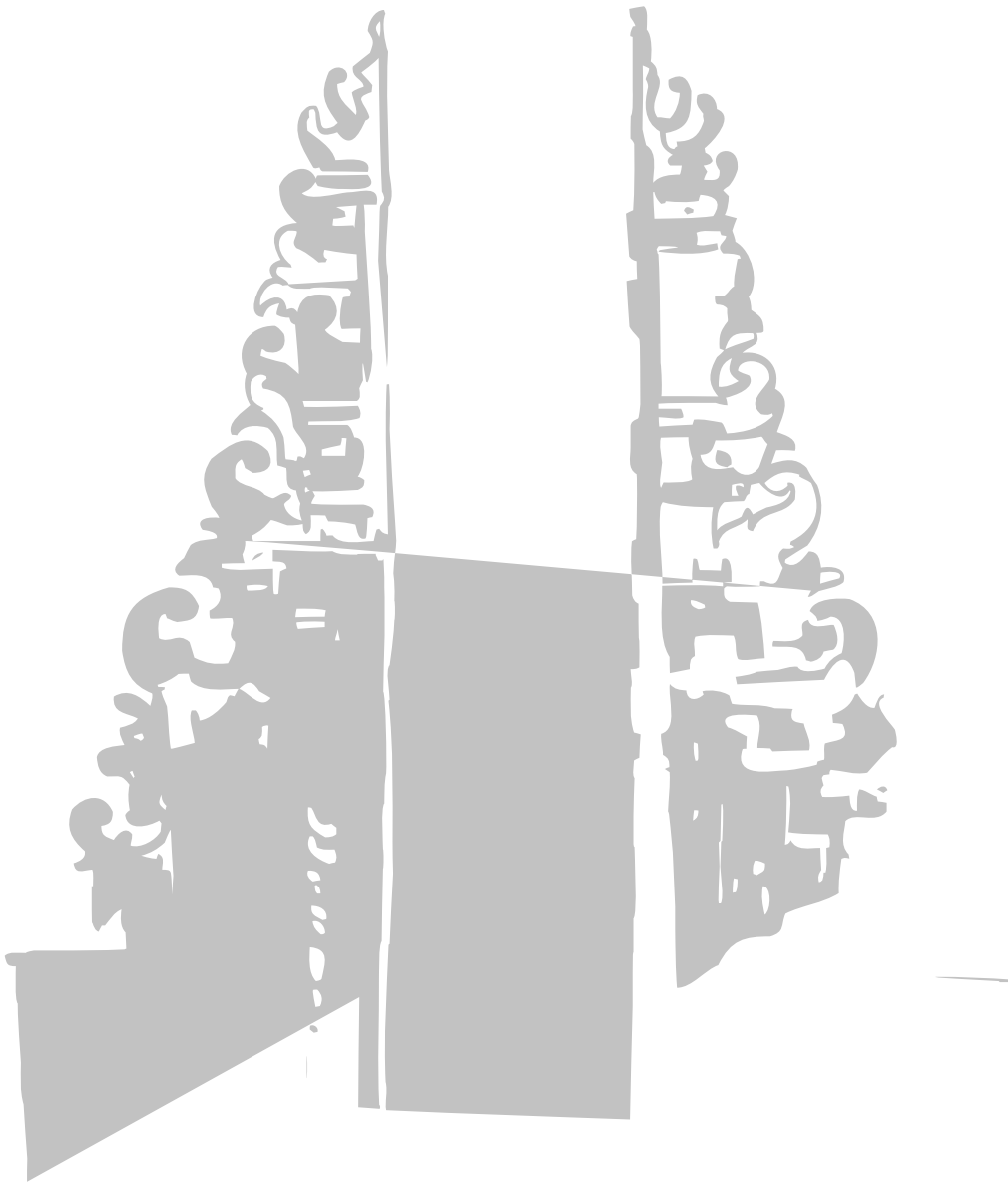




Emergency and Humanitarian Action

Country Report



Indonesia



HAZARD PROFILE¹

Due to its unique geography and geology, Indonesia is prone to natural disasters such as earthquakes, tsunamis, floods, landslides, cyclones and volcanic eruptions. With a large and dense population, human-induced disasters such as fires, forest fires, pollution and environmental degradation also pose large threats.

Types of emergencies and disasters

Natural

- Volcano
- Earthquake
- Flood
- Landslide
- Hurricane
- Disease outbreak
- Storm
- Drought
- Tsunami

Human-induced

- Conflict
- Terrorism
- Environmental pollution
- Industrial accident
- Transportation accident

Natural disasters²

Earthquakes and tsunamis: About five earthquakes occur daily in Indonesia. Indonesia is located at the intersection of three crustal plates: the Eurasia Plate, the Ancient Australia–Indian Continent and the Pacific Ocean Floor. As a result, the country has to contend with frequent and powerful seismic activity. When earthquakes occur at sea, there is the added danger of a tsunami. The devastating tsunami of 26 December 2004 was caused by an earthquake with a magnitude of 9.0 on the Richter scale – the fourth-largest earthquake in the world since 1900.

Floods and landslides: With a tropical climate, Indonesia is often subjected to massive amounts of rain within a short time. There are over 5000 rivers throughout Indonesia, of which at least 30% pass through major population centres. The western areas of Indonesia are particularly susceptible to floods, due to heavy rainfall and shallow rivers. Although natural ecosystems serve as a buffer, in areas of heavy logging, the effects are exacerbated. Along with floods, heavy rains frequently cause deadly landslides due to the porous volcanic soil that is so common throughout many parts of Indonesia.

Drought and wildfires: A prolonged dry season and extreme heat wreaks havoc on crops. Fire is particularly common in the dry eastern provinces such as East and West Nusa Tenggara. Brush and/or forest fires are also common in times of drought. While many indigenous groups have practised “swidden” agriculture – in which cropland is cleared by setting fire to small areas of felled forest – in a sustainable manner for countless generations, more recent patterns of logging and grazing have left large areas of Indonesia particularly susceptible to fire. Widespread fires in 1997 blanketed South-East Asia in an incredible smog for several months, causing an estimated \$1.3 billion in damage to the region.

Volcanic eruptions: At least 128 active volcanoes have been identified, among more than 500 young volcanoes. This represents 15% of all the active volcanoes in the world. The eruption of Krakatoa in 1883 – which killed tens of thousands of people, destroyed



the island and affected global climate for several years – remains one of the most cataclysmic natural disasters in recorded history. Eruptions on a much smaller scale – yet also deadly – occur with relative frequency in this volcanic hot spot. Mount Merapi in Java, perhaps the most active volcano in Indonesia in recent years, has had over a dozen known deadly eruptions.

Human-induced disasters

- Ethnic and religious tensions often result in social conflict. Separatist movements in Aceh and Irian Jaya, ongoing Christian–Muslim conflict in the Moluccas, and recent terrorist attacks by radical Islamic fundamentalist groups have taken a devastating human toll.
- Logging, mining and the creation of large plantations have reduced the natural environment's capacity to withstand the challenges posed by nature.
- Industry-related accidents are frequent due to the high density of industries.
- Biochemical and nuclear-related toxicities are common emergencies.
- Road traffic accidents alone kill an average of 50 000 Indonesians every year and the figures are rising. One in eight Indonesians owns at least one motorcycle or a car. Due to poor safety standards, one major road, rail, sea or air traffic accident occurs almost every month in Indonesia.

Factors affecting vulnerability

- Environmental degradation from human activities compounds the many natural risks posed by Indonesia's geography.
- High population density leads to overcrowding in urban areas which, coupled with poor building practices, leads to a large number of casualties in the event of a disaster such as an earthquake.
- Large populations often live in disaster-prone areas, due to such factors as the location of fertile soil in floodplains or in cities with compromised natural ecosystems.

Recent disasters in Indonesia (January to March 2007)^{3,4}

1 Jan 07	Accident: Plane	Sulawesi Region
8 Jan 07	Landslide	Padang Pariaman, West Sumatra Province
12 Jan 07	Floods and landslide	Sangihe, North Sulawesi Province
15 Jan 07	Train accident	Banyumas, Central Java Province
17 Jan 07	Tornado	South-East Sulawesi Province
21 Jan 07	Earthquake	North Sulawesi, North Maluku Region
22 Jan 07	Riot	Poso, Central Sulawesi District
2 Feb 07	Flood	Jakarta, Banten, West Java Province
19 Feb 07	Landslide	Magelang District, Central Java Province
20 Feb 07	Storm	Yogyakarta City, Yogyakarta Province
21 Feb 07	Accident: Hard landing	Juanda International Airport, Surabaya City, East Java Province
21 Feb 07	Accident: ferry	Seribu Island, Jakarta Province
3 Mar 07	Flood – Landslide	Manggarai, East Nusa Tenggara Province
6 Mar 07	Earthquake	Batusangkar District, West Sumatra
7 Mar 07	Accident: Plane crash	Yogyakarta Province
14 Mar 07	Flood	Cipinang, Jakarta
14 Mar 07	Flash flood	Belu District, East Nusa Tenggara
15 Mar 07	Earthquake	Labuha, Maluku



Health hazards⁵

Both conflict-related complex emergencies and natural disasters such as flooding and drought may increase the risk of infectious disease epidemics. In the wake of the tsunami the Indonesian people have been rendered vulnerable to a series of large-scale epidemic threats. The primary ones among these are listed below.

- HIV/AIDS
- Diarrhoea and gastroenteritis
- Typhoid and paratyphoid fever
- Dengue fever and dengue haemorrhagic fever
- Tuberculosis
- Acute lower respiratory tract infections
- Dysentery
- Cholera
- Malaria
- Measles
- Meningitis
- Pertussis
- Poliomyelitis
- Avian flu
- Plague
- Chikungunya
- Leptospirosis

EXISTING DISASTER MANAGEMENT STRUCTURE

National policy on disaster management

Indonesia has pursued a national strategy for disaster management, though many aspects have not been fully addressed by the present policy framework. A coordinated national disaster strategy was first developed in 1966 when the Advisory Board for Natural Disaster Management was established.⁶

A landmark Disaster Management Law no. 24/2007 was enacted on 29 March 2007, to build a new disaster management system in Indonesia. The new law posts protection to be a part of people's basic rights and designates the government to be the duty bearer. This integrated and comprehensive legislative framework expresses the State's constitutional duty to render protection from disaster risks. It provides for disaster management to be an integrated part of development and governance. This is to be accomplished through reducing risks mostly during the time when there is no disaster while, at all times, the system is charged to be better prepared to respond to, and recover from, the impacts of disasters.

To that end, the law calls for the establishment of disaster management agencies at different levels to be equipped with a robust mandate, authorities and resources. At the time when a state of calamity is declared, these agencies are to be provided with "special access" to wide-ranging special authorities including mobilization of response assets, influencing customs, immigration and quarantine and, when necessary, exerting "command" over sectors and locales. Coupled with the National Action Plan on Disaster Risk Reduction (NAP-DRR) launched on 24 February 2007, the new law embodies political statement and a framework for the implementation of the Hyogo Framework of Action (HFA) that was adopted by the international community to significantly reduce the impact of disasters by 2015. Disaster risk reduction (DRR) has now been adopted as one among eight national priorities for the fiscal year 2008.

The Government is putting together interagency–intersectoral mechanisms to formulate ancillary regulations consisting of two presidential regulations and six government



regulations, including one on international cooperation. The Government is determined to complete this in six months.

Each type of disaster is covered in part by measures in sector-specific laws, such as:

- Water Resources Management: Act No. 11, 1974
- Social Welfare: Act No. 6, 1974
- Epidemics: Act No. 4, 1984
- Conservation of Biological Natural Resources and Ecosystems: Act No. 5, 1990
- Health: Act No. 23, 1992
- Spatial Planning: Act No. 24, 1992
- Environmental Management: Act No. 23, 1997
- Forestry: Act No. 41, 1999

The National Policy on Disaster Management developed by the Government of the Republic of Indonesia as part of the 6th National Development Plan contains specific objectives. A major focus is to strengthen public awareness and preparedness of the local government. The policy of disaster management is shifting from relief to a more comprehensive approach that includes prevention and mitigation as well.

Under the National Plan's Directives, widespread training sessions and workshops have been held at all levels throughout the country. Meanwhile, the SIPBI, or Indonesian Disaster Management Information System, has been improved to enhance communication and decision-making. A major advancement under way is the development of the Forest Fires Disaster Management Information System (FFDMIS), since forest fires were not included under the SIPBI. Risk-mapping and risk-assessment projects are also being adopted. The RADIUS project (Risk Assessment Tools for Diagnostics of Urban Areas against Seismic Disaster) has developed earthquake scenarios for the major city of Bandung.

National Action Plan for Disaster Reduction 2006–2010⁷

The National Action Plan for Disaster Risk Reduction 2006–2010 is formulated as a commitment of the Government of Indonesia to UN Resolution No. 63/1999, which was followed by the Hyogo Framework for Action and the Beijing Action Plan. The document comprises a joint undertaking by the National Development Planning Agency (Bappenas) and the National Coordination Body for Disaster Management (Bakornas PB) which is supported by the United Nations Development Programme (UNDP). The NAP-DRR 2006–2010 is expected to serve as a solid reference for all actors dealing with disaster in Indonesia.

The Action Plan will later be detailed into annual plans that will reflect priority disaster management needs and related government policies. It is expected that the plan will be regularly updated to stay abreast of changes in the disaster situation in Indonesia and the wider international context.

Disaster management in the health sector

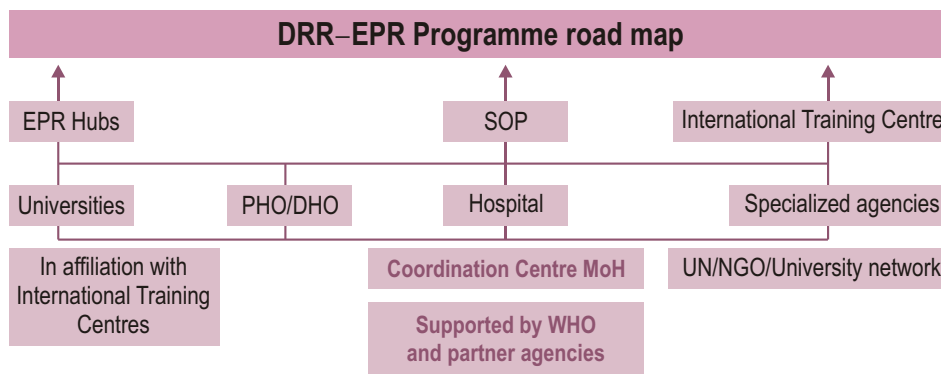
In 2006, with the support of WHO, the Ministry of Health (MoH) launched its first Emergency Preparedness and Response (EPR) Programme. The programme road map adopts three strategic approaches to reach its goal.



- Setting up and strengthening nine Regional Crisis Centres
- Developing and modifying a standard operating procedure for health crises
- Establishing and developing an international training centre on DRR for capacity building.

The Head of the Crisis Centre reports through the Secretary General to the Minister for Health.

The MoH, in close collaboration with WHO, is now in the process of establishing emergency special units in each of its directorates, training staff and establishing operation rooms. These in turn link with the central command post established in the MoH and with operational units in the nine Regional Crisis Centres.



Disaster management in the non-health sector

National Disaster Management Coordinating Board: Bakornas PBP

National coordinated arrangements for natural disasters were initiated in 1966 by the establishment of an Advisory Board for Natural Disaster Management; its activities were focused on emergency relief for disaster victims. In 1979, the National Natural Disaster Management Coordinating Board known as Bakornas PBA was established to replace the Advisory Board for Natural Disaster Management; it was directly responsible to the President and chaired by the Coordinating Minister for People Welfare. The 1979 Decree also included the establishment of a similar arrangement at the provincial as well as district levels. Presidential Decree No. 43/1990 was issued as an amendment to the previous decree (28/1979) to improve and facilitate integrated sectors related to disasters, included Armed Forces back-up. The organization was called Bakornas PB. On 2 September 1999, Presidential Decree No. 106/1999 was issued as an amendment to the previous Presidential Decree No. 43/1990, which had not included the management of human-induced disasters or social unrest. In order to facilitate this additional scope, Bakornas PB became Bakornas PBP and the number of members of the Bakornas PBP was extended to 13 Ministers and related Governors. As the coordinating body, Bakornas does not have direct implementation or policy-making functions.

In 2007, the organizational structure of the Bakornas PBP, terms of reference and its role were modified and strengthened. A new Operations Manager was appointed to lead the Bakornas Secretariat. All key in-line ministries are now placed under the Bakornas as affiliated structures to implement actions for EPR.



Source: Asian Disaster Reduction Center

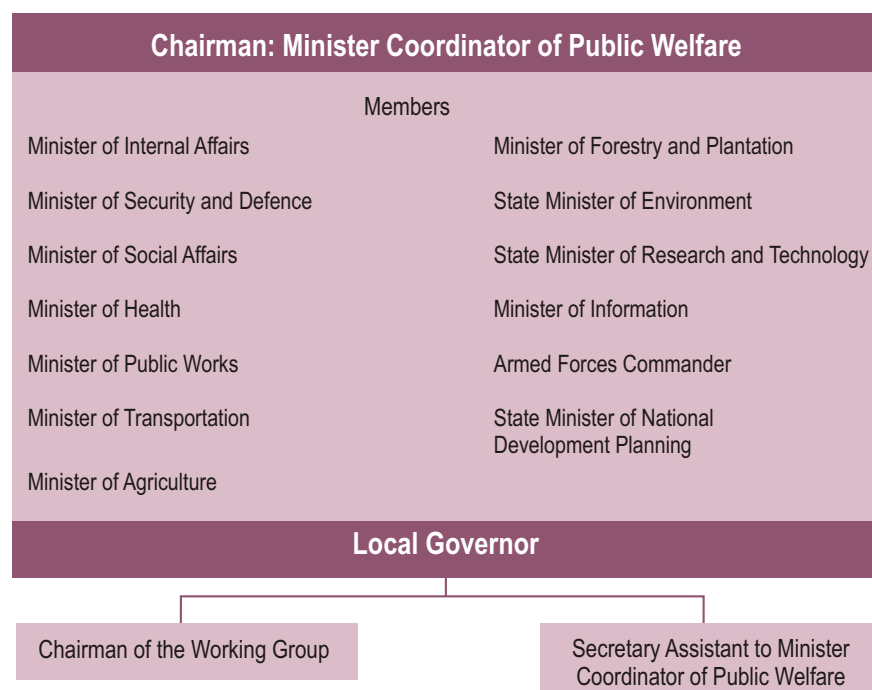
At the Central level, Bakornas PBP formulates the disaster management policy, provides guidelines and directives, and coordinates disaster management activities before, during and after disasters in an integrated manner. It provides guidelines and directives on policy outlines in disaster management activities covering prevention, mitigation, rescue, rehabilitation and reconstruction.

At the provincial level, "SATKORLAK" coordinates disaster management execution within catchment areas as directed by Bakornas.

At the district level, "SATLAK" executes disaster management within catchment areas as directed by the Governor/Chairman of Satkorlak.

Satgas is the Disaster Management Task Force. It is responsible for carrying out the operational activities planned and directed by the Disaster Management Executing Unit.

National Disaster Management Coordinating Board (Bakornas PBP)





The Secretary of Bakornas PBP is assisted by four deputies who oversee smaller working groups with more focused goals.

- **Disaster Control:** Working groups include Mitigation, Saving Disaster Victims, Emergency Response, and the Rehabilitation and Construction Bureau.
- **Refugee Handling:** Working groups include Refugee Rescue and Safety, Refugee Utilization, Refugee Placement, and Reconciliation and Socialization.
- **Community Cooperation and Involvement:** Working groups include Data and Information, Public Relations, Cooperation and Community Involvement.
- **Administration:** Working groups include Planning and Evaluation, Logistics, Training and General Concerns.

WORK OF WHO⁸

WHO Indonesia came into being on 23 May 1950. WHO works closely with the government and plays an important role in national health development. Until 2002, WHO did not have an Emergency and Humanitarian Action (EHA) section in the country and a focal person was selected to provide support to the MoH in managing emergencies and disasters. The MoH also utilized its existing structure and departments to address the needs of disasters, largely on an ad hoc basis.

WHO Indonesia provides strong support during emergency situations in the country, such as the tsunami disaster and disease outbreaks, floods and landslides.⁹ Indonesia has only recently experienced complex disasters, and the institutional experience to deal with them is limited. The strategic direction of WHO in this area is to foster the development of national capacity for EPR to meet emergency public health needs. WHO works closely with other UN agencies to improve the effectiveness of collaboration.¹⁰

WHO therefore:

- Encourages the adoption of international best practices and minimum standards in emergency management;
- Supports the development of emergency management capacity in government ministries;
- Emphasizes the need for emergency mitigation and preparedness, including better hazard and vulnerability assessments;
- Increases the resources for emergency relief activities in support of disaster-affected populations.

WHO Indonesia's support to the MoH includes technical assistance, training, fellowships, guidelines and support for international standards.¹¹

WHO'S Country Cooperation Strategy for Indonesia focuses on six principal components:

- Health policy and systems development
- Communicable disease control
- Health of women and children
- Promoting a healthy environment and healthy lifestyles



- Emergency preparedness and response
- Partnerships and coordination.

FUTURE PLANS OF WHO

WHO Indonesia will focus more on policy advice, knowledge-sharing and advocacy, and move away from supplementation of Ministry of Health and Social Welfare (MoHSW) budgets and operational support, except in relation to complex emergencies of the kind Indonesia is currently facing. This implies a change in expenditure patterns, and an increase in the provision of high-level and high-quality technical resources; for example, from providing WHO fellowships to assisting in the formulation of a human resources development plan. In the future, WHO will:

- Provide technical, financial and material support for the new Disaster Management Agency to establish its central command unit and strengthen its network.
- Provide technical, financial and material support to the MoH to strengthen its EPR Programme.
- Establish an emergency revolving fund system.
- Strengthen WHO in-house capacity and systems.
- Provide capacity building of staff and systems among the UN, NGO and donor communities.
- Enhance capacity building of the private sector and media.
- Strengthen and expand the safe community approach.

PRIORITY NEEDS

- Strengthen EPR Regional Hubs according to the plan.
- Support and strengthen the International Training Centre on DRR.
- Strengthen monitoring with set indicators and operational research as part of the EPR Programme.
- Enhance capacity building of MoH staff, stakeholders and partner agencies.
- Strengthen international and regional networks, cross-regional and learning experiences for capacity building of the next generation of professional staff to manage emergencies and disasters.
- Strengthen standardization through standard operating procedures and expand the human resources programme.



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¹cippad.usc.edu/ai/tsunami/disaster_management.cfm

²<http://www.mapreport.com/subtopics/d/countries/indonesia.html#2006>

³<http://www.reliefweb.int/rw/rwb.nsf/doc109?OpenForm&rc=3&cat=15y&display=1>

⁴Maps of Indonesia's natural disaster profile are available at <http://www.ldeo.columbia.edu/res/pi/CHRR/>

⁵http://www.who.int/hac/techguidance/pht/communicable_diseases/cds_profile_tsunami_february_2005.pdf

⁶http://www.adrc.or.jp/nationframe.php?URL=/view_disaster_en.php&Lang=en&Key=789&NationCode=360&Frame=yes

⁷<http://www.undp.or.id/press/view.asp?FileID=20070124-1&lang=en>

⁸<http://www.who.or.id/eng/index.asp>

⁹For details on WHO action in recent crises in Indonesia see <http://www.who.or.id/eng/display.asp?id=esr>

<http://www.who.or.id/eng/display.asp?id=aceh>;

<http://www.who.or.id/eng/display.asp?id=esr1>;

<http://www.who.or.id/eng/display.asp?id=esr2>; <http://www.reliefweb.int/rw/rwb.nsf/db900SID/VBOL-6YMJF7?OpenDocument&cc=idn&rc=3>.

¹⁰<http://www.who.or.id/eng/strategy.asp?id=cs6>

¹¹<http://www.who.or.id/eng/ourworks.asp?id=ow1>