

Synergy of Sam Ratulangi Air Force Base and Regional Government in Flood Natural Disaster Management in Manado City

Erwin Dwi Koerniawan

Abstract

The impact of flash floods that occurred in the city of Manado a few years ago resulted in significant material losses and casualties. The Manado City Government through the National Disaster Management Agency (BNPB) has an effort to deal with disaster problems, particularly floods, including involving the Air Force of the Sam Ratulangi Air Base. However, it must be admitted that there are still obstacles to optimize the Indonesian Army Force in supporting natural disaster management in the North Sulawesi region. The further studies are needed related to the synergy of the Sam Ratulangi Air Force Base and the Regional Government in response to natural flood disasters in Manado, North Sulawesi. In this paper, the theories or concepts of disaster management, synergy, civil-military relations, and national security are used. The method used is qualitative with a case study approach. The results of the study show the main differences in disaster management efforts among regional governments and related to perceptions of flood mitigation, sector introspection regarding flood mitigation, motivation for flood mitigation, and disaster management implementation plans. The planning approach is highly dependent on the political interests of the regional government. Furthermore, based on the analysis of the three pillars of synergy between civil-military in efforts to mitigate floods in the city of Manado, the problems identified



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are (1) related to the improvement and capacity and capability of each sector; (2) equating perceptions and frameworks at the level of regional leadership elements; (3) preparation of SOPs/operational guidelines and/or technical guidelines; and (4) performance improvement based on evaluation of disaster management.

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Keywords: synergy, natural disaster management, Indonesian Air Force and local government

Preliminary

North Sulawesi Province is one of the areas that are prone to flood in Indonesia with the region's vulnerability to the disaster¹. Judging from the total area of inundation, it is ranked 8th out of all regions in Indonesia, so it is one of the cities that is considered to be at high risk of flood hazard¹. Recorded in the last 25 years, there have been ten floods^{2,3}. The region that has the highest vulnerability is the city of Manado. The city of Manado itself was recorded in 2014 to experience two flash floods. Floods experienced in the city of Manado occur due to high rainfall that increases the water discharge in Lake Tondano.

No.	Date	Area of inundation (ha)	Death toll	Damage Cost (Million IDR)
1	1996	1,676	15	NA
2	Dec, 2000	1,500	27	300
3	Apr, 2001	200	NA	NA
4	Nov, 2001	NA	NA	NA
5	Feb, 2004	400	NA	NA
6	Mar, 2004	NA	NA	NA
7	2005	NA	NA	NA
8	Feb, 2006	NA	39	NA
9	Feb, 2013	132	7	NA
10	Feb, 2014	1177	19	1,870,000

Table 1. Flood Disaster in Manado City in the last 25 years – (Source: from various sources especially^{2,3})

Related to these problems, it is necessary to understand that disaster management, especially hydrometeorological disasters, must be carried out effectively by involving many parties. Cases of flood disasters in the city of Manado is one example of the many efforts to mitigate and handle floods that must be understood by all parties in Indonesia, especially local governments. That is because almost 70% of areas in Indonesia have vulnerabilities and threats in disaster hydrometeorology, such as floods, droughts, landslides, and whirlwinds⁴.

Indonesian laws and regulations have sought to regulate how disaster management procedures can be carried out, especially with regard to the synergy and cooperation of various parties. Act No. 24 of 2007 states that there is a need for a special institution/institution that addresses the issue of disaster, thus, The National Disaster Management Agency (BNPB) has been formed. As referred to in Article 10 paragraph (1) The National Disaster Management Agency consists of directors of disaster management and disaster management implementers. The steering element in BNPB consists of both central and regional governments and the professional communities. The implementing elements of disaster management are professionals and experts.

In this regard, a more in-depth description of this policy can be understood with the existence of PERKA BNPB No. 10 of 2008. Regulation of the Head of BNPB which discusses Guidelines Disaster Emergency Response Command contains instructions on the involvement of professionals and experts in disaster management efforts, especially in disaster relief efforts. This guideline is implemented by involving many parties including institutions/organizations concerned, The Indonesian National Army (TNI) and the Indonesian National Police in an effort to deal with disaster emergency response which in this case is focused on Sam Ratulangi Air Base.

Related to this based on the author's observations on involvement at Sam Ratulangi Air Base there are some specific problems related to efforts to overcome flood disasters in the city of Manado. Flood valuation on January 15, 2014, showed the limited involvement of the Sam Ratulangi Air Force Base due to various factors. One of them is related to the participation of the TNI, the position of the TNI AU especially the Sam Ratulangi Air Force Base in the organizational structure of the disaster management field coordination unit. The military position is only as a helper to the national coordinating body for disaster relief and

upon request from the local government or the Government's place (to be formed). When natural disasters occur, the TNI AU, especially Air Force Base, Sam Ratulangi, is involved in the initiative rather than waiting for requests from the local government.

Of course, there is a certain obstacle that causes the TNI to be maximized, especially the Sam Ratulangi Air Force Base, in supporting natural disaster management in the North Sulawesi region. These factors need to be studied in greater depth where the level of vulnerability and risk of disasters in the city of Manado is still quite high. The involvement of the TNI AU was then assumed to have a significant impact in efforts to reduce the impact of disasters, especially in the work area of the Sam Ratulangi Air Force base.

The great impact of natural disasters can continue if post-disaster recovery is not hastened, the big impact will not only affect only one sector but also massively affect the related social systems in that scope. In the previous statement, it can be understood that flash floods in the city of Manado have affected the death of the economic, political and social systems not only in the city of Manado but also in North Sulawesi as a whole and in general on national conditions⁵. According to this, cross-cutting issues are necessary; especially if it continues on the resilience, sovereignty, integrity of the Republic of Indonesia, a special scheme is needed in efforts to restore it.

However, what needs to be understood is that disaster if not handled properly will have an impact on the stability of security and the governance in the region, so that there need to be real efforts and actions in the process of disaster management that can provide community resilience in facing disasters. The role of the military in the management of natural disasters is very challenging to study, especially regarding the synergy of the Air Force Base of Sam Ratulangi and the local government in response to natural flood disasters in Manado, North Sulawesi.

Literature review

Disaster Management

Sopaheluwaken⁶ describes the term disaster as an event caused by nature or because of human activities, occurs suddenly or slowly, causing loss of human life, property and environmental damage; this incident occurs beyond the ability of the community with all its resources⁷. Moreover, the Natural Law no. 24 of 2007 concerning Disaster Man-

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agement states that disasters are events or series of events that threaten or disrupt people's lives and livelihoods caused by both natural factors and non-natural factors as well as human factors resulting in human casualties, environmental damage, property losses, and psychological impacts.

Referring to the above definition, the *Disaster Management System* is a science that studies the disaster along with aspects related to the disaster, especially the risk of disasters and how to avoid the risk of disaster. Disaster management is a dynamic process of the operation management functions that we know so far, for example, the function of *planning, organizing, actuating* and *controlling*. The way in which disaster management works is through activities that exist in each quadrant/cycle/field of work, namely prevention, mitigation, and preparedness, emergency response, and recovery while the aim, in general, is to protect the community and its property from the threat of disaster.

Related to this PP No. 21 of 2008 states that held disaster management is a series of measures that include the establishment of development policies risk of disaster, disaster prevention activities, emergency response, and rehabilitation. The implementation of disaster management aims to ensure the implementation of disaster management in a planned, integrated, coordinated and comprehensive manner to protect the community from threats, risks, and impacts of disasters. According to Raditya Jati⁸ as Director of Disaster Risk Reduction at BNPB, efforts are needed in disaster management by knowing the risk of disasters in an area⁹. For this reason, disaster risk assessment documents are needed by various parties (academics, local government, consultants, the private sector, etc.) that can be used as a reference in development and spatial policies, as well as synchronization of policies across sectors⁸.

Furthermore, in disaster management, there needs to be rapid, precise, effective, efficient, integrated and accountable coordination and handling so that casualties and property losses can be minimized. Disaster management, especially during disaster emergency response must be carried out quickly, accurately and coordinated in one command. To carry out the handling of disaster emergency response effectively, coordinated and one command, the central government/regional government, is represented by the Head of BNPB/BPBD at the Provincial/Regency/ City level in accordance with their authority.

In Government Regulations (PP) no. 21 of 2008 concerning Disaster Management Organizers can appoint an official as the commander in handling disaster emergency response in accordance with article 47 paragraphs (2). It is intended as an effort to facilitate access to instruct the sector in terms of demand and deployment of human resources, equipment, logistics, migration, customs, and quarantine, licensing, procurement of goods/services, management and accountability for the money for goods, and rescue.

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Synergy

Paton, Medovar and Latash¹⁶ explained that synergy is an attempt to divide a task by providing opportunities for each party to complement one another so as to achieve the ultimate goal or the completion of a joint task. For this reason, Paton et al¹⁶ introduces the main three pillars of synergy theory, namely *sharing*, *Flexibility/stability (error compensation)*, and *task-dependence*. *Sharing* or division of tasks is defined as an effort to be able to provide each component of the task in producing or working on command. It is a form of differentiation between various parties/sectors/institutions that are coordinated in achieving certain tasks to be able to maximally use their respective expertise^{10,11}. *Flexibility/stability (error compensation)* or flexibility/stability (completing deficiencies) is described as a task distribution effort that not only expects mere balance but complementarity so that errors faced by one or two sectors do not have a wide impact on system damage or failure to achieve the purpose. This pillar is intended that synergy requires the flexibility of each sector that is not rigid in a mere rule, but dealing with the understanding of their respective roles and complementing each other when needed. The third pillar is *Task-dependence* or dependence on task; this third pillar is intended to avoid the definition of abstract synergy so that the main focus of synergy is to achieve a specific goal or complete a particular task. It is on this third pillar that all achievements are attained into the process between each actor/institution/sector/institution regardless of the size of the role of each actor/institution/sector/institution.

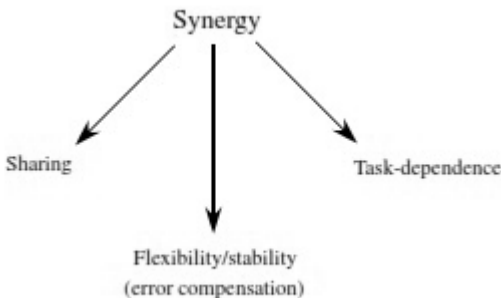


Figure 1: Three Concepts / Main Pillar of Synergy
Source: Paton et al¹⁶

Civil-Military Relations

Civil and military are essentially two different entities. Civil in political terms can be defined as a public or a folk group that is subject to job political policies of the state government whereas the military is a state tool in ensuring security and order so that the implementation of political policies can run smoothly without experiencing interference and protecting civilians so that their rights as citizens are not violated.

Definitions according to CR. Bakhrie¹² regarding the military restricts the military concept to all officers who sit in positions that demand political skills, aspirations, and have a political orientation, and do not consider rank. In defining the military as military personnel, military institutions, or only senior officers. Furthermore, Lt. Gen. (Ret.) Sayidiman Suryohadiprojo defines the military as an armed force organization with the assignment of safeguarding the sovereignty of the state.

In the context of disaster management by Maarif¹³ poles military has set internationally. This is stated in the UN General Assembly Resolution no. 46/182, "humanitarian assistance must be provided on the basis of humanity, neutrality, and impartiality. In addition, it is stated on the guidelines for the use of military and civil defense assets in disaster relief" (Oslo Guidelines, 1994-updates November 2006, revision I.I November 2007).

The concept of military-civil cooperation refers to an internationally regulated understanding. CIMIC or the *Civil-Military Cooperation* is a military function through a commander connected with civilian agencies active in emergency operations. According to Maarif¹³, there are three important things in CIMIC.

1. Support for troops: all activities designed for support military forces from local community groups.
2. Civil-military relations: joint coordination and planning with civilian agencies to support the mission.
3. Support for the civilian environment: provision of all forms of assistance (expertise, information, security, infrastructure, development capacity, etc.) to civil society to support military missions.

Meanwhile, CMCoord or *Civil-Military Coordination* can be understood as a fundamental dialogue and interaction between civilian and military actors in emergency response to protect and support human-

itarian principles, avoid competition, and minimize inconsistencies in achieving common goals. The basic strategies range from coexistence to cooperation. Coordination is a responsibility facilitated by joint relationships and training.

National Security

Barry Buzan¹⁴ k security wheel with regard to a matter of survival (*survival*). Security of a country is divided into five dimensions, namely political, military, economic, social, and environmental dimensions. Each security dimension has a security unit, values, survival characteristics, and different threats. In the realist view, the concept of national security is a condition limited by military threats or the ability of a country to protect the nation's state from military attacks originating from its external environment.

Method

This research uses qualitative methods. According to Creswell¹⁵ qualitative research is a method to explore and understand the meaning that a number of individuals or groups of people are thought to originate from social or humanitarian problems. This qualitative research process involves important efforts such as asking questions and procedures, collecting specific data from participants/resource persons, analyzing data inductively from themes that are specific to common themes, and interpreting data.

The research approach implemented is a case study approach, which, according to Creswell¹⁵, is a research strategy in which researchers carefully investigate a program, event, activity, process or group of individuals. Cases are limited by time and activity, and researchers collect information in full by using various data collection procedures in a predetermined time. The case study in this study was during the emergency response to floods that occurred in the city of Manado in April 2014.

The data sources are divided into two types of data sources, namely primary and secondary data sources. Primary data were collected through observations based on activities and events in the field and interviews with the Head of North Sulawesi Province BPBD, North Sulawesi Province BPBP Operational Head, Kadisops Lanud Sam Ratulangi, Kasiopslat Lanud Sam Ratulangi, Pekas Sam Ratulangi Airport, North Sulawesi SAR operations staff, Secretary of Manado's Tikala Vil-

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lage and several flood victims. Secondary data were obtained from various agencies or related institutions such as BNPB, BPBD, TNI AU Base Sam Ratulangi, community institutions. Data analysis in this study was carried out through several processes including data reduction, data presentation, and data verification.

Discussion

Understanding disaster management is related to how the highest decision makers until the low sectors are united in the same mindset. BNPB basically seeks how the mindset of disaster can be understood at the regional level by providing the same concept of thinking and known as BPBD. There may be different characteristics between BPBDs, but the mindset remains the same, and at this stage, each BPBD compiles its institutions based on the uniqueness of the spatial and temporal scope they have. However, that difference is not a crucial domain that causes BPBD to be very different from its parent, BNPB. Likewise, with the specifications set in the Military world, the TNI in smaller units such as the Air Base certainly has differences with other Air Bases, but their essence as a TNI institution remains, as they have the same mindset. This mindset in the military world is then known as doctrine.

Swa Bhuwana Paksa is a doctrine or teaching and at the same time a symbol of the Air Force. Forced Bhuwana Self has the content of meaning as the wing of the Indonesian homeland. The symbol also states that the Indonesian Air Force is an umbrella that protects all areas of Indonesian sovereignty and elevates the dignity of the nation and is determined to build it to become a glorious Indonesia in the air. In the Swa Air Force doctrine Bhuwana listed assignments The principal of the Indonesian Air Force, among others: "As the enforcer of state sovereignty in the air, maintaining the integrity of national airspace and national integrity together with all components of other national defense forces, as well as organizing law enforcement in national airspace" and "developing national potential into defense forces state of air aspects".

Regarding the discussion in this paper how nature is part of the threat associated with the existence of OMSP (Military Operations Other Than War) has been explained that the TNI, especially the Air Force, is on other main tasks which are considered more important, namely maintaining airspace sovereignty. In this capacity, all of the Air Force's resources are put. But another role that puts the TNI in civilian

assistance is a separate dilemma in which the TNI does not have specificity in the field. This is what seemed to be solved in the stages of the policy strategy so that the military can follow a person into the right mindset and the doctrine can be understood by all TNI, so it creates a good synergy. This is in line with another view of Paton et al¹⁶ who explains that synergy is an attempt to divide a task by providing an opportunity for each party to complement one another so as to achieve the ultimate goal or the completion of a joint task.

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Division of Tasks as Synergy

Sharing or division of tasks as an effort others to be able to provide each component of the task in producing or working on a command, it is a form of differentiation between various parties/sectors/institutions that are coordinated in achieving certain tasks to be able to maximally use their respective expertise. The division of tasks when carrying out disaster management between BPBD and TNI has been going well. However, the efforts of these specifications are limited to emergency response attempts, after which perny letter ataan flood emergencies in your tt wishful Governors established an emergency response system that is directly led by the governor at that time only its military and police to help evacuate flood victims. According to Kadiaops Sam Ratulangi Field, the TNI was always involved only during emergency response, and after the disaster was not much involved in pre-disaster activities, it was indeed related to the limited ability of TNI resources.

For this reason, a variety of special skills related to the involvement of various sectors are required; in this case, the TNI must be encouraged to take part in the overall disaster management efforts in the pre, current and post-disaster stages. Therefore, the urge for the TNI to have resources that are experts in the field of disaster is great hope for the creation of synergy between the Regional Government and the TNI. Furthermore, the TNI and BPBD must have clear rules for placing measurable cooperation positions; the rules of the game are derived from Law no. 24 of 2007 and BNPB Regulation no. 10 of 2008 and it is better in the form of *standard operating procedures* or technical instruction guidelines.

Sector Stability

Flexibility/stability (error compensation) or flexibility/stability (completing deficiencies) is described as a task distribution effort that not only expects mere balance but also requires complementarity so that errors

faced by one or two sectors do not have a wide impact on system damage or failure to achieve the purpose. This pillar means that synergy requires rule flexibility of each sector and understanding of their respective roles and complements each other when needed.

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In the efforts of flood disaster management BPBD and the TNI and other sectors have sought to complement each other and try to be flexible in disaster management. But basically, the role of more than BPBD has always been the main point of emphasis in this synergy effort. BPBD depends also on the main instructions of the higher authorities, namely the Regional Government (Governors and Mayor) so that the involvement of other sectors experiences long obstacles related to the long decision-making.

Efforts are needed to equalize perceptions and frameworks at the regional level which are attended by each element of the regional leadership. This is the main pressing point in efforts to implement development based on the needs of disaster management. Each sector places itself in accordance with a collective agreement so that both civilians and the military can automatically move in response and emergency needs. However, in the pre-disaster-based planning stage careful planning is also needed where each sector must be included in the planning, but of course internally each sector must be able to place itself in the capacity and capability to follow the rules of the game.

Dependence on Tasks

The third pillar is *Task-dependence* or task dependency. The third pillar is intended to avoid the definition of abstract synergy so that the main focus of synergy is to achieve a specific goal or complete a particular task. It is on this third pillar that all achievements are attained into the process between each actor/ institution/ regardless the size of each role other than that the contribution of each actor/institution/sector/ institution must be well-distributed.

The common goal in disaster management efforts is clear to repeat the risks and impacts of natural disasters. This point is always the main key to the synergy between civilians and the military in disaster relief efforts. However, the pressing point of the problem is always associated with how effective the performance and synergy are. So from that, the answer is clear that synergy does not work effectively so that the achievement of the goals and the course of the task still seems abstract

and not well controlled. The task of each sector has not been placed on clear rules so that the impression of overlap is inevitable in the effort to mitigate floods and flash floods in the city of Manado.

As with the three pillars previously mentioned, it becomes increasingly clear that the basic needs in synergy between civil-military in the effort to mitigate floods in the city of Manado are (1) related to the improvement and capacity and capability of each sector; (2) equating perceptions and frameworks at the level of regional leadership elements; (3) preparation of SOPs / operational guidelines and / or technical guidelines; and (4) performance improvement based on evaluation of disaster management. These points are offered based on the assessment of the three main pillars of synergy carried out by civilians and the military in disaster management efforts in the city of Manado. But these problems need to be solved more complex by dissecting synergy between civilians and the military.

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TNI as BKO (Operational Control Assistance)

BKO is a mechanism involving the TNI in control of other institutions. BKO is intended that the core institutions of disaster management such as BPBD are still able to handle the situation of disaster management from the results of various evaluations obtained on the disaster sector leading sector institutions. BKO only assists when BPBD requires quality and quantity strengthening, and the use of troops that have certain specifications in the TNI, including using the equipment needed. However, the BPBD still has complete control over the TNI troops needed.

The use of the TNI in the main spectrum is advisable to carry out, where the TNI is still seen as an institution that does not fully implement a military approach, a situation where the TNI carries out civil duties in the framework of saving the nation's life from the threat of disaster. In other words, BPBD has full rights to activities in the field. The BKO is also needed at least upon the request of not only BNPB or BPBD but also local government authorities, such as governors or regents/mayors. In the TNI BKO, it is subject to civil playing rules.

TNI Take Over Duty

The second spectrum emphasizes the establishment of the TNI as the leading sector in disaster management. This situation is possible when it is seen that BPBD and BNPB cannot do much more about the sit-

uation of disaster management, especially in relation to emergency response activities. Natural disasters that occur have been in a position to threaten the country and the safety of all nations. To reach this spectrum, it is highly dependent on the political decision of the government to determine the level of threats from natural disasters and the determination of the handling situation that can only be done by the TNI. While this decision is still held by the government as civil authority, the TNI is legitimately put forward as a disaster management agency. Furthermore, the disaster threat spectrum can be increased to become a military emergency operation that puts forward the TNI.

TNI as a Leading Disaster Management Sector

Since the beginning, the military has been used as the holder of major control over disaster management efforts. This is normal in some countries such as Finland and Thailand since at the beginning the government has determined the most dangerous situation based on in-depth studies that cannot be held by BPBD or BNPB at all. This is deemed necessary when the threat spectrum does not allow civilians with their ability to reach and overcome the problem of the disaster, but the TNI with the available resources allows the disaster management to be carried out effectively. This political policy is certainly based on the decision of the decision makers but the movement of the TNI does not need to be based on sudden bureaucracy, but it has been automatically based on general policies that have been established long before the threat of disaster arises.

However, the TNI must have the right resource readiness in its task to take on the third spectrum. The capacity and capability of the TNI based on civil interests need to be developed far from its current capabilities, where instruments ranging from resources, technology, or derivative policies need to be re-formed by putting forward the TNI itself to carry out operations in the future.

Conclusions and suggestions

Based on the description above, it can be seen that the main differences in disaster management efforts between local governments and related to perceptions of flood mitigation, sector introspection regarding flood mitigation, the motivation for flood mitigation, disaster management implementation plans. The planning approach is highly dependent on the political interests of the regional government. Furthermore, based

on the analysis of the three pillars of synergy between civil-military in efforts to mitigate floods in the city of Manado, the problems identified are (1) related to the improvement and capacity and capability of each sector; (2) equating perceptions and frameworks at the level of regional leadership elements; (3) preparation of SOPs/ operational guidelines and/or technical guidelines; and (4) performance improvement based on evaluation of disaster management.

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For this reason, a joint and massive effort is needed that involves many parties to express their input on mitigation policies. In addition, a more in-depth study of the synergy and relationship of military civilians are needed to the emergence of an understanding of National Security.

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