

THE ROLE OF COMMUNITY PARTICIPATION
TO OVERCOME DISASTER
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I.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 fields, especially in the field of development, is very important.

Inasmuch 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, 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 neighbors. 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 join effort of the village level is to be uplifted to the national level and becomes the join 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 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 suggests 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 behavior of the Indonesian community which basically can be differentiated based on the performers:

- (a) In a join 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 expected 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 dis-

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.

Inasmuch as the development is carried out in accordance with the Indonesian Archipelagic concept -- distributed throughout Indonesian territory -- then the community participation for the national development including the measures to overcome disaster should also be 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 leader'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. Inasmuch 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), Boyscout (Pramuka), Family Welfare Promotion (PKK), Rural Community Resilience Institution (LHMID) 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 participation operates :

- a. 1945 Constitution, (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 Nos 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. Joint decree issued by the Minister of Defence and Security and the Minister of Home Affairs No. Kep/37/II/1975 (240 A Th 1975) concerning the operational procedures to promote the Civil Defence (Kansip),
- j. Law No. 20 of 1982 concerning the State Defence,
- k. Presidential Decree concerning Rural Community Resilience Institution.

1. 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 join decree No. Kep/37/II/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 Amateurish Radio Institution (CRARI = 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-diarhee) 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 for babies and children nutrition have been widely accepted and practiced.

- e. Healthy housing environment and Green Living Drug-store (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 (Mansip) with the element of Community Protection,
- Youth and student organization,

- Family Planning Program.

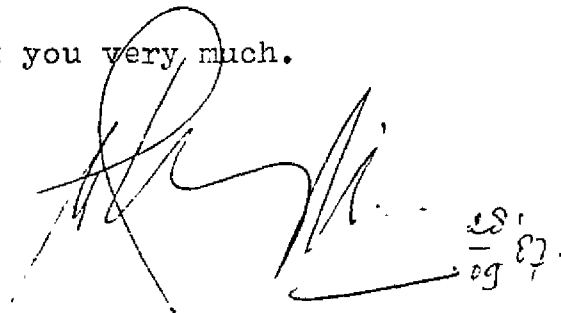
d. Organizations as effective agents :

- 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.

A handwritten signature in dark ink, followed by the date "28/12/71" written in a similar style.