

The Authority of the Regional Government of Magelang Regency in Handling the Eruption Disaster of Mount Merapi Amid Covid-19

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Abstract. The handling of the Mount Merapi eruption disaster cannot be fully borne by the central government, because it requires fast and precise handling, especially for refugees. Since 2020 the situation has experienced a Covid-19 pandemic where positive cases in Magelang Regency have soared as well. It takes the presence and authority of The Regional Government of Magelang Regency to handle this problem. In this case, The Regional Government of Magelang Regency has chosen Sister Village that born from *Paseduluran* values in the disaster management system. This research is done through normative juridical method with secondary data. This research aims to show the steps and effectiveness of Sister Village strategy by The Regional Government of Magelang Regency to handle both the Mount Merapi eruption and the transmission of Covid-19 to refugees.

Keywords: Regional Government, Sister Village, Covid-19

1 Introduction

Indonesia is an archipelago which has a very large area. Thus, governmental affairs can not be borne entirely by the central government, because the centralization of authority at the central government can result in slow and ineffective public services. Local governments need to gain authority in carrying out government affairs so that the needs of the community can be served properly and the welfare of the community can be evenly distributed throughout the country for example in term of natural disasters. So many natural disasters have occurred in various regions of Indonesia with relatively high magnitude and frequency. Natural disasters cause significant losses such as casualties, damage and loss of property, damaged infrastructure, damaged living environment, and trauma for survivors. Natural disasters can be caused by nature itself, for example earthquakes and volcanic eruptions [1].

Indonesia holds the highest number of volcanoes within the world with the tall hazard of natural disasters [2]. One that needs immediate response is the eruption of Mount Merapi. On November 5, 2020, the Geological Disaster Technology Research and Development Center (BPPTKG) began to improve the status of Mount Merapi from alert to standby. This means that there is an increase in the eruption of Mount Merapi and requires people living in disaster-prone areas III (KRB III) to evacuate. Learning from the considerable experience of eruptions in 2006 and 2010, disaster management must be carried out quickly, precisely and effectively so that it

does not cause casualties, based on the fact that Indonesia is one of the world's most disaster-prone nations. Be that as it may, it has not customarily apportioned adequate assets to calamity avoidance and relief exercises, centering instep on disaster reaction [3].

On the other hand, the State of Indonesia and also the world are experiencing a Covid-19 pandemic, even Magelang Regency (which some of its areas are in KRB III Mount Merapi) at that time was in the red zone of the spread of Covid-19 and was experiencing an increase in positive cases as well. In spite of the endeavors of government to decrease catastrophe dangers through decentralized nearby administration, victories recorded have been or maybe negligible as the consistent event on natural risks clears out much to be craved [4]. This situation has never happened before where the handling of the eruption of Mount Merapi was carried out in the midst of a massively contagious Covid-19 pandemic situation. Therefore, the handling can not depend and be borne entirely by the central government. Every local government, including the Magelang Regency Government, needs to be given the authority to deal with disasters in order to avoid casualties.

Article 18 paragraph (1) of the 1945 Constitution of the Republic of Indonesia (UUD NRI) states that the Unitary State of the Republic of Indonesia (NKRI) is divided into regions both at the provincial and city/regency levels in order to carry out the wheels of government of the State of Indonesia properly. On that basis, each province and city/regency has a regional government that is integrated into the central government to run the wheels of government in their respective regions. The Regional government with its authority to run the government is based on the principles of regional administration in the 1945 Constitution of the Republic of Indonesia, some of which are: First, The Regional principle regulates government affairs by itself according to the principles of autonomy and assistance tasks. This means that the implementation of regional government is based on regional autonomy and assignments from the Central Government to autonomous regions to carry out part of government affairs that fall under the authority of the central government or from the provincial government to regency/city regions to carry out part of the government affairs that fall under the authority of the province. Second, the principle of carrying out the broadest possible autonomy. This means that regions have sufficiently broad autonomous authority in carrying out government affairs in their respective regions. Regions also have the right, authority and obligation to regulate and manage their own government affairs and the interests of local communities in the NKRI system.

Law Number 23 of 2014 concerning Regional Government divides government affairs into three, namely absolute, concurrent and general government affairs. Based on this division, concurrent government affairs authorize regions to carry out basic services to the community. Regarding disaster management - particularly the eruption of Mount Merapi - it is classified as a sub-affair of concurrent government affairs concerning basic services in the field of Public Peace and Order and Community Protection. This means that The Regional Government of Magelang Regency has the authority to handle the eruption of Mount Merapi, especially for the residents around KRB III who were affected.

Based on the authority possessed by The Regional Government of Magelang Regency, the author wants to review the steps taken by the Magelang Regency Government based on its authority in handling the eruption of Mount Merapi, especially for refugees in the midst of the Covid-19 pandemic situation. Besides that, he also saw the effectiveness of the handling of refugees that had been done.

2 Steps of the Regional Government of Magelang Regency in Handling Mount Merapi Eruption Disaster Refugees Amid the Covid-19 Pandemic Situation

Magelang Regency is one of the areas affected by the eruption of Mount Merapi quite a lot. A number of villages in Magelang Regency are included in KRB III. The determination of the alert status by the BPPTKG makes The Regional Government of Magelang Regency have to determine handling steps, especially for KRB III residents because they have been given authority by law for regency/city level disaster management. After the determination of Mount Merapi's alert status by BPPTKG, The Regional Government of Magelang Regency immediately determined the status of disaster emergency response through the Decree of the Regent of Magelang Number 180.182/364/KEP/46/2020 with a period starting from November 6, 2020 to November 30, 2020 extended by the Regent of Magelang Regency on December 1, 2020 to December 14, 2020 (extension I); December 15, 2020 to December 31, 2020 (extension II); January 1, 2021 to January 15, 2021 (extension III) and February 16, 2021 to February 14, 2021 (extension IV) before being downgraded to disaster emergency alert status.

Determining the emergency response status for the eruption of Mount Merapi is one of the strategic jurisdictions of The Regional Government of Magelang Regency. This authority is granted by Law Number 24 of 2007 concerning Disaster Management in Article 51 which states that The Regional head has the authority to determine the emergency response status according to the scale of the disaster that occurred. Administration techniques through the method of recuperation, restoration and remaking, incorporates upgrading calamity hazard maps, creating data framework to encourage the administration, including of all partners in post-disaster needs appraisal, paying consideration to the goals and arranging [5]. This means that if the disaster is in accordance with the scale covering a regency/city disaster, the determination is made by the regent/mayor; if the scale of the disaster is provincial, the stipulation is made by the Governor; and if the scale is national, then the determination is made by the President. The basis for determining the scale of a disaster refers to Article 49 of the Law on Disaster Management, namely by studying and identifying the scope of the disaster location, the number of victims, damage to infrastructure, disruption of functions of public and government services, and the ability of natural and artificial resources.

This authority is also regulated in Article 23 of Government Regulation (PP) Number 21 of 2008 concerning Implementation of Disaster Management and Article 47 of Regional Regulation (Perda) of Magelang Regency Number 3 of 2014 concerning Implementation of Disaster Management in Magelang Regency which in essence provides the authority to determine emergency response status to The Regional head according to the level/scale of the disaster that occurred. The authority to determine this is considered very important in disaster management, because it will give flexibility and certain actions to be taken by elements of The Regional government. As one of the elements of The Regional Government that focuses on handling disasters, namely The Regional Disaster Management Agency (BPBD) based on Article 50 of the Law on Disaster Management, easy access includes mobilizing human resources; deployment of equipment; deployment of logistics; immigration, excise and quarantine; licensing; procurement of goods/services; management and accountability of money and/or goods; rescue; and commands to command sectors/institutions.

After determining the emergency response status, the Magelang Regency Government instructed the evacuation of residents living in KRB III to flee to a safer area. The current pattern of displacement is different from previous years. The pattern of evacuation is carried out using

the Sister Village system or in Javanese it is called *Paseduluran Deso* (villages as sisters). *Paseduluran* ties shaped within the structure of family values [6]. *Paseduluran* deso is in accordance with Koentjaraningrat statement that individuals basically giving without thinking about misfortune. *Paseduluran* can be seen from the common help and the similarities in daily life customs. Connection from *paseduluran* causes symbiosis-mutualistic which does not decrease and hurt [7][8][9]. This system is a new thing for disaster management and the Regency Government of Magelang initiated the use of this system to handle the refugees of Mount Merapi. Sister village is a shape of participation between disaster-affected villages and villages security [10]. The holding of a sister village includes the Government and BPBD which moreover requires coordination with the community and help from private non-government parties. Dealing with outcasts with a well-organized sister village is exceptionally simple since the influenced community as of now knows the area of the clearing. Sister Village is a refugee management system where the village located at KRB III Mount Merapi is paired with a buffer village (safe area) to be used as a refugee camp and handling refugees in KRB III village. There are 19 KRB III villages in Magelang Regency which are paired with a buffer village, as well as 2 villages (Tlogolele and Klakah villages) from Boyolali Regency which are paired with a buffer village in Magelang Regency as follows, where Kecamatan (Kec.) identified as Sub-District, Desa identified as Village and Dusun (Ds.) identified as Hamlet.

Table 1. Sister Village List

Sub-District	No	Vulnerable Village	Buffer Village/Save Village
Sawangan	1	Wonolelo	Desa Banyuroto, Kec. Sawangan, Ds. Pogalan, Kec. Pakis
	2	Kapuhan	Desa Mangunsari, Kec. Sawangan
	3	Ketep	Desa Podosuko, Wulunggunung, Kec. Sawangan, dan Desa Ketundan, Kec. Pakis
Dukun	4	Sengi	Desa Butuh, Tirtosari, Jati, Kec. Sawangan Desa Treko dan Senden, Kec. Mungkid
	5	Sewukan	Desar Ambartawang, Mungkid, dan Rambeanak, Kec. Mungkid
	6	Paten	Desa Gondang, Bumirejo, dan Paremono, Kec. Mungkid Desa Banyurojo dan Mertoyudan, Kec. Mertoyudan
	7	Krinjing	Desa Deyangan, Kec. Mertoyudan
	8	Kalibening	Desa Adikarto dan Tanjung, Kec. Muntilan
	9	Sumber	Desa Pucungrejo, Kec. Muntilan
	10	Ngargomulyo	Desa Tamanagung, Kec. Muntilan
	11	Keningar	Desa Ngrajek, Kec. Mungkid
Srumbung	12	Kaliurang	Ds. Jamuskauman, Ds. Pakunden, dan Ds. Bligo, Kec. Ngluwar
	13	Kemiren	Desa Salam, kec. Salam
	14	Ngablak	Desa Kradenan, Kadiluwih, Somoketro, dan Tirto, Kec. Salam
	15	Nglumut	Dusun Sucen, Kec. Salam

	16	Tegalrandu	Desa Bringin, Pabelan, Kec. Mungkid, dan Wanurejo Kec. Borobudur
	17	Mranggen	Desa Gunungpring dan Sokorini, Kec. Muntilan
	18	Ngargosoko	Desa Gulon, Kec. Salam
	19	Srumbung	Desa Baturono dan Tersangede, Kec. Salam
Selo, Boyolali Regency	20	Tlogolele, Boyolali Regency	Desa Mertoyudan, Sumberejo, Kec. Mertoyudan, Kab. Magelang
	21	Klakah, Boyolali Regency	Desa Gantang, Kec. Sawangan, Kab. Magelang

This sister village system has been facilitated and prepared by The Regional Government of Magelang Regency several years before the 2020 eruption as a step for implementing disaster management at the pre-disaster stage. This can be justified, because the Disaster Management Law in Article 36 paragraph (1) and Government Regulation Number 21 of 2008 concerning Disaster Management gives this authority to local governments such as carrying out disaster management planning, disaster risk reduction, etc. The Regional Government of Magelang Regency facilitates the KRB III village and the buffer village to collaborate in handling the eruption disaster of Mount Merapi. What is done by The Regional Government of Magelang Regency is also under its authority in government affairs in the field of community and village empowerment in the sub-affairs of inter-village cooperation. This also implements Central Java Governor Regulation Number 6 of 2018 concerning the Merapi Eruption Contingency Plan for Central Java Province which encourages local governments in the Mount Merapi area to encourage cooperation between villages. The villages are in the end and then formed a partnership and expressed its commitment through the MOU between the villages of KRB III with the buffer villages.

Understanding how communities react to and recoup from common calamities is fundamental not as it were for governments, scholastics, and analysts but moreover for communities themselves. The sister village program that has been started by The Regional Government Of Magelang Regency points at upgrading community versatility after Mount Merapi Explosion by expanding community's readiness to confront future fiasco [11]. The part of sister village program in building community strength capacity can be investigated by analyzing the components of community flexibility counting the characteristics of a disaster-resilient community and characteristics of the sister village program [11].

Through the sister village system, the implementation of basic social services by the Magelang Regency Government for refugees can be distributed evenly. Basic needs and trauma recovery efforts for victims are provided evenly and on target because there is clarity regarding the number of refugees and places for refugees. This treatment involves the residents of the buffer villages together to help meet the basic needs of refugees. This means that indirectly empowerment of village communities is applied to train villages in disaster preparedness, especially the eruption of Mount Merapi.

This sister village system was actually not designed to deal with the displacement that occurred during the Covid-19 pandemic from the start. However, in implementation in the field it can be modified so that it can accommodate efforts to contain the spread of covid-19. The Regional Government of Magelang Regency through its authority takes care of government affairs in the health sector by utilizing the sister village system to manage and prevent the emergence of a new covid-19 cluster for refugees. Refugee shelters are designed by implementing strict health protocols, starting from insulation (1 family 1 room), suppressing the

mobility of refugees, using masks, maintaining distance, washing hands and keeping the environment clean, etc. Monitoring of health protocols is carried out together with the Covid-19 supporting village and KRB III village officers themselves. Basic health services for refugees are also carried out by involving various elements of the local government, especially the health office through the local community health centers as well as health volunteers from the community. Thus the community empowerment in the health sector is also applied to assist the handling of refugees. Central Java Province in general also holds incredible potential for volunteers during catastrophe [12].

On the basis of determining the status of disaster emergency response, The Regional Government of Magelang Regency has also activated the Unexpected Expenditure Budget (BTT) Regional Revenue and Expenditure Budget of five billion rupiah. This budget is used for handling refugees as well as anticipating the impact of Covid-19 on refugees. Provision of a budget for disaster management has become the authority and even the obligation of local governments. This can refer to Article 6 letter f and 61 paragraph (1) of the Disaster Management Law where regional governments need to allocate funds for disaster management.

3 The Effectiveness of Handling Mount Merapi Refugees by The Regional Government of Magelang Regency

The handling of refugees using the sister village system has become a new pattern implemented by the Regional Government of Magelang Regency. The application of this system in the handling of Mount Merapi refugees is based on the evaluation of the handling of refugees that occurred in 2006 and 2010 where the patterns of displacement were not well organized and effective. This system seeks to deal with refugees quickly, precisely and effectively so as not to cause casualties and the needs of refugees can be accommodated properly.

Based on the processes that took place in the field, this system made it easier for refugees to evacuate with clear destinations for refugees, for example village A (KRB III) was paired with village B (buffer). Thus, the villagers of A, when they needed a quick evacuation or even carried out independently, already knew they had to evacuate to the designated place. This is different from previous times where when evacuating KRB III villagers often experienced confusion about where to evacuate or even in certain places, the most important that this place could be used to evacuate.

On the other hand, the sister village system also facilitates the availability of basic needs as well as trauma recovery efforts for refugees. All the refugee needs ranging from food, health, proper place to other supporting facilities are accommodated and distributed evenly because the evacuation is well organized and the Regional Government of Magelang Regency has clear data on refugees. Provision of these needs is also assisted by the buffer village by empowering the village community. Thus, the availability of the basic needs of refugees can be guaranteed.

Likewise, the necessity to adapt to the Covid-19 pandemic situation which has become a new situation for the handling of Mount Merapi refugees. The sister village system is able to help prevent the spread of covid-19 to refugees so as not to cause new spread clusters. This system limits the number of refugees to a certain place (buffer village) so that there is no accumulation of refugees that can lead to crowds and ignore health protocols. The pattern of placing refugees in one well-ordered room using a divider also suppresses the spread of Covid-19. The mobilization of refugees was limited because the health protocol in refugee camps was in effect which also adjusted to the Regent's policy regarding the prevention of the spread of

Covid-19 in Magelang Regency. Thus, this system is also effective even in a covid-19 pandemic situation.

The handling of refugees with the sister village system was effectively applied when the eruption of Mount Merapi was included in the Covid-19 pandemic situation. This sister village system was also nominated for TOP 99 in the public service innovation competition by the Ministry of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia. This system is an innovation in community-based disaster risk reduction from the Disaster Management Agency (BPBD) and an icon for Magelang Regency regarding the handling of Merapi refugees.

An imperative portion of disaster administration endeavors in actions dealing with tall trusts to set up communication and participation within the divisions in its management system [13]. The sister village system comes as a unique pattern of handling, because it departs from the cultural values of the Javanese community, especially the people of Magelang Regency. The culture of *Paseduluran* (brotherhood) typical of the Javanese community can be applied well as a form of togetherness among community members to help people who are affected by the eruption disaster. In the *Paseduluran* culture, there is a sense of *nyengkuyung* together (jointly bearing) the burden of the refugees so as to create mutual cooperation, working hand in hand to help meet the needs of the refugees. This system is effectively implemented because it can not be separated from the pathways that become the spirit of the community both in the KRB III village and the buffer village. This system is also done in accordance with legal basis that have been mentioned above and health protocols.

Table 2. The Ties Beetween Legal Basis, *Paseduluran* Values and Covid-19

Legal Basis	Fields in Government Affairs	The Role of Magelang Regency Regional Government	Sister Village System	<i>Paseduluran</i> Values
Law Number 23 of 2014 Central Java Governor Regulation Number 6 Of 2018	Concurrent Government Affairs, Compulsory Non-Basic Services in the field of community and village empowerment, sub-business cooperation between villages	Encouraging and facilitating cooperation between vulnerable villages and safe villages to become a place of refuge in the event of Mount Merapi eruption	One village that is considered vulnerable to cooperate with one or two buffer/safe villages located far from the slopes of Mount Merapi. There are 21 pairs of sister villages, including 2 vulnerable villages from Boyolali Regency paired with 2 safe villages in Magelang Regency.	Family ties between communities are ties of cooperation between vulnerable villages and buffer/safe villages. The vulnerable villages and safe villages are like brothers or sisters so that a sense of kinship is created between the two.
Article 51 Law Number 27 of 2007 Article 23 Government Regulation Number 21 of 2008 Article 47 Magelang	Handling Mount Merapi eruption as a whole through Concurrent Government Affairs and Mandatory Basic Services in the Field of Public Peace and Order and Community Protection	Determination of disaster emergency response status, including evacuation instructions for villagers in Disaster-Prone Areas	Evacuation of residents in vulnerable villages is carried out by Regional Disaster Management Agency, Army and Police Officers as well as independent residents. The sister village system makes it easier for	

Regency Regional Regulation Number 3 of 2014			vulnerable villagers and officers to evacuate because they already know where to evacuate and the place is appropriate.	
Article 6 letter f and Article 61 Paragraph (1) Law Number 27 of 2007		Preparation of disaster management budget		
Article 12 Law Number 23 of 2014	Decentralization of the authority to handle government affairs by local governments through Concurrent Government Affairs, Compulsory Basic Services in the Social Sector Sub- disaster handling affairs	Provision of basic needs and trauma recovery for refugees	The distribution of aid for infrastructure and food for refugees is organized. The advantage of the sister village system is that data and refugee locations are clear and appropriate, making it easier for equitable distribution of aid management	
		Empowering villages in disaster preparedness by involving safe villagers in handling refugees	Residents of the buffer/safe villages as well as volunteers or elements of The Regional Disaster Management Agency help provide clothing, food and shelter needs.	The value of <i>gotong royong</i> is working hand in hand to help prepare food and place needs and <i>rasa nyengkuyung bareng</i> by sharing the burden of evacuation.
	Concurrent Government Affairs, Mandatory Basic Services in the Health Sector Sub- business health efforts	Management of health efforts by involving elements of health volunteers or local health centers to anticipate the spread of Covid-19 in refugee locations as well as providing infrastructure to support health protocols.	Anticipating the spread of Covid-19 in the refugee environment, refugee shelters are made according to health protocols, namely with cubicle partitions (1 family 1 room), wearing masks, washing hands, maintaining distance, staying away from crowds and reducing mobility. The advantage of evacuating the sister village system is that the number of refugees does not accumulate in one particular place because only vulnerable villages A can evacuate in	

safe villages B, so that they can implement Covid-19 prevention. The *Jogo Tonggo* Covid-19 Task Force for safe villages and vulnerable villages manages and oversees health protocols in the refugee shelters.

4 Conclusion

The handling of refugees with the sister village system is considered effective because it makes it easier for refugees, the pattern of refugee management is good, the provision of basic needs is accommodated and distributed evenly, and is able to prevent the spread of Covid-19 to refugees. This system is quite unique and works well because it departs from the typical cultural values of Javanese society, namely *aseduluran* (brotherhood) with a sense of togetherness and mutual cooperation to help fellow communities.

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