

Civil-Military Cooperation in Natural Disaster Management

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Abstract

Indonesia has one of the highest natural disaster risks in the world. This data emphasizes Indonesia's vulnerability to natural calamities. From the standpoint of national security, the incident demonstrates that this threat must be dealt with all current national capabilities. Cooperation, coordination, communication and planned action by various parties, be it BNPB, Provincial BPBD, Regency/City BPBD, TNI, POLRI, Ormas, NGOs, academics, the business world, and other stakeholders are needed to overcome natural disasters that occur in Indonesia. This study aims to describe and further examine the relationship between civil and military collaboration in Indonesian natural disaster management against the backdrop of these issues. The qualitative method of this study employs descriptive-explanatory research. The methods of this study include both library research and content analysis. Up to 2022's publications were the main focus of the search. According to the study's findings, coordination between the civil and military sectors is crucial to disaster management. The TNI works collaboratively and in support of local governments throughout the disaster management process rather than acting independently. The army's deployment is heavily reliant on the demands of local governments since this cooperation reduces the army to a supporting role. In the event of a disaster, the division of tasks between stakeholders becomes very important so that there is no overlapping of the functions of each agency.

Keywords— Cooperation, Civil-Military, Natural Disaster

INTRODUCTION

Indonesia is one of the countries with the highest risk of natural disasters in the world (countries at risk of disaster). Geographically, the country of Indonesia is situated between two continents and two oceans, which is very strategic in terms of geopolitics, geoeconomics, geodefense, and security. Moreover, when viewed demographically, Indonesia's population of more than 270 million is a potential human resource capable of producing a demographic bonus and extraordinary strength in this era of globalization. Along with aspects of Indonesia's natural resources from Sabang to Merauke which are rich in oil, gas, plantations, forests, fisheries, mining, and other resources. All of this has become the capital of the Indonesian state and grown into one of the world's great powers. However, behind its strategic location, large population, and rich natural resources,

there is a dangerous threat to the people of Indonesia, namely natural disasters.

Indonesia's position in the middle of the world's three tectonic plates, namely the Indo-Australian Ocean Plate, the Pacific Plate, and the Eurasian Continental Plate, ensures that Indonesia has a high potential for earthquakes, landslides, and tsunamis. Indonesia's position is also in the ring of fire with the most active volcanoes in the world, which is why Indonesia has the potential for volcanic eruptions and volcanic earthquakes. Indonesia is also experiencing the phenomenon of climate change due to global warming with severe climate change impacts, these conditions are caused by cyclones, hurricanes, floods, erosion, and droughts. Situation in Indonesia, which is located in the tropics, is an excellent environment for the proliferation of plants and microorganisms. This breeding has the potential

to spread plant pests that cause crop failure or outbreaks of various diseases. Indonesia also has the potential for man-made disasters, such as environmental damage, forest fires, traffic accidents, and technological disruptions.

Natural disasters that occur in Indonesia often occur and cannot be predicted when they will occur. The 2004 Aceh tsunami, 2006 Yogyakarta earthquake, 2009 West Sumatra earthquake, 2010 eruption of Mount Merapi, 2010 Mentawai tsunami, and floods and droughts are just a few of the many natural disasters in Indonesia.

This fact underscores that Natural catastrophes are a common occurrence in Indonesia. From

2005 to 2014, Indonesia was ranked fifth in the world by the United Nations Secretariat for the International Disaster Reduction Strategy (UNISDR). Indonesia's natural disaster data also shows the potential for increasing and the intensity of Indonesia's natural disasters is always increasing every year.

Based on data from the Data and Information Management Sector (PDSI), Disaster Information and Communication Data Center (Pusdatinkom), National Disaster Management Agency (BNPB), data on the distribution of natural disasters in Indonesia, from 2007 to 2022, there were 33,956 natural disasters in Indonesia. . As in the following image:

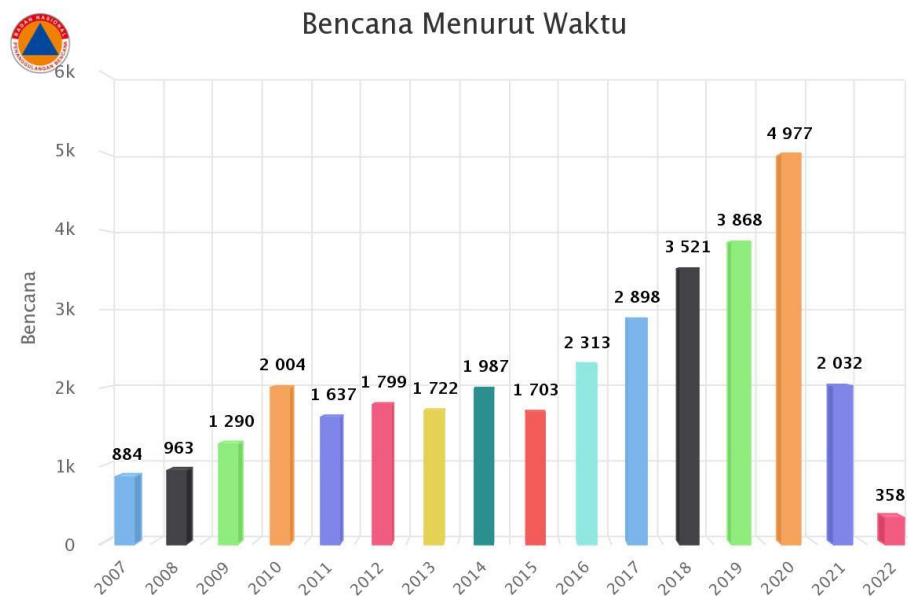


Figure 1. Disasters in Indonesia by Time

Source: National Disaster Management Agency (BNPB), (2022)

Natural disasters are becoming more common, posing a significant threat to Indonesia's life and security. The territory of the Unitary State of the Republic of Indonesia is a disaster-prone area due to its geographical location and location in one of the most active catastrophe areas in the world. At least 12 disaster threats exist, which are classified as geological disasters (earthquakes, tsunamis, volcanoes, earthquakes/landslides), hydrometeorological disasters (floods, flash floods, droughts, severe

weather, strong waves, forest and land fires), and manmade disasters (epidemic of disease and technological failure - industrial accidents). Natural catastrophes also have an impact on the community's socioeconomic life. Meanwhile, based on Indonesia's Disaster Geoportal Data, in 2021 there will be 5402 natural disasters in Indonesia, as explained in the following infographic.



Figure 2. Indonesia Disaster 2021

Source: Indonesia Disaster Data Geoportal, (2021)

The various disasters that occurred in Indonesia have taught many people in Indonesia and around the world that a large number of victims of life and property in these disasters is caused by the lack of knowledge and unpreparedness of the community in dealing with disasters that can be caused. Previously, natural disaster management focused on events immediately after a disaster and only responded to disaster emergencies. Disaster management is

considered ineffective in reducing disaster risk (Widyaningrum, 2020).

Indonesia as a disaster-prone country must always be ready for disaster management. For this reason, disaster management must be managed in an integrated and holistic manner. According to data from the Notre Dame Global Adaptation Index, Indonesia's preparedness for disasters has declined significantly.

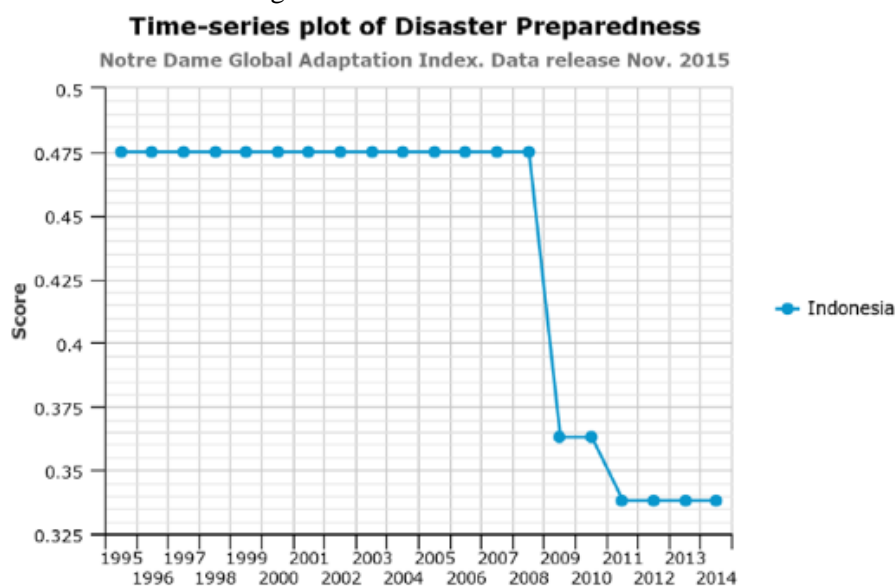


Figure 3 Indonesia's 1995-2014 disaster preparedness

Source: Notre Dame Global Adaptation Index (2015)

Indonesia's reduced preparedness in dealing with disasters will of course have an impact on the weakening of public security conditions when natural disasters occur (Agung, 2019). From the point of view of national security, the disaster shows that this threat must be addressed with all current national potentials. Cooperation, coordination, communication, and planned action by various parties, be it BNPB, Provincial BPBD, Regency/City BPBD, TNI, POLRI, Ormas, NGOs, academics, the business world, and other stakeholders are needed to overcome natural disasters that occur in Indonesia. . The resolution of natural disasters is not only the business of BNPB or BPBD but has become the responsibility of all parties or known as the Penta helix which consists of the government, the community, the business world, academia, and the media.

The TNI is the most effective and well-organized disaster management entity on the sovereign territory of the Unitary State of the Republic of Indonesia. The participation of the TNI in attempts to deal with various natural disasters is governed by TNI Law Number 34 of 2004. Article 7 paragraph (2) point 12 states that the TNI is obliged to: "assist in response to natural disasters, evacuating and providing humanitarian assistance". This article discusses the role of military operations other than the TNI war (OMSP).

In other words, OMSP is a relief operation that requires the involvement of the TNI in aiding or filling gaps in the civilian element. Under these conditions, the TNI is likely to carry out emergency disaster response operations in the future. The role of the TNI is aimed at preventing the escalation of losses, lives, and property of the people as well as helping to overcome people's difficulties so as not to cause adverse effects on state sovereignty and threaten national security, which is achieved through regional development and carrying capacity. (Wido, 2014).

With the ongoing paradigm shift, all parts of the country must carry out disaster management efforts according to their respective roles and functions, which include prevention, preparedness, emergency response, and phases.

Disaster victims are expected to be reduced. With the background of these problems, the purpose of this study is to try to describe and further analyze the relationship between civil and military cooperation in natural disaster management in Indonesia.

RESEARCH METHODOLOGY

This study employs descriptive-explanatory research and a qualitative technique. This strategy is used to acquire more comprehensive and precise information about a study problem. According to Moleong (2013), qualitative research is research that uses the natural environment to evaluate events that occur as a result of participation. Descriptive research seeks more specific information to characterize events (Sugiyono, 2010). The descriptive method is also used to assess data as it is collected (Irawan, 2007).

This research employs content analysis tools as well as library research. The content analysis technique is a research approach for drawing findings from text. In other words, content analysis is a research method that aims to reveal the author's public and concealed thinking. The types and sources of secondary data are used in the literature research. Secondary sources, according to Sugiyono (2011), are sources that do not directly offer data to data collectors, such as other individuals or documents. Secondary data is gathered from open sources such as books, the internet, journals, and various research institution literature sources. The search was limited to material published between now and 2022.. The search's findings were then condensed, and information relevant to the study's topic—civil-military collaboration in the context of natural disasters—was used as a reference for this journal article.

RESULTS AND DISCUSSION

A disaster is defined as an occurrence or series of events that endangers and destroys human life and existence as a result of natural and/or non-natural causes, as well as human activities, resulting in human casualties, natural destruction, property losses, and psychological implications. Meanwhile, according to

UNISDR (2002), a disaster is a serious disturbance to society, causing extensive damage to human life in material, economic or environmental terms, and a disaster cannot provide results for the community to use its own resources. Therefore, comprehensive actions are needed to overcome them, so as not to add more losses (Widyaningrum, 2020).

Disaster management activities consist of 3 (three) phases, namely: First, the pre-disaster phase, which includes prevention, mitigation, preparation, and early warning activities. The second phase is the Emergency Response Period, which involves disaster response actions such as search and rescue (SAR), emergency aid, and evacuation to temporarily alleviate suffering. The third stage is the post-disaster phase, which includes actions such as recovery, rehabilitation, and reconstruction. This phase is a process that is passed to meet basic needs (Subagyo, 2018).

Law of the Republic of Indonesia No. 24 of 2007 concerning Disaster Management (UU 24/2007) is the basis of the Indonesian legal system for disaster management. This law contains a set of provisions that regulate the responsibilities of central and local governments, including the rights and obligations of the community, the role of business and international institutions, and basic arrangements for disaster management and their needs, such as financing and managing disaster relief.

Disaster management based on Law Number 24 of 2007 adheres to principles such as speed and accuracy, priority, coordination and integration, efficiency and effectiveness, transparency and accountability, partnership, empowerment, non-discrimination, and non-proletariat. Reduction and reduction of injuries and losses must be carried out simultaneously in order to increase physical, economic, and social resilience, using technology, knowledge, information, and human resources.

Law No. 24 of 2007 is supported by several legislation and guidelines related to the stages of the disaster management cycle such as Government Regulation No. 21 (2008) concerning Disaster Management

Implementation, Government Regulation No. 23 (2008) concerning Participation of International Institutions and Foreign Non-Governmental Organizations. in Disaster Management, and Perka BNPB Number 22 (2010) discussing the Responsibility of International Organizations and Foreign Non-Governmental Organizations in Disaster Relief. In order to effectively manage natural disasters and provide humanitarian aid, it will be necessary for the military (TNI) to work with civil authorities like the BNPB and BPBD, local governments, other members of civil society like the private sector and non-governmental organizations (NGOs), as well as with academia, the media, the business world, and the community. tragedy, immediate aftermath, and post-disaster. Nowadays, disasters include both civilians and the military, and neither can be ignored.

One of the key components of disaster management in Indonesia is the participation of the TNI without disturbing other parties or institutions in charge of disaster management. The TNI or the Indonesian National Army is about people who are specially prepared to carry out state duties and have the task of maintaining state defense and security (Chalim & Farhan, 2015).

The TNI's involvement in disaster management is one type of carrying out the TNI's responsibilities, particularly the function of Military Operations Other Than War (OMSP), as stated by Law of the Republic of Indonesia No. 34 of 2004. (Patria, 2013). Based on Law Number 34 of 2004 concerning the Indonesian National Army, there are 14 OMSP activities, one of which is disaster management, evacuation, and humanitarian assistance. In this case, the TNI can be sent directly to facilitate disaster management. The responsibility of the TNI in disaster management is a form of active contribution and participation in the national development process as well as maintaining resilience to various threats and environmental challenges of the nation and state (Dulkadir, 2014).

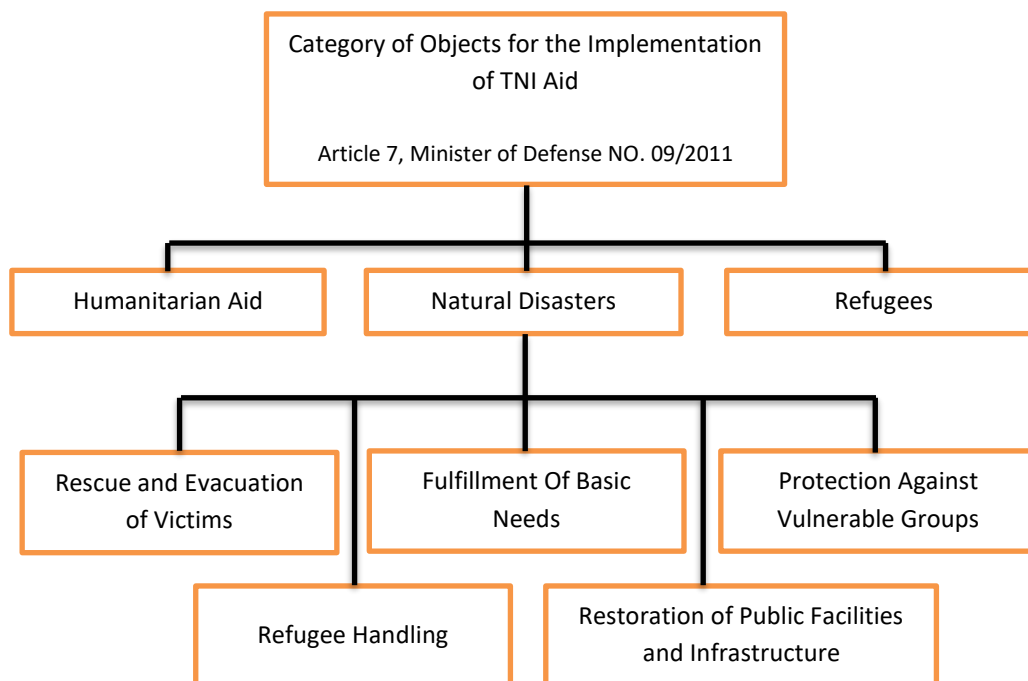


Figure 4. Categories of Objects for the Implementation of TNI Aid (Permenhan No.9/2011 Article 7)

Source: processed by researchers (2022)

Disaster management efforts and sustainable emergency response actions are important elements in reducing the level of damage and loss of life. With reference to Article 7 of the Regulation of the Minister of Defense No. 9 of 2011, the purpose of the TNI to provide assistance is divided into 3 categories, namely natural disasters, refugees, and humanitarian assistance. In the category of natural disasters, the TNI can help rescue and evacuate victims; meet basic needs; protect vulnerable groups; refugee management; and updating of public facilities and infrastructure.

The United Nations (UN) has made it clear that using the military option is a last resort if civilian personnel are not competent enough to deal with a disaster. Meanwhile, the OSLO guidelines explain that a military is a tool that supports disaster management mechanisms. To meet the shortage of TNI's urgent need for disasters. The concept of civil-military cooperation refers to the realization of civil-military relations that take place in the field where military positions fill the gaps in civilian capabilities (Franke, 2006).

TNI strength is required in its development to respond to disasters since the readiness and number of TNI personnel are extremely

significant, especially during emergency preparedness. Civil-military coordination has grown in importance in disaster management. The coordinating procedure is based on Rietjense's (2008) concept. There are three stages of coordination: the first is formation, the second is field operations, and the third is evaluation, which is the final step of coordination. Because the army is a supporting force in this coordination, troop deployment is highly dependent on the establishment of particular governments. This civil-military coordination demonstrates that disaster management can be accelerated to reduce casualties and damage.

The history of military involvement in civilian work and activities extends from the New Order to the concept of ABRI's dual function. After the New Order, TNI's participation in civilian duties was regulated by laws requiring state policies and political decisions (Agung 2020). Military involvement in disaster management is a step to fill a gap that is not covered by civilian opportunities. In disaster management, the TNI participates in the mitigation phase, the emergency response process, and the disaster recovery process. Since 1990 in a disaster situation, the military and civilians act simultaneously, and there are times when the

military and civilians have a close working relationship (Rietjens and Bollen, 2008).

In a paper by Metcalfe and Hanyson (2012) entitled "Trends and Challenges in Humanitarian Civil-Military Coordination, a review of the literature" it is explained that the definition of Civil-Military Coordination (CMCoord) or civil-military coordination according to the United Nations means an important dialogue between civilian actors and the military in the humanitarian field to protect and promote humanitarian principles, avoid competition, minimize inconsistency, and achieve common goals. The United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) and the InterAgency Standing Committee (IASC) utilize a similar terminology (Nugroho et al, 2016). In humanitarian crises, civil-military coordination is the crucial discussion and interaction between civilian and military actors that is required to maintain and defend humanitarian standards, prevent competition, limit deviations, and, if appropriate, promote mutual goals (UN OCHA, 2015).

In terms of human resources and disaster management equipment, the mobilization of civilian and military resources in disaster management is maximized. The TNI, with its militant members distributed throughout Indonesia, plays a critical role in disaster management in the region. The TNI has human resources in the form of qualified, trained, trained, and competent personnel in dealing with natural disasters. The command and control aspect of the TNI is a special strength of the TNI, so disaster management is flexible and structured (Priambodo, 2020). The role of the TNI in the regions is carried out by units in each province, particularly the Military Resort Command (Korem). The military/TNI strength in the event of a disaster is not the main force, but an additional force. As a result, the quantity of personnel deployed during an emergency response is highly dependent on the demand of the local government. The role of the TNI by the Korem should be the ability of local governments to synergize in dealing with disasters that occur in the region. In this case,

the regional government is BPBD as the implementing element, command, and disaster control.

In addition, the Korem also communicates and coordinates with all stakeholders in the implementation of disaster management, including the National Police, the National Search and Rescue Agency, community organizations, the business world, and so on. Therefore, a disaster management strategy is needed so that disaster management becomes effective and efficient.

In cooperation between institutions, of course, there are factors that affect cooperation. There are several factors that influence civil-military cooperation, namely policies, implementation time, organizational structure and culture, coordination and communication, resources, and conditional factors.

The issue with military intervention is that, both at the local and national levels, there are no fixed procedures. The method and technique of TNI support in managing natural disasters remain a bureaucratic issue that works against the quick and effective management of disaster impacts. On the other hand, community participation in disasters is expected to be limited by the limited capacity and infrastructure of these facilities (Soepandji, 2013). Differences in work culture between civilian and military cause coordination between the two sometimes a lot of problems. The objectives, ways of working, and the use of language in carrying out activities tend to be different between civilians and the military (Nugroho, 2016).

The military has specific skills that can be applied in crisis situations and disaster relief. In managing natural disasters, there are some areas where the military has proven to have special skills, particularly in logistics, transportation, and the capacity to deliver urgent aid. Cooperation between the military and civil authorities seeks to maximize benefits and reduce drawbacks. The humanitarian community has so far adopted its strategy in every context, from partnership to close cooperation. Rapid military deployment can occur since the military has a distinct

organizational command structure, suitable buildings and equipment, and deployable human resources. The TNI's organizational structure, operating procedures, distinct chain of command and coordination, and capacity for rapid deployment all have an impact on the organization's principal role in disaster response.

The division of tasks for civil and military disaster management is important because it helps to determine the type of humanitarian activity that is suitable for the relief process with military capabilities in different conditions, but all relevant elements need to be consulted in advance about the nature and need for disaster management (William, 2005).

The division of civil and military duties, according to UN-OCHA, is categorized into three parts: Direct Assistance, which refers to the military's ability to directly assist the community during times of peace; Indirect Assistance, which refers to times when the military's role is limited to assisting in the distribution and transportation of logistics for aid or humanitarian employees; and Infrastructure Support, which provides general services like road maintenance, airspace management, and energy generation. This explains the fundamental tenets of providing humanitarian aid, notably humanity, neutrality, independence, and impartiality (UN-OCHA, 2005)

CONCLUSION

Natural disasters have become a real challenge in all nations and countries, especially Indonesia which is relatively vulnerable to disasters. Therefore, it is important for Indonesia to know the capacity of each component of disaster management. In peacetime, the military carries out its duties and functions in non-war military operations (OMSP), one of which is disaster management. Disaster management includes civil-military coordination, which is crucial. The TNI works collaboratively and in support of local governments throughout the disaster management process rather than working independently. The army is a supporting force

under this coordination, therefore how many soldiers are deployed highly dependent on what the local governments need. It is crucial that stakeholders divide up their roles in the event of a disaster to prevent any duplication of efforts across different agencies.

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