

The Strategy of Muhammadiyah Disaster Management Center (MDMC) in Forming Disaster Resilience Community in Kudus Regency

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Abstract:

Kudus Regency - one of the regencies in Central Java Province, is a disaster-prone area and is located at the center of the economy. With this potential, the Muhammadiyah Disaster Management Center (MDMC) Kudus Regency has an important role starting from pre-disaster, during a disaster, and post-disaster. To build disaster resilience, community participation is needed, because the community is the front guard when a disaster occurs. This article aims to analyze how MDMC builds a disaster resilient community in Kudus Regency. This research is qualitative-descriptive research. Primary data in this research was obtained through in-depth interviews with the Chair of the Kudus Regency MDMC and the Coordinator of the Disaster Resilience Congregation. Meanwhile secondary data was obtained through books, journals and internet sources related to the topic. The results of this research are: 1) MDMC Kudus forms disaster resilient volunteers as a driving force for community disaster resilience; 2) MDMC Kudus maximizes social capital and human capital in forming a disaster resilient society.

Keywords: *Natural Disaster, MDMC, Resilience Community, Muhammadiyah, Civil Society*

INTRODUCTION

Law Number 24 of 2007 regarding Disaster Management defines a disaster as an event or series of events that poses a threat to and disrupts the lives and livelihoods of individuals. These events may arise from natural factors and/or human activities, leading to loss of life, environmental degradation, property damage, and psychological effects. Disasters are not only caused by events caused by nature, but can also be caused by non-natural factors and social factors (BPBD, 2018). Indonesia faces a significant risk of natural disasters due to its unique geological and geographical characteristics. Geologically, the country is situated at the intersection of four major tectonic plates: the Eurasian, Indo-Australian, Philippine, and Pacific plates. This positioning renders Indonesia susceptible to a range of seismic activities, including earthquakes, tsunamis, and volcanic eruptions. Geographically, Indonesia's location in a tropical region, coupled with its proximity to two

oceans and two continents, further exacerbates its vulnerability. The region is prone to various environmental challenges, such as floods, landslides, flash floods, extreme weather conditions, severe wave activity, coastal erosion, and droughts, all of which can lead to forest and land fires (BNPB, 2022).

The findings from the 2022 disaster risk index assessment indicate that 13 provinces fall within the high disaster risk category, while 21 provinces are classified as medium risk, and notably, no provinces are categorized under low risk. The provinces identified as having the highest risk levels are West Sulawesi, with a score of 165.23, followed by Maluku at 162.47, and the Bangka Belitung Islands at 158.52. Conversely, the provinces with the lowest risk indices within the medium category include Central Java, scoring 115.38, Riau Islands at 110.93, and DKI Jakarta scoring 62.58 (BNPB, 2022).

Kudus Regency - one of the regencies in Central Java Province, is a disaster-prone area and is located at the center of the economy. Geographically, Kudus Regency is located at coordinates 110° 36' and 110° 50' East Longitude and between 6° 05' 1" and 7° 01' 16" South Latitude with an area of 425.15 km². Kudus Regency is located in the north, next to Jepara Regency, to the east is Pati Regency, to the south is Grobogan Regency and to the west is Demak Regency. Kudus Regency has a high vulnerability to disasters. High vulnerability is influenced by geography, topography and regional climate. Several areas in Kudus Regency are lowlands, swamp areas and mountains. The lowest area of Kudus Regency is located at an altitude of 5 mdp is in the Undaan District area. The highest area is in the region Dawe District is a plateau with an altitude of 1600 meters above sea level (Peraturan Bupati Kudus Nomor 53 Tahun 2022 Tentang Kajian Risiko Bencana Kabupaten Kudus Tahun 2022-2026, 2022).

The geographic conditions in this area pose various disaster threats. Apart from natural conditions, disasters are also caused by human activities. Based on data from the 2022 Indonesian Disaster Prone Index (IRBI), it shows that Kudus Regency has a moderate disaster risk index with a score of 102.40 (Akhso & Azizi, 2023). Some disaster can occur in almost the entire area of each region subdistrict. These disasters include floods, extreme weather, drought, landslides, earthquakes, and forest and land fires. These disasters are classified as potential major disasters causing loss of life and material. Apart from that, the number is also quite large which means that Kudus Regency needs treatment for reduction risk of each disaster. (Peraturan Bupati Kudus Nomor 53 Tahun 2022 Tentang Kajian Risiko Bencana Kabupaten Kudus Tahun 2022-2026, 2022).

Efforts to reduce disaster risk are not only the task of the government, but also all levels of society. Muhammadiyah as an Islamic-based community organization contributes to assisting the government in efforts to reduce and mitigate disaster risks. Muhammadiyah has an institution that specifically handles disasters, namely the Muhammadiyah Disaster Management Center (MDMC).

Muhammadiyah Disaster Management Center (MDMC) is a disaster management agency initiated by Muhammadiyah that is moving in the field of social disaster, and mobilizing various cadres to get involved become a volunteer in solving various disaster problems in community, apart from that it is also tasked with coordinating with various government and non-government related parties, in addition to resource mobilization in Disaster Emergency Response, Disaster Mitigation and Preparedness and Post-Disaster Rehabilitation (Syarifuddin, 2022).

A study on the role of MDMC volunteers in disaster management has previously been written by Agustian and Fitri (2023) which focuses on a case study on the flash flood event that occurred in Konawe Regency, Southeast Sulawesi in 2019. Some of the stages

carried out by MDMC in handling this disaster are: 1) Assessment by sending a team from the Muhammadiyah Central Executive Disaster Management Institute to review the disaster location; 2) organizing by forming a volunteer team and opening a coordination post; 3) forming volunteers for the SAR team to help clean public facilities, forming a health team, logistics team, and psychosocial team (Agustian & Fitri, 2023). Another study was written by Hawing (2021) which looked at the role of MDMC in flood disaster management in Makassar City. MDMC carries out disaster stages, namely mitigation, preparedness, emergency response, and rehabilitation. There are several obstacles faced by MDMC Makassar City, namely lack of resources (human resources, finance, facilities and infrastructure) and lack of public awareness (Hawing, 2021).

This research employed qualitative approach and descriptive method. The primary data were obtained by indepth interview towards the head of MDMC of Kudus Regency, volunteers of MDMC, and communities affected by disasters. Meanwhile, literature study was conducted as the secondary data. Data analysis related to MDMC's strategy in forming Disaster Resilient Pilgrims was carried out with the analysis framework of Miles & Huberman (1994) including data collection, data reduction, data display, and conclusion drawing/verification (Miles & Huberman, 1994). From the previous study, the researcher will focus on how the MDMC strategy of Kudus Regency in forming Disaster Resilient Congregations. Kudus Regency is a disaster-prone area, Therefore, the role of volunteers is urgently needed in various stages of disasters. This article aims to analyze the strategy of the Muhammadiyah Disaster Management Center (MDMC) in encouraging the realization of a disaster resilient society in Kudus Regency. This study contributes to the dissemination of ideas and the role of MDMC in the field of disaster management, as well as providing insights for the future development of MDMC programs.

RESULT AND DISCUSSION

Muhammadiyah Disaster Management Center (MDMC)

The Muhammadiyah Disaster Management Center (MDMC) serves as a vital support entity for the Muhammadiyah leadership in both disaster management and post-disaster revitalization, reflecting the principles of Da'wah Amar Ma'ruf Nahi Munkar. Recognized internationally by the World Health Organization (WHO), MDMC adheres to Emergency Medical Team (EMT) standards that comply with WHO guidelines. This recognition enables MDMC to effectively engage in international disaster management efforts (PP Muhammadiyah, 2015).

MDMC is actively engaged in disaster management activities, encompassing mitigation, preparedness, emergency response, and rehabilitation efforts. The organization has established a code of ethics for humanitarian volunteerism and an internationally applicable humanitarian charter. In alignment with the Hyogo Framework for Action, MDMC has also developed a disaster risk reduction mission and established a preparedness framework at the community, school, and hospital levels, reflecting the principles of the Muhammadiyah movement, which has been in operation for the past century. MDMC's disaster management initiatives span the entire territory of the Republic of Indonesia, with operations extending to both the Muhammadiyah Regional Leadership at the provincial and regency levels (MDMC, 2022).

In carrying out disaster management activities, MDMC has several divisions (Bungsu, 2022):

- a. The Risk Reduction and Preparedness Division is tasked with providing education regarding preparations before a disaster occurs.

- b. The Reconstruction Rehabilitation Emergency Response Division is tasked with responding directly when a disaster occurs.
- c. The Education and Training Division is tasked with educating volunteers so they can improve the quality and capacity of volunteers.
- d. The Organization and Leadership Division has the main task and function of managing human resources (HR) in MDMC.
- e. The Network and Cooperation Division is tasked with coordinating with other institutions by maintaining and maintaining good relations with other parties

The task of MDMC in disaster management is to build awareness, mediate behavior change, build community/community participation and build values, culture and community resilience institutions. Meanwhile, MDMC's role in pre-/non-disaster management is mapping areas that are usually prone to disasters, mapping human resource capacity and preparedness for each region. When a disaster occurs, MDMC immediately collects data, fulfills basic needs in the form of health services, food and clothing, clean water and security and carries out emergency response efforts. After a disaster occurs, MDMC's role in disaster management is to carry out reconstruction and rehabilitation of areas after the disaster (Bungsu, 2022).

The Muhammadiyah Disaster Management Center (MDMC) in Kudus Regency operates under the Muhammadiyah Regional Leadership of Kudus Regency. MDMC in various disaster management activities in Kudus Regency collaborates with several parties, one of which is the Kudus Regency Regional Disaster Management Agency (BPBD). MDMC acts responsively to every disaster event that occurs in Kudus Regency.

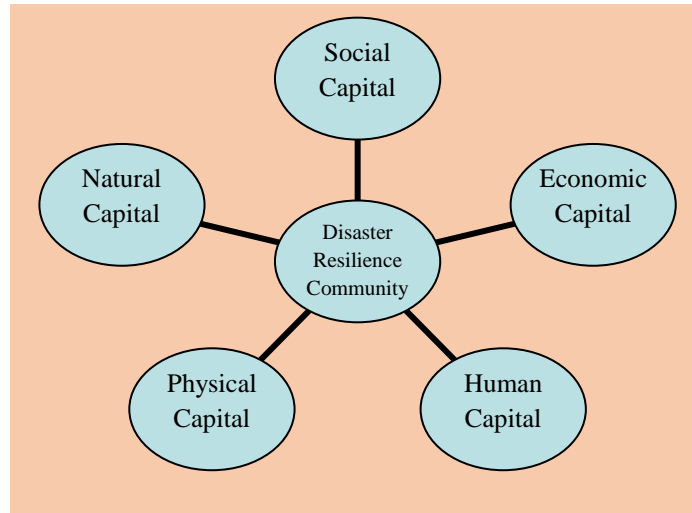
Disaster Resilience Community

Community resilience can be defined as follows: a) the ability to withstand and adapt to destructive pressures or forces; b) the capability to sustain essential functions and structures during a crisis; and c) the capacity to recover and restore normalcy following a disaster (Twigg, 2004). A disaster resilient society is a society that is able to overcome or cope with damage caused by natural disasters by maintaining pre-disaster social structures. Or it could be interpreted that a disaster resilient society means accepting small and large changes in order to survive (Healy, 2016). Disasters are events that pose several threats to humans, the environment, community structures and the economy, which means that humans (individuals and communities) are vulnerable in facing disasters (Torang, 2014).

Resilience is seen as a broader concept than capacity, because resilience is more than just specific behaviors, strategies and actions to reduce disaster risk. Resilience refers to what communities can do for themselves and how to strengthen their capacity to overcome their vulnerability to disasters and how to meet their needs in emergencies. A disaster-resilient community is essential, as no society is entirely immune to disasters or hazards stemming from human activities (Twigg, 2007). Therefore, a community characterized by disaster resilience can be envisioned as one that achieves the highest level of safety by effectively designing and constructing within an environment that poses disaster risks. This approach minimizes vulnerability through the comprehensive implementation of Disaster Risk Reduction strategies (Indiyanto & Kuswanjono, 2012). The characteristics of a disaster resilient society consist of: a) Anticipation, means implementation efforts in disaster management; b) Protection, related to the understanding provided through socialization and information from the government; c) Adaptation; And Resilience (toughness) (Torang, 2014). Untuk membentuk masyarakat tangguh bencana,

Mayunga (2007) identified five capitals that disaster resilient communities must have, including:

Picture 1.
Five Capital Supporting Disaster Resilience Community (Qodarsasi et al., 2021)



Social capital refers to the attributes of social organizations, including networks, norms, and trust, that enhance coordination and cooperation for mutual advantage. In communities that are resilient to disasters, social capital is evidenced by the effectiveness and extent of social collaboration (Putnam, 1995). *Economic capital* are financial resources used by a person to earn a livelihood. The role of economic capital in enhancing community resilience lies in its ability to strengthen the capacity of individuals, groups, and communities to withstand the effects of disasters and facilitate the recovery process (Mayunga, 2007).

Physical capital serves as a crucial resource in enhancing community capacity to effectively respond to disasters, thereby providing essential support during emergencies. *Human capital*, on the other hand, pertains to education and encompasses the knowledge and skills developed through training and experience. Additionally, *Natural capital* represents the natural resources that are vital for maintaining the equilibrium between human and ecological systems (Mayunga, 2007).

Strategy of Muhammadiyah Disaster Management Center (MDMC) in Forming a Disaster Resilience Community in Kudus Regency

Kudus Regency has moderate disaster risk index with a score of 102.40. The following is a table of disaster risks that occur in Kudus Regency:

Table 1. Disaster Risk in Kudus Regency (Akhso & Azizi, 2023)

Kinds of Disaster	Wide (Ha)	Class
Flood	31.957	Medium
Extreme Weather	42.515,7	Medium
Drought	42.515,7	High
Landslide	6476	High
Earthquake	42.515,7	Medium
Forest and Land Fires	1.901	Medium

Source: 2021 Kudus Regency Disaster Event Recap Document

With the disaster vulnerability mapped in the table above, the Muhammadiyah Disaster Management Center (MDMC) Kudus Regency has an important role starting from pre-disaster, during a disaster, and post-disaster. The pre-disaster phase consists of prevention (mitigation) and preparedness. During disaster phase consists of two activities, namely response and relief. And the post-disaster phase consists of two activities, namely rehabilitation and reconstruction. MDMC's efforts to form a disaster resilience community are in line with MDMC's mission, which is reducing disaster risk through mitigation, preparedness, emergency response, rehabilitation, as well as building a preparedness base at the community, school and hospital as a basis for movement. Disasters occur at the community level. Disasters can have an impact on several communities at the same time but this is the community that is what is called the "disaster front line". Therefore, the Disaster Management Agency must provide a place for community involvement and participation. This is especially true for aspects of preparedness, response and recovery actions.

Local resilience plays a crucial role in Disaster Risk Reduction (DRR) for several reasons. First, it allows for the development of customized strategies that address the specific risks and vulnerabilities of each community. Second, these personalized strategies empower local communities, promoting a sense of ownership and responsibility for disaster preparedness and risk mitigation. Third, this empowerment improves knowledge and efficiency, including the optimal use of local resources. When communities and local authorities are directly engaged, they are better able to manage resources effectively during disasters, making this involvement a vital component of a resilient DRR approach (BNPB, 2023).

Picture 2. Purpose of Local Resilience



In forming a disaster resilient society, MDMC actualizes social capital, human capital, and economic capital in the pre-disaster phase, during the disaster and post disaster. The concept of social capital encompasses the networks, norms, and trust within a community that enables effective coordination and collaboration for mutual advantage. Muhammadiyah, being one of the largest organizations in Indonesia, boasts a significant presence at the regional level, particularly in Kudus Regency. In creating a disaster resilient society, MDMC builds internal and external networking. In internal networking, MDMC as part of the Muhammadiyah organization has a line of coordination with the

Muhammadiyah Regional Leadership of Kudus Regency. MDMC also coordinates with autonomous organizations and institutions under the Muhammadiyah Regional Leadership of Kudus Regency, including Aisyiyah, Nasyi'atul Aisyiyah, Muhammadiyah Youth, Muhammadiyah Student Association, Muhammadiyah Youth Force Preparedness Command (KOKAM), as well as amil, infaq zakat and shodaqoh institutions (LazisMu). In the realm of external networking, MDMC works in partnership with the Kudus Regency Regional Disaster Management Agency (BPBD). This collaboration is essential, as BPBD plays a critical role in implementing disaster management initiatives within the district, by the guidelines established by the National Disaster Management Agency (BNPB). Apart from that, MDMC also collaborates with other disaster management institutions or communities in Kudus Regency.

In terms of human capital, MDMC fosters a disaster-resilient society by emphasizing education, which encompasses the knowledge and skills gained through training and practical experience. This community-based approach ensures that disaster management efforts are conducted collaboratively with the community, empowering them to play a pivotal role in the implementation process. When community members are actively involved and even become determinants in disaster management, the community must recognize the risks they will bear due to disasters. The objectives are: 1) to reduce vulnerability and increase community capacity; 2) minimizing people's suffering; 3) speed up post-disaster recovery (Adhitya et al., 2008).

In an effort to create a disaster resilient society, MDMC Kudus Regency formed the Disaster Resilient Congregation. The formation of the Disaster Resilient Congregation is one of the agendas for the Muhammadiyah Central Java Regional Working Meeting (Rakerwil). The objectives of organizing the Disaster Resilient Congregation include reducing vulnerability and increasing community capacity, especially in Disaster Prone Areas. Minimize human suffering and speed recovery. Therefore, Muhammadiyah developed the Disaster Resilient Congregation as a form of participating in increasing community resilience from the threat of disaster.

The Disaster Resilience Congregation was recruited from the autonomous Muhammadiyah organization as well as from the general public in Kudus Regency. A disaster resilient society is a society that is able to overcome and overcome damage caused by natural disasters by maintaining pre-disaster social structures. MDMC aims to create a disaster resilient community which is expected to be able to immediately respond to disasters in the surrounding area. To be able to achieve this goal, the community must have an interest in participating in activities designed by MDMC. As stated by Mr. Satrio Budi Wicaksono as MDMC Commander, he said:

“To form a disaster-resilient society, the role of communities in disaster-prone areas is needed. Forming a disaster resilient community is one of the efforts to provide provisions to the community in facing disasters in their surroundings with the hope that the community can respond and respond quickly when a disaster occurs.”

The strategy used by MDMC Kudus Regency in forming the Disaster Resilient Congregation is to use a participatory approach and facilitation techniques. In a participatory approach, MDMC encourages active involvement of all elements of society in the disaster risk reduction process. The elements in this participatory approach include: 1) community involvement in disaster risk reduction; 2) community empowerment through improvement and skills; 3) use of local knowledge; 4) collaboration and coordination with various parties; and 5) sustainability. The chairman of the Kudus Regency MDMC further stated:

“Success in forming a disaster-resilient community also requires community support and volunteers who are involved in all activities, including outreach, training and practice in the field..”

In carrying out a participatory approach, MDMC plans to form a Disaster Resilience Community in every flood-prone area in Kudus Regency which has been equipped with knowledge and skills. The Disaster Resilient Jamaah are volunteers from the community who work under direct coordination from BPBD to increase the community's understanding of disasters. Before serving, all volunteers who are members of the Disaster Resilient Jamaah receive disaster response training from MDMC. In this training, the community is given training and practice in dealing with disasters in their surroundings so that the community can respond quickly in overcoming disasters that occur.

MDMC is a facilitator in outreach and disaster preparation workshops at the community, school and other activities. The aim of this facilitation is to provide education about disasters, the application of disaster-prone preparedness through Diklatsar. This activity was attended by the Muhammadiyah Kudus SAR team, MDMC PDM Kudus, Jamaah Tangguh Benacana Community and other volunteers. The aim is to provide preparation for entering the field. The participants were taught about disasters as a whole, how to handle emergency disasters, and OMOR (One Muhammadiyah One Response).

Picture 1. MDMC Team Disaster Response Training for the Disaster Resilient Congregation at Bondo Beach, Jepara Regency



Source: Documentation of MDMC Kudus

Picture 2. Implementation of Training and Training for Disaster Resilient Congregations by MDMC Kudus Regency



Source: Documentation of MDMC Kudus

One of the Disaster Resilient Congregations that has been formed is in Papringan Village, where disasters often occur such as floods, tornadoes and droughts. Training for the volunteer group called Benteng Kulon was held on March 23 2021 and was also attended by the Chief Executive of the Kudus Regency Regional Disaster Management Agency (BPBD). The Head of Papringan Village stated:

"The training carried out by MDMC in Papringan Village was attended by approximately 50 people consisting of RT/RW representatives, representatives of village organizations and other communities. Participants were not only men, but also women actively participated in this training."

Meanwhile the head of the Benteng Kulon volunteers stated:

"Benteng Kulon are a volunteer group for the Muhammadiyah branch of Papringan which was formed because of the demands of the conditions in Papringan Village and Kaliwungu District which are prone to disasters. every year is haunted by two routine disaster threats. In the end, this is what encouraged us to form the Benteng Kulon volunteer team."

By forming the Disaster Resilient Community in disaster-prone villages, it is hoped that the community can minimize the impact and risk of disasters that occur. In facilitation activities, MDMC provides disaster management training. The Disaster Resilient Congregation is equipped with education and governance, risk management, vulnerability reduction, as well as disaster practices and response. MDMC maximizes the network of Muhammadiyah members and autonomous organizations at the village level to become a pioneer in disaster resilient communities. Forming a disaster resilient society is a process that cannot be achieved in a short time.

Picture 3. Evacuation of Communities Affected by Floods in Setrokalangan Village



Source: Documentation of MDMC Kudus

Picture 4. Providing Clean Water to Communities Affected by Drought in Papringan Village



Source: Documentation of MDMC Kudus

Several principles for increasing community resilience, including (Clark-Ginsberg & Hunt, 2015):

1. Conduct thorough risk analysis, factoring in future uncertainties and extreme conditions.
2. Ensure program coordination with other stakeholders to provide a comprehensive "resilience building package."
3. Reduce the magnitude, severity, and occurrence of shocks and stresses whenever feasible.
4. Mitigate vulnerability and address its underlying causes by enhancing assets and diversifying income sources.
5. Address the underlying factors of inequality.
6. Enhance coping and recovery capabilities by improving access to safety nets, contingency measures, and social protection programs
7. Strengthen the response capabilities to ensure efficient and timely interventions during emergencies as required.
8. Develop institutions for effective, fair governance and influence broader systemic changes.
9. Promote long-term sustainability by cultivating a culture of innovation and continuous learning, while also developing an exit strategy from the outset..

MDMC Kudus Regency continues to strive to continue building the disaster resilient community at the grassroots level. When a disaster occurs, MDMC has implemented the disaster stages, namely mitigation, contingency (preparedness), operations and recovery (rehabilitation) (Hawing, 2021). In the disaster mitigation process, MDMC increases community awareness, knowledge and skills in dealing with disasters. At the contingency (preparedness) stage, MDMC provides direct warnings to the public. At the operational stage (emergency response), MDMC carries out a quick and precise assessment of the location, damage, losses and resources. MDMC also rescued and evacuated people affected by the disaster. Meanwhile, during the rehabilitation stage, MDMC recovers trauma that occurs to parents and children, as well as providing health service assistance and providing education.

In implementing the disaster cycle, MDMC Kudus Regency maximizes social capital and human capital. The people of Kudus Regency in general have dimensions of social capital in disaster resilience, including: 1) values and norms; 2) commitment; 3) trust; 4) social relations; 5) share information and knowledge (Tohani & Wibawa, 2019). The values and norms that develop in society when a disaster occurs are togetherness and helping each other. Togetherness activities are often seen in social-religious activities in society. In the aspect of commitment, people in villages that are prone to being affected by disasters already have awareness and commitment to protecting the environment. However, the education and socialization process must continue to be carried out to maintain commitment.

In the aspect of trust, people have confidence if there is an early warning of a disaster. The community responds quickly to disasters. As a form of mitigation, MDMC together with volunteers also continue to monitor conditions and provide early warnings to residents. Regarding social relations, from the mitigation process to rehabilitation, the village government is involved with various parties to coordinate. Meanwhile, in the process of sharing information and knowledge, village governments work together to provide education to residents and continue to encourage a shared commitment to protecting the environment.

The Role of Civil Society in Disaster Management in Kudus Regency

Carothers and Barndt (1999) define civil society as a broader concept that includes all organizations and associations that operate outside the state (including political parties) and markets. Civil society also includes associations that move with the aim of achieving certain agendas in the social and political fields, such as religious organizations, students, cultural organizations, sports clubs and informal community groups. An active and diverse Civil Society often plays an important role in helping to advance the democratic climate. Civil society can be a mechanism for controlling the government and ensuring that what is in the interests of the community can be seriously fulfilled. Civil society can also increase public participation and higher political participation (Carothers & Barndt, 1999).

Gaffar (2000) explains the characteristics of civil society, namely: 1) as a public space, which is free to express ideas and views on state life; 2) the existence of democracy, where the highest sovereignty is in the hands of the people; 3) the principle of tolerance, that is, everyone must uphold an attitude of respect and appreciation for differences in background; 4) the principle of pluralism, namely pluralism and diversity in society; 5) the principle of justice, which is the embodiment of the concept of human equality (Gaffar, 2000).

In the framework of civil society, Muhammadiyah is not a political society or an economic society, but Muhammadiyah is a civil society actor who is active in the space of social interaction between politics and economics. Muhammadiyah as a civil society has contributed greatly to the life of the state, before and after independence. Since its establishment in 1918, Muhammadiyah has carried out development in various fields, including education, health, social, political and economic (Bahtiar, 2016).

The role of Muhammadiyah as a civil society in disaster management in Indonesia works within the framework of *collaborative governance* with the government and other institutions. Ansell and Gash (2008) Define collaborative governance as a management strategy that actively involves stakeholders beyond the government or state. This approach prioritizes consensus-building and deliberation within a collective decision-making process, aiming to develop and implement public policies and programs. Ansell and Gash developed a strong collaborative governance framework that includes four key elements: initial conditions, institutional design, leadership, and collaborative processes. Similarly, Emerson and Nabatchi define collaborative governance as both a framework and methodology for the creation and management of public policy. This approach enables the involvement of a wide range of communities and sectors—such as public institutions, different levels of government, and organizations from the public, private, and civil society sectors—to achieve public goals that are difficult to accomplish through other means (Ansell & Gash, 2008).

In the implementation of disaster management, Muhammadiyah as a civil society collaborates with various parties, both government and private, in every stage. To realize a disaster-resilient society, Muhammadiyah encourages community participation through the establishment of Disaster Resilient Congregation, especially in areas with disaster risk. The community is at the forefront when a disaster occurs, so it is necessary to increase resilience so that the impacts of disasters can be minimized. There are three phases in disaster management: pre-disaster, during disaster, and post-disaster. The pre-disaster phase includes prevention (mitigation) and preparedness efforts. In this phase, MDMC has not yet operated at its full potential. Disaster mitigation outreach and implementation have been carried out within a limited scope. Internally, this is due to constraints in budget and human resources. However, from a broader perspective, this limitation stems from the lack of comprehensive government policies—both at the national and regional levels—that actively promote disaster mitigation, such as integrating it into the school curriculum. Disaster management efforts still largely focus on the during-disaster and post-disaster phases. MDMC's initiative to establish *Jamaah Tangguh Bencana* (Disaster-Resilient Congregation) is an effort to strengthen disaster mitigation activities, although it remains limited in scope. Nevertheless, this initiative has the potential to be a pioneer for the emergence of similar movements.

CONCLUSION

Muhammadiyah as a civil society has strategic agendas in improving the quality of society in various fields. Indonesia has great potential and risk of disasters, so the role of civil society in disaster management activities is needed. In carrying out this mission, Muhammadiyah established The Muhammadiyah Disaster Management Center (MDMC). MDMC is spread across various regions in Indonesia, including Kudus Regency. In the process of disaster management, MDMC Kudus Regency runs a *collaborative governance mechanism*. Internally, MDMC collaboration is carried out with other Muhammadiyah

autonomous organizations. Externally, MDMC collaborates with the Regional Disaster Management Agency (BPBD) and other disaster institutions. To build a disaster-resilient society in Kudus regency, MDMC engages social, human, and economic capital throughout these phases. The initiation of *Jamaah Tanggub Bencana* is MDMC's effort to enhance activities in the pre-disaster phase, specifically in disaster mitigation. Generally, pre-disaster activities have not been fully optimized due to regulatory, funding, and human resource constraints. However, this initiative has the potential to become a pioneer for the emergence of similar movements, thereby maximizing community participation in the pre-disaster phase.

This research is limited in terms of strategies that focus on the formation of Disaster Resilient Congregations. This research can be developed with further research by elaborating other strategies that can be used to form a disaster-resilient society. In addition, research was also developed to find out more deeply which strategies are the most effective and have a big impact in forming a disaster-resilient society.

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