The Collective Action of Urban Communities in Disaster Risk Reduction: A Case Study in Yogyakarta City

P Yuanjaya\textsuperscript{1,3} and H Fajri\textsuperscript{2}
\textsuperscript{1}Departement of Public Administration, Faculty of Social Science Universitas Negeri Yogyakarta, Jl. Colombo No.1 Yogyakarta, 55281, Indonesia
\textsuperscript{2}Department of Public Administration, Faculty of Social Science Universitas Negeri Padang, Jl Prof Dr Hamka Padang, 25132, Indonesia

pandhu@uny.ac.id

Abstract. The people of Yogyakarta City who live in the watershed always suffer in the rainy season. The threat of flood disaster, landslides and dengue fever has become a routine that has never been resolved. This article aims to discuss collective actions of urban communities in disaster risk reduction. This study used a case study approach. The author chose the research location in Kampung Gambiran, Yogyakarta City, because it could explain the stages of collective action of urban communities in reducing disaster risk faced each year. The findings showed that the collective actions in Kampung Gambiran could reduce disaster risk. The stages of collective action in Kampung Gambiran start from 1) the first stage: the emergence of disquiet and ideas, 2) the second stage: the formation of an environmental community, and 3) the third stage: achievements. The collective action of the community initiated the city government to create a Program Kampung Hijau, one of which aims to mitigate flood disasters.

1. Introduction
This article discusses community collective action in an effort to resolve environmental degradation. This is important considering the top-down policy issued by the government is proven to still bequeath disasters, epidemics and declining public health. The success of community collective action in improving environmental conditions shows the need for a bottom-up approach in assessing public policy. With the perspective of the community, it is expected that alternative solutions for environmental management that are holistic and sustainable.

The people of Yogyakarta City, especially those who live along the river, always suffer in the rainy season (November-February). The threat of floods, dengue fever, and other declines in health seems to be a routine that has never been completely resolved. The 2015 Local Environmental Status Data (SLHD) illustrates the total loss due to the rainy season disaster of 2.5 billion rupiahs and the number of refugees of 2070 people. When viewed more deeply about the Yogyakarta City Government’s environmental policies (such as: Prokasih program (Clean River Program), green space management, waste management program), it can be said that these policies are only project and reward oriented, and place the community only as objects of environmental programs. The implication is that such a policy will produce unsustainable results or even fail. In fact, the solution in reducing environmental degradation must be based on repositioning the role of the community as the subject and center of the policy [1,2].
Without adequate political and economic power, the people in the riverbank villages do not have enough capacity to change environmental policies. Around 2005, in response to various disasters, declining quality of life and failure of government environmental policies, community collective actions emerged in various villages independently to improve environmental conditions [3]. The collective action, although not yet institutionalized, quickly became a trend of activities carried out by the community on a village scale. In 2007 the government introduced the Kampung Hijau Program as a forum for village communities concerned about the environment. The program aims as an institutionalization (legal, formal institutions and budget affirmation) of the environmental community formed by the community at the RW (Rukun Warga) level. With the issuance of the policy, the government fully surrenders the entire process of environmental management to the community. It is interesting to study the process of collective action in urban communities. Through this article aims at creating a holistic and sustainable urban environmental management solution starting from urban villages. Design and implementation of policies in support of environmentally friendly communities is important to understand the social dynamics of the community through the perspective of collective action [4].

2. Theoretical framework
An understanding of the concept of collective action may be seen from a variety of sciences (multidispline). Marshall [5] defines collective action as an "action taken by a group (either directly or personally through an organization) in an effort to achieve a common goal or interest. Many definitions generally explain collective action requiring the involvement of a group from the community, which requires a shared interest in the group and engaging in joint activities to achieve shared interests [6,7,8,9]. Although not explained previously, the words "action" can be understood as voluntary, which distinguishes collective action from activities with rewards or work [10]. Examples of these collective actions include joint decision making, design and regulation of group behavior, implementation of activities, and monitoring of compliance with rules. The members in the group contribute to many activities to achieve goals, such as: money, work, or other objects and services, or environmental quality.

Collective action can occur directly through members or representations of several people from the group. Collective action can quickly understand situations that occur or manifest themselves, as an institution that becomes the application of a regulation [11] or collective action can be seen as a process. Collective action as a process is very closely related to the institutionalization of a group [12]. Collective actions with routine activities will be institutionalized because of the recurring needs of groups or communities, whereas collective actions with simple and temporary goals will not be institutionalized or occur sporadically [13]. Institutionalization can reduce transaction and renegotiation costs, but on the other hand institutionalized collective action can reduce flexibility and adaptation.

Collective actions are often based on the same elements of communication of trust, reciprocity, and vision [14,15,16]. Studies on some collective actions from the community by Beard and Dasgupta [17] show there are two forms of collective action based on internal capacity, explicitly said to be social capital. The first form is based on community cohesion, stable social relations and in some cases obedience to social order or based on class hierarchy. The second form of collective action is based on belief in the future and the desire to improve existing conditions. Beard and Dasgupta [17] explain the second form more to show the potential for success or desired social change. When understood more deeply, identification of internal resources using social capital provides a more comprehensive picture of collective action. In collective action, interpretations of social capital are useful for defining knowledge sharing, mutual understanding, rules or norms, and understanding of the way interactions are carried out by individuals in groups [14]. The theory of social capital must be emphasized as a frame of community cooperation in strengthening collective action [18]. The structure of social capital facilitates collective action at the stage of resource identification, trust of all layers, and capacity building and resource mobilization [19]. This includes bridging relationships between people in

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groups (social capital bonding), and also vertical relationships between groups (bridging social capital) [20]. Various forms can be used to describe collective action, including institutional development, resource mobilization, coordination of activities, and information sharing [21]. Meinzen-Dick, Gregorio, and McCarthy [10] create a scheme used in the analysis of collective action starting from the determination of influential variables, entity structure, implementation and results. Pretty and Ward [22] further describe the three stages of the evolution of a group or community, namely reactive-dependence, realization-independence and awareness-interdependence.

3. Material and method

This type of research is qualitative research, to uncover and understand something behind the phenomenon [23]. According to Creswell [24], qualitative research is methods to explore and understand meaning by a number of individuals or groups of people ascribed to social problems. This research was conducted by jumping directly into the research object, namely in Kampung Gambiran, Umbulharjo District. Data obtained by staying for one week in Kampung Gambiran. This research was also carried out when the community held activities or deliberations, such as the gathering of Forsidas Gajah Wong and Ngobar Ngabir in Kampung Gambiran and the commemoration of Indonesian independence on 17 August. In addition, this research was also conducted at the Environment Agency (BLH) and the Wahana Lingkungan Hidup (WALHI) Yogyakarta.

Data collection techniques using observation, in-depth interviews, Focus Group Discussion (FGD), and review of documentation. Observation is used to obtain additional data [25], carried out by visiting the object of observation, recording and recording information from activities in Kampung Gambiran and Gondolyau Lor. This research was conducted by staying for one week in each village, and carried out when the community held an activity or community gathering. Interviews were conducted using in-depth interviewing techniques with selected informants because of in-depth knowledge of the community of 23 people consisting of: Kampung Hijau management from BLH (Environmental Agency), WALHI (Wahana Lingkungan Hidup), Chairperson of Forsidas Management Gajah Wong and Pamerti Code, Pandeyan Village Staff, and Management of RW (Rukun Warga) and RT (Rukun Tetangga), while the snowball method was carried out on 18 communities. Interviews use questions that are generally unstructured and are open-ended which are designed to bring up the views and opinions of the participants. These questions are about community collective action, roles in the community, and environmental management activities.

The study also conducted a Focus Group Discussion (FGD) with the community leaders of Kampung Gambiran including: RT and RW Chairpersons as well as the Environment Working Group, and the Forsidas Management Board (River Watershed Communication Forum) including the Chairperson and Members. During the research process, the researchers also examined documents, namely: Yogyakarta City Environment Regulation, Yogyakarta City Environment Status Book (SLHD), Kampang Hijau profile book and Village Monograph (RW). The analytical method in this study uses an interactive analysis model, namely: data reduction, data presentation, and conclusion or verification.

4. Result and discussion

4.1 Research area

With an area of 3,185 km2 and a population of 388,627 (BPS Census, 2010), Yogyakarta City can be classified as a middle city in Indonesia. Yogyakarta is the capital and is in the center of the province [26]. In addition, it is an important tourist destination and cultural center of Java in Indonesia. “Kampung Gambiran” until now has always been a benchmark for the success of environmental management by the community as evidenced by various national-level achievements such as the winner of the 2012 MDG's Award, one of the Yogyakarta's highlight points in achieving Adipura's
award seven years in a row (2007-2013), and getting awards the best village of 2013 from the Ministry of Environment.

The Kampung Hijau community is located in Kampung Gambiran, Umbulharjo District, Yogyakarta City, precisely west of the Gajah Wong River. This area includes five RT (Neighborhood Association), namely RT 30, 31, 32, 45 and 47 with a population of 781 inhabitants (Monographic Kampung Gambiran, 2012). The location of this village was once famous for being slums, especially because it was close to the old Yogyakarta City terminal (the terminal moved to Giwangan in 2006), so that the conditions of the settlement were directly affected by terminal activities such as: garbage waste, air and water pollution. The Sungai Wong riverbank poses its own threat as a flood subscriber, regosol or young volcanic soil with the geological formation of old andesite sedimentary rocks (old andesite) in Kampung Gambiran which has the property of easily absorbing surface water, causing wastewater to pollute the soil, surface texture is easily damaged, prone to landslides and floods.

The cultural condition of Kampung Gambiran community is quite heterogeneous because the people who live in the area are migrants. 85% of Kampung Gambiran communities are migrants or migrants from outside the RW 08 area. The original population is only 15% of all household. Interaction and activities of institutionalized communities in social institutions such as arisan groups, religious groups, PKK, RW and environmental working groups. The condition of education and employment of Kampung Gambiran community is very interesting if it is correlated with collective action with the assumption that the higher the education and economic level, the greater the understanding of environmental care (deepened in the discussion section). Field findings in Kampung Gambiran illustrate that there is no correlation between education and employment and the activity of environmental activities. In the beginning, the people with low education and "middle-down" economy were more active in socializing and doing joint activities. This is in contrast to highly educated and "middle and upper" economies, who prefer to pay employees to build facilities or clean the environment.

4.2 Kampung hijau programme
The Green Village Program is a program introduced by the Yogyakarta City Government in 2007 as an institutional forum for environmental activities carried out by the community at the RW or village level. Kampung which has been institutionalized in "Kampung Hijau (Green Village)" has four main components of environmental management including physical, management, community activities and culture / customs / traditions. Therefore, urban villages with the main objective as settlement, centralization and distribution of government / private services, social and economic services, the Green Village Program by the Yogyakarta City Government are meant to inspire and support community cooperation in solving various environmental problems. In addition, the Green Village Program is also a solution to the limited funding and government support for collective action taken by the community.

Kampung Hijau can be said as a bottom up policy because this program puts forward local initiatives in managing the environment. This means that a village will not become a Green Village if the community does not yet have criteria as a village pioneering with the main concern on environmental issues. The existence of the Green Village program is expected to bring together government environmental policies with people who care about the environment in the City of Yogyakarta. Since 2007, this environmental movement has been initiated in selected villages throughout Yogyakarta, including in the City of Yogyakarta, which is the responsibility of the Environment Agency (BLH). The further goal of course the community can touch various local and central government institutions, NGOs and also Corporate Social Responsibility (CSR) of the company.
4.3 The collective action of urban communities in disaster risk reduction

This section presents the results of the analysis and interpretation of the primary and secondary data obtained from the Kampung Gambiran community. The discussion in this section is to describe and compare the collective actions of people from: 1) the first stage: the emergence of disquiet and ideas, 2) the second stage: the formation of an environmental community, and 3) the third stage: achievements.

4.3.1 Stage One: The emergence of anxiety and ideas. Kampung Gambiran before 2007 was known as a slum village and a landfill. During the period of December 2004 to February 2005 (the rainy season), the people of Kampung Gambiran experienced floods accompanied by landslides which “devastated” the settlements in RW 08 Gambiran. The flood disaster has made many residents suffer losses, including the destruction of overflow channels, parks and infrastructure, especially those in RT 31 covering an area of ± 500m², as well as causing damage to several homes of residents. Not only flooding, in 2005 became the peak of environmental degradation, marked by the outbreak of most people from dengue fever. Anxiety about the disasters that occur, encourage people to introspect to find the root of the problem. Each individual begins to think that what causes environmental degradation and the resulting disaster is his own fault. In this phase, the community still regards it as a personal problem and is also resolved in the private sphere. In the case of dengue fever which is exemplified, the community considers it as a personal problem, not as an impact of the behavior of the whole community. In the aftermath of the January 2005 floods, light activities such as planting plants in small pots, regularly cleaning the yard, and separating garbage began to be carried out by people who are aware of protecting the environment, but for people who do not want to take the time and energy will remain silent waiting for the cleaning staff. Environmental activities carried out by some residents certainly cannot solve the problem, but slowly can provide environmental management knowledge to other communities (Results of Interviews with RW Heads and Kampung Hijau Gambiran Heads). People who work as civil servants also try to find solutions by submitting environmental proposals in several government agencies. The government agencies, namely the Department of Settlement and Regional Infrastructure, the Office of Sanitation and Environment (since 2006 changed to the name of the Yogyakarta City Environment Agency) and the Regional Environmental Impact Management Agency (BAPELDA). The government's response to improve infrastructure was only obtained from the Department of Settlements and Regional Infrastructure.

4.3.2 Second stage: the formation of an environmental community. Rejection of ideas and government indifference encourage people to act collectively to resolve environmental degradation. This collective action was also the result of an earthquake on May 27, 2006 whose impacts cannot be resolved individually by the community. The community then took the initiative to hold a "citizen consultation" (deliberation) which resulted in an agreement to start improving environmental conditions independently. The immediate benefits are felt like flooding does not come back to this region in the rainy season (January-February 2006). The Kampung Gambiran community, although not institutionalized, collectively work together to improve the environment. In addition to activities such as planting trees, sorting rubbish, routine community service and so on, the community also started receiving assistance from BLH Yogyakarta City and WALHI NGOs concerning environmental knowledge. Transfer of knowledge on environmental understanding (such as issues of global warming and lifestyle, technical waste management and disaster mitigation) is given by WALHI Yogyakarta through informal planning, consultation and talk meetings as well as through effective campaign media for flyers, posters and books). WALHI and BLH Yogyakarta City assistance to the Kampung Hijau Gambiran environmental movement for two years (environmental campaign March 2005-May 2006 and intensive assistance June 2006-April 2007) with the success of changing people's behavior and realizing environmental management. In April 2007, the success of collective action in the environment prompted the community to institutionalize the movement as a community that was legally recognized. The basis of this desire is that the community has been independent in developing
themselves, besides that more and more institutions want to collaborate with the government, NGOs, environmental communities and the public. As explained earlier, the government at the same time created the Program Kampung Hijau as a forum for the environmental community. Kampung Gambiran community then joined in the ten villages chosen as Green Village. The Kampung Gambiran community finally became independent without the assistance of NGOs and government agencies. The ability, knowledge and independence of the Kampung Gambiran community facilitates collaboration with various regional governments, ministries/state institutions, environmental NGOs and corporate CSR.

4.3.3 Stage Three: Community Outcomes. Community achievements can reflect how people take collective action to improve the quality of the environment in their area. The achievements of collective action can be described in three ways, namely changes in infrastructure conditions, activities and achievements in the environmental field, as well as the developed network. Karlsson and Hovelsrud [6] say changes in physical conditions become the most important because they can be directly seen as achievements of collective action.

a. Changes in Infrastructure Conditions

Changes in the physical condition of the environment that have been successfully carried out by the community in Kampung Gambiran include: disaster mitigation infrastructure, public spaces / green open spaces (RTH), spring management, park and reforestation, waste banks, sanitation, meeting centers, development of alternative energy (biogas and solar energy). Disaster mitigation infrastructure is a top priority in preventing floods and landslides. The first activity is in the form of making water catchments and gabions on the river banks. The working time for this facility is quite long due to limited community resources and late support from the government.

Kampung Gambiran adds green space under the name Gajah Wong Educational Park covering an area of 5,000 m² located on the banks of the Gajah Wong River and equipped with various supporting facilities. The success of the development of this park is a pride for the community Kampung Gambiran. The long effort in land acquisition from 2007 to 2012 ended in collaboration with the Department of Public Works and Housing and the Ministry of Energy and Mineral Resources DIY. Kampung Gambiran is carried out by sending proposals and lobbying to the city government to change the ownership status of the two land locations positively responded by the Mayor with the issuance of Right to Use Number 58 to the 560 m² land area owned by the Yogyakarta City Government. Furthermore, the land is used for the construction of fitness bar, sports fields that can be used for basketball, volleyball and badminton, but also for children's toys. These facilities are illustrated as follows:

**Figure 1. Kampung Gambiran green open space**

The springs named "Telapak Tirto" in the RT 45 RW 08 and RT 30 RW 08 named "Lo Gathuk" are quite large in their water discharges, if taken into account these water sources can supply areas in two RTs namely RT 30 and RT 47 in the RW Region 08, which totaled 358 people and became the priority of the green village program by utilizing the water source for drinking water and the needs of residents, especially in the two RTs. The community independently continues to increase the number of plants in both public and private areas. In the public area, funding is obtained from the provision for
arisan to buy plants and fertilizers. The establishment of the "Asri" Garbage Bank in 2006 was under the auspices of RW 08. The establishment of this garbage bank was initially to form public awareness so that existing waste is not thrown away, but can be saved as an economic value. In addition, plastic waste can be used as materials for making crafts such as bags, wallets, tablecloths and so on.

Sanitation infrastructure in Kampung Gambiran began with the construction of a communal WWTP in the RT 45 area in 2005, followed by RT 30 and RT 47 in 2009, these three RTs are the initial targets in relation to the location of the three RTs located on the banks of the Gajah Wong River, while for RT 30 and RT 47 are community-based sanitation programs with WWTP with Biogas technology. While the latter is RT 31 and 32 in both RTs connected to WWTPs which are processed at WWTPs centrally located in Bantul Regency, worked on in 2012 using grants from the Australian Government so that in 2012 sanitation issues especially household waste disposal can be resolved. In accordance with the initial target, that RW 08 which consists of five RTs, all of which are already connected to the communal Waste Water Treatment Plant (IPAL). Balai RT 31 is commonly used for PAUD, Posyandu and Elderly activities, especially those that are PKK activities. Biogas WWTP in RT 30 & RT 47 is used by the community as an alternative energy material. The active role of the community, especially RT 30 and 47, applies this concept with the name Sanimas "Ngudi Waras" which was built in 2009, can accommodate as many as 358 people with various age strata, with the use of biogas as an alternative energy used by the community.

b. Activities and Achievements

Environmental activities are carried out with the aim of campaigns, outreach, transfer of knowledge and experience of environmental care internally and externally. Some environmental activities include; Commemoration of Earth Day, WALHI Anniversary, regular wayang (puppet show), Water Saving Movement, National Seminar on Environment, comparative study, research and so on. Some of the awards / achievements achieved are as follows: Champion of Tingakat Green Village Competition in Yogyakarta Province (2007), General Champion of Yogyakarta City Clean River Competition (2008), Champion of Green and Clean DIY Province (2008), Champion of Mayor of Green Open Space Management Award (2009 ), ProKlim Pioneering (Climate Village) Ministry of Environment (2012), Indonesian Champion MDG's Award (2013). Observations of the study at the time of the Ngobar Ngabir event from the Yogyakarta Provincial Tourism Office and the Dimas Diajeng Association of Yogyakarta Province. The enthusiasm of the community was seen from the day before from the drawing contest registration queue. Moreover, on the day the park was filled with mothers who wanted to learn the making of Java Beer (ginger drink). This showed that citizens collectively care about the environment and contribute to the increasing number of people who care about the environment. Kampung Gambiran received various comparative studies, requests for workshops and research in order to give effect to other communities in managing the environment.

c. Network development

In the fifth year (2012), Kampung Gambiran Community has been able to expand collective action to other communities in the form of cooperation or also through the transfer of knowledge. Forsidas (Watershed Communication Forum) Gajah Wong is a community formed as a manager of the Gajah Wong River. The results of the FGD illustrate the formation of this community starting from a meeting of elements of the community living in the Gajah Wong River flow. This meeting was the result of the initiation of the Gambiran Green Village Community with the Yogyakarta City Regional Development Planning Board (BAPPEDA) to further expand the environmental activities carried out by the Gambiran Kampung community. The discussion forum for residents of Kampung Gambiran was attended by representatives from the villages in the Gajah Wong watershed and BAPPEDA of Yogyakarta City, resulting in a decision to establish a caring community for the Gajah Wong River. This was driven by many villages along the Gajah Wong riverbank which were still affected by the annual flood disaster. The formation of Forsidas in 2012 became a forum for communities along the Gajah Wong River to aspire to the problems being faced by the community to be able to access government programs and funding. Kampung Gambiran also transfers knowledge in managing the environment to other communities. Besides that, the Merti Kampung carnival ritual was held, Merti
Kampung aims to increase community togetherness which will facilitate the introduction and learning of the environment to the community.

5. Conclusion
In general, this article concludes that collective action is a phenomenon that can describe the capacity of urban communities in creating a sustainable environment. The efforts to improve the environment in Kampung Gambiran showed the success of collective action cannot be built only by one individual (dependence on figures) or external stakeholders, but lies in the growing tendency within a group to socialize as an important part of inherent values. External networks showed that determine the development of local initiatives, especially from NGOs and environmental agency (BLH). Kampung Gambiran can maintain the level of involvement of external stakeholders until it is formed as a formal organization demonstrating the ability to develop a broad network. Community commitment illustrates the community's capacity to carry out an activity, independently and collaboratively. Kampung Gambiran, a group built on the basis of a common orientation and purpose, and with the characteristics of formal organization management that is more open, has a good level of commitment from members and has a wide range of networks. Collective actions in Kampung Gambiran can improve the quality of the environment, enhance environmental activities, and expand environmental awareness campaigns at the local, national and international levels.

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