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## Note from the UN Humanitarian Coordinator

Along with the OCHA team, I am pleased to present this annual report for the Indonesia Humanitarian Response Fund (HRF). As the only funding mechanism that can be accessed directly by national and international NGOs for humanitarian purposes in Indonesia, in 2013 the HRF continued to provide the flexible and timely funding that is required to cope with a rapidly changing humanitarian situation. The purpose of the HRF is to initiate life saving humanitarian response and reduce human suffering during and in the aftermath of crises, through the provision of grants to a maximum value of US\$ 200.000. HRF grants can be used in conjunction with other funding sources to fill urgent sectoral or geographical gaps, or as an independent source to finance specific projects. In Indonesia, the HRF is a funding mechanism reserved to NGOs as a means to kickstart their humanitarian interventions at the outset of an emergency, or to fill critical gaps in response.

In 2013, HRF Indonesia allocated US\$ 851,327 through six projects, which were implemented in some remote areas of the country that were affected by natural disasters. A total of 84,221 beneficiaries received assistance through water, sanitation and hygiene; protection; non-food items and shelter. The Fund was also utilized to help local authorities enhance their coordination capacity for emergency response management.

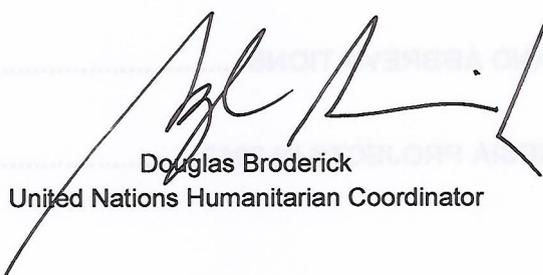
With the improvements in the capacity of the Government of Indonesia (GoI) to manage the response to natural calamities, which is reflected in the strengthening of BNPB (the Indonesia National Agency for Disaster Management) and BPBDs (the Provincial and District/Municipality Agency for

Disaster Management), OCHA has determined that the conditions necessitating the HRF's existence were no longer in place, and decided to close the fund. In order to allow the completion of reporting and administrative requirements, the HRF will be closed in second half of 2014.

The closure of the HRF does not imply a declining prominence of humanitarian needs in Indonesia. On the contrary, the likelihood of major natural disasters remains very high. Principled humanitarian assistance needs to be continuously advocated for. Thus, the role of Humanitarian Country Team remains crucial in ensuring appropriate support to the government and the people of Indonesia.

I would like to extend my appreciation to Cluster Leads, and the Advisory Board and Review Board members, who have contributed their time and expertise towards the successful implementation of the Fund. I would also like to thank our implementing partners for their tremendous work and commitment in the delivery of humanitarian assistance to vulnerable population. Projects in 2013 have been implemented successfully by ACTED, Church World Service, Humanitarian Forum Indonesia, Plan International and YAKKUM Emergency Unit.

I am also grateful to past and current donors of the HRF for their commitment to this pooled fund that has enabled timely and targeted humanitarian action. In 2013, the OCHA Donor Support Group visited selected HRF projects and provided encouraging feedback on the implementation of the Fund. I sincerely thank all of you for your support to this Fund since its inception in 2001.

  
Douglas Broderick  
United Nations Humanitarian Coordinator

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## Executive Summary

The HRF-Indonesia was established in 2001 and became operational in 2002. Since then, it has provided Indonesian and international NGOs with rapid and flexible funding for humanitarian projects targeting the most vulnerable population.

New Terms of Reference (ToR) for HRF, which were endorsed by the Advisory Board in the first half of 2013, have clarified the HRF strategic position within the humanitarian community in Indonesia, and introduced a more robust monitoring framework, a Risk Management Framework, and improved management and governance structures. The Indonesia OCHA Country Office maintains the HRF management and operations, while the Humanitarian Coordinator (HC) is the custodian of the Fund. Two governance bodies, the Advisory and Review Boards, assist the HC in HRF decision-making process. The Advisory Board provides policy and funding advice to the HC to support the strategic management of the fund, whilst the Review Board is responsible for conducting the technical review of individual project proposals. The Review Board met to review minimum three proposals and provided its feedback electronically when reviewing single proposal. The feedback is addressed to all Review Board members to ensure transparency and compiled by HRF secretariat for further processing the proposal. The Advisory and Review Boards were reconstituted with participation from UN agencies, NGOs, and the International Federation of the Red Cross (IFRC), at the level of heads of agencies and senior management. While some other country-based pooled funds are accessible to UN agencies and NGOs, in the case of Indonesia it was been agreed by the Advisory Board and the HC that the HRF would only be available to national and international NGOs.

In 2013, more than 3.5 million people were affected by natural disasters in Indonesia, especially by floods, landslides and earthquakes. Other natural calamities included forest fires, drought, high tides and whirlwind. The Indonesia National Agency for Disaster Management (BNPB: Badan Nasional Penanggulangan Bencana) estimated that more than 200 million Indonesians live in disaster prone areas across the country. The presence of a strong BNPB and its counterparts at provincial and district/municipality level (BPBD: Badan Daerah Penanggulangan Bencana) is crucial in disaster management. The Indonesia OCHA Country Office,

working with other national and international partners, continuously supports the capacity development of those institutions, which have been in existence since 2008. As their capacity increases, BNPB and BPBDs, together with other relevant ministries and non-governmental actors, in most cases provide adequate basic human assistance to the populations directly affected by emergencies. The assistance provided mainly includes food and basic non-food items, basic health services as well as water and sanitation facilities. The HRF is released only when there is clear humanitarian gap.

Right after the disaster, the government and Indonesian Red Cross (PMI: Palang Merah Indonesia) always undertake a rapid needs assessment, while complementary assessments are also conducted by UN agencies and non-governmental actors in cases of medium-to-large scale disasters. The results of these assessments are accessible to OCHA for compilation, analysis and then further dissemination through OCHA information management products as well as regular coordination meetings of humanitarian actors. When a gap is identified, funding decisions for HRF project proposals are made by the Review Board with support from the HRF Secretariat keeping into account this information, among other considerations.

In 2013, given the decision to close the HRF, the focus was on allocating remaining resources to projects that would fill underfunded gaps in humanitarian response. Out of the 1,387 disasters that occurred during the year as reported by BNPB<sup>1</sup>, the HRF was utilized to respond to humanitarian needs that were triggered by five disasters with clear unaddressed needs. Humanitarian gaps were identified in cases of Mt. Rokatenda and Mt. Sinabung eruptions, recurrent flooding in Belu district and earthquakes in Aceh Tengah and Sigi districts.

The repeated eruptions of Mt. Rokatenda in East Nusa Tenggara province and Mt. Sinabung in North Sumatera province caused humanitarian gaps that appeared once immediate relief assistance started

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<sup>1</sup> The figure is quoted from the opening speech of Mr. Dody Ruswandi - Deputy Chief of BNPB for Prevention and Preparedness, at the Cluster Alignment Workshop, 15 January 2014.

declining. The HRF released US\$299,576 for Mt. Rokatenda emergency response and US\$43,492 for Mt. Sinabung emergency response, to three projects.

In the Belu district of East Nusa Tenggara, repeated prolonged floods over the past ten years had a cumulative impact on local populations. To respond to this situation, conventional emergency response is definitely inadequate, and a broader approach is required to address the life-saving needs of affected populations whilst also strengthening their ability to cope with this recurrent situation. The HRF provided US\$171,280 to support a WASH intervention aimed at addressing this complex needs through the provision of latrine blocks which are expected to reduce the risk of contamination of water supplies and the spread of related water borne diseases.

In the aftermath of the earthquakes that hit Aceh Tengah and Sigi districts, easily observable needs such as food and non-food aid, shelter, health and water were quickly addressed; however, less tangible needs such as psycho-social conditions and increased risk perceptions received less attention. The HRF supported a project in Aceh Tengah with US\$136,989.75 to help children recover their mental and spiritual health after experiencing the earthquake and its impact. It also funded a US\$199,989 project that addressed WASH issues that were not apparent in the immediate aftermath of the earthquake.

In the case of other emergencies, such as flooding in Jakarta in January 2013, or the haze in Riau in June-July 2013, HRF was not released because the basic humanitarian needs were adequately covered by the government and other humanitarian stakeholders.

Three of the six projects supported by the HRF (those in Central Java and Yogyakarta) were visited in April 2013 by the OCHA Donor Support Group

(ODSG). The group acknowledged that HRF projects provided OCHA with a visible presence in the provinces affected by the calamities, and recommended the following:

- A mechanism could be used to fund priority projects within a strategic plan following consultation with the clusters and government agencies.
- Pooled funding can support coordination efforts and OCHA should be encouraged in this regard.
- Information about the HRF to local NGOs could be intensified. While the global guidelines for the ERFs have defined a maximum level of funding to be received from the ERFs, it was observed that the funding levels to be received from the Indonesian HRF were too high for local NGOs and too low for INGOs.
- OCHA needs to continue developing the guidelines to make the ERF/HRFs an even more relevant financing tool for humanitarian preparedness and response.
- Participants found the projects funded so far by the HRF very useful but acknowledged the limits of the HRF, which could not fund response preparedness proposal.

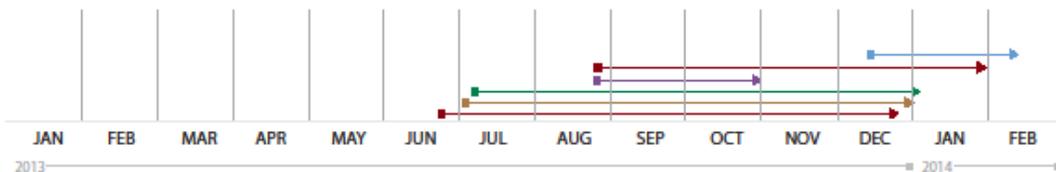
In June and July 2013, a joint AusAID – OCHA review (contained in Annex 2) was conducted to assess the strategic value of the partnership between AusAID and OCHA in Indonesia. The review report confirmed that the performance of the OCHA Indonesia Country Office in the field of humanitarian financing is positive, with a score of 3.6 out of 5. Besides humanitarian financing, the review also looked at OCHA's performance on coordination, humanitarian information, humanitarian policy and voicing the vulnerable.

# Country Map

## INDONESIA: Humanitarian Response Fund 2013



TIMELINE



<p><b>Eruptions of Mt. Roketenda</b></p> <p>FUNDING <b>US \$ 299,576.09</b></p> <p>Two projects</p> <p>Main sector <b>SHELTER and NFIs</b></p> <p><b>48%</b> From affected communities received HRF assistance</p> <p><b>2</b> Different Locations ENDE &amp; SIKKA DISTRICTS</p>	<p><b>Benainin River Flooding</b></p> <p>FUNDING <b>US \$ 171,280</b></p> <p>One Project in SOUTHERN BELU DISTRICT</p> <p><b>56,875</b> People received HRF assistance</p> <p>Main sector <b>WASH</b></p>	<p><b>Aceh Tengah EQ</b></p> <p>FUNDING <b>US \$ 136,989.75</b></p> <p>One Project in ACEH TENGAH DISTRICT</p> <p><b>6%</b> From affected communities received HRF assistance</p> <p>Main sector <b>CHILD PROTECTION</b></p>
<p><b>Central Sulawesi EQ</b></p> <p>FUNDING <b>US \$ 199,989</b></p> <p>One Project in SIGI DISTRICT</p> <p><b>25%</b> From affected communities received HRF assistance</p> <p>Main sector <b>WASH</b></p>	<p><b>Eruptions of Mt. Sinabung</b></p> <p>FUNDING <b>US \$ 43,492</b></p> <p>One Project in KARO DISTRICT</p> <p><b>12%</b> From affected communities received HRF assistance</p> <p>Main sector <b>COORDINATION</b></p>	

## Information on Contributors

Since 2009 the Indonesia HRF has been entirely funded by Sweden, its only donor. The HRF is grateful to Sweden, and to past donors, for their committed support to the fund.

The last contribution received from Sweden was in 2011 and amounted to US\$2,340,450. In recognition of the need to expand the donor base of the fund, the OCHA Indonesia Country Office

sought to mobilize resources from other contributors in the first half of 2013, and submitted a proposal to a donor who showed interest to provide a multi-year contribution. However, this effort was discontinued once the decision to close the HRF was officialized. Therefore, the focus of the Indonesia HRF in 2013 was on fully allocating the remaining balance of the fund.

## Fund Overview

### Summary of HRF Allocations in 2013

In 2013 the Indonesia HRF supported six projects, of which three were implemented by international NGOs and three by national NGOs. All the projects focused on emergency response to five of the natural disasters that afflicted Indonesia during the year.

The majority of funding (44%) went to the WASH sector, with two projects funded for a total of US\$ 371,269; the second largest sector was Non-Food Items (one project with a value of US\$ 194,023), and by Child Protection (one project with a value of US\$ 136,990).

**Table 1 - Summary of HRF Allocations in 2013**

Requested for 2013 in US\$	Carry over from 2012 in US\$	Amount received in 2013 in US\$	Total available in 2013 in US\$
0	944,767 (need confirmed figure from ASB)	0	944,767

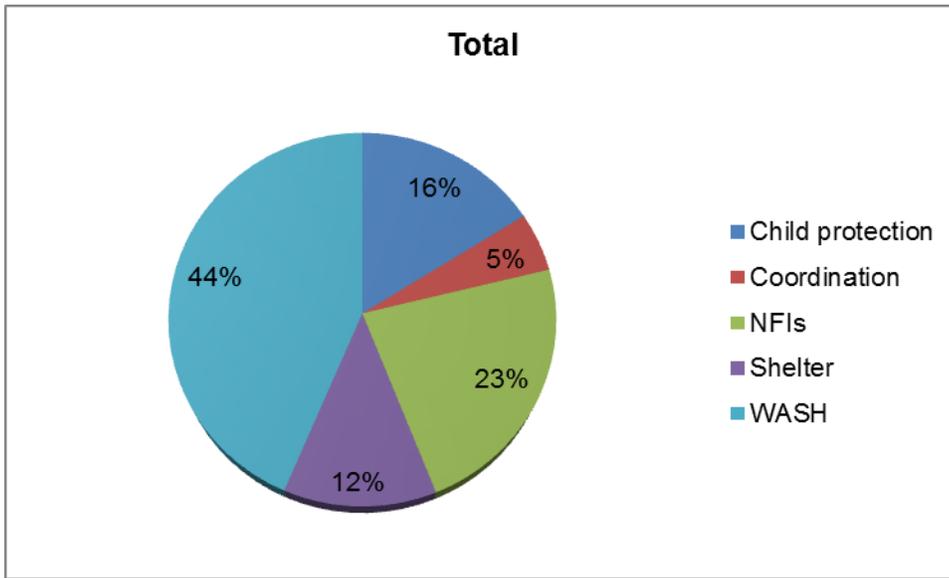
#### Disbursed HRF funds in 2013 by partner type in US\$

UN Agencies	0
International NGOs	343,068
National NGOs	508,259
<b>Total</b>	<b>851,327</b>

#### Disbursed HRF funds in 2013 by project type in US\$

Emergency response	851,327
Preparedness	0
Innovative (if any)	0
<b>Total</b>	<b>851,327</b>

Chart 1 – Overview of allocations by sector



## Results of HRF Projects per Cluster

### Overview of Child Protection

Number of projects	Budget in US\$	Implementing agencies	Geographic Area
One	136,989.75	Plan Indonesia	Aceh Tengah district, Nanggroe Aceh Darussalam province

#### Outputs

This project was triggered by a medium-scale earthquake and gaps in emergency response addressing the needs of children, especially with regards to protection and education. On 2 July 2013, a 6.1 Richter Scale earthquake struck Aceh Tengah and Bener Meriah Districts of Nanggroe Aceh Darussalam. It claimed 42 lives while some 2,500 people were injured and more than 50,000 displaced. The devastating earthquake and its aftershocks damaged more than 19,000 houses and 1,800 other buildings. The GoI provided basic emergency assistances and BNPB requested OCHA to help coordinate response by non-governmental actors through the establishment of nationally-managed On-Site Operations Coordination Centre (OSOCC). Being on the ground, OCHA managed to facilitate a coordinated assessment that was participated by dozens of government and non-government actors, including Plan Indonesia. From the assessment results, it was confirmed that the humanitarian needs of children were still not addressed. In order to ensure the gap was filled, Plan Indonesia designed an intervention to create safe, inclusive and stimulating child friendly spaces (CFSs) that would strengthen children's resilience, increase awareness of Community-Based Child Protection (CBCP) mechanism and disaster preparedness, and improve the quality of formal and non-formal education in emergencies (EIE). The project was implemented in one of the worst-affected areas, covering 12 villages of Ketol Sub District of Aceh Tengah. The majority of project activities cover Child Protection, but they also addressed the education needs of affected children.

- 645 children of 6 to 15 years (317 girls and 328 boys) benefitted from establishment of 15 CFSs, which were equipped with educational and fun games, sport equipment, puppets, stationary, and hygiene and health items. The CFSs were managed by 60 local cadres (48 female and 12 male) that had received an appropriate training on facilitating structured psychosocial activities with children. While the targeted beneficiaries for this activity were 700 children (6 – 15 years), based on an estimate from the Local Education Office, the actual number of children in the targeted villages was 645 children.
- 1,657 people (379 male, 515 female, 396 boys and 367 girls) participated in events aimed at promoting children's resilience after joining the CFS activities, providing opportunity for children to express their creativity in post disaster context, and presenting the achievements of the project to the communities and respective local authorities. In these events, 1750 bags, posters and t-shirts with child protection messages were distributed.
- 500 copies of photo essay were distributed. The documentation captured the human stories along the process of the project, and covered the struggles of community and children in dealing with the post-disaster situation.
- 93 village leaders, community leaders, religious leaders, and local government staff were introduced and trained on CBCP and Disaster Preparedness. The topics covered in the trainings were Introduction to Child Right Convention and Indonesia's Child Protection Law, Child Protection system in Indonesia, village child protection committee and disaster preparedness. The number of training participants was lower than planned of 100 people, as some of them had conflicting priorities.
- 718 people (180 male and 538 female) participated in series of CBCP and Disaster Preparedness awareness raising events. The target indicator of 60% adults participated in community awareness raising and increased knowledge on child protection and disaster preparedness was achieved. As a follow up, child protection cadres that consist of 20 representatives of community and local leaders were selected with the aim of continuing promoting the importance of CBCP and disaster preparedness knowledge to the rest of their community members, facilitating the distribution of disaster preparedness equipment, and putting in place the evacuation route sign boards both at village and school level. The project also provided disaster preparedness equipment to targeted villages and schools. Each village received three emergency lamps, one megaphone, five first aid kits, five flashlights, one information board, ten evacuation route signs,

and one water container. For each school, two first aid kits, an information board and a megaphone were delivered.

- The project also distributed 1,000 leaflets that contain key messages on preparedness toward earthquake, information on hand washing with soap and on how to take care of children in disaster situation. In addition, 1,000 posters on basic information about child rights and child protection were also distributed to community and schools.
- A total of 18 school-in-a-box packages were distributed to six primary schools. The box contained teaching and learning equipment that supported teachers to restore the learning process. This activity benefitted to 590 students, slightly exceeding the target of 585 students.
- 75 teachers (31 male and 44 female; more than the original target of 60 teachers) from all 21 primary schools in Ketol district participated in a training on the importance of education in disaster contexts, and on the critical role that schools can play in promoting knowledge of disaster risk reduction and in providing school-based early warning mechanisms. This activity was supported by UNICEF and members of Education Cluster.
- HRF's added value to the project: This HRF-funded project promoted more comprehensive emergency response measures, especially on intangible relief assistance for vulnerable groups. Through a comprehensive approach, this project promoted children's recovery from traumas, cadres' understanding of how to be prepared for future disasters, and community leaders' awareness of their roles and responsibilities in ensuring the fulfillment of child rights.

## Overview of Coordination

Number of projects	Budget in US\$	Implementing agencies	Geographic Area
One	43,491.74	Humanitarian Forum Indonesia (HFI)	Karo district, North Sumatra province

### Outputs

Mt. Sinabung located in Karo District of North Sumatra had been dormant for some 400 years until it erupted between August and September 2010, causing around 27,000 people to be temporarily displaced. On 15 September 2013, new series of eruptions caused more and longer displacement. The eruptions caused 16 fatalities and three injuries, despite volcanic monitoring and early warning by the Gol. Furthermore, 31,739 people (9,915 households) from 34 villages were displaced for months. Considering the limited capacity of the local government, the President of Indonesia requested the Head of BNPB to lead the response using national resources. The Humanitarian Forum Indonesia (HFI) proposed to assist the disaster-affected population and the Government of Karo district through the empowerment of emergency response management, awareness raising on disaster preparedness, and strengthening information sharing related to Mt. Sinabung volcanic activity.

- A three-day Disaster Risk Reduction and Emergency Response training was held, attended by 30 local government officials and local leaders and facilitated by the Indonesian Red Cross, Centre for Volcanology and Mitigation of Geological Disaster (PVMBG: Pusat Vulkanologi dan Mitigasi Bencana Geologi), North Sumatra BPBD, and HFI. This activity was critical to accelerate the development of the local agency for disaster management, which will be in charge of disaster management and increase the effectiveness of emergency response coordination.
- The project supported the local government develop a contingency plan for Mt. Sinabung eruptions, which ensures availability of more accurate information on capacity and resources available within the district.
- Radio communication and services were provided to the Media Centre for Incident Command. The project also supported a community-based radio programme that is managed by local churches, and which helped information dissemination to the community living around Mt. Sinabung.
- A training on disaster risk reduction and first aid in emergency situation was conducted for 40 local government and community representatives.

- Training on provision of psycho-social support in the aftermath of eruptions was conducted for 40 health cadres.
- Awareness raising on disaster management was conducted through schools, mosques and churches.
- 1,000 IEC materials on response activities were produced in Karo and Indonesian Languages and distributed.
- HRF's added value to the project: the HRF-funded project provided not only support to the emergency response to Mt. Sinabung eruptions, but also helped bridging information and coordination gaps between government and affected populations.

## Overview of Non-Food Items

Number of projects	Budget in US\$	Implementing agencies	Geographic Area
One	194,023.47	Humanitarian Forum Indonesia (HFI)	Sikka and Ende districts, East Nusa Tenggara

### Outputs

Lethal and frequent eruptions of Mount Rokatenda in Palue Island of East Nusa Tenggara between October 2012 and August 2013 had enforced evacuation of more than 4,000 people (886 households), to Sikka and Ende districts. Out of approximately 10,515 villagers (2,686 households) living on the island, around 2,800 people became internally displaced (IDPs) in Sikka and Ende districts since the first eruptions. Despite its relatively low case load, activity of Mt Rokatenda remains unpredictable. Volcanologists consider the mountain a young active volcano that is still developing and its high volcanic intensity is likely to continue with short frequency. HRF supported the Humanitarian Forum Indonesia to provide assistance to IDPs ensuring close coordination with the government at national and local level to avoid duplication. Although the biggest portion of funding was used for non-food items distribution, the project also provided food, clean water and sanitation facility to targeted IDPs who stayed at IDP sites. In June 2013, the GoI requested technical support from UN agencies and NGOs in the field to help develop a relocation strategy. This project responded to this request by facilitating meetings and being part of a task force that supported the local governments in the development of GoI Relocation Plan for Mt. Sinabung affected population.

- A total of 846 disaster affected households received food supplies and kitchen utensils. The selection of food and kitchen items was conducted in consultation with IDP representatives and consideration of the Sphere Standards and Indicators. The kitchen utensils consisted of pots, pan, plate, glass, spoon, ladle, cooking spoon, rice spoon, herbs place, flask, teapot, and knife.
- In partnership with Integrated Health Posts (Posyandu), the project procured and distributed baby food for 207 babies which was made of locally available food such as moong bean. Exclusive breast-feeding was highly considered. The project referred to the Ministry of Health policy and UNICEF guidance on formula milk.
- The project, in collaboration with PVMBG, introduced a radio warning system for Mt. Rokatenda eruptions. It is estimated that this early warning system reaches around 2,600 people. To ensure its utilization and sustainability, 50 community representatives and government officials were trained on how to use and manage it.
- Upon assessment of the availability of clean water, hygiene kits and emergency latrines, the project procured and provided clean water trucking services to 25 water points in the evacuation places. In total, 500 tanks of clean water were provided, before the service was handed over to another and NGO responsible for the delivery of this service in the longer term.
- Hygiene kits sufficient for one month's use were distributed to 846 displaced households. The kits contained bath soap, laundry soap, towel, sanitary napkins, shampoo, toothpaste, toothbrush, and jerry can or bucket.
- Fifteen emergency latrines with septic tanks were built to help address lack of latrines in evacuation centers. Voices

of vulnerable groups were considered to determine latrine locations. Latrines installed are separate for women and men, and are equipped with lock and sufficient lighting.

- Two trainings on Education in Emergency were undertaken benefitting 60 teachers. Following the trainings, emergency school equipment (first aid kit, tent and stretcher) was distributed to ten schools, in order to enhance emergency preparedness and risk reduction. This activity was conducted in collaboration with Indonesian Red Cross.
- Psychosocial support activities benefitted 402 children in ten schools, through games, sport and cultural activities. The references of this activity were Sekolah Ceria Program from Dompet Dhuafa or Senyum Anak Negeri Program from Muhammadiyah Disaster Management Centre. As included in the curriculum, the project provided support material such as reading books, balls, guitars, and traditional music instruments.
- HRF's added value to the project: the HRF provided timely support to disaster affected populations. As the eruptions continued and the emergency situation prolonged, relief aid was diminishing. Funding from the enabled to fill gaps that could not be covered by government and other non-government actors.

## Overview of Shelter

Number of projects	Budget in US\$	Implementing agencies	Geographic Area
One	105,552.62	YAKKUM Emergency Unit	Sikka and Ende Districts of East Nusa Tenggara

### Outputs

Following Mt. Rokatenda eruptions, the GoI planned the relocation of around 800 households in Ende and Sikka districts. This permanent relocation plan focused not only on housing, but considered also beneficiaries' local status, livelihood options, and availability of education and health facilities, as well as infrastructure. The relocation plan was developed in consultation with local and national stakeholders, including NGOs working in the areas. Considering the lengthy planning and implementation process, HRF was released to provide interim assistance to 319 households, improving their knowledge and skills to construct safe houses, fostering livelihoods, and ensuring that their voices are considered in the development of the relocation plan.

- A total of 212 displaced people received training on basic construction techniques and standards. The training ensured active participation of women, with 75 female participants. The training module included:
  - principles of safe and healthy housing: space design, layout, lighting, air circulation, water resources and energy resources;
  - healthy and safe environment, with focus on disaster risk reduction as well as social facilities, public facilities and space for work; and
  - construction techniques with earthquake measures
  - beneficiaries were also familiarized with the mechanisms to monitor the rehabilitation and reconstruction programme of the government, to ensure they are aware of their rights as disaster affected people.
- 39 packages of masonry equipment were distributed to selected community groups that had been trained. The package consisted of shovel, water hose fitting, chisel, elbow ruler, hammer, hacksaw, sharpening stone, sand sieve, crowbar, meter, cutting pliers, and hoe.
- 1,000 posters on safe and healthy housing were developed in local language and distributed.
- Environmentally friendly fishing packages were distributed to 132 displaced fishermen in Ende district. Each

package consisted of trawl, life-buoy, nylon rope, needle, string rope, and ballast.

- 260 packages of weaving threads and colouring agent for weaving were distributed to female IDPs. Support to cloth-weaving was programmed in response to the need to empower women in post-disaster situations, and to promote alternative income generating initiatives. Based on discussion prior to the distribution of the weaving packages, those women agreed to utilize the assistance during their spare time and after they completed their domestic work.
- 132 packages of seedlings, 2,640 pots, and 792 compost packages were distributed in Ende district in order to promote home-grown farming and to ensure the fulfilment of nutritional intake needs in each family. The project also promoted consumption of nutritious vegetables through cooking session for mothers. Furthermore, changes in cooking and consumption patterns before and after the disaster were analyzed. It was revealed that vegetable consumption should to be increased.
- The project supported a Human Recovery Needs Assessment (HRNA) Initiated by BNPB; the assessment focused on basic needs in the recovery phase and provided recommendations for the IDP resettlement and recovery scheme. The results and recommendations were shared with district authorities of Sikka and Ende, church community, and IDP representatives and community leaders of Palue Island.
- The project supported coordination between local authorities and the Ministry of Forestry in the development of the relocation site in Besar Island, which is a designated conservation area. The Ministry of Forestry granted permission to manage a designated block of land for relocation while maintaining the rest for conservation. The project also advocated for the acceleration of the government’s relocation scheme, so that humanitarian needs could be overcome and displaced people could restart their normal lives in new areas.
- HRF’s added value: by funding this project, the HRF supported a short-term intervention that promotes longer-term benefits by equipping beneficiaries with the skills and knowledge to re-start their lives in new place. Through livelihood assistances, IDPs could kick start their income generating activities based on existing local resources and skills.

## Overview of WASH

Number of projects	Budget in US\$	Implementing agencies	Geographic Area
Two	371,269	ACTED and Church World Service (CWS)	Belu district of East Nusa Tenggara province and Sigi district of Central Sulawesi province

### Outputs

Southern Belu District in East Nusa Tenggara Timur is one of the poorest areas with the highest risk of disaster and recurrent impact of hydro-meteorological hazards. Since 2003, the district experienced 11 flood incidents, which caused death and displacement of thousands of households, damage and destruction of shelters and household assets, and disease outbreaks due to disruption of water access and proper sanitation. Flooding up to one meter is a regular occurrence in the targeted areas and many households do not evacuate until flooding reaches higher level. Most of evacuation sites do not have water and sanitation facilities, or facilities are for a limited number of people. Open defecation increases and access to clean water decreases during flood periods, which occur for weeks or even months. Therefore, ACTED requested HRF’s support in order to provide WASH facilities to the community when flooding happens again. In coordination with ACTED’s Community-Based Disaster Risk Reduction project supported by USAID, the HRF-funded intervention addressed the lack of sanitation facilities and clean water at emergency evacuation sites. Its outputs are as follows:

- Ten evacuation sites were equipped with latrines blocks and access to safe water.

- 33 villages received Hygiene Promotion awareness campaigns. Awareness materials were developed and distributed to the Village Disaster Response Team, as well as displayed in each community. A Knowledge, Attitude and Practice (KAP) surveys was initiated to allow the project to evaluate the changes in knowledge and practices amongst target community.
- 2,310 vulnerable households and 91 village disaster management committees received water filters. Following the results of the participatory rural appraisal process conducted under ACTED's ongoing current disaster risk management project, vulnerable individuals have been identified. The vulnerability criteria were based on the capacity of individuals to protect themselves and their relatives when a disaster strikes. Each individual received a portable water filter as well as training on how to use it. This has reduced their vulnerability to water borne diseases when disasters occur.
- The project supported development of WASH contingency planning in two sub-districts through the distribution of relevant assets. For this event, sub district authorities were engaged, the training conducted with focus on understanding the need for the development of contingency plans, the establishment of appropriate standard operational procedures (SOPs), as well as provision of materials to support the contingency plans.
- HRF's added value: the project addressed the short-term WASH needs of evacuated populations through sustainable solutions that will allow communities to be more prepared to face the recurrent flood they are affected by.

Another medium-scale earthquake hit Buol District of Central Sulawesi in August 2012. Responding to the humanitarian situation, the GoI and non-governmental actors provided emergency relief assistance (including through the HRF-funded and CWS-implemented Shelter project described above under the Shelter cluster). However, first response activities were not followed by disaster recovery interventions, as the government was concerned that disaster recovery plans in this conservation area would trigger further construction development. On the other hand, an assessments carried out by the Provincial Health Office and later by CWS identified a significant increase of diarrhea cases in children under 5, which was likely due to damaged water networks caused by the earthquake that were left unrepaired. Based on this finding and consultation with relevant local government agencies, CWS submitted another proposal to the HRF requesting support to address the sanitation needs, while the Provincial Health Office addressed health-related issues.

- Two water supply system facilities were constructed and are functioning in two villages, benefitting 431 households that have improved their access to water.
- Clean water management committees were established.
- 200 family latrines were constructed.
- Conducted different trainings for health cadres, community and stakeholders.
- Developed and distributed Information, Education and Communication (IEC) materials promoting health and hygiene messages.
- HRF's added value: The HRF support to this project helped reduce the risk of exposure to waterborne diseases associated with the use of contaminated and unsafe water sources, and improved the quality of lives of thousands of indigenous people.

## Project Monitoring

With the adoption of a more robust monitoring and reporting framework, HRF project monitoring was carried out in more effective way. The framework, adapted from the Global ERF Monitoring and Reporting Framework model, was incorporated in the revised HRF Terms of Reference endorsed by the Advisory Board, and includes a monitoring plan, guidance for implementation, and a review process.

In accordance with the monitoring and reporting framework, in 2013 the OCHA Indonesia Country Office monitored five of the six projects funded through field visits. Each field visit lasted one day, with two or three days of travel to the project site. On-site monitoring visits were not only carried out by the HRF Manager, but also by the OCHA Indonesia Country Office's Emergency Response Officer, who visited the disaster affected areas for coordination and information sharing purposes. Monitoring visits typically started with a briefing by the NGO partner on the progress of project implementation. Then OCHA and the NGO met with local leaders and discussed developments in the humanitarian situation, responses by the Gol and non-governmental actors, concerns, mechanisms for coordination of assistance, and the usefulness of HRF support. Interviews were also conducted.

The monitoring visits conducted confirmed the complementarity of HRF interventions with emergency response measures by the Gol and other humanitarian actors. There was no significant delay in project implementation despite challenges of transportation means and infrastructure as well as project sensitization at the beginning of project.

The monitoring visits conducted by OCHA complement partners' mechanisms for internal monitoring and review of progress of activities against project objectives and indicators. The logical framework, which constitutes a summary of the objectives, results, indicators and activities, was used as the main reference for monitoring and reporting on progress. In addition to these basic

elements, one of the HRF-funded projects, implemented by Plan Indonesia, conducted a Real Time Evaluation prior to its closure. The following are some of its key results:

- Capacity and participation: Local leaders and school stakeholders have good knowledge on the project and participate substantially through proper approach and method. Recruitment of facilitators, cadres, and beneficiaries were through consultation process with local leaders and parents. Programme visibility helped diminishing suspicious feeling of some villagers at the beginning of project implementation.
- Usefulness: Children motivation to go to school was increased as they gained more self-confidence and were equipped with school supplies. Teachers also expressed their commitment to child rights. Sustainability of activities have a great chance, especially in villages whose leaders showed their commitment.
- Relevance: the design and goals of the project were considered realistic to be achieved within short-term period. The project was also implemented timely, as the villagers have returned to their normalcy and their physical needs were adequately met.
- Effectiveness and efficiency: quality of goods distributed and training material is considered good. Baseline survey, as well as recruitment of facilitators and cadres is conducted in transparent way, resulting good commitment from local stakeholders.

In April 2013, three projects were visited by the OCHA Donor Support Group (ODSG). The group acknowledged the benefits of the HRF projects, which raised awareness by highlighting the importance of preparedness and response.

## Cross-Cutting Issues

Despite the absence of a dedicated gender advisor in the Humanitarian Country and the OCHA Indonesia Country Office, gender considerations were mainstreamed in all HRF-funded projects throughout the project cycle.

During the proposal and final report review, as well as project visits, it was apparent that special efforts were made to address gender considerations. One hundred per cent of the applications showed an IASC Gender Marker code of 2a, indicating that gender analysis was included in the project's needs assessment and reflected in one or more of the project's activities and the project outcomes.

One of the beneficiary selection criteria included gender as a main component to align prioritization assistance for female-headed households, widows, children, elderly and disabled community members.

Consistent efforts were made by implementing NGOs to enable women, girls, boys and men benefitting from the HRF-funded projects. The different needs of women, men and children were given special consideration in the design, targeting and implementation of the projects. Project activities involved key stakeholders within community. In WASH projects, the perspectives and needs of women during disaster recovery, and as related to water, sanitation, and health were adequately represented and considered during projects implementation. Community latrines at evacuation sites provided by the projects have promoted greater dignity for women and girls, and the distribution of water filters reduced the extra burden placed on women and girls. Efforts were made for securing data segregated by gender and age. NGO staff and community facilitators had representation of male and female with equal roles

and responsibility. In every community activities, male and female, as well as boys and girls had equal access and opportunity for involvement and voicing their feedback.

During a monitoring visit, women shared their views that gender issues need to be addressed systematically through women and youth empowerment, providing marketable skills and livelihood options, and encouraging participation and education. While the concern is beyond the scope of HRF, relevant local governments were informed and consulted to identify possible solutions.

The IASC Gender Marker used to be presented along with HRF sensitization to NGOs; however, these outreach activities were not carried out in 2013 because all NGOs supported by the fund in 2013 had a good understanding of gender issues, and due to the decision to close the fund in 2014.

The capacity of international NGOs on gender in general is better compared to national NGOs in Indonesia. Some international NGOs are guided by their global strategy or policy on Gender. Due to its scope and purposes, the HRF could not be utilized to increase capacity of national NGOs to address gender and other cross-cutting issues.

NGOs revealed instances of increased violence, or risk of violence against children and women during emergencies. These issues were mostly resolved within the communities by exercising their customs, and the HRF projects did not intervene. However, if there is significant increase of such cases, child protection and GBV Sub-Clusters are ready to provide assistance by working together with Ministry of Social Affairs and Ministry of Women Empowerment.

## Risk Management

To ensure systematic risk management approach to the operation of the Fund, HRF secretariat developed a Risk Management Framework, which followed the Global Risk Management guidance note for Country-Based Pooled Funds developed. This new tool helped confirm that the HRF operates with sufficient control mechanism and adequate monitoring. It also helped identify areas for improvement. However, as the approach is relatively new and has involved only few projects, it is considered too early to assess its contribution to improved and enhanced effectiveness in the HRF management.

The following were the main risks identified as a result of the analysis conducted:

- **Strategic and programmatic.** The risks of lack of clear strategic objectives of the Fund and lack of clear funding priorities have been eliminated through the revision of the HRF Terms of Reference, ensuring that the HRF fits well into the overall humanitarian context in Indonesia.
- **Governance, management and resourcing of the Fund.** Due to increase in national capacity and resources for disaster response, donor preference has shifted towards direct support to the Gol. The OCHA Indonesia Country Office met with several donors and embassies to advocate for the added value of pooled funding mechanisms and the advantages of channeling aid through multi-lateral or non-governmental entities. However, this effort was discontinued due to the decision to close the HRF. In order to minimize risk of insufficient knowledge of Global ERF Guidelines, the guidelines were translated into Indonesian language and widely disseminated.
- **Financial.** Throughout 2013, there was no fraud, corruption nor diversion of goods. The OCHA Indonesia Country Office is in contact with implementing NGOs regularly to ensure that this kind of risks is mitigated.

During the proposal process, NGOs are also requested to share their financial guidelines to ensure that the necessary management and control mechanisms are in place for transparent and accountable use of resources.

- **Internal.** Risks of ineffective and inefficient management and systems are considered low. Although the Fund is managed by one manager and one administrator, other staff from the OCHA Indonesia Country Office provided support. For example, the Emergency Response Officer monitored three HRF projects. Low staff turnover (limited to the change of the Reporting Officer in early 2013) contributed to the OCHA Indonesia Country Office's ability to successfully manage the HRF. The new Humanitarian Coordinator took his position in February 2013 and swiftly assumed the oversight and support of the HRF.
- **Coordination and partnerships.** Risk analysis identified lack of coordination between government and implementing NGOs, and lack of responsiveness of OCHA to small scale disasters as the main risks related to coordination and partnership. Throughout the year, OCHA Indonesia informed NGOs on Gol response coordination mechanism. Gol is kept informed on the results and progress of humanitarian funding. OCHA-Indonesia coordinated with Gol and non-governmental actors to monitor the humanitarian situation regardless of the scale of disaster.
- **Hazard risks.** In 2013, five out of six HRF projects dealt with unpredictable volcanoes and earthquakes. Safety measures are maintained by implementing NGOs throughout project implementation.

Based on risk analysis in 2013, there is no risk with severe consequence and high likelihood. The risk analysis for 2014 will not be performed as the Fund is being closed.

## Achievements and Conclusion

In the beginning of 2013, OCHA through its Donor Relations Section liaised with Sweden, the only donor to the Fund, to ensure that funds carried over from 2012 could be used to support activities in 2013. Upon receipt of confirmation from Sweden, funding started to be released. As there were humanitarian needs in some parts of the country, most of the funding was allocated quickly between June and July, and the last allocation was made in December 2013.

Although not proportionally decided, all HRF projects have smaller components of Disaster Risk Reduction (DRR) or resilience building. The hazard profile of a country like Indonesia, and the frequency of sudden onset disasters once again confirm that HRF should not be operated solely in emergency response activities without DRR considerations. While lifesaving measures were imperative, the HRF also supported resilience activities that complemented emergency response elements. The division between emergency response and risk reduction interventions is rather blurred and artificial in the context of Indonesia. Response without considering development approach may have negative impact on community's resilience and negate the efforts that address the root causes of the problem.

In order to maintain good performance for closing out the HRF project accounts, OCHA-Indonesia

decided to hire new independent auditor by using long-term agreement of UN agencies. The OCHA Indonesia Country Office made vigorous efforts to follow up on projects with implementing partners through timely collection of final reports.

Following recommendations from Global ERF evaluation in 2012 and the OCHA Funding Coordination Section mission in 2013, significant efforts were made to strengthen the governance, management and resourcing of the HRF, and to make the Fund more fit for purpose. Donors and embassies were approached for contributions, the project ceiling was doubled to enable projects to meet critical needs, and the role of the Advisory Board, Review Board and Cluster Leads in relation to the HRF were clarified. A number of international NGOs have been included as board members. In addition, the Humanitarian Country Team (comprised of UN agencies, IFRC, representatives of national and international NGOs) met three times in 2013, and discussed the HRF strategy in one of the meetings. Despite these improvements, it was decided that the Indonesia HRF would be closed in 2014. The Work Plan for closure of the HRF is being finalized with OCHA HQs support. The Plan outlines the main activities that need to be concluded for a successful closure of the Fund in the three main areas of communication, administrative closure and final reporting.

## List of Acronyms and Abbreviations

<b>ACTED</b>	Agency for Technical Cooperation and Development	<b>M&amp;R</b>	Monitoring and Reporting
<b>AusAID</b>	The Australian Agency for International Development	<b>NFIs</b>	Non-Food Items
<b>BNPB</b>	The National Agency for Disaster Management (Badan Nasional Penanggulangan Bencana)	<b>NGOs</b>	Non-Governmental Organizations
<b>BPBD</b>	The Provincial and District/Municipality Agency for Disaster Management (Badan Penanggulangan Bencana Daerah)	<b>OFID</b>	OPEC (The Organization of the Petroleum Exporting Countries) Fund for International Development
<b>CBCP</b>	Community-Based Child Protection	<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>CWS</b>	Church World Services	<b>Posyandu</b>	Village-level Integrated Health Post (Pos Pelayanan Terpadu)
<b>DFID</b>	The United Kingdom Department for International Development	<b>PVMBG</b>	The Centre of Volcanology and Geological Disaster Mitigation (Pusat Vulkanologi dan Mitigasi Bencana Geologi)
<b>DRR</b>	Disaster Risk Reduction	<b>SGBV</b>	Sexual and Gender Based Violence
<b>EiE</b>	Education in Emergency	<b>SIDA</b>	The Swedish International Development Cooperation Agency
<b>FAO</b>	United Nations Food and Agriculture Organization	<b>UNDP</b>	United Nations Development Programme
<b>Gol</b>	Government of Indonesia	<b>UNICEF</b>	United Nations Children’s Fund
<b>HFI</b>	Humanitarian Forum Indonesia – a national NGO	<b>USAID</b>	The United States Agency for International Development
<b>HRF</b>	Humanitarian Response Fund	<b>WASH</b>	Water Sanitation Hygiene
<b>IDPs</b>	Internally Displaced Persons	<b>WFP</b>	World Food Programme
<b>IEC</b>	Information, Education and Communication	<b>WHO</b>	World Health Organization
<b>IFRC</b>	International Federation of Red Cross and Red Crescent society	<b>YEU</b>	YAKKUM (Yayasan Kristen Untuk Kesehatan Umum) Emergency Unit - a national NGO
<b>KAP</b>	Knowledge, Attitude and practice		

## Annex 1. HRF-Indonesia projects in 2013

NGO	Main Sector / Cluster	Location	Triggering disaster	HRF allocation (US\$)	Gender Code	Monitored by OCHA?
HFI	NFIs	Ende and Sikka District, East Nusa Tenggara Province	Volcano eruptions	194,023.47	2a	Yes
CWS	WASH	Lindu sub district of Sigi District, Central Sulawesi province	Earthquake	199,989	2a	No
ACTED	WASH	Malaka Tengah and Malaka Barat Sub-Districts, Belu District, Nusa Tenggara Timur (NTT)	Flood	171,280	2a	Yes
Plan	Child Protection	Ketol sub-district (Nuter, Blang mancung, SP IV Rejewali, Bernung, Pondok balik), Aceh Tengah district,	Earthquake	136,989.75	2a	Yes
YEU	Shelter	Ende & Sikka Districts, NTT	Volcano eruptions	105,552.62	2a	Yes
HFI	Coordination	Karo District, West Sumatra	Volcano eruptions	43,492	2a	Yes

## Annex 2. Joint Review Report on AusAID and OCHA Indonesia Partnership, June/July 2013

### Background

1. The humanitarian context is rapidly changing in Indonesia – disasters that are unprecedented in scale and impact have occurred; and social, economic and environmental conditions that could escalate the impact of natural disasters are being identified but somewhat neglected. Also many non-traditional actors have emerged but remain largely uncoordinated. Such new factors contribute a degree of complexity and challenge to the Government of Indonesia's (GOI) efforts to improve the disaster risk management (DRM) system in Indonesia.

2. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) is one of the prominent humanitarian actors in Indonesia. OCHA Indonesia has provided critical expert advice in many humanitarian operations in the country, including the West Timor crisis (1999), communal conflicts in Aceh, Central Sulawesi, Kalimantan, Maluku and Papua (2002-2004), the Indian Ocean tsunami (2004), Yogyakarta earthquake (2006), West Sumatra earthquake (2009), Mt. Merapi volcano eruption (2010), etc. In between disasters, OCHA Indonesia focuses on developing GOI capacities as well as ensuring the readiness of international players in Indonesia through several inter-agency contingency planning, simulations and familiarisation exercises.

3. The OCHA Donor Support Group (ODSG) noted after a visit to Indonesia in April 2013 that Indonesia “appreciates and welcomes OCHA assistance for disaster preparedness”<sup>2</sup> while self-managing the majority of its disaster responses and becoming increasingly reluctant to call for international assistance. The ODSG report therefore urged:

- OCHA should continue to work in support of Indonesia's lead in disaster response, including supporting disaster preparedness;
- OCHA should develop a broader strategic vision and associated strategies of its tasks and function both in general and with regard to preparedness.

4. Globally, AusAID recognises OCHA as a key partner in ensuring that humanitarian action is accountable, streamlined and coordinated. The 2012 Australian Multilateral Assessment (AMA) of OCHA confirmed its strong alignment with the Australian aid program's strategic objectives.<sup>3</sup>

5. AusAID considers supporting OCHA “an important element of AusAID's strategy”<sup>4</sup> in Indonesia. In the early years, AusAID provided financial support to the Humanitarian Response Fund, a pool of funding administered by OCHA Indonesia for sudden small emergencies in the country. Since 2006, AusAID has made significant contributions to the OCHA Indonesia's core funding annually, which for instance, covers about 60% of its budget in 2013. Despite an ongoing relationship over the last 10 years, however, the strategic value of the AusAID-OCHA partnership in Indonesia has never been reviewed. Also in the light of AusAID's new DRM program<sup>5</sup>, it is sensible to take a snapshot of OCHA Indonesia to define an appropriate form of future partnership.

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<sup>2</sup> ODSG Field Mission Report (15 May 2013)

<sup>3</sup> Government of Australia and OCHA Partnership Agreement 2009-2012 Review (Discussion Paper, September 2012)

<sup>4</sup> Bernard Broughton and Geoff Miller (April/May 2008) *An Evaluation of AusAID's Emergency Assistance to Indonesia over the Period 2006-2007 and of Current Emergency Response Plans and Procedures (internal document)*.

<sup>5</sup> Investment of AUD263 million for 8 years, according to the concept note at <http://www.ausaid.gov.au/apps/businessnotifications/Pages/notification20022013.aspx>.

## Methodology

6. The review focused on four main elements of OCHA Indonesia – a) strategic alignment and positioning; b) the Transformative Agenda<sup>6</sup>; c) resources and coordination tools; and d) partnership. However, the entire process was purposely designed to validate two high level statements:

- OCHA Indonesia is a strategic partner of AusAID in Indonesia.
- OCHA Indonesia is well positioned to advance the partnership further.

7. The review team of two members, one from AusAID and one from OCHA Indonesia, conducted a series of interviews and focus group discussions with a number of policy makers and humanitarian practitioners, including government counterparts, national and international humanitarian actors as well as private sector representatives (see the respondents list on page 11).

8. The review also served as a scoping mission for a future partnership between AusAID and OCHA Indonesia because it provided the unique opportunity for discussing and studying the ODSG recommendations with relevant policy makers and field practitioners.

9. The structure of this report largely follows the four elements, but a session on ‘inter cluster preparedness’ is added to summarise specific findings on the topic. The terms of reference and the review program are also annexed in the end.

## Key Findings

10. OCHA Indonesia enjoys a favourable reputation which its staff members worked to earn through endless facilitation, information sharing and partnership building. Particularly during disaster events, OCHA Indonesia is unanimously considered a focal point for coordination and information sharing.

11. OCHA Indonesia manages to deal with the rapidly changing DRM dynamics in Indonesia. On behalf of GOI, for example, OCHA Indonesia initiated and managed a ‘who is doing what and where’ (3W) database in disaster risk reduction. It also contributed to the formulation of the UN Partnership for Development Framework 2011-2015 (UNPDF) which outlines strategic alignment between GOI and UN agencies in Indonesia.

12. OCHA Indonesia also implements preparedness activities, which are mostly focusing on the cluster coordination of international actors in Indonesia and largely for a level 3 scenario where an international assistance is essential to save lives. These activities are often unintegrated into the GOI’s long-term capacity building efforts.

13. It is recommended that OCHA Indonesia becomes more strategic and analytical in managing the space of ‘preparedness for response’ through a process of “initiating, facilitating and monitoring”<sup>7</sup> a multi-year preparedness plan that harnesses individual preparedness activities under an Indonesia-led framework. This implies that OCHA Indonesia no longer implements sporadic activities but positions to provide analytical, strategic and tactical advice for investing in the systematic preparedness efforts of GOI.

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<sup>6</sup> The Transformative Agenda is a framework, agreed by the main operational relief agencies from the United Nations, Red Cross/Red Crescent, IOM and international NGOs, aimed at transforming the way in which the humanitarian community responds to emergencies. More information at <http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87>

<sup>7</sup> An Interview with the Head of OCHA Indonesia on 25 June 2013.

## a) Strategic Alignment and Positioning

14. Preparedness for response is part of OCHA's global mandate<sup>8</sup>, albeit more effort must be invested in the development of a long-term vision and associated plans for better coordination and capacity building. OCHA as a global institution is committed to implementing recommendations of the recent ODSG review of OCHA in Indonesia, including developing a strategic approach to preparedness for response.

15. OCHA's global mandate is relevant (and required) in Indonesia. The National Agency for Disaster Management (BNPB) believes OCHA Indonesia's coordination among international players and information sharing are a complement to GOI's humanitarian actions. Both international and local practitioners are pleased with OCHA Indonesia's performance in times of disasters.

16. OCHA Indonesia is supporting Indonesia's disaster preparedness. Contingency planning in four target provincial areas, support to BNPB senior management training and Indonesia-tailored UNDAC team training are good examples of OCHA investments in Indonesia. These activities are intended to meet the request of BNPB; hence, OCHA Indonesia is seen to support GOI priorities.

17. The space of preparedness for response in Indonesia is very crowded, but many initiatives and activities are scattered and largely uncoordinated. There is also a lack of a conceptual framework that clarifies the scope and functions of players involved in a response – in fact, a presidential regulation to define disaster status and levels (vertical framework)<sup>9</sup> and a disaster emergency management plan (horizontal framework)<sup>10</sup> are still not drafted, despite being required by existing GOI legislation. Many interviewees believe that OCHA Indonesia is well positioned to assist GOI in developing the framework, especially through gap analysis, planning and coordination.

18. Interviewees expect OCHA Indonesia to demonstrate stronger humanitarian leadership in preparedness and response, by strengthening the humanitarian country team (HCT). Represented by the heads of key humanitarian organisations under the leadership of the UN Resident Coordinator and Humanitarian Coordinator (RC/HC), the HCT (with support from OCHA Indonesia) is seen as an appropriate executive level mechanism for policy engagement with GOI and providing strategic guidance for system wide preparedness efforts in Indonesia.

19. The RC/HC is planning to establish a long term agreement between GOI and OCHA Indonesia because Indonesia is one of the most disaster prone countries in the world – this intention has been shared with the UN Under Secretary General for Humanitarian Affairs, Valerie Amos.<sup>11</sup>

### ***Inter Cluster Preparedness (and the Role of OCHA Indonesia)***

20. The recent ODSG Mission to Indonesia recommended OCHA step up its efforts in promoting inter-cluster coordination amongst humanitarian actors, not only during emergencies but also in periods between emergencies. It also urged OCHA to clearly articulate its role in supporting the Indonesian Government's efforts for disaster preparedness and response.

21. OCHA Indonesia introduced the concept of Inter Cluster Preparedness Package (ICPP) in 2011 after realising that substantial efforts must be invested into preparedness in order to effectively execute the Inter-Agency Contingency Plan<sup>12</sup>, which outlines how international actors will operate in a level 3 disaster scenario where a global response effort is required

<sup>8</sup> Coordination of humanitarian response in natural disasters and complex emergencies, information management, humanitarian policy development, humanitarian financing and advocacy

<sup>9</sup> DM Law no 24 in 2007, Article 7

<sup>10</sup> Government Regulation no 21 in 2008, Article 17

<sup>11</sup> Meeting on 14 May 2013 between the UN Indonesia RC/HC and the UN Under Secretary General for Humanitarian Affairs (Valerie Amos)

<sup>12</sup> The interagency contingency plan was first developed in 2007-2008; then, revised in 2010-2011.

to save lives – an unlikely scenario in Indonesia. Several individual activities are being conducted, but ICPP has never been implemented as a collective preparedness measure, despite being announced by the UN Under Secretary General for Humanitarian Affairs in March 2012.<sup>13</sup>

22. Many interviewees expect stronger OCHA Indonesia leadership for the ICPP because they believe it is well positioned and enjoys the reputation required to do so. OCHA leadership is particularly required for long-term strategic planning, and for oversight of (and tying specific activities into) the broader preparedness agenda.

23. Interviewees agreed a new ICPP initiative should begin with helping GOI to organise GOI-led clusters, with related capacity building, then work toward ensuring that GOI preparedness eventually meets international standards. OCHA Indonesia's endeavour with the National Search and Rescue Agency (BASARNAS) is a useful example, where OCHA has been providing technical advice and mentorship to BASARNAS in first strengthening domestic search and rescue capacity, while working with BASARNAS' desire of undertaking the International Search and Rescue Advisory Group (INSARAG) external classification in the future.

24. A two-phased approach for ICPP was overwhelmingly suggested – an initial 'incubation' phase (roughly 10-12 months) to establish governance arrangement, management structure, monitoring framework and to develop the multi-year preparedness plan; followed by a long implementation phase (the next 4-5 years). OCHA Indonesia's leadership and mentorship are essential for both phases. Therefore additional resources are likely required within OCHA to 'initiate, facilitate and monitor' the ICPP process, which will be outlined in its initial concept proposal, expected in October 2013, including the RC/HC's idea of potentially placing a senior technical advisor in his office.

25. OCHA sees that ICPP, when successfully rolled out, could become a model for OCHA's preparedness efforts globally, especially in middle income countries like Indonesia.

## **b) Transformative Agenda**

26. The Transformative Agenda (TA) has not been widely disseminated in Indonesia. While suggesting the adaptation of the core principles of TA into the Indonesian context (coordinated leadership, appropriate coordination and clear accountability), not many interviewees were aware of the TA. However, it is worth noting that the Indonesian Ministry of Foreign Affairs was informed about the TA, and one interviewed international organisation introduced the concept during one of OCHA's monthly coordination meetings. OCHA Indonesia also hosted a table top exercise for the HCT members in April 2013 to test existing humanitarian leadership and coordination arrangements.

27. BNPB realises the great challenges in implementing humanitarian leadership, coordination and accountability in Indonesia. Some interviewees cautioned that international players should not overwhelm and confuse GOI by formally introducing the TA into the Indonesian context. However, OCHA Indonesia was encouraged to continue disseminating the principles of TA, which are fundamental to managing effective humanitarian operations; and also to facilitate further dialogue on practical aspects of the TA, e.g. what level of humanitarian leadership is needed for disaster operations; what accountability is required for whom, etc.

## **c) Resources and Coordination Tools**

28. OCHA Indonesia maintains an adequate level of funding and human resources to carry out current levels of coordination and related activities. A small number of donors have contributed to OCHA Indonesia's core operating budget (about USD1.4 million in 2013, of which USD500,000 is allocated for a specific activity of contingency planning). For 2013, AusAID's contribution makes up about 60% of OCHA core budget.

<sup>13</sup> OCHA Indonesia's Humanitarian Bulletin no 3 in 2012 (March 2012) and Annual Report 2012 at <http://www.unocha.org/annualreport/2012/idn>

29. OCHA Indonesia staff members – 13 people in total including two expatriates and one international UN volunteer – enjoy working on coordination, facilitation and information sharing, despite the uncertain nature of humanitarian sector. They complement each other, and believe they are well respected by their government counterparts and other external partners in the sector.

30. Many interviewees believed OCHA Indonesia is competent enough for on-going networking and coordination, but were less confident in OCHA’s analytical skills and strategic planning – both of which are critical for supporting the broader preparedness system in Indonesia. It is noted that many interviewees, especially the cluster leads, were willing to take part in further intellectual discussions and make contributions to OCHA Indonesia-led analysis, planning and coordination for better response preparedness.

31. Interviewees believed GOI is open and willing to learn more about global-level coordination and response tools e.g. UNDAC, INSARAG, OSOCC, MIRA, CMC, TA, etc.; however, it was clear to interviewees that GOI is the one deciding whether or not to adopt and customise such tools into Indonesian context. None of the interviewees had any objection to this GOI position; but some raised a practical difficulty in maintaining a fair balance between respecting the GOI position and striving to introduce international standards (especially when GOI wishes to demonstrate DRM leadership in the region).

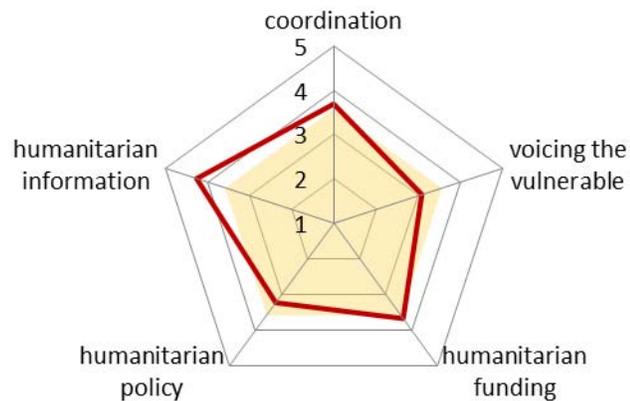
## OCHA Indonesia Performance

A small quantitative study was applied to measure OCHA Indonesia’s general performance. Five aspects were examined: coordination; working with the vulnerable; humanitarian funding; humanitarian policy; and humanitarian information.

The result was consistently positive for OCHA Indonesia – the overall mean score was 3.58 and no aspect rated below 3.0, the absolute average. OCHA Indonesia’s humanitarian information and coordination were particularly praised with scores of 4.25 and 3.69 respectively. It is worth noting, however, humanitarian policy and working with the vulnerable were marked below the mean score, which suggest a limited advocacy effort by OCHA Indonesia in these areas.

It was evident that GOI is very pleased with OCHA Indonesia’s performance. Non-governmental organisations, civil society organisations (CSO) and UN technical groups (i.e. cluster leads) also have a positive impression. However the HCT members (senior management of international and national agencies) graded 10% below the mean score.

What was unexpected was the rating given by a group of key donors, whose score was below the mean score. While promoting the presence and continuation of OCHA Indonesia (and largely benefiting from OCHA Indonesia’s humanitarian information), donors did not have sufficient information about the role and functions of OCHA Indonesia. There are different explanations to this, but a significant lesson for OCHA Indonesia is that more effort needs to be invested in donor communication and relationship building.



## d) Partnership

32. OCHA Indonesia is regarded as an excellent partner not only in times of disasters but also before disaster events occur. It is also seen as a moderator bringing different players together. For instance, the Ministry of Health Crisis Centre was pleased as they were able to connect with the Indonesian Armed Forces (TNI) through OCHA Indonesia's simulation planning activities.
33. OCHA Indonesia, as a focal point for coordinating international players, is also serving as a critical bridge between international players and GOI as well as local/national CSOs. Local CSOs believe the level of connectivity and networking by OCHA Indonesia is undoubtedly useful and beneficial in addressing humanitarian needs in Indonesia.
34. With a limited number of human resources, however, many interviewees worry that OCHA Indonesia is already thinly stretched. Some consider OCHA Indonesia's relationship too personality-based rather than institutional. Thus it is suggested to develop an internal OCHA partnership engagement strategy.
35. There are many public-private partnership (PPP) initiatives in Indonesia, which need to be coordinated. Interviewees saw OCHA Indonesia as being able to play an instrumental role in mapping out and establishing a platform for PPP in Indonesia, which will help the private sector make contributions to implementing the multi-year preparedness plan.
36. In clarifying respective roles and responsibilities within Indonesia between the ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre) and OCHA Indonesia, the BNPB states that the AHA Centre is important because Indonesia is a proud host and is a part of the ASEAN community; but OCHA is equally important to BNPB because it can bring good practice and experience from all over the world.<sup>14</sup>
37. The AHA Centre's primary relationship is with OCHA's Regional Office for Asia Pacific (ROAP) based in Bangkok, but not with OCHA Indonesia. While politically sensible, some interviewees found the arrangement impractical for preparedness activities in Indonesia, especially when GOI makes similar response team training requests to both AHA Centre and OCHA Indonesia. In order to avoid unnecessary overlapping, there is a need for the two coordinating bodies to establish a formal communication channel within Indonesia.

## Conclusions

38. The review findings assure that OCHA remains a valuable strategic partner of AusAID in Indonesia. The reviewers suggest that OCHA Indonesia continues developing a new country strategy for 2014-2015, with an emphasis on the Indonesian preparedness system through the ICPP. As also pointed out by the recent ODSG mission to Indonesia, OCHA Indonesia would benefit and add significant value to Indonesia by positioning its resources and planning to take an advisory role for longer term preparedness.
39. This means that donors including AusAID are responsible for ensuring that sufficient resources are made available for a 'systems-based' approach to preparedness in Indonesia, while avoiding project/activity focused funding allocation to OCHA.
40. The review findings also provide assurance that OCHA is well positioned to advance the partnership with AusAID in Indonesia. OCHA Indonesia, together with GOI, needs to bring different humanitarian actors together and 'initiate, facilitate and monitor' a multi-year preparedness plan in Indonesia. AusAID is interested in providing peer support i.e. intellectual discussions as well as resource allocations, as long as the preparedness plan genuinely contributes to the DRM capacity building effort of GOI.

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<sup>14</sup> An interview with Pak Sugeng, BNPB Deputy I on 11 June 2013.