



United Nations Development Programme and
Government of Indonesia



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Resilient nations.

Safer Communities through Disaster Risk Reduction (SC- DRR) in Development

EVALUATION REPORT



Prepared by Ben Hillman, Australian National University and
Saut Sagala, Bandung Institute of Technology



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List of acronyms and abbreviations

AIFDR	<i>Australia Indonesia Facility for Disaster Reduction</i>
AusAID	Australian Aid
APBD	<i>Anggaran Pendapatan dan Belanja Daerah</i> (Local Government Budgets)
BAPPENAS	<i>Badan Perencanaan dan Pembangunan Nasional</i> (National Development Planning Agency)
BCPR	<i>Bureau for Crisis Prevention and Recovery</i>
BMKG	<i>Badan Meteorologi Klimatologi dan Geofisika</i> (Meteorology, Climatology, and Geophysics Agency)
BNPB	Badan Nasional Penanggulangan Bencana (National Agency for Disaster Management)
BPBD	Badan Penanggulangan Bencana Daerah (Local Agency for Disaster Management)
CBDRR	Community-based Disaster Risk Reduction
CPRU	Crisis Prevention and Recovery Unit
CSO	Civil Society Organization
DIBI	<i>Data dan Informasi Bencana Indonesia</i> (Indonesian Disaster Data and Information)
DIPA	Daftar Isian Pelaksana Anggaran (Proposed Activities List)
Ditjen PUM	<i>Direktorat Jenderal Pemerintahan Umum</i> (Directorate General of Public Governance)
DM	Disaster Management
DRR	Disaster Risk Reduction
Gol	Government of Indonesia
Kemdiknas	Kementrian Pendidikan Nasional (National Education Department)
Badan Kesbanglinmas	<i>Badan Kesatuan Bangsa dan Perlindungan Masyarakat</i> (Nation Unity of Safety and Protection)
LAP DRR	<i>Local Action Plan Disaster Risks Reduction</i>
LOA	Letter of Agreement
MoHA	Ministry of Home Affairs

MTR	Mid Term Review
NAP DRR	National Action Plan Disaster Risk Management
NIM	<i>National Implementation Modality</i>
PC DRR	Provincial Community Disaster Risk Reduction
PCISU	Project Coordination and Implementation Support Unit
Perpres	<i>Peraturan Presiden</i> (Presidential regulation)
Perda	Peraturan Daerah (Local Regulation)
PPMU	Provincial Project Management Unit
RAN PRB	Rencana Aksi Nasional Pengurangan Risiko Bencana (National Action Plan for Disaster Risk Reduction)
RPJM	<i>Rencana Pembangunan Jangka Menengah</i> (Mid-term Development Plan)
SC DRR	Safer Communities Through Disaster Risk Reduction

Executive summary

1. This report presents findings of the final evaluation of the Safer Communities through Disaster Risk Reduction (SC-DRR) Project. SC-DRR was designed to support the Government of Indonesia develop new approaches and capabilities for disaster management by focusing on risk reduction and not just response. The overall objective of the project was to promote a culture of safety in Indonesia by making disaster risk reduction “a normal part of the development process”.
2. The report’s findings are based on analysis of relevant documents and interviews with approximately 100 project stakeholders and beneficiaries. Overall the evaluation team finds SC-DRR to have been highly effective in supporting the new DRR agenda in Indonesia, especially at the national level where the project has made critical contributions to the new policy, legal and regulatory frameworks for disaster management. SC-DRR was the first systematic program to support the paradigm shift in disaster management agenda in Indonesia. Based out of the National Development Planning Agency Bappenas, and coordinating activities at the national, provincial and community levels, SC-DRR was considered by many in the region to be a trailblazing project.
3. Any project of SC-DRR’s scope and size is bound to have weaknesses as well as strengths. Overall, there was more evidence of results and impact for Project Components One and Two (policy and institutional work) than for Project Components Three and Four (public awareness and community-based disaster risk reduction activities). Weaknesses were also evident in linkages between project components, especially between national and sub-national components. While SC-DRR has made important inroads, much more work needs to be done before DRR becomes a “normal part of the development process” in Indonesia.

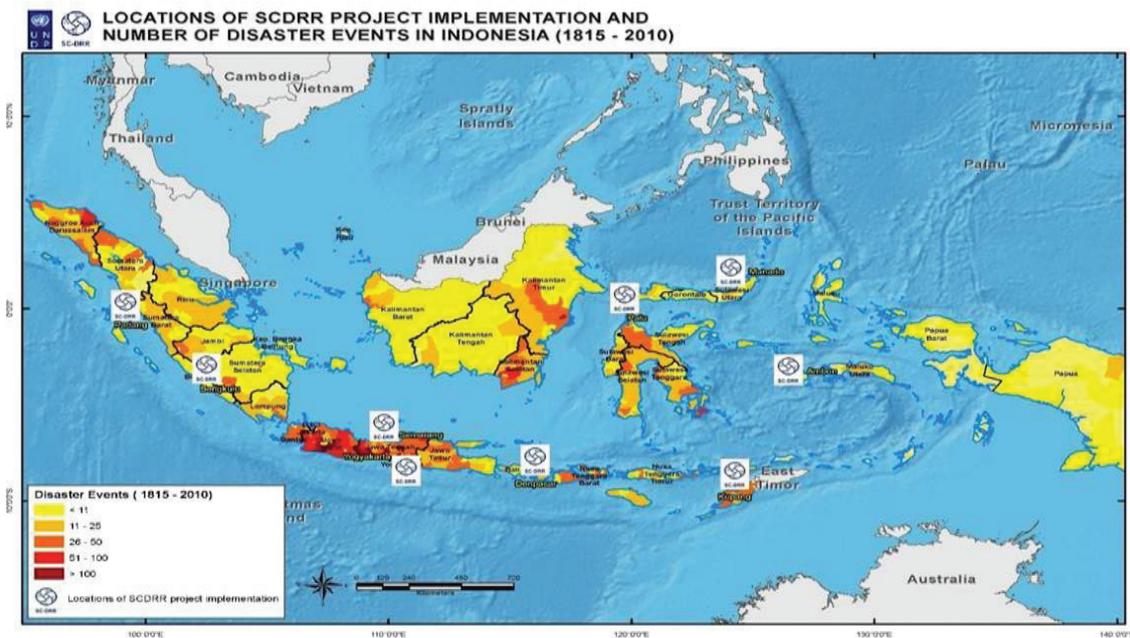
Introduction

4. The purpose of this evaluation is to assess the extent to which SC-DRR has achieved its intended results. The evaluation also assesses the relevance and sustainability of outputs as contributions to medium-term and longer-term outcomes. The evaluation is strategic—i.e. its focus is on the outcomes and impacts of the project rather than on the implementation of project activities. It is anticipated that this focus will be more relevant to the design of a planned second phase of the project, which has already been endorsed by the Government of Indonesia (GoI). Knowledge and information obtained from the evaluation will be used as a basis for managing results during a second phase. Findings will also serve as a reference for the design of future DRR projects in Indonesia and in other disaster-prone countries.

SCDRR Background and Overview

5. Indonesia is one of the most disaster prone countries in the world. Frequent natural disasters regularly cause loss of life and widespread destruction to property and the environment. Following the unprecedented disaster of the Indian Ocean Tsunami of 26 December 2004, the GoI moved to reform and strengthen its disaster management system.
6. Since 2004, the GOI and the Indonesian public have recognized the need to address disasters differently by placing more emphasis on disaster risk reduction. This has resulted in (i) the Indonesian Government's adoption of the *UN Hyogo Framework for Action on DRR (HFA-DRR)*—a 10-year plan designed to make the world safer from natural hazards and adopted by the 168 members of the United Nations, (ii) the enactment of a new law on Disaster Management (Law No 24/2007) which highlights the importance of DRR, (iii) the creation of a new Ministerial-level agency responsible for disaster management, and (iv) DRR becoming a national development priority. These changes represent what some have called a paradigm shift in disaster management—i.e. from disaster 'response' to disaster 'risk reduction'.





7. The project “Safer Communities through Disaster Risk Reduction in Development” (SC-DRR) was designed to help Indonesia implement this paradigm shift by mainstreaming DRR principles into the development process. The ultimate aim of SC-DRR is to ensure that a culture of safety becomes the norm in Indonesia, both within government and within communities vulnerable to disasters. The program was designed to provide support to the following four areas:
 1. the establishment of a disaster risk reduction policy, legal and regulatory framework;
 2. the establishment and strengthening of institutional systems that support decentralized disaster risk reduction integrated with local level development;
 3. the strengthening of education and awareness programs established and strengthened to make development/disaster linkages understood; and
 4. the demonstration of disaster risks reduction initiatives that make communities safer.

8. In order to develop linkages between local practices and the emerging policy and regulatory framework for DRR, SCDRR has piloted activities in eight provinces: Sumatera Barat, Bengkulu, Jawa Tengah, DI Yogyakarta, Bali, Nusa Tenggara Timur, North Sulawesi, and Maluku. The project has also piloted activities in partnership with the City of Palu in Sulawesi.

9. SCDRR activities are aligned with the UNDP Country Programme and the United Nations Development Partnership Framework (UNPDF), which was developed in consultation with Government of Indonesia. The programme relates to UNPDF Outcome No. 3, “Protecting the vulnerable and reducing vulnerabilities. SCDRR was also designed to contribute to one of the targets in the UNDP Indonesia Country Programme: *“Capacities of Government and communities for disaster preparedness and reduction have been developed”* (Country Programme Action Plan

2005-2010)—an outcome which was further refined in the most recent Country Programme Action Plan (2011-2015) as *“The GOI and communities throughout the country have minimized the risk of adverse impacts of disasters, through the application of DRR policies, regulations and practices”*.

10. SC-DRR is a Government of Indonesia initiative led by the National Development and Planning Agency (Bappenas) in collaboration with the Ministry of Home Affairs and the National Agency for Disaster Management (BNPB). Bappenas was chosen as the implementing agency because BNPB was newly established and not yet ready to take the lead in DRR work. UNDP has provided support for project implementation. The project has been funded by various international donors including DFID, AusAID, UNESCAP, ISDR, BCPR UNDP, the UNDP Indonesia Country Office and IDA-DSF. Other project partners include the World Bank, the Indonesian Red Cross, and local CSOs working in disaster management throughout Indonesia. The project’s overall estimated budget is US\$14 million. As of 30 November 2011 \$12,548,984 of project funds had been expended. The breakdown of funds per project component is as follows:

Project Component	Expenditure USD
I - the establishment of a disaster risk reduction policy, legal and regulatory framework	1,653,567
II - the establishment and strengthening of institutional systems that support decentralized disaster risk reduction integrated with local level development	3,553,992
III - the strengthening of education and awareness programs established and strengthened to make development/disaster linkages understood	2,006,751
IV - the demonstration of disaster risk reduction initiatives that make communities safer	5,334,673

Evaluation scope and objectives

11. Because this is a final project evaluation, the emphasis is on project outcomes and impacts rather than on project implementation, although some implementation issues are also addressed. The evaluation considers the effectiveness of the project at the national level as well as in the target provinces and communities.

Evaluation criteria

12. In accordance with the UNDP guidelines on Monitoring and Evaluation for Development Results¹, the evaluation applies six basic criteria: (i) effectiveness, (ii) efficiency, (iii) relevance, (iv) appropriateness, (v) sustainability, and (vi) impact. The evaluators have assessed SC-DRR’s achievements as well as the project’s

¹<http://www.undp.org/evaluation/handbook/>

strengths and weaknesses against these key criteria. Key questions for each criterion, data sources, data collection methods and indicators are outlined in the evaluation matrix below.

<i>Evaluation criteria</i>	<i>Key questions</i>	<i>Data sources</i>	<i>Data collection method</i>	<i>Indicators</i>
Effectiveness	To what extent has the project achieved its intended results? What factors have contributed to achieving or not achieving intended results?	Project reports; internal monitoring reports; stakeholders' views	Document analysis; interviews with stakeholders; direct observation	Extent to which outputs have been achieved; extent to which changes/outcomes can be attributed to project outcomes.
Efficiency	How efficiently were resources converted into results? Was project funding well spent?	Project reports; internal monitoring reports; stakeholders' views	Document analysis; interviews with stakeholders, especially donors and partner government agencies; direct observation	Extent to which resources have been used wisely to achieve the intended results; extent to which partnership strategy has leveraged other resources or initiatives that have contributed to project's intended outcomes.
Relevance	To what extent was project design SC-DRR consistent with national and local policies and priorities and the needs of intended beneficiaries? How did the project adapt to the changing development context?	Project reports; internal monitoring reports; stakeholders' views; reports and information on other DRR projects	Document analysis; interviews with stakeholders; interviews with partner agencies; direct observation; field visits; spot checks	Extent to which intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries; degree of congruency between the perception of what is needed as envisioned by the initiative planners and the perception of what is needed from the perspective of intended beneficiaries.
Appropriateness	How feasible was project design and implementation? To what extent was the project adapted to local conditions?	Project document; Project reports; internal monitoring reports; stakeholders' views	Document analysis; interviews with stakeholders; direct observation	Cultural acceptance as well as feasibility of the activities or method of delivery of a development initiative; extent to which the planning, design and implementation of initiatives has taken local context into account.
Sustainability	Will the project's investments continue to deliver benefits beyond the life of the project? Are sufficient local capacities and resources available for the further development of DRR activities initiated by SC-DRR?	Stakeholders' views; Government laws and policies; capacity assessments	Document analysis; interviews with stakeholders, especially partner government agencies; review of capacity assessments	A sustainability strategy, including capacity development of key national stakeholders, has been developed or implemented; Financial and economic mechanisms in place to ensure the ongoing flow of benefits once the assistance ends; Suitable organizational (public or private sector) arrangements have been made; Policy and regulatory frameworks are in place that will support continuation of benefits; Requisite institutional capacity (systems, structures, staff, expertise, etc.) exists.
Impact	To what extent have project outputs contributed to desired outcomes?	Project reports; internal monitoring reports; stakeholders' views	Document analysis; interviews with stakeholders; direct observation	Extent to which project has delivered benefits to people's wellbeing, directly or indirectly, or as an intended or unintended consequence of project activities.

Evaluation approach and methods

13. The evaluation focuses on the project's overall contribution to mainstreaming DRR into the development process in Indonesia, paying particular attention to the linkages between outputs and outcomes. Because Gol and UNDP anticipate that a second phase of SC-DRR will be launched in the near future, the evaluation will be focus on strategic issues and challenges. Because SC-DRR's overall goal is to bring about attitudinal change (i.e. a culture of safety in development processes), the evaluators have employed a qualitative approach to assess the project's results.
14. The evaluators have drawn on a variety of primary and secondary data to assess the project's achievements and its strengths and weaknesses. Primary data includes interviews with project beneficiaries and stakeholders as well as DRR experts. Stakeholders include representatives of government agencies at local and national levels, and representatives of UN agencies, Donors, international and national NGOs, CSOs and local communities in target areas. A list of respondents is attached as Annex II. Other key sources of primary data are the following documents:
 - (i) SC-DRR Project Document (including Result Resources Framework)
 - (ii) Educational and training materials produced by the project
 - (iii) Quarterly Monitoring Reports
 - (iv) Internal Project Assurance Report (IPAR)
 - (v) Mid Term review of SC-DRR
 - (vi) Board Meeting Minutes
 - (vii) Donor Reports
 - (viii) SC-DRR M&E plan
 - (ix) DRR Investment Tracking Final Report
 - (x) CBDRM Field Manuals
15. Secondary data used by the evaluators includes:
 - (i) National and region development plans
 - (ii) National and regional laws and regulations on disaster risk reduction
 - (iii) Other DRR project reports and evaluations
 - (iv) CB-DRM manuals
16. Data collection methods will include interviews, focus group discussions, direct observation during site visits and document analysis. The evaluation team proposes to visit local government agencies and communities engaged with SC-DRR in the following provinces:
 - (i) West Sumatera
 - (ii) DI Yogyakarta
 - (iii) Bali
 - (iv) East Nusa Tenggara

17. These provinces were selected for two reasons. First, they represent a geographic mix of locations and development contexts in which SC-DRR has operated. Second, according to the project implementation unit's own assessment, SC-DRR activities in the four provinces have produced varying results—stronger results in West Sumatera and Yogyakarta and less strong results in Bali and East Nusa Tenggara. This provides an opportunity for comparative analysis of regional variation.
18. The evaluation was conducted over a period of 30 days in November 2011. Findings are based on the evaluators' direct observations and on their extensive interrogation of project beneficiaries and stakeholders. While it is difficult to measure the impacts of a policy and governance-oriented program with a high degree of precision, the evaluators are confident that they have been able to capture and distill the views of a broad range of project stakeholders and beneficiaries and to make a fair assessment of the extent to which the project has achieved its intended results.

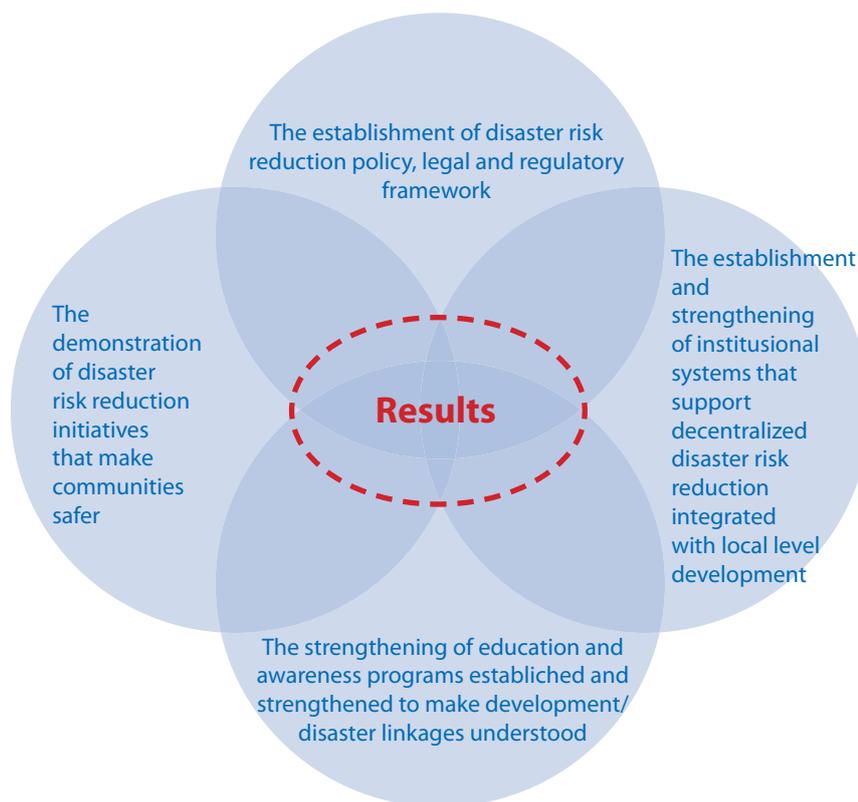
The Evaluation Team

19. The evaluation team consists of two independent evaluators—one international consultant (evaluation team leader) and one national consultant. Biodata on each consultant is attached as Annex IV. The team reports to the Evaluation Manager and consults with the evaluation reference group, which consists of representatives from Gol and donors. Representatives from the project's lead donor AusAID/AIFDR accompanied the evaluation team during field visits.

Evaluation Findings

Effectiveness

To what extent has the project achieved its intended results? What factors have contributed to achieving or not achieving intended results?



Policy, Legal and Regulatory Frameworks

20. SC-DRR’s overarching goal is to help Indonesia make its communities safer by mainstreaming DRR principles into the development process. The ultimate aim of SC-DRR is to ensure that a culture of safety becomes the norm in Indonesia, both within government and within communities vulnerable to disasters. This section examines the extent to which the project has achieved its intended results

21. SC-DRR made important contributions to the advancement of the DRR agenda in Indonesia. The project was instrumental in assisting the Government to formulate the National Disaster Management Plan 2010-2014 and the National Action Plan on Disaster Risk Reduction 2010-2012, both of which have been endorsed by the Government of Indonesia. Further, by working through the National Development Planning Agency (Bappenas) SC-DRR was able to ensure that disaster management was prioritized



Some disaster risk reduction policy, legal and regulatory framework documents assisted by SCDRR

in Indonesia's current Mid-Term Development Plan (*Rencana Pembangunan Jangka Menengah-RPJM*) 2010-2014. While the RPJM is only a starting point for mainstreaming DRR into development planning, it represents an important milestone for the integration of DRR principles in policymaking and decision-making processes and a foundation on which the Gol can build as it formulates new approaches to disaster management.

22. SC-DRR was also instrumental in assisting target provinces to formulate local laws in line with the national legislation and to develop local action plans. SC-DRR was more effective in provinces where local institutions demonstrated stronger capacity such as West Sumatera and Yogyakarta. These provinces also have recent experience in responding to major disasters. In NTT there was less progress, which suggests that different regions require different levels of support.
23. UNDP has also harnessed its global and regional network to exchange information and lessons learned about DRR, especially across Asia where similar DRR initiatives have been underway in response to the Indian Ocean tsunami of 26 December 2004 and other recent disasters such as floods and earthquakes. The Convergence Group has played a critical role in sharing information and understanding between Gol and the international community and continues to coordinate UN agencies and other donors engaged in disaster management in Indonesia. At the end of November 2011 SC-DRR and UNESCAP jointly sponsored a regional forum to share experiences in promoting DRR as an approach to development. This work is important and commendable.

Institutional Strengthening

24. Other important initiatives at the national level include support for a National Platform on DRR (PLANAS). Established in 2008 PLANAS brings civil society groups, universities, the media and the **private sector together with** Government to discuss policy and to coordinate public advocacy for DRR. PLANAS mirrors the



DRR Forum in Bali conducting DRR socialization to children demonstrated the capacity of DRR Forum strengthened

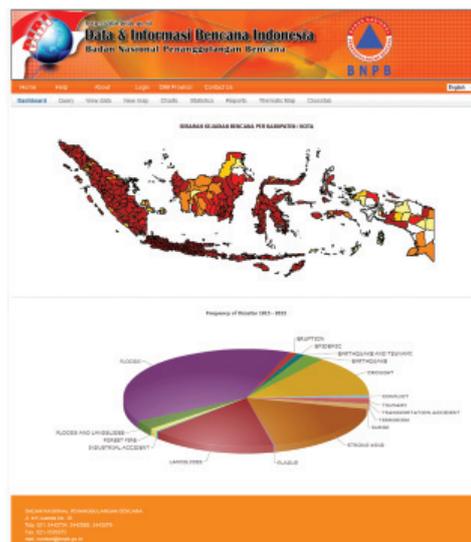
Global Platform for Disaster Reduction, which was set up in 2007 under the auspices of the UN International Strategy for Disaster Reduction. The Global Platform is a biennial forum for information exchange on disaster risk reduction.

25. With SC-DRR support, PLANAS was an active and leading forum for DRR advocacy during the first two years of the project. Since Indonesia's policy and institutional frameworks have been put in place, the role of PLANAS has been less clear and the enthusiasm of its members appears to have subsided. PLANAS will need more support if it is to continue to be an effective advocate of DRR principles across government, business and communities in Indonesia.
26. The same is true of forums that SC-DRR has helped to establish in the target provinces. In places such as Yogyakarta where there has been strong civil society engagement from the beginning the DRR Forum appears to be highly active and effective in coordinating between government, business and the community. In many provinces, however, the Forums have not benefited from bottom-up enthusiasm and have become government-dominated entities with unclear roles and limited impact on policy coordination. The NTT DRR Forum is an example of this phenomenon. Experience from Yogyakarta and from other countries in the region suggests that the most effective forums are those driven by civil society rather than government. The forums also need a clear vision and mission, which is lacking in some forums even though they have managed to engage a wider variety of stakeholders, e.g. West Sumatera.

Box 1: DRR forum in city of Palu – Forum Nosarara Nosabatutu (FNN)

In 2009, SCDRR approached the government of the City of Palu regarding the potential to roll-out the SCDRR programme in the city. The highly receptive response included an introduction to the Forum Nosarara Nosabatutu (FNN) as a potential ally and avenue to access a range of local stakeholders. Given the positive responses from the government, the FNN, and discussions amongst the multiple stakeholders, it was suggested that DRR become a pillar of the existing FNN, rather than establishing a new multi-stakeholder platform. In 2010-2011, the head of the FNN is currently the Head of the Tourism Agency of the City of Palu, whereas the other FNN office bearers are currently drawn from the CSOs and NGOs that have been active proponents of the FNN over the past few years. Some did question the propriety of the FNN being headed by a government official, but others acquiesced, on the condition the Head of FNN remain as an impartial figurehead and not impose the government's agenda on the independence of the FNN. While members of FNN are essentially institutional in their outlook and opinions, the office bearers admit that it has been their longstanding personal relationships and common vision that have sustained the FNN. This is another unique aspect of the approach, used by SCDRR, to support a sub-national forum: to utilize an existing government-endorsed multi-stakeholder consultative body as the avenue to inculcate the DRR agenda in the city.

27. SC-DRR has been instrumental in setting up a national Indonesian Disaster Information and Database (*Data dan Informasi Bencana Indonesia-DIBI*). Similar databases have been set up in the target provinces (DIY, NTT, Central Java, Bengkulu, West Sumatra, Maluku, North Sulawesi and Bali) as well as in two non-target provinces (Aceh and East Java). By providing historical information data on disasters DIBI is a useful tool for developing risk maps, formulating disaster management plans and coordinating disaster response. SC-DRR provided training for local users and administrators in order to maintain and update the system. As a digital data base, DIBI makes disaster information easy to update, review and retrieve.



DIBI providing historical disaster data and information that can be used for developing risk maps, formulating disaster management plans and coordinating disaster response.

Public Awareness and Education

28. SC-DRR has been instrumental in helping the Ministry of Education (MoNe) formulate the National Strategy on Disaster Education. SC-DRR has also supported the development of a comprehensive disaster education curriculum, with separate volumes tailored for students in elementary, junior high and senior high schools. The 15-volume set of books will serve as a reference for Indonesian schools that have access to these materials, but it is difficult to see how they will be readily absorbed into classroom teaching. The content is highly technical and offers only limited suggestions for classroom activities. Teachers, particularly those in primary schools, will need training to be able to understand the hazard modules, and how to translate the technical information into lesson plans and activity. Given the overall objective of SC-DRR it might have been more effective if curriculum development work focused on DRR principles rather than the mitigation processes related to each type of potential hazard (one per volume). This could be achieved by developing activities and resources that incorporate DRR lessons into other subjects such as health, mathematics, physics, and geography.
29. While SC-DRR has made important progress in working with education authorities the project has been less active in the area of public awareness. While SC-DRR is helping to develop a National Strategy on Increasing Public Awareness on DRR, and has supported media campaigns in the target provinces, it is not clear how effective the campaigns have been. The project needs to be measuring impact in target areas and communicating results and experiences to relevant government agencies — what works where and how?

Box 2: Safer School (SSB) pilot project in DI Yogyakarta.

If any school is to act as a *lighthouse for DRR and SSB*, then it would have to be SMPN 2 Imogiri. The school has identified its main hazards: earthquakes (on a fault line) and floods. At SMPN 2 Imogiri, the SSB has taken root in the school mission statement. It has also been incorporated into the School Curricula in various subjects (Science, Indonesian and Social Studies). Now, it is being integrated into the co-curricular Junior Red Cross and Scout Movements. With the support of the SCDRR IP, the school has identified exposure to risks (and a SWOT analysis) within the school environment, and has included remediation works within the SAP DRR.



Teaching modules to integrate Disaster Risk Reduction into school subjects for elementary, junior and high school students

For example, narrow doorways that slow the pace of evacuations have been widened, and windows that had to be opened upwards have been re-hinged to open horizontally; thereby reducing the risk of being showered in glass if used as an evacuation route. This retro-fitting for DRR has been partially financed by the school, and partially by the SCDRR funds. Funding is being sought for the SAP DRR through the Public Works Department to come and check the building standards at the school. The students and teachers of SMPN 2 Imogiri are highly attuned to the concept of DRR, and how to mitigate and reduce the risks. Under their status as a pilot SSB, they have been supported by the LIP, to convene surrounding schools and community to participate in preparedness drills; thereby raising awareness of the risk reduction measures already taken.

Community Level DRR Initiatives

30. SC-DRR was the first systematic and integrated DRR project in Indonesia. Admirably, the project was designed to link policy work at the national level with demonstration projects in eight target provinces and one target city. This is an effective approach for a new policy area and one that plays to UNDP's strengths.
31. As stated noted in the SC-DRR project document, "the real backbone of disaster risk reduction is development at local levels that takes into account disaster risks faced by [communities]". The project was designed to demonstrate how DRR principles can be integrated into local development. Proposed activities included training of masons on earthquake-resistant building techniques, working with local lending programs to ensure that DRR considerations were made a prerequisite for construction loans, and using central government block grant money to support disaster risk assessments. Other proposed community level activities included local disaster preparedness and evacuation planning. The strategy, according to the project document, was to ensure that each demonstration was linked to development expenditures to ensure that DRR practices [were] implemented

“as a part of development projects using funds and budgets normally used for development that are outside of [SC-DRR] project resources.”

32. Measured against project goals and proposed outputs for this component, SC-DRR’s community-level initiatives appear to have been less effective. While the CB-DRR projects admittedly began only in 2010 and many were still in the process of being implemented during the evaluation team’s visits, it did not appear that the pilot projects were on track to demonstrate replicable models for mainstreaming DRR into local development processes.



The community of Mulyodadi Village in Yogyakarta province identifying hazards, vulnerability and capacities of their village

Box 3: CBDRR pilot project in the city of Palu, Central Sulawesi.

Taking the DRR beyond mere preparedness, the Local DRR Forum with the support of the Local CSO in Besusu Barat and Ujuna has implemented an innovative activity to mitigate flooding and disease as part of the CBDRR pilot project. As noted above, these suburbs are subject to routine flooding with a riverside exposure of approximately 0.5 km (Besusu Barat) and 1 km (Ujuna). Part of the reason for the flooding is the accumulation of garbage in the river, much of it from within the suburb of Besusu Barat itself, and the lack of a garbage collection and removal system within the suburb. As part of the agreed CAP DRR, some of the funds were allocated to purchase a garbage trolley which then collects rubbish daily from households, boarding houses, and sundry stalls: each pays a monthly fee of USD1.20, USD0.60 and USD1.80 respectively.

The trolley takes the rubbish to a temporary collection point, where it is then collected by the government sanitation service on a regular basis, and taken to the city dumpsite. In the first three months of operation there were 103 households participating in the system. This number has grown over the ensuing 3 months to around 250 households. (NB. ‘Households’ include total number of subscribers.) In a significant illustration of cooperative partnerships, the Local DRR Forum and the LIP approached the government’s PNPM Mandiri for support in the form of household bins: initially 120, then 50 more and then 50 more, as the number of subscribers grew. The initiative reaped a net income of over US 220 in the first three months, the Local DRR Forum plans to use these profit to maintain the trolley, and when the demand is sufficient, purchase an additional trolley.

33. SC-DRR called for proposals from local CSOs to implement community-level DRR in the target communities. The ‘call for proposals’ suggested a range of possible outputs that might be proposed in order to build ‘resilient villages’ (*desa tangguh*). In the call for proposals (this example from Yogyakarta), the suggested ‘outputs’ were:

- Capability of the communities of identifying and understanding the potentials of local villages, existing disaster threats, vulnerability and capacity related to certain disaster threats, and of analyzing disaster risks.
- Capability of communities to formulate and carry out action plans of the communities to reduce disaster risks.
- Formation of 1 (one) multi-stakeholder Disaster Risk Reduction forum on disaster risk reduction at each pilot project location.
- Availability of Documents of Disaster Risk Reduction at village level at each pilot project location.
- Availability of a Document of Contingency Plan at village level at each pilot project location.
- Availability of supporting documents for Disaster Risk Reduction Action Plan at village level at each pilot project location.
- Availability of reliable measures for disaster risk reduction to reduce structural vulnerability related to certain disaster threats.
- Implementation of non-structural vulnerability reduction or capacity improvement through livelihood improvement.
- Integration of initiatives for disaster risk reduction into community's gathering forum, village planning and regulations.
- Documentation of study apparatus and learning modules for community-based disaster risk reduction.
- Availability of recommendation and inputs for refinement of the final draft of Resilient Village Development Manual.
- Availability of implementation reports and lessons learnt of Community-Based Disaster Risk Reduction Grant Program (Resilient Village Development).

34. The call-for-proposals also suggested a range of activities for “generat[ing] the above outputs”. These were:

- Activities directed to awareness building of village communities of potential disaster threats in their areas and the development of behaviours and attitudes which support the development of culture of safety;
- Activities directed to reduction of vulnerability, either structural or non-structural, to disaster threats included in the pilot project locations;
- Activities directed to capacity building of village communities, community institutions and village administrations to reduce disaster risks;
- Activities directed to integration of disaster risk reduction into sustainable development;
- Activities directed to efforts to design or adapt measures for disaster risk reduction and to demonstrate them, aimed particularly at reducing structural vulnerability;
- Activities aimed at drafting plans and regulations, both at community and village levels, including community action, community regulations / agreement, village

35. While the call for proposals clearly referred to “[a]ctivities directed to integration of disaster risk reduction into sustainable development”, in most cases the contracted CSOs chose to focus on more tangible activities. Most of the community grants were used for disaster preparedness activities—evacuation routes, purchase of tents, garbage collection etc. While these activities were doubtless valuable to the communities, they met only one of the goals for this project component. And because they were funded directly by the project, the more ambitious goal of “ensur[ing] each demonstration is directly linked to expenditures on development so that ... they will be implemented ... using funds ... outside of ... project resources” was not met. Indeed, the evaluators were taken to visit completed activities such as a repaired bridge and a cleared drain that could have (and arguably should have) been funded by other sources.
36. Efforts to raise DRR awareness and to integrate DRR principles into community planning involved the establishment of DRR Forums and the drawing up of Community Action Plans (CAPs) for DRR. These ‘deliverables’ became the key outputs used for managing the CSOs contracts. However, the milestone-based contracts appear to have focused CSOs’ attention on the concrete ‘deliverables’ required to trigger the tranche payments at the expense of investing in the processes through which DRR might be better integrated with local development practices.
37. Representatives from CSOs in the different regions acknowledged that it was nearly impossible to integrate DRR action plans into local development processes in the time available and by focusing only on the community level. The widely held view was that, especially when it came to the *musrenbang*, sub-district and district government would need to be engaged simultaneously. Another problem was timing—SC-DRR-sponsored CB-DRR activities typically were not timed to coincide with the normal development planning cycle. Not surprisingly, only one CSO out of four in West Sumatra claimed to have had success in inserting DRR activities into the village development plan.
38. The evaluators were also concerned about the sustainability of the community-level DRR forums and CAPs once project funds were spent. CSOs admitted that many forums were likely to disband. In cases where Forums were predicted to be stronger, it was typically in villages where donors such as Oxfam, JICA and GIZ had been supporting disaster-based or other development-based forums for many years prior to SC-DRR. This observation merits closer examination. The current lessons learned booklet highlights many of the challenges CSOs encountered in implementing their CB-DRR initiatives, but it did not critically evaluate the approaches taken.

Efficiency

How efficiently were resources converted into results? Was project funding well spent?

39. SC-DRR has been generally efficient in converting resources into results, although more so in some components than in others. SC-DRR has made impressive contributions to the policy, legal and regulatory frameworks for disaster management with only a modest budget. This reflects UNDP's strengths as an effective advocate, policy coordinator and partner of the Indonesian Government, particularly at the national level. Efficiency gains have also been made by participation in a cross-agency technical platform for coordination on DRR initiatives (UNTWG-DRR). UNDP has also been able to harness expertise at its regional office in Bangkok, where advisors have extensive experience in disaster-related policy work across the region. In the early stages of the project, SC-DRR also supported disaster policy coordination work within ASEAN through the ASEAN Coordinating Centre on Humanitarian Assistance on Disaster Management (AHA).² These activities are now supported directly by ASEAN member countries.

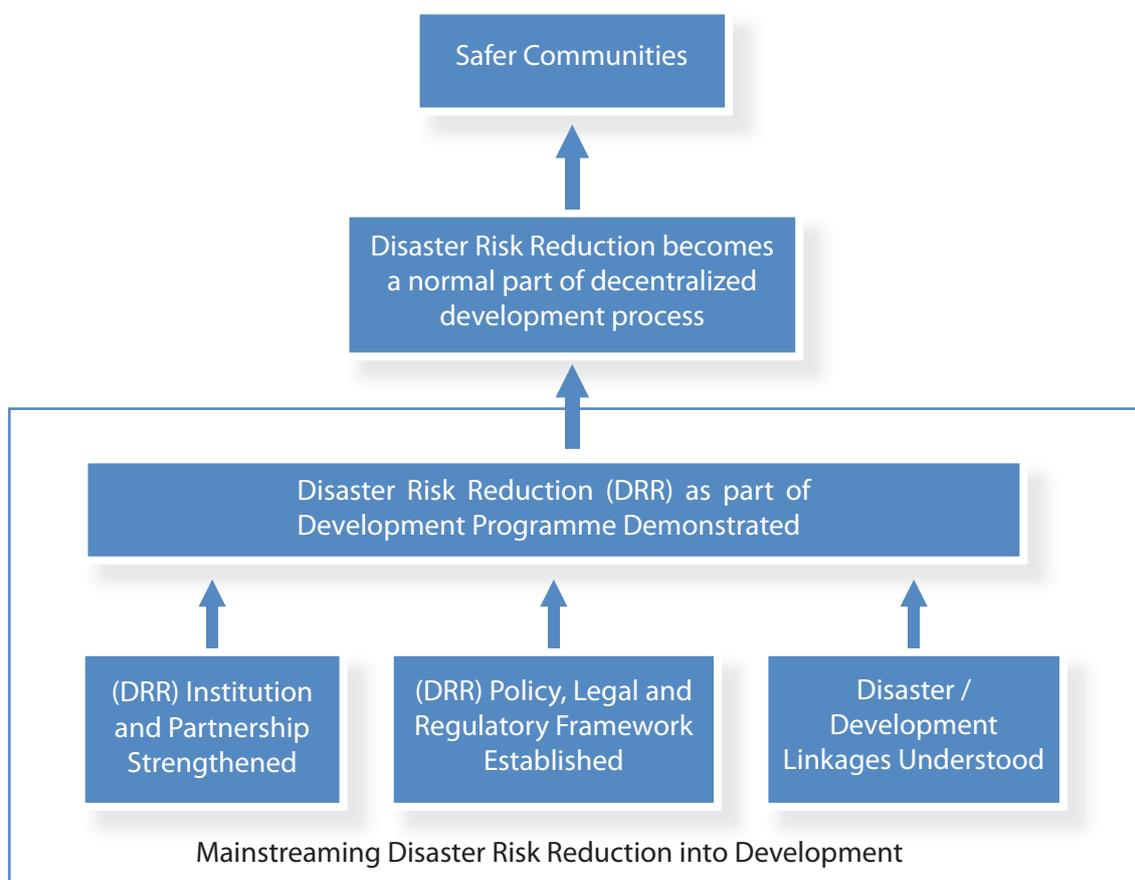
40. The community level initiatives in Component Four which, consuming 42.5 percent of the total project budget, have used more resources than Components One and Two combined. But this component has arguably been the least effective in delivering results. It should be noted that this also reflects the high efficiency of activities implemented under Component One. But the evaluators are of the opinion that the project would have been more efficient in advancing DRR at the local level had more resources been invested in helping government to support DRR in communities. Engagement with districts and sub-districts might have helped to link work done at the national and provincial levels as part of Components One, Two and Three with work done at the community level. It should be noted, however, that engaging sub-provincial government was not part of the original project design.

41. The funds allocated for Component Three were also clearly insufficient for conducting an effective public awareness campaign. Small and isolated awareness activities with limited reach have limited impact. Ideally, given the importance of advocacy for DRR, a public awareness strategy should have been developed at the start of the project rather than at the end. In the absence of a budget for a large public awareness campaign, it might have been more efficient for SC-DRR to target journalists as a communication channel for DRR messages. So far, public awareness work has been limited to government.

²<http://ahacentre.org/>

Relevance

Was the project consistent with local development priorities? How has the project adapted to the changing development context?



42. Since its launch in 2007 SC-DRR has been closely aligned with the Government of Indonesia's development priorities. A new disaster management law (2007) and disaster management plan (2008) made DRR a priority. A new Ministerial-level body—the first of its kind in the region—would be made responsible for coordinating DRR work. The importance of DRR as an approach to development was later confirmed by the incorporation of DRR as a Mid-Term Development Plan priority. SC-DRR was the first systematic program to support the Government of Indonesia to advance its new DRR agenda.
43. As an approach to development, DRR is relevant to a large number of line ministries in Indonesia including, but not limited to, the Ministries of Public Works, Social Welfare, Health, Education, Marine and Fisheries, and Information and Communication. Encouragingly, 24 line ministries have been allocated funds for DRR activities through the Government Work Plan (*Rencana Kerja Pemerintah* - RKP). These funds totaled USD 1.67 billion in 2010 and USD 1.63 billion in 2011. While it is difficult to measure the precise impact that SC-DRR activities have had on the Government's DRR programming, SC-DRR's contributions to the development of policy and regulatory frameworks have been critical in facilitating and promoting the DRR agenda across government.

44. The decision to locate the project within Bappenas was also consistent with the project's overall objective of integrating DRR into the development process. In fact, DRR practitioners across the region considered the championing of DRR through a national development agency to be a path-breaking initiative. Indeed, Bappenas was the agency best placed to advocate for DRR-based development in disaster-prone areas. While SC-DRR partnered with the Ministry of Home Affairs and the new National Body for Disaster Management (BPB), Bappenas was the driving agency. The project clearly benefited from talented support from within Bappenas, including strong leadership provided by National Project Director Suprayoga Hadi who was a leading proponent of the DRR agenda in Indonesia.
45. A major challenge for SC-DRR has been the rapidly changing context surrounding DRR since the passing of the new National Law on Disaster Management in 2007. While Bappenas served as the initial home for DRR initiatives the new law made the newly established line ministry BNPB responsible for future DRR work. Formed on the basis of the former disaster response unit Bakornas, the new BNPB was not immediately familiar with DRR concepts and approaches; nor, due to other pressures, has it been able to prioritise DRR in its first years of operation. As a new institution BNPB continues to face a number of capacity challenges that prevent it from discharging all of its mandated functions. While SC-DRR has proven adaptable in providing technical support to BNPB on the basis of capacity assessments, it faces an ongoing challenge in transitioning its support for DRR from Bappenas to BNPB while maintaining Bappenas engagement in DRR. This is an ongoing process that could not be completed during the life of SC-DRR, but which might be considered a focus for a future program.

Box 4: Edited excerpt from 'Government Promises better disaster management', Jakarta Post, Tuesday 22 April, 2008. BNPB Head, Syamsul Ma'arif (SM) interviewed by Andra Wisnu (AW).

AW: What about the availability of human resources? Do you have specially-trained people to help handle disasters?

SM: Yes. In our agency, we have members of the former BAKORNAS PB team. A lot of those personnel are experts in their particular fields, including those that are involved in developing the network with universities which will build appropriate disaster-related technical capacity. We hope to expand this professional network country-wide. However, the regional governments have sometimes been unresponsive or unwilling to play host to these experts: something we are still unable to fully understand. I continue to implore the regional governments to host experts as consultants for their disaster regulations and by laws. These experts can provide great benefit to these regions – remembering - the aim is to ensure that all development planning in the country is based on disaster risk reduction.

46. SC-DRR has proven itself reasonably adaptable to the changing development context. Following the establishment of BNPB SC-DRR conducted a capacity assessment and developed a strategy for capacity development within the agency. Technical assistance for DRR was also trialed successfully at the provincial level in Central Java. Initiation of a soon-to-be-released DRR Investment Tracking Report is another good example of the project's efforts to stay abreast of developments

in the sector, especially at the national level. The project has also been quick to recognize new opportunities for demonstration projects in specific sectors such as the “Get Airports Ready for Disasters” Program, implemented with additional funding from transport company DHL. The DIBI database was also created in such a way that it could be adapted to local needs and integrated with other databases.

47. There are also areas where the project could have been more adaptive. One example is the disconnect between the education and public awareness programs developed under Component Three and the community level projects implemented as part of Component Four (i.e. there is no education work being done in the communities where CB-DRR activities are being implemented). Another shortcoming is the lack of dialogue with other community-level initiatives that have emerged in recent years. Oxfam and Indonesian Red Cross (PMI) have large CB-DRR programs that SC-DRR should be comparing notes with. Similarly, the World Bank has a project on mainstreaming DRR in development practices and has commissioned a Bali-based NGO to produce a manual on the subject while SC-DRR is in the process of producing its own literature. UNDP might have played a stronger leadership role in making connections between these various initiatives.
48. The project team and project stakeholders acknowledge that the loss of SC-DRR’s chief technical adviser mid way through the project was a serious loss. An appropriate replacement was not found. Without a technical adviser it was difficult for SC-DRR to remain creatively adaptive to the changing development context. In fact, one of the evaluation team’s criticisms of SC-DRR is that the project appears to have become mechanistic and output driven in its final two years. While the project implementation team is clearly of high quality and cannot be faulted for seeking to properly implement the tasks entrusted to them, it is difficult for the managers of such a large and ambitious project to find time to do strategic analysis and activity realignment. By focusing on the strengths and weaknesses of implementation, the Mid-Term Review of the project probably also failed to stimulate fresh thinking about how to best employ resources to advance DRR within the rapidly changing development context.

Appropriateness

How feasible was project design and implementation? To what extent was the project adapted to local conditions?

49. SC-DRR’s design was coherent, logical and highly adapted to Indonesia’s needs and priorities. The project’s four components were designed to mirror the DRR priorities as set out in the Hyogo Framework for Action, namely: (1) Make DRR a national and regional priority; (2) Improve risk information and early warning,

(3) Build a culture of safety and resilience, (4) Reduce risks in key sectors, and (5) Strengthen disaster preparedness.

50. The project design was ambitious. It sought to “transform disaster risk management in Indonesia by moving it from its current response and relief emphasis toward a comprehensive disaster risk reduction culture of safety



Earthquake risk map for East Nusa Tenggara Province

that is decentralized and well established as a normal part of the process of development, that is sustainable with its own supporting policy, legal and institutional framework and full integrated into the core functions of Government at all levels ...” Arguably, the language in which the project’s goal is expressed is too ambitious. During the life of the project Indonesia has certainly developed the supporting policy, legal and institutional framework for DRR, but the goal of integrating DRR into “the core functions of Government at all levels” remains elusive. Certainly a number of line ministries are already carrying out DRR work (even though they might not use the same vocabulary to describe it), but awareness of DRR principles across Government remains low, even at the national level. Further, BNPB’s function as a key proponent of DRR work remains underdeveloped and its interaction with other line ministries on DRR remains extremely limited. It appears that DRR remains a low priority for the new disaster management body.

51. The challenge of integrating DRR into core functions of government is amplified at local levels. In the several provinces where SC-DRR is working the new provincial level disaster management bodies are under-resourced and lacking in expertise. It is not immediately apparent how or when these bodies will be able to take the lead in coordinating or promoting DRR work at the local level. Awareness of DRR principles remains low and the agencies remain focused on their preparedness and response functions, which reflects the legacies of the previous disaster management paradigm and the institution (Bakornas) on the foundation of which the new disaster management body was erected.

52. Not surprisingly, due to variations in leadership, resources and capabilities, some provinces are more advanced than others. DI Yogyakarta has made much more progress than East Nusa Tenggara, for example. The challenge for SC-DRR lies in how to address these diverse capacity gaps when the same amount of resources is being channeled to each target province. Clearly a more flexible and adaptive strategy is needed for working at sub-national levels. And progress will be slow

unless well qualified and experienced staffs are recruited to coordinate project activities in the provinces. Provincial project implementation units (PPMUs) are staffed with junior administrators who are focused on implantation rather than on advocacy, lobbying and policy coordination to promote DRR. At the very minimum a permanent or revolving team of technical advisors is needed to get better results. However, it must be noted that the project did not necessarily have the resources required to do this.

53. SC-DRR was designed to pilot DRR activities at the community level and to use these experiences to inform policy. While this is an excellent approach to development work, especially in a middle income country such as Indonesia, linkages between policy and work on the ground have been limited. This is partly a reflection of the limitations of the CB-DRR activities themselves, and the lack of experimentation, but it also a reflection of the fact that only government down to the provincial level was engaged. Any lessons on how government can help communities to become more resilient will need to involve government at the district and sub-district levels where important development and planning decisions are made. The SC-DRR project team recognizes that the district is a missing link in SC-DRR and that there is a need for new thinking about how to decentralize DRR.
54. The evaluators recognize that community level DRR is a new field and there are no readily available off-the-shelf solutions. There is an ongoing debate in the disaster management field about how to advance the DRR agenda at the local level. For these reasons, the evaluators believe that an experimental approach to CB-DRR is needed. Following experimentation or “piloting” lessons can be drawn about what worked and what did not. This requires giving contracted NGOs and local communities more time and flexibility to try new things and to explore processes through which government and communities can better collaborate in reducing disaster risks.
55. The discussion of SC-DRR’s experience with CB-DRR activities as presented in “2011 Lessons Learned: Building Safer Communities through Pilot Projects for Community Based Disaster Risk Reduction” focuses on the challenges of implementation and not the effectiveness of the approach. A more rigorous study of the experience of the various CB-DRR projects underway in Indonesia is needed. UNDP might is strongly positioned to lead such research.

Sustainability

*Will the project’s investments continue to deliver benefits beyond the life of the project?
Are sufficient local capacities and resources available for the further development of DRR activities initiated by SC-DRR?*

56. By investing in policy, legal and regulatory frameworks, SC-DRR has ensured that DRR will remain an important priority for national and regional governments beyond the life of the project. The inclusion of DRR principles in the national RPJM and in several regional RPJMs is a further example of the sustainability of project results. Similarly, the establishment of DRR



Lesson learned documents produced and disseminated through SC-DRR

Forums at the national and provincial levels laid an important foundation for multi-stakeholder interaction and continued advocacy work. As noted earlier, these forums are more effective at promoting DRR in some provinces than in others and many will need continued support, especially financial support for the secretariats.

57. The DIBI database will also continue to deliver benefits for DRR. While it needs to be improved and better linked with other datasets, it serves as an excellent reference point and information source for all DRR stakeholders and an important tool for a wide variety of DRR-related work.

58. DIBI is a valuable tool, but the process of its creation highlights a different kind of sustainability challenge. DIBI, like many other DRR products (e.g. risk maps, website, local government regulations) was produced by SC-DRR staff and consultants working separately to BNPB and BPBD. This represents a form of capacity substitution. Given the challenges facing the new disaster management body, it was probably necessary for some degree of capacity substitution, but in the future more attention needs to be given to capacity development within BNPB and BPBD if it is to be able to continue to develop these initiatives. Progress with capacity development is slow and often at odds with the need to deliver quick results for donors, but is nevertheless necessary to the sustainability of investments. SC-DRR has already sponsored an institutional capacity assessment. A comprehensive training program should now be developed for BNPB and BPBD staff. At the provincial level there is a clear need for a longer-term technical adviser who is able to promote DRR within local government, act as a go-between between local government and central government and between local government and other stakeholders and to oversee training.

59. At the community level sustainability becomes a bigger challenge. While many of the CB-DRR activities will continue to deliver benefits for community residents, the benefits lie mostly in the area of disaster preparedness—e.g. bridges fixed, roads built. While valuable in themselves, they are peripheral to the project’s main goal of integrating DRR into development planning and processes. Investments in village-based forums and CAPs are, in the opinion of the evaluators, unlikely to be sustained beyond the life of the project. If the project team is able to conduct a thorough assessment of the reasons for this it will be useful to policymakers and to the design of future DRR programs.

Impact

To what extent have project outputs contributed to desired outcomes?

YEAR	TOTAL BUDGET FOR DRR	TOTAL GOVERNMENT BUDGET (IDR Billion)	(%)
2006	2,733,278	440,031	0.62
2007	3,199,345	504,624	0.63
2008	4,336,239	693,356	0.63
2009	4,546,694	628,812	0.72
2010	4,736,180	781,534	0.61
2011	10,002,516	823,627	1.21

Trend of DRR investment by line ministries budget, 2006-2011

Policy, Legal and Regulatory Frameworks

60. Project stakeholders are overwhelmingly in agreement that SC-DRR has made critical contributions to the advancement of DRR in Indonesia. At the national level SC-DRR has been instrumental in supporting the government to establish the necessary policy and legal frameworks for integrating DRR into development processes. Impacts can also be seen at the provincial level where local officials admit that comprehensive local regulations and DRR-sensitive disaster plans would not have been complete without strong support from SC-DRR.

Institutional Strengthening

61. SC-DRR has been instrumental in establishing national and regional forums for information sharing and advocacy. While more effective in some places than in others, these forums are instrumental in promoting DRR as “everybody’s business”. The DIBI database is a tool with great potential for helping government to ensure that disaster risks are taken into account in planning and decision-making. DIBI can also be used to produce disaster risk maps, which are another important tool for planners. DIBI is also an important tool for conducting damage

and loss assessments. DIBI now serves as a standard country-wide reference for stakeholders on DRR and Disaster Risk Management.

Public Awareness and Education

62. Assessing the impacts of Component Three activities is difficult without conducting extensive survey work that is beyond the scope of this evaluation. The evaluators wonder if SC-DRR might have had more impact on public awareness had more resources been allocated to public awareness campaigns instead of to education and curriculum design. While education is important for DRR, a new curriculum takes years to develop and many more years to have an impact. It is also targeted toward a narrower audience (children aged 6-18). Public awareness campaigns can reach a wider audience and have a more immediate impact.
63. While SC-DRR supported public awareness activities in some provinces, there needs to be follow-up assessment of impacts and lessons learned in order to inform government about what worked in what context and why. As government budgets become available for DRR work, it will be important for projects like SC-DRR to assist government to program DRR awareness into those budgets. The low level of awareness of DRR within Government also needs to be addressed.

Community Level DRR Initiatives

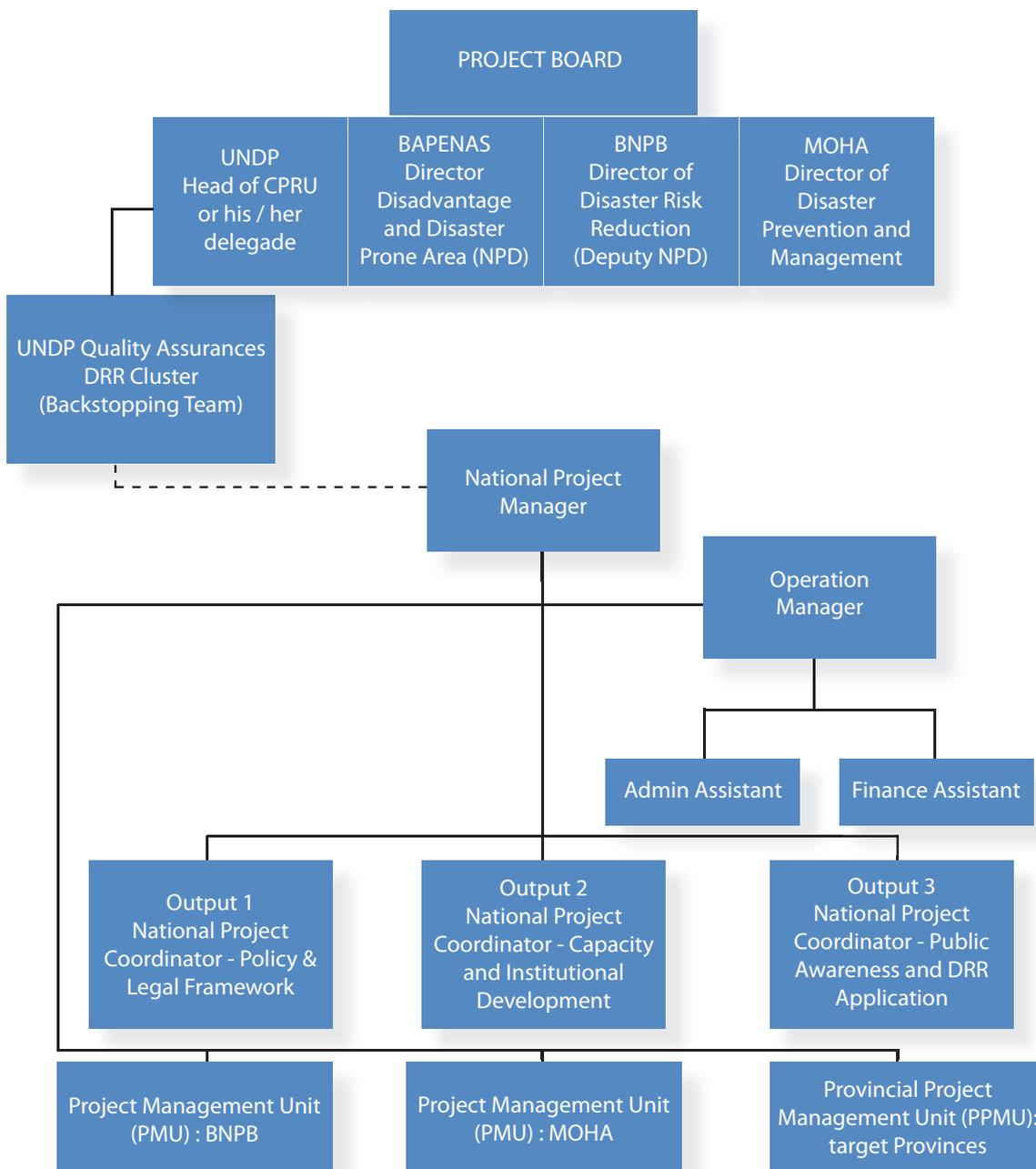
64. The evaluation team finds that project outputs under this component have had the least impact on the desired outcomes. Most SC-DRR activities undertaken at the community level are better classified as disaster preparedness rather than disaster risk reduction activities. While valuable work has been done in the target communities, it is questionable how much this work has contributed to making DRR “a normal part of the process of development”. While CB-DRR activities can be seen to have raised DRR awareness in the communities, they have not produced a model or ideas that government can use to help make communities more resilient. Because CB-DRR is a new field with no ready-made solutions, the evaluators believe that more experimentation is needed. SC-DRR’s CB-DRR activities were designed to be experimental but they became prescriptive and output-driven during implementation. This is a common dilemma in donor-funded projects for which there are no easy answers

Partnerships and Cross-Cutting Themes

65. The evaluators have also been asked to comment on SC-DRR’s approaches to project implementation, its partnership strategy, gender issues and potential linkages with other DRR projects in Indonesia.

Project Implementation

66. At the national level the project has benefited from strong leadership from Bappenas and a highly competent team working within the Project Management Unit. Not surprisingly, the project's most impressive achievements can be seen at the national level. Project implementation has not been as strong at the provincial level. PPMU staff appeared to be working as passive administrators, processing payments and relaying correspondence rather than overseeing project activities. The Project Board identified ineffective monitoring and evaluation of SC-DRR activities in the provinces as a major weakness. More importantly, the evaluators found that PPMU staff did not have the skills or experience needed to initiate change and to successfully advocate DRR at the provincial level.



67. As noted earlier, project performance was not helped by the absence of a Chief Technical Advisor during the second half of the project. By working at arm's length from management, a technical adviser is able to offer strategic insights about the project and timely assessments on the extent to which activities remain aligned with the desired outcomes. A CB-DRR specialist, for example, might have been able to influence Component Four activities so that they were better aligned with the overall project goal. A policy/governance specialist rather than a disaster management specialist might also be useful for developing strategies for mainstreaming DRR and for raising its profile within government.
68. Project implementation might have also been assisted by greater clarity in project documents and results and resources frameworks. There is frequent confusion between 'outcomes' and 'outputs', which can have a direct impact on results. This report has referred to SC-DRR's four focus areas as 'components'. In the project document they are referred to as 'outputs', even though some are described in the language of 'outcomes', e.g. "Communities and decision makers better informed on disaster risks and measures" (Output 3).

Partnerships Strategy

69. SC-DRR was based in Bappenas, but was governed by a Project Board with representatives from BNPB, the Ministry of Home Affairs and donors. Collective leadership has been critical to the project's achievements in supporting DRR policy, legal and regulatory frameworks. The partnership with the Ministry of Education was critical for Component Three, although the project might have worked more closely with the Ministry of Information and Communication and the media in developing public awareness.
70. UNDP has worked in partnership with OCHA, UNESCO, WHO, UNICEF and other agencies since early 2007 to design and develop the "UN Joint Strategic Programme on Disaster Risk Reduction" (UN JSP-DRR). The project formally established the UN Technical Working Group for Disaster Risk Reduction (UNTWG-DRR) in the Recovery Coordinator/Humanitarian Coordinator's office as a cross-agency body for coordination on DRR. The Convergence Group has also been an important mechanism for exchanging information between government and donors on DRR in Indonesia. UNDP's CPRU has played a key role in making this a successful forum. Similarly, PLANAS was successfully designed to bring multiple stakeholders together to coordinate DRR policy and to raise awareness.
71. Partnership strategies were less extensive at the local level where there were less resources and capacities in the project implementation units. One of the challenges for a future DRR support program at the local level will be to bring

local business and the media together with government and CSOs to promote DRR as everybody's business.

Gender

72. Statistics show that more women than men are killed and injured during disasters, underlying the importance of gender sensitivities in the design and implementation of a project like SC-DRR. Women's participation has been high in the National Platform and in village forums. SC-DRR has also been collecting disaggregated data on all activities that which allows project staff to track participation. NGOs managing village grants were required to dedicate an officer to gender mainstreaming, although the precise objectives of this were not entirely clear to the evaluators. Overall, however, the evaluators did not find evidence to suggest that gender issues were given special attention as part of this project.



Women of Jorong Pondok, West Pasaman District, West Sumatera province discussed Hazards Vulnerability and Capacity in their village.

Other DRR Projects in Indonesia

73. Following the tragedy of the 2004 Indian Ocean tsunami, a number of international donors began investing in DRR initiatives in Indonesia. A second phase of SC-DRR will benefit from collaboration and information sharing with all of the programs mentioned here.

74. **AusAID** has been a major supporter of DRR activities in Indonesia. It implemented a Public Education and Awareness campaign through two mass-based Islamic groups: Nahdlatul Ulama (NU) and Muhammadiyah, initially in collaboration with UNOCHA, BNPB and, more recently, under the auspices of the Australia-Indonesia Facility for Disaster Reduction (AIFDR). AIFDR also supports a number of other projects related to disaster response and risk reduction, including a "build back better" project in Padang, and volcanic ash impact forecasting. AIFDR was the major sponsor SC-DRR during the final two years of the project.

75. **GIZ's** German Indonesia Tsunami Early Warning Systems (GITEWS) project (2005-2010) installed tsunami detection hardware in collaboration with BMKG, the Gol authority responsible for issuing tsunami warnings to national and local governments. GITEWS also sponsored community awareness campaigns and

evacuation simulations. The project also produced hazard, vulnerability and risk maps.

76. **The World Bank** has provided support for DRR policy and planning through its GFDRR program. During its first phase the project contributed to the National Action Plan for DRR (NAP-DRR) 2010-2012 (SC-DRR was another major contributor), conducted a risk insurance study and analytical work on mainstreaming DRR in development projects funded by the World Bank. The World Bank also sponsored training on Damage and Loss Assessment for BNPB. In the second phase of the project (July 2010 to June 2013) the World Bank is emphasizing the mainstreaming of DRR into regular development and post-disaster recovery operations. The World Bank contracted IDEP to produce a manual on mainstreaming DRR for PNPM facilitators. The World Bank is also supporting capacity development for national and local DRM agencies and is developing a risk financing strategy linked to DRR initiatives. All of these activities are closely aligned with SC-DRR project goals.
77. **JICA** has been working closely with the Ministry of Public Works to promote disaster-resistant construction practices. In earthquake-affected areas such as Padang, JICA built or sponsored earthquake-proof construction for several schools.
78. **Plan International** has sponsored DRR initiatives focused on children. Its Child-Centered Disaster Risk Reduction (CCDRR) project advocates safe schools through DRR networks such as the Consortium for Disaster Education in Indonesia. In 2011 Plan sponsored school-based DRR in Yogyakarta and Pariaman, West Sumatra in 15 schools. Plan also works in a number of districts in NTT, which is also a target province for SC-DRR and a priority region for UN in Indonesia.
79. **Mercy Corps** have been engaged in a number of CBDRR projects. Recently, Mercy Corps has focused on linking CBDRR with climate change adaptation and livelihoods (The World Bank is similarly including climate change adaptation in its DRR work).
80. **Oxfam GB** has also implemented a number of CBDRR projects. Its Preparedness Response Influence of Policy a Model for Emergencies (PRIME) Program (2005-2010) was established in 2005 with three key goals: consolidating Oxfam response capacity, increasing emergency preparedness and strengthening national, regional and local disaster management capacity. These goals are closely aligned with SC-DRR project goals.
81. Other international NGOs with activities related to DRR, especially in post-disaster regions such as Padang and Yogyakarta include the **Red Cross, Caritas, ACF** and **World Vision**. Among these NGOs, Indonesia Red Cross (PMI) has been

most active in CBDRR experimentation, using a volunteer drive to identify DRR advocates within communities. PMIs networks of members, many of who are local government officials, could be an important resource for future CBDRR initiatives.

Recommendations

82. The following recommendations are strategic recommendations for the design of a second phase of the project. Project stakeholders at national and local levels all expressed enthusiasm for continued UNDP support for DRR in Indonesia. The Government of Indonesia has also endorsed a preliminary draft for an SC-DRR Phase II, although it is likely that the design will go through further revisions.

- (1) Invest in 'enabling' institutions: BNPB is the newly created institution responsible for coordinating DRR, but the agency's capacity to lead the sector is very limited. There are even greater limitations at the sub-national level. Building BNPB/BPBD's capacity to coordinate DRR work across government is one way UNDP might continue to leverage its effective investments in national policy and regulatory frameworks.
- (2) Strengthen BNPB/BPBD capacity to lead future DRR work in Indonesia: While Bappenas was the lead agency for DRR in the early phase of the project responsibility for DRR has now shifted to SC-DRR. BNPB should be the primary partner agency for a second phase of SC-DRR.
- (3) Invest more in promoting DRR awareness across government agencies and among the general public: DRR is an 'attitude' to development and, as such, should be promoted across government and not just within the disaster management agencies
- (4) Conduct a stock take analysis of CB-DRR projects in Indonesia to examine which approaches are most effective in making DRR a "normal part of the development process" at the local level: there are many CB-DRR initiatives in Indonesia; more analysis is needed to understand what works in what contexts. A future phase of the SC-DRR should not continue to 'pilot' CB-DRR initiatives, but explore ways of distilling lessons learned for government. The project should ask: what can government do to help communities become more resilient?
- (5) Define the criteria for a safe / resilient community as a preliminary step to helping Government explore ways of helping communities meet those criteria. This could prove to be a more effective way of linking grass-root experience with national policy, which was an unrealized goal of the first phase of the project, and possibly too ambitious given the time frame.

- (6) Focus on principles rather than prescribed sets of activities: DRR is process-heavy. The ultimate goal is to bring about attitudinal change. Support for DRR should be provided as a program that links multiple initiatives rather than as an output-oriented project.
- (7) Ensure that project implementation units at national and local levels have the expertise needed to bring about the desired change.

Report annexes

- I. Evaluation timeline
- II. List of individuals or groups interviewed or consulted
- III. Short biographies of the evaluators

Annex I - Evaluation Timeline

Mon 24 Oct	Tues 25 Briefing	Wed 26 Desk review / stakeholder interviews	Thurs 27 Desk review / stakeholder interviews	Fri 28 Desk review / stakeholder interviews	Sat 29 Desk review / stakeholder interviews	Sun 30 Inception report
Mon 31 Inception / stakeholder interviews	Tues 01 Nov Field visit – West Sumatera	Wed 02 Field visit – West Sumatera	Thurs 03 Field visit – West Sumatera	Fri 04 Field visit – West Sumatera	Sat 05 Break	Sun 06 Break
Mon 07 Data analysis / verification	Tues 08 Data analysis / verification	Wed 09 Data analysis / verification	Thurs 10 Data analysis / verification	Fri 11 Data analysis / verification	Sat 12 Data analysis / verification	Sun 13
Mon 14 Meetings / planning next step	Tues 15 Field visit – Bali/DIY	Wed 16 Field visit – Bali/DIY	Thurs 17 Field visit – Bali/DIY	Fri 18 Field visit – Bali/DIY	Sat 19 Data analysis / verification	Sun 20 Data analysis / verification
Mon 21 Data analysis / Report Writing	Tues 22 Field visit – NTT	Wed 23 Field visit – NTT	Thurs 24 Field visit – NTT	Fri 25 Report Writing	Sat 26 Report writing	Sun 27 Report writing
Mon 28 Report writing	Tues 29 Presentation of preliminary findings to PMEU	Wed 30 Report writing	Thurs 01 Report writing	Fri 02 Submission of draft report		Mid Dec: Presentation of findings to Project Board; finalization of report.

Annex II - List of Respondents (Total Number of Respondents = 98)

Name	Position	Organization
Government of Indonesia (National) (7)		
Deddy Koespramoedyo NPD		Bappenas
Suprayoga Hadi	Former NPD	Ministry for Development of Disadvantaged Areas
Safrizal ZA	PUM	Ministry of Home Affairs
Wisnu Widjaya	Director of DRR	BNPB
Sugeng Triutomo	Deputy, Mitigation and Preparedness	BNPB
Meidi Herlianto	Director, Community Empowerment	BNPB
Vijaya NS	Pusat Kurikulum	Ministry of Education
UNDP and Project Team (8)		
Stephen Rodriguez	Deputy Country Director	UNDP
Kristanto Sinandang	Unit Head CPRU	UNDP
Angger Pribadi Wibowo	Unit Head PMEU	UNDP
Sirman Purba	Evaluation Coordinator	UNDP
Malikah Amril	Program Manager, DRR Cluster	UNDP
Siti Agustini	Project Manager SCDRR	Bappenas
Siti Nurfitriah Farah	Component 4 Coordinator	Bappenas
Yanti	Project Officer	SCDRR PPMU NTT
Local Government (12)		
Harmensyah	Head	BPBD West Sumatera
Benny	Staff	Bappeda West Sumatera
Abdul Manan	Head	BPBD Solok
Heri Siswanto	Section Head of DRR	BPBD Yogyakarta
Danang Syamsurizal	Staff	BPBD Yogyakarta
Taufiq	Staff	Bappeda Yogyakarta
Tini Thadeus	Head	BPBD NTT
Jemmy Emella	Section Head of DRR	BPBD NTT
Wayan Darmawan	Head	Bappeda NTT
Andre Damaledo	Coordinator of SPADU	Bappeda NTT
I Made Sukadana	Ketua	Kesbangpol dan Linmas Bali
Wayang Budiasa	Government Liaison for SC-DRR	Kesbangpol dan Linmas Bali

Name	Position	Organization
Indonesian NGOs (11)		
Krishna Pribadi	Former Head/Researcher	PLANAS/ITB
Iskandar Leman Head		MPBI
Hening Parlan	Former head/Director/Member	MPBI/HFI/Planas
Jonatan Lassa	Researcher	MPBI/Circle Indonesia
Eko Teguh Paripurno	Member/Researcher	MPBI/Dream-UPN
Banu	SC-DRR Advisor (Jateng)	Circle Indonesia
Yanti Sriyulianti Director		Kerlip
Various staff		PMI Bali
Agung Wibowo	Director	IDEP Foundation
Guido Fulbertus Head		PMI NTT
Yulius Nakmofa	Director	PMPB NTT
CSOs in Target Provinces (22)		
Patra Rina Dewi Head	Head	
Syafrimet Azis		
Akbar Ali	DRR Coordinator	
Faridansyah	Head	
Zainal M.S	Head	
Khairul Amri	Secretary	
Badrul Mustafa	Member	
Hasan Bachtiar	Head	
Juli Nugroho	Secretary	
Alex Ofom	Member	
Heni Markus	Member	
I Gede Sudiarta	Head	
Yugyasmono	Staff	
Untung Tri Winarso	Staff	
Sunaring Kurniandaru	Staff	
Henywati	Head	
Jatun Nugroho	Member	
Herlina Wijayanti	Member	
Eni Sumiati	Member	
Deni Hardiyanto Lecturer		
Ganjar Triyono	Lecturer	
Agus Murdiyastomo	Lecturer	
International NGOs (4)		
Djoni Ferdiwijaya	Former DRR Advisor	Oxfam
Sebastian Fesneau	Former DRR Advisor	Oxfam
Amin Magathani	DRR Manager	Plan International
Ratri Sutarto	Project Officer	Mercy Corps

Name	Position	Organization
Donors and UN agencies (8)		
Jeong Park	DRR Advisor	AusAID
Jason Brown	Training & Outreach Manager	AIFDR
Iwan Gunawan	DM Adviser	World Bank
Simon Field	Former head ERTR Aceh	ILO
Titi Moektijasih	Project Coordinator	UN-OCHA
Moortaza Jiwanji	Disaster Recovery Advisor,	Office of the Resident/ Humanitarian Coordinator
Ignacio Leon-Garcia	Head	OCHA Indonesia
Victor Rembeth	Project Manager	UN Joint Strategic Programme – Disaster Risk Reduction
Residents and Community DRR Fourm Members in CB-DRR Project Sites (22)		
Soetedjo		Nagari Salayo, Solok
H. Amir Syarifuddin		Nagari Salayo, Solok
Asni Astar		Nagari Salayo, Solok
Muzni Hamzah		Nagari Salayo, Solok
Agus Paduko Sutan		Gurah, Batu Bajanjang Solok
Sukardi		Gurah, Batu Bajanjang Solok
Suhendra		Gurah, Batu Bajanjang Solok
Arsyad		Gurah, Batu Bajanjang Solok
Nova		Gurah, Batu Bajanjang Solok
Sismawarni		Bawah Gunung, Batu Bajanjang Solok
Asbur		Bawah Gunung, Batu Bajanjang Solok
Mansyur		Bawah Gunung, Batu Bajanjang Solok
Bermawati		Bawah Gunung, Batu Bajanjang Solok
Paimo Sastrowiharjo	Village Head	Jatimulyo, Bantul
Sunyoto		Jatimulyo, Bantul
Unang		Jatimulyo, Bantul
Purwadi		Jatimulyo, Bantul
Zukron		Jatimulyo, Bantul
Mustadi		Jatimulyo, Bantul
Badarudin	Village Head	Pengkok, Gunung Kidul
Bejo Pardiman		Pengkok, Gunung Kidul
Sudaryanti		Pengkok, Gunung Kidul

Name	Position	Organization
Schools (4)		
Nyoman Santiasih and staff		SMKN 4 Denpasar
I Ketut Aryaningsih and staff		SMAN 8 Denpasar
Various staff		SD 2 Parangtritis, Bantul
Yusmaida and staff		SD 20 Salayo, Kec. Kubung, Kab. Solok

Annex III - Project Evaluators

Saut Sagala is an assistant professor at School of Architecture, Planning and Policy Development, Bandung Institute of Technology (ITB), Bandung, Indonesia. Saut received PhD degree from Graduate School of Engineering, Kyoto University with his dissertation on social resilience of communities in Mt. Merapi, Yogyakarta. He has conducted research and consultancy on spatial planning, disaster risk management and climate change adaptation. He has received numerous research grants and consultancies from Provention Consortium, Indonesian Higher Ministry of Education (DIKTI), Bandung Institute of Technology, Kyoto University and ITC-University of Twente, OxfamGB (UK-Aid), GTZ, IFRC, UNDP, AIFDR and Plan International. Saut also has actively written papers published at international conferences and international journals.

Ben Hillman (PhD, ANU) teaches public policy at the Crawford School of Economics and Government, Australian National University. Ben's research focuses on local politics and governance. He has been engaged with governance and institutions in Indonesia for many years as an analyst and practitioner. In 2006 he headed a UNDP mission supporting Aceh's first post-conflict local executive elections. In 2010 and 2011 Ben conducted research on post-conflict governance in Aceh and the effectiveness of internationally funded post-conflict governance support programs. Ben's research on governance in Indonesia has been published in the *Far Eastern Economic Review*, *Indonesia Quarterly*, *Conflict, Security and Development*, and *Asian Ethnicity*.

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