

PRINCIPLES OF THE ORGANIZATION OF MEDICAL ACTION IN CASE OF DISASTER IN FRANCE

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French public authorities have been recently obliged to elaborate **NEW EMERGENCY RELIEF PLANS** more adapted to the needs of the modern way of life.

These new exigencies are principally related to technological developments and the risks they present.

A law, voted on the 22nd of July 1987, relating to the organization of Civil Defence and prevention of major disasters, distinguishes **TWO CATEGORIES OF AID ORGANIZATION PLANS** allowing specific and graduated responses to many different degrees of major accident or disasters.

MAIN ORGANIZATION PLANS IN FRANCE :

The two categories of aid organization plans include, on one hand **EMERGENCY PLANS** which cover the necessary measures to be taken in face of specific and localized risks and on the other hand **ORSEC PLANS** (1) which stipulate the public and private means that can be alerted and used in face of disasters.

An **EMERGENCY PLAN** can be activated in an isolated fashion. However, if the nature of the disaster or its amplitude justify it, an **EMERGENCY PLAN** can be completed by the alerting of an **ORSEC PLAN**.

Three EMERGENCY PLANS can be distinguished:

- LOCALIZED INTERVENTION PLANS prepared by the State Officer for the department (2) defines the measures to be taken around installations such as nuclear power stations, large chemical plants, oil refineries or in the vicinity of certain major public works, for example hydraulic dams.
- SPECIALIZED AID PLANS, related to a specific risk, for example grave pollution, floods, bad snow conditions, etc. . .
- finally RED ALERT PLANS, destined to bring aid to large numbers of victims as in, for example, train or other public transport accidents or following terrorist attacks committed in the midst of a crowd.

ORSEC PLANS can be applied at three territorial levels depending on the amplitude of the disaster; at a departmental level, a regional level or a national level.

In the operation of an ORSEC PLAN or an EMERGENCY PLAN the aid organization in each department is placed under the command of the government representative of that department (the departmental Prefect).

When the operations cover several departments the Prime Minister place the overall aid operation under the direction of one of the departmental Prefects.

DISASTER MEDICINE :

Whatever their nature, these aid organization plans lead to the onsite establishment of a CHAIN OF SUPPORT AND RELIEF made up of different means depending on state or territorial organizations or private organisms.

The organization of MEDICAL ACTION IN THE RELIEF CHAIN has been made possible by the reflexion and discussions of physicians united since five years in a new speciality: DISASTER MEDICINE.

It is, as a matter of fact, on the basis of the doctrine of disaster medicine that the French government has laid down a RULES OF ORGANIZATION adapted to the conditions of a national disaster (instruction N 86—283 issued by the Civil Defense authority on the 18 September 1986).

Thus, DISASTER PHYSICIANS can exercise their tasks while integrating their function legally into the relief chain.

THE CHAIN OF MEDICAL AID:

The CHAIN OF MEDICAL AID stretches from the site of picking up of the victims to the reception of the victims in a service of the national hospital system.

The level of integration of the Emergency Physicians in the different links of this chain, not to mention the importance of the specialized equipment made available, will naturally depend on the type of aid plan and on its importance.

Supposing the more serious case, a medical chain of command can be installed, at a NATIONAL LEVEL, in the Civil Defense Head—Quarters, passing to the REGIONAL LEVEL, equivalent of an Advance—Head—Quarters, and at the FRONT LINE LEVEL equivalent of campaign medical structures such as Advance Medical Posts.

CHRONOLOGICAL ORGANIZATION OF AID STRUCTURE:

It is thus possible to suggest a time table for the engagement of relief structures in face of disaster.

The initial phase of the disaster corresponds normally to a short, but evolutive period during which the majority of traumas occurs. This phase is characterized, of course, by the ABSENCE OF SUITABLE RELIEF MEANS. First aid can only be undertaken by what rests of the local system, usually ill—adapted to cope with the brutal arrival of a large numbers of victims.

This phase also corresponds to the period of SENDING OUT OF THE ALERT.

During this first period, SURVIVING PHYSICIANS can no longer conform to normal medical ethics. A list of "10 commandments" is foreseen for their use which can help the setting up of a local structure while waiting for the arrival of organized aid.

After the sending out of the alert, the estimation of the real extent of the disaster can only be made after an overall reconnaissance of the disaster area. This total reconnaissance must be rapid and will most likely call on helicopters. In addition, ground level reports can be obtained by specialized crews in fast 4—wheel drive vehicles.

The centralization of the first informations allows the organization of increasingly important means adapted to the situation.

Disaster Medicine action can then operate in one of several ways. It can call SPECIALIZED TERRITORIAL MEANS, such as the

S.A.M.U. (3) or the S.M.U.R. (4) ones, in particular their DISASTER MEDICINE SUPPORT DETACHMENT (5) and also on the resources of Fire Brigades such as the DISASTER DETACHMENT FOR CATACLYSME (6) of the Paris Fire Brigade or the SPECIALIZED OPERATIONAL SECTION (7) of the Firemen Sailors Battalion of Marseille or the SPECIALIZED INTERVENTION UNIT (8) of the Fire Service of the department of the Guard.

It can call on SPECIALIZED STATE SERVICES such as those controlled by the Home Secretary, in particular the AIRBORN DISASTER INTERVENTION DETACHMENT (9) of the 7th Civil Defense Instruction Unit or in a more exceptional manner, on the means of the Defense Ministry such as the PARACHUTE SURGICAL UNITS (10) or the MILITARY RAPID MEDICAL INTERVENTION UNIT (11).

These specialized means must be put into action as quickly as possible. Helicopter transport naturally is the most rapid. It is a race against time in order to install an ADVANCE MEDICAL POST (12) as close as possible to the "site" (where the most victims are to be found and outside any developing risk area.

During this period of the installing of Advance Medical Post, search and rescue squads will be engaged in the search for victims. At this stage, picking up of the victims must be organized in respect of basic rules of first-aid. An efficient chain of stretcher bearing (a "PICKING UP NORIA") can only be assured at long term by four stretcher bearers. If several hundred metres separate the picking up spot from the Advance Medical Post, a relay can be envisaged with the help of small off the road vehicles allowing the transport of 2 victims lying down or even with the aid of light helicopter ambulances. Medicalization of this first picking up chain of stretcher bearing is not systematically used if the victims are too numerous or too widely spread out over large area.

On the other hand, ALL THE VICTIMS (even the ones with the slightest wounds) must be taken to the Advance Medical Post installed nearby. There, they can be examined by a physician and receive treatment according to their pathology. At the Advance Medical Post each victim receives an INDIVIDUAL MEDICAL TRIAGE AND EVACUATION CARD.

A PRIMARY TRIAGE can distinguish two categories of emergency for the evacuation: EXTREME EMERGENCY (E.E.) (13) and

RELATIVE EMERGENCY (R.E.) (14). Thus, at the departure from the Advance Medical Post it is sufficient to check the physicians indications and choose the most suitable mean of transport.

The "Extreme Emergency" will normally be transported by multi-stretcher helicopter. Such transports can be medicalized by the presence on board of just one physician.

The "Relative Emergency" can be moved by road, in escorted convoy for maximum efficiency.

Finally, the dead are the last to leave the site. While awaiting their transport they are regrouped at a single area near the Advance Medical Post.

The organization of an Advance Medical Post hinges around a command section and 3 operational sections: the search and rescue section, the triage section (this is the most medical of the group) and, finally, the evacuation section.

The following link in the chain of medical aid is the MEDICAL EVACUATION CENTRE (15). In effect, when the large number of victims necessitates a sharing out among hospitals of the national system, the Medical Evacuation Centre constitutes an indispensable stage in the coordination of evacuation of all the victims according to their pathology and in function of the hospital beds available.

The Medical Evacuation Centre is situated on the outskirts of the disaster area near to an airfield and, of course, a main highway.

The organization of a Medical Evacuation Centre hinges around a command section and 3 operational sections. Once again there is a triage section, extremely medicalized, where a secondary triage, more precise than at the front lines, permits a sorting into 4 groups (13): the Extremely Urgent (E.U.), Urgent N.1 (*1), urgent N.2 (U2) and Urgent N.3 (U3). This categorization allows a more efficient exploitation of the behind the lines resources.

As well as the triage section there is a section to control and regulate evacuations and finally a medical restocking section to ensure the continuity of the medical aid chain towards the front line in the case of prolonged operations.

On leaving the Medical Evacuation Centre the victims head off to specialized evacuation points. It will be principally air, road or rail. Air will be naturally the choice for the most serious cases and for the greatest distances. At the arrival airport, the relay can be assured for the most urgent cases by light helicopter ambulance to the specializ-

ed hospital service concerned. Thus, the equipment of hospitals having highly specialized services with heliports can contribute to the rapidity and efficiency of the medical aid chain.

THE CHAIN OF COMMAND :

The operational authority of the medical aid chain can only be assured by the installation on the site, normally close to the Medical Evacuation Centre, of an ORSEC ADVANCE HEADQUARTERS (ORSEC A.H.Q.). This A.H.Q. is composed of a general staff under the command of a Relief Director supported by 5 operational OSEC type services which must ensure "Liaisons and Transmissions", "Police and Information", "Rescue and Aid", "Medical care and Treatment", "Transport and Work operations".

The main preoccupations of the ORSEC—A.H.Q. will be to regulate the means engaged in the operation, to encourage the M.C.E., to control the transport network, in particular the secondary evacuation chain towards behind the lines hospital. Another important task is, of course, the drawing up of periodical accounts of the situation and estimate possible needs of reinforcements.

Finally, NATIONAL COORDINATION can be assured at the Headquarter of Civil Defense. This central organization will permit in particular, the assurance of interministerial concentration and the information of the media.

THE COMMUNICATION NETWORK :

The calculation of information, the coordination of different forms of aid and the organization of reinforcements demand a network of communication at the medical chain level that is well defined.

This network will be made up, towards the front line, of short distance radio-telephones which are the usual equipment of all the principal services involved. These connections allow the different sites and services to intercommunicate and each site to dialogue with the Advance Medical Post.

Behind the lines, connections will have to call on heavier equipment needing relays on hill tops. Recent experience shows that satellite re-transmission facilitates progress in this direction and mobile field units seem to solve the problem well.

CONCLUSION :

The professionalism of french medical action in disaster situations has advanced a great deal in recent years. The increasing number of physicians with a diploma in Disaster Medicine should help the creation of a NATIONAL LISTING OF DISASTER PHYSICIANS. In cases of emergency, this list would allow the professionalization of medical aid services in face of disasters by using physicians who speak the same language and follow the same rules under the same authorities.

- (1) ORSEC derives from the French-speaking "organisation des secours".
- (2) Department = subdivision of France administered by a Prefect.
- (3) French: Service d'Aide Medicale Urgente (S.A.M.U.).
- (4) French: Service Mobile d'Urgence et de Reanimation (S.M.U.R.).
- (5) French: Detachement de Soutien en Medecine de Catastrophe (D.S.M.C.).
- (6) French: Detachement d'Intervention pour Cataclysme (D.I.C.).
- (7) French: Section Operationnelle Specialisee (S.O.S.).
- (8) French: Element d'Intervention Specialise (E.L.I.S.).
- (9) French: Detachement d'Intervention Catastrophe Aeromobile (D.I.C.A.).
- (10) French: Antenne Chirurgicale Parachutiste (A.C.P.).
- (11) French: Element Medical Militaire d'Intervention Rapide (E.M.M.I.R.).
- (12) French: Poste Medical Avance (P.M.A.).
- (13) French: Urgence Absolue (U.A)
= Externe Urgence (E.U.) and Urgence N.1 (U.1).
- (14) French: Urgence Relative (U.R.)
= Urgence N.2) and Urgence N.3 (U.3).

THE ROLE OF THE INDONESIAN RED CROSS IN DISASTER RELIEF

by
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I. Introduction

1. The Indonesian Red Cross (PMI) would like to thank for the privilege given to present its thoughts in this interregional workshop on disaster preparedness and health management, which we think is very important.
2. In order to have a good picture of the Indonesian Red Cross. I would like to give you a short introduction.
PMI is a non governmental organization formed by the community based on the Red Cross' principles to help ease the human sufferings everywhere without discrimination.
The main principle of PMI is based on humanism.
3. In accomplish this objectives PMI has tried to :
 - increase the community's preparedness to face accidents and disasters.
 - provide blood tranfusion services
 - organize training for the youth Red Cross and for the PMI's volunteers Corps.

4. From this short introduction it is clear that PMI's activities depend heavily on the participation of the community. This participation could be in terms of volunteer units, ideas and donations.

II. The readiness of PMI in preparing for a disaster.

1. The pattern for the readiness of PMI in anticipating a disaster is based on the hypothesis that the victims of a disaster could be minimized if the community is well prepared for all the possibilities that might occur, they will react faster and more accurately in helping themselves and others.
2. For that reason, we need as many people as possible who are organized and trained.
3. Especially in areas sensitive to disaster, the community needs to be prepared for the various disaster characteristics, in order for them to be ready to deal with the disaster speedily and effectively.
4. The PMI's framework is to create small, knowledgeable and skilled groups, which we called "Korps Sukarela PMI" (KSR, PMI's volunteers corps).
KSR is a group of PMI's volunteers, which include men above the age of 21, being trained by PMI then organize themselves in their own community.
The Volunteers Corps could be organized in the village/kampung, community or it could also be established in the working environment, for example in the office, factory, workshop etc.
Thus, the PMI's Volunteers Corps is a small group in a community which is socially conscious and has the necessary technical skills to assist in the event of accident or disaster.
5. To prepare the candidates for the Volunteers Corps, PMI has developed a long term & continued plan to train and educate the Youth Red Cross (Palang Merah Remaja/PMR). The Youth Red Cross consists of 3 levels, they are the Elementary Level (PMR Mula) for Elementary School students, the Junior Level (PMR Madya) for the Junior High School Students, and the Senior Level (PMR Wira) for the Senior High School Students.
Thus, the Youth Red Cross Corps (PMR) would be the next gene-

ration for the Volunteers Corps (KSR).

During their time in the Youth Red Cross (PMR) they are assigned for learning and assist in giving aid according to their experience and age.

III. PMI's Consolidation

1. The framework for utilizing the community's participation in PMI's activities especially in coping with disasters have proven good results.

The Volunteers Corps and Youth Red Cross have given their share for providing relief on each disaster in various areas.

The public in general, has also participated in the aid, mainly through their donations.

2. The consolidation of the Indonesian Red Cross was carried out after the National Convention at the end of 1986, which includes ways to achieve intensification and extensification of PMI Volunteers Corps, and the preparation for its candidates through the youth Red Cross (PMR).
3. What we mean by intensification is the effort to sharpen the skill and knowledge providing in case of a disaster. This activity begins with the improvement of the curriculum and the education and training system.
4. What we mean by extensification is the effort to increase the man power in the Volunteers' Corps, so they are evenly spread in the general public.
Some steps have been taken in this regard, for example an agreement have been reached by PMI and the Indonesian Scourts (Gerakan Pramuka), also between PMI and The Working Unit of government offices as well as private firms.
5. This consolidation is going to take time, especially if we relate this to the effort to prepare the candidates in the Youth Red Cross.

IV. PMI's Activities in a few cases of disaster

The three examples are :

- the explosion of "Mount Galunggung"
- the mudslide disaster in "Padang Panjang" and

- the "Cilandak" disaster

1. The Explosion of Mount Galunggung

- PMI works in coordination with BAKORNAS (National Coordinating Board) and SATKORLAK (Local Coordinating Body) although the PMI units have started working as soon as the disaster took place.
- Official from the Head Office, District Office as well as the Branch Office were actively involved in the aiding process.
- Volunteers Corps from West Java, DKI Jakarta, Middle Java, Yogyakarta and East Java were rotated in providing relief, due to the extended time which was needed to cope with this disaster (around 11 months).

There are 2319 men from the Volunteers Corps used in rotation for almost 1 year. (check with Attachment 1).

2. The mudslide disaster in "Padang Panjang"

- The PMI's Volunteers Corps was proven to be well prepared in handling the mudslide disaster in Padang Panjang. They were even active in aiding the previous disaster area, the Tarutung Earthquake disaster in North Sumatra.
- The PMI's Volunteers Corps have also good working relations with the other groups including a corps from the Indonesian Armed Forces (ABRI).
- The time and manpower needed to accomplish the Padang Panjang disaster were relatively short. (check with attachment 2).

3. The "Cilandak" disaster

- The Cilandak disaster is caused by human error, this incident were so sudden and unexpected.
- The PMI's Volunteers Corps with the help of PMR Wira (Senior Level Youth Red Cross) were the first group who came to provide aid and ease the situation.

They assisted in calming down the panic people, smoothened the evacuation process, made a public kitchen, and gave the first aid to the wounded.

- The "Cilandak" disaster took very little time to cope. (check with attachment 3).

V. PMI's hope

1. PMI realizes that to cope with disasters will require a great deal of effort, that is why PMI hopes that working relations and coordination will be improved.
2. Due to the principles of the Indonesian Red Cross, and characteristics of its bureaucracy which are not too rigid, we hope to be able to function faster and better, coping with disaster.
3. PMI maintains its operational capabilities on community participation, thus PMI wants to include as much as possible people to join in the PMI's movement.

VI. Conclusion

1. PMI is a very open community organization, which opens its doors for the participation by the general public, either joining the Volunteers Corps, Youth Red Cross, contribution, or even donation of Education and Training facilities.
2. PMI also welcomes the opportunity to join with institutions or public organizations that have the same goals, which is trying to help others and to ease the pain of others based on the humanitarian principles.

Thank you for your attention, and I hope this workshop could accomplish their objectives.

ACTIONS CARRIED OUT BY THE INDONESIAN RED CROSS TOWARD VICTIMS OF THE ERUPTION OF GALUNGGUNG VOLCANO

- I. April until July 31, 1982 Indonesian Red Cross Headquarters, Regional Red Cross in West Java and Red Cross Chapter in Tasikmalaya worked together with National Rescue Corps to help disaster's victims.
- II. August 1 until October 31, 1982 Indonesian Red Cross was given a responsibility to help the victims by the government.
Fund was received from the League of Red Cross and Red Crescent Societies.
- III. November 1 until December 1982 the Indonesian Red Cross kept on helping the victims with the help of Indoncross' fund.
January 1 until March 31, 1983 the Indonesian Red Cross only organized a public clinic and helped victims in certain areas.
- IV. Donations from people of all regions in Indonesia was sent through Indonesian Red Cross Chapters.
- V. Victims in details :
 1. Corpses 3 (persons)
 2. Wounded victims 12
 3. Victims who were evacuated 31.000
 4. Victims who were helped 69.000
- VI. Forty nine public kitchens were established to be the centers of food distribution.
- VII. Personnels in details :
 1. Doctors 13 persons
 2. Nurses 11 persons
 3. Volunteers Corps 2.295 persons
and voluntary Staff incl.
 1. Board of the Indonesian Red Cross
 2. Indonesian Red Cross Staff
 3. Health Bureau in Tasikmalaya
 4. Social Bureau in Tasikmalaya
 5. Staff of the National Military Command
 6. National Guards
 7. Volunteers Corps from the Indonesian Red Cross Chapters in West Java

8. Volunteers Corps from the Indonesian Red Cross Chapters in Jakarta
9. Volunteers Corps from the Indonesian Red Cross Chapters in Central Java
10. Volunteers Corps from the Indonesian Red Cross Chapters in Yogyakarta
11. Volunteers Corps from the Indonesian Red Cross Chapters in East Java

ACTIONS CARRIED OUT BY THE INDONESIAN RED CROSS TOWARD VICTIMS OF LANDSLIDE IN PADANG, ON MAY 4, 1987

- I. Landslide was happened in Padang Panjang on May 4, 1987.
Disaster's areas are Tanah Hitam, Bancah Lawer at Bukit Tui.
- II. On May 5, 1987 the Regional Indonesian Red Cross in West Sumatra together with the Indonesian Red Cross Chapters in Bukittinggi and Padang Panjang formed three groups which had different tasks as follows :
 1. Group A consisted of Volunteers Corps and Youth Red Cross
It is a team which searched for corpses.
 2. Group B consisted of Volunteers Corps and Youth Red Cross
The task was to help people's evacuation.
 3. Group C had to collect donations from people and distribute the donations to the victims.
- III. First Aid Post was under responsibility of the Board of Indonesian Red Cross Chapters in Bukittinggi.
Its duration started from May 5 until May 10, 1987.
- IV. Victims in details :
 1. Corpses. 136 (persons)
 2. Missing persons 20
 3. Badly injured 60
 4. Wounded 55
- V. Personnel in details :
 1. Board of the Indonesian Red Cross in West Sumatra
 2. Board of the Indonesian Red Cross Chapter in Bukittinggi
 3. Board of the Indonesian Red Cross Chapter in Padang Panjang
 4. Volunteers Corps and Youth Red Cross (225 persons)

The Indonesian Red Cross Headquarters had sent donations including 1500 kgs full cream milk and 500 kgs butters oil.

**ACTIONS CARRIED OUT BY THE INDONESIAN RED CROSS
TOWARD VICTIMS OF THE EXPLOSION OF THE
AMMUNITION'S DUMP IN CILANDAK ON OCTOBER
30 & OCTOBER 31, 1984**

- I. Ammunition's Dump in Cilandak, South Jakarta exploded on October 30 and October 31, 1984.
- II. On the same dates the Regional Indonesian Red Cross in Jakarta together with its Chapters organized Public Kitchens and First aid Posts at six places for evacuees as follows
 - Campus of Technical College in Ciganjur. 559 (persons)
 - Subdistrict Office in Tebet 42
 - Subdistrict Office in South Manggarai. 62
 - Handayani Guesthouse 700
 - Cilandak 175
 - Cakung 266
- III. Donations were sent incl.
 - Rice
 - Side dishes
 - Milk
 - Medicines
 - Ambulance to carry the injured people
- IV. Personnels in details :
 - Board of the Indonesian Red Cross
 - Indonesian Red Cross Staff
 - Volunteers Corps and Youth Red Cross in South Jakarta (100 persons)
 - Volunteers Corps from Technical College in Ciganjur

THE ROLE OF COMMUNITY PARTICIPATION TO OVERCOME DISASTER

BY : POEDJI M. ACHMAD

- 1.1. The fact that community participation in the field of development is very important has always been indicated at the end part of any Decree of the People's Consultative Assembly with regard to the General Guidelines of the State Policy.

This is a political admittance of the Indonesian people that the community participation in all field, especially in the field of development, is very important. In as much as the role has been highly acknowledged, it is very necessary that the community participation be maintained, developed and geared such a way that it contributes something to the development programs stipulated in the Five-Year Development from the national level, regional level up to the rural level.

2. The President, as the Authority Holder of the People's Consultative Assembly, always recommends that the community participation in every aspect of the development be promoted. In his speech delivered on January 7, 1974, as an example, he stressed that the formal and informal leaders communicate with their people so that they know the goals of the development and they will be willing to participate in the development, among others, by participating in measures to overcome disaster.
3. In its traditional manifestation which can still be seen in villages, the community participation is more commonly known as 'gotong royong' (literally means join effort for the benefit of many).

Example :

A villager who is constructing a house will be assisted by his neighbours. The owner of the house will serve daily food for their service.

The same case happens when the people of the village establish a mosque or a village hall. They will come to help with their labor, building materials and the equipments.

In a wider scale, this sort of mutual cooperation (gotong royong) and the mutual help have been practiced in the rural development in Indonesia. The concept implies the genuine rights and obligations of the village people. The joint effort of the village level is to be uplifted to the national level and becomes the joint activities of all citizens.

4. The basic principle of this cooperation is in fact the spirit of 1945 Constitution as implied in the preamble and in the whole and in the whole articles as well. This also reflects that all state affairs with regard to rights and obligations of all the citizens are based on the spirit of mutual cooperation (gotong royong) of the community.
5. Some outstanding Indonesian sociologists who have observed the Indonesian social change and development with regard to the community participation have concluded the following :
 - (1) Mutual cooperation (gotong royong) is an aspect of the Indonesian culture;
 - (2) mutual cooperation (gotong royong) is meant to reinforce the spirit of activity group within the framework of social interaction based on the contact and communication among individuals in the community;
 - (3) the motivation of the individuals to be active in the mutual cooperation (gotong royong) activities is their commitment or their awareness with the group that may fall under :
 - (a) socio—anthropological feature;
This is usually termed as 'strong brotherhood feeling'
 - (b) moral—psychological feature that includes :
 - shame feeling (they feel ashamed if they do not join the activity);

- discipline to the tradition;
- respect the old informal leaders;
- self discipline
- common responsibility.

(4) The Indonesian community is changing from agrarian (rural) pattern to industrial (urban) pattern as described in the General Guidelines of the State Policy. This fact has to do with the new condition as a result of inside and outside influences.

- (a) outside influence. There is a process of Western culture adaptation in the development of reasoning, individualism and in the pursue of technological achievement.
- (b) inside influence. There is a basic social changing process and community development in the structure and in the system as well. The change covers the difference in nature between the urban and the rural communities and the condition of the social system.

This fact has been explicitly stated in the General Outlines of the State Policy that modernization of the Indonesian community will not by itself mean westernization.

6. According to a Western Sociologist (Myron Weiner), participation in its political connotation—is a positive term either for democracy or dictator.

Participation is often used to suggest support or request to the authority.

In the context of referendum or plebiscite, participation of the community suggests legitimation.

The political understanding of participation also suggest individual activities of the community that may influence the government policy 3)

However, participation can also be understood as a series of cooperation in a work to achieve a goal which has previously agreed upon the agreement process of which might be through arguments raised by those concerned.

In this paper, by community participation is meant the concept according to the Indonesian sociologists as already mentioned earlier.

7. In the sociological-psychological approach to the Indonesian social system, community participation is a manifestation of the behaviour of the Indonesian community which basically can be differentiated based on the performers:

- (a) In a joint activity to carry out a development for their general interest the goal and the procedures of which have been deliberated and unanimously agreed upon.

In this activity the village development as part of the development system has suggested that the community has been inspired, involved, motivated and led to participate in the development by involving their power, their minds and their material contribution in completion of a development project.

The important point to stress is how to gear them so that they understand and feel sure that the development is meant for their interest and their improvement. The people should be motivated to arouse their sense of belonging so that they feel responsible for the outcomes of the development.

- (b) Individual participation apart from the collective effort.

This participation has nothing to do with the completion of a development project. This participation is totally based on the willingness of each individual that can be seen in various daily activities such as following regulations, national saving movement, family planning movement, mass guidance/mass intensification, special mass intensification within the framework of self-supporting in food (which has been achieved). In broader sense, the individual activities are also reflected in the community activities.

8. From the description outlined above a temporary conclusion can be drawn that community participation should be based on collective effort that involve their interest and that can be enjoyed by the members of the community.

Therefore, community participation can be continuously expect-

ed only when their participation is in accordance with the interest and based on the deliberation. They further believe and be strongly aware that their participation—individually and or collectively—will be very beneficial for themselves, for their families, for their community and the state.

To reach this stage the government field workers have to take a long persuasive process of approaching, promoting and guiding.

Within the era of development, effective efforts have to be taken through, among others, any social system to prevent the community participation from decreasing because this trend will further lower the national resilience.

II.

1. The Government General Policy is always based on the legalization, from 1945 Constitution, Decrees of the People's Consultative Assembly, and other legal products which constitutionally and democratically suggest the approval of the people. In conformity with the sociological-psychological approach mentioned earlier, the administration of the government and the development (including the measures to overcome disaster) will be supported by the community participation continuously and consistently. It is believed to be so because the administration is nothing but the realization of the people's decision through the General Election.
2. According to the Indonesian concept Pancasila bears the meaning of deep responsibility and community participation with the following aspects : 4)
 - (a) Formal Aspects indicating the procedures of how the people's formal participation in running the administration, namely through the representatives based on the laws concerning General Election (Law No. 15 of 1969 with its amendments and Law No. 16 of 1969 with its amendments).
 - (b) Material Aspects stating the acknowledgement of the dignity and value of man as the God's creature who wish an effective administration that is able to provide them with happiness and prosperity and consider people as full subject within the community of the state and of the international bigger family.

- (c) Normative Aspects which tie the state and its people in the manifestation of their rights, authority and obligations by referring to the principles of unity, solidarity, justice, wisdom, truth and love.
- (d) Goal Aspect which indicates the target of democracy based on Pancasila, namely the intension to establish a community full of security, peace, happiness and prosperity under the umbrella of a state where law, welfare and culture are highly practiced.
- (e) Organization Aspects which indicate the realization of Pancasila Democracy in the administration which contains a network of positions systematically and coordinatively arranged based on vertical and horizontal differentiation.
- (f) Spirit Aspect which is close in meaning with the norm of love, in the sense that the realization of Pancasila Democracy requires citizens with strong identity and personality, glorious character, and high dedication.

All these aspects are to be taken as a totality which will complement one another and which will be foundation of the administration and the development.

3. Within the framework of motivating and maintaining the community participation, the government provides with establishments and in helping the victims of disaster the establishments are always legal pursuant to the valid regulations.

In as much as the development is carried out in accordance with the Indonesian Archipelagic concept– distributed throughout Indonesia based on 1945 Constitution. In lower level, the same is based on Law No. 5 of 1974 concerning the regional administration and on Law No. 5 of 1979 concerning village administration.

4. According to the spirit of Law No. 5 of 1974 the measures to overcome disaster has been included and become a part of the order promotion the authority of which has been transferred to the regional formal leaders, namely Governor (for Provincial level), Bupati (for regency level), Camat/Subdistrict Head (for subdistrict level) by the authority of national level.

Article 67, Law No. 5 of 1974 stipulates that the Minister of Home Affairs is in charge of promoting the regional administration. Therefore, in addition to the main job (administration, control, social/political promotion, general administration and regional autonomy, regional development, rural development, agrarian affairs etc.) the Department of Home Affairs is also in charge of promoting public order including the effort to overcome disaster.

5. The implementation of peace and order promotion of certain region which is one of the regional leaders's job would be as follows :

- (a) Peace and order are a condition where the the government and the people perform their respective obligations peacefully, orderly and regularly. This harmonious condition may be interrupted by :

- law violation,
- disasters,
- economic factors etc.

The regional leaders have the authority to :

- take the measures to realize/promote peace and order.
- take the necessary steps to overcome disaster,
- take measures in the fields of politics, economy, and socio-culture.

- (b) Should there be a threat to the peace and order, the Regent (Bupati)/Regional Leader is to take the necessary steps accordingly to prevent that from happening. The measures might be preventive and or repressive.

The repressive measures are taken in the event of disaster or epidemic, how to help the victims, how to save their belongings, how to take care of sick persons etc..

- (c) In carrying out this kind of job the head of the region has to conduct a deliberation with other relevant agencies in his territory in order to study the situation. For this purpose a body should be established, headed by the head of the region and assisted by the commandants of the local armed forces. The policy should be carried out pursuant to the regulations designed for this purpose and the one in charge should report the assignment to the head of the region.

III. Guidance for community participation to overcome disaster.

1. In as much as security and order cover all aspects of human life, the measures need a conceptional pattern in terms of organization, activities, integrated promotion, budget, and controlling command. Therefore, the potentials—coming from the government, security units and community, should be well integrated. They should have the same idea, the same language and the same action. The practical understanding of community participation

is the awareness based on the deep understanding and the dedication of each community member to join any activity with regard to security and order and also disaster. 5)

Realizing the fact that the role of community participation in maintaining the security and order (including the measures to overcome disaster), the promotion of the community participation is very important. Thus, continuous encouragement for the community is already a preventive measure.

2. Basically the promotion of the community is to be dealt with for the purposes of :
 - maintaining the national stability,
 - improving the national resilience,
 - applying the educative and persuasive approach,
 - applying the systematic and continuous approach,
 - applying the two-way communication between the government officials and the community.
- 3.a. Disasters take place so suddenly. However, it normally is initiated with the early signals/indications which later develop into stronger indications that disaster is about to happen. Then the disaster does happen with all the direct and indirect results. To overcome the results of such disaster, there should be measures involving the community participation to put back into the normal condition. After that there should still be consolidation measures.
- b. Principally the measures involving the community participation to overcome disaster should be started from the time of peace when there is no indications of disaster whatsoever. The community participation should be geared to the understanding of possible

disaster and at the same time they should also realize the government policy in overcoming disaster. The people should also be continuously trained with different skills closely related to the measures to overcome disaster.

All these are meant to improve the quality of their own lives and to prepare them for emergency situation that they might face in case disaster happens.

In the field of hygiene or public health, it is necessary that preventive, promotive and educative measures be activated in the existing self-motivated establishments.

- c. Once the early signals of a disaster appear all the community members are to be informed and the local authority starts giving assignments and prepares the necessary equipments. Meanwhile the units under the self-motivated organizations are to be set ready so that units (Civil Defence, Family Welfare Promotion Team, Rural Community Resilience Institution, etc.) know what to do since they are skillful and familiar with the procedures.

With the practical guidance from the local authority it is expected that the problems can be overcome properly and in due course

- d. When the disaster happens usually all the people get panicky and for a short while they do not know what to do.

Therefore, it is wise that the local administration under the head of the region conducts a deliberation in an operation or control center of regional level with all the apparatus (technical and armed forces) in order to formulate activities together with the personnel and the instruments/equipments.

The measures taken are supposed to be informed to (through SSB or others) the head of the region and to the people in the respective areas.

In some Indonesian regions certain communication means using 'kentongan' have already been known by the members of the community.

Some regions have set up a sort of standard operational procedures to face specific disasters that might happen again and again in their areas. To overcome volcanic danger, for example, certain signals have been formulated and some relatively safe locations

have been announced. To face the threat of flood, higher flat locations have also been decided to save the people and their animals.

- e. It has been pointed out that the President always recommends that community participation for the development be promoted by all the government officials including the Indonesian Armed Forces. During pre-disaster, for example, the territorial operation by the Army and the security and order operation by the Police Force at subdistrict level can be synchronized with the government development programs involving the community participation. At least this is meant to promote/improve the people's understanding and their eagerness to solve their daily problems in their areas.

The promotion measures with regard to the development should be carried out conceptionally, consistently, and continuously so that if disaster happens they are able to face reality.

- f. The purpose of the measures to promote and develop the community participation by improving their understanding to certain problems and their skills is that the people are ready to overcome their problems if disaster takes place.

When it happens, the people will participate by conveying the messages from the head of the region to overcome disaster in their respective areas. It is natural that the participation of the people through organizations like Civil Defence (Hansip), Boy-scout (Pramuka), Family Welfare Promotion (PKK), Rural Community Resilience Institution (LKMD) and the like be arranged harmoniously in accordance with the real or local conditions. For examples, the temporary cooking site (dapur umum), temporary care for children, hygiene, cattle care, neighborhood security system, (siskamling), moral and religious care etc.

- g. During consolidation period, the community participation is not only to put them back into their normal lives, but also to rehabilitate the destroyed infra-structure as far as the people can do. Rehabilitating ditches and repairing gutters are only some examples and this will encourage them to their normal lives.

IV. The role of community participation and its legal bases

- 1. The following are the legal bases upon which community parti-

cipation operates .

- a. 1945 Constituion (as already outlined),
 - b. decrees of the People's Consultative Assembly closely related to the General Guidelines of the State Policy,
 - c. Law No. 29 of 1954 concerning the State Defence,
 - d. Law No. 23 of 1959 concerning the State Security,
 - e. Laws No. 5 of 1974 and 5 of 1979,
 - f. Law No. 13 of 1961 concerning the Indonesian Police Force,
 - g. Presidential Decree No. 4 of 1969 concerning Sector K/ Village (Rural) Promotion and other Presidential Aids for Rural Development to promote the community participation,
 - h. Presidential Decree No. 9 of 1974 concerning the transfer of authority to the Commander of Security and Order in the fields of security and order,
 - i. Join decree issued by the Minister of Defence and Security and the Minister of Home Affairs No. Kep/37/XI/1975 (240 A Th 1975) concerning the operational procedures to promote the Civil Defence (Hansip),
 - j. Law No. 20 of 1982 concerning the State Defence,
 - k. Presidential Decree concerning Rural Community Resilience Institution.
 - l. Decree of the Minister of Home Affairs concerning LMD and UDKP (Unit Daerah Kerja Pembangunan = Development Work Area Unit) etc..
2. All these legislative documents stipulate the rights, the authority and obligations of each agency within the framework of controlling and promoting security and order including the measures to overcome disaster.

Examples :

- a. The Rural Community Resilience Institution (LKMD) has sections like ones in charge of security and order (tramtib) and the Family Welfare Promotion Program (PKK).
PKK is aimed at promoting or improving preventive, promotive and repressive measures in the field of public health and hygiene through the housewives. In practice they deal with campaign or extension on nutrition program for under-five-year children immunization, family health etc..

In time of disaster the housewives are supposed to mobilize their members to be active in the temporary cooking site, and similar activities.

LKMD has also youth section which can also help in time of disaster.

- b. Based on Law No. 20 of 1982 the Minister of Home Affairs and the Minister of Defence and Security have issued a joint decree No. Kep/37/XI/1975 (No. 240 A Th 1975) that further stipulates that Hansip (Civil Defence) with its quarters in every subdistrict and headed by the Camat (Head of Sub-district) and the Lurah (Head of village) are appointed to overcome problems with regard to disaster. The Hansip members are divided in accordance with their skills, among others, the skill to protect the people and thus called LINMAS (community Protection).

At the national level, the Civil Defence is headed by the Minister of Home Affairs.

Further development indicates that a special component has been established pursuant to the Law No. 20 of 1982. This establishment is called Komponen Khusus Pertahanan Keamanan Negara (Specific Component for the State Defence and Security) which is in charge of overcoming the results of war, disaster and other misfortunes, so as to minimize the loss in terms of soul and materials.

- c. Pursuant to the Presidential Decree No. 238 of 1961 and No. 12 of 1971, Pramuka (Indonesian Boy Scout) are also trained with First Aid Measures that will be very useful in helping victims of natural disaster in case it happens.
- d. Youth Center (Karang Taruna) etc.
- e. Young Indonesian Red Cross. This movement is organized by the school under the guidance of the Indonesian Red Cross. This is another potential that can be mobilized to help the victims in time of disaster.
- f. The Indonesian Amateur Radio Organization (ORARI = Organisasi Radio Amatir Indonesia). This is a non-government Radio Broadcast that can also help in time of disaster, especially the help with regard to communication.

The role of this organization in a country like Indonesia has been very outstanding and will always be so in the future.

3. Some examples describing the success of the community participation to overcome disaster are as follows:
 - a. The people's understanding on the health campaign of the government officials to overcome MUNTABER (a contagious disease with vomit and diarrhea) by sending the patients to the Public Health Center (Puskesmas) as soon as possible and not consuming unhealthy water has contributed a lot in minimizing victims.
 - b. The people's understanding on promoting nutrition program and under-five-year children through Family Welfare Promotion Program in even remote places and who are inspired by the Family Welfare Promotion Motivator Team has become a successful preventive and promotive campaign in the fields of health and family welfare.
 - c. The people's understanding on the immunization program raised by the Family welfare Promotion Team has also succeeded in preventing children sickness.
 - d. Periodic examination for pregnancy and periodic weighing babies and children nutrition have been widely accepted and practiced.
 - e. Healthy housing environment and Green Living Drugstore (small garden with plants having healing power) around the house have also been widely accepted and practiced.
4. Promotion 6)
 - a. Mental promotion can be achieved through :
 - the study and application of Pancasila so that every citizen internalizes the life norms of Pancasila;
 - any effort to make every Indonesian citizen really understand the advantages of HANKAMRATA (Defence and Security by the People throughout the Country) and the Double Function of the Indonesian Armed Forces.
 - religious understanding that the people's role and services are meant for the present and for the future worlds.

- b. Physical promotion can be achieved through :
 - formal and informal education,
 - promotion by different levels (neighborhood Association level = RT/RW), Village level, Subdistrict level, Regency level etc.,
 - promotion by community organizations,
 - physical/skill promotion by military and non-military organization.
- c. Promotion measures for :
 - Civil Defence (Hansip) with the element of Community Protection,
 - Youth and student organization,
 - Family Planning Program.
- d. Organizations as effective agents :
 - will make the promotion job easier,
 - will help maintain and control activities continuously.

This is the end of the remark on the community participation and its role in the national development and in the measures to overcome disaster.

It is hoped that this short remark will be additional materials to be taken into consideration in this seminar and be elaborated further.

Thank you very much.