

Other Technical Guidelines

Since the beginning of 2012, DR4 has been providing assistance in the drafting of several other technical guidelines in relation to rehabilitation and reconstruction. These technical guideline are on monitoring and evaluation of the infrastructure sector and post disaster house construction in the District of Mentawai. These were compiled based on the result of a recovery assessment of Mentawai in the beginning of 2012 with focus on the sector of housing and livelihood, as well as the technical guideline on seaweed cultivation in the Special Region of Yogyakarta and Central Java Province.

Formulating the Training Modules on Rehabilitation and Reconstruction

In order to apply the rehabilitation and reconstruction guidelines already formulated there must be adequate human resources at the central and regional levels. This can provide the knowledge and skills regarding the process of rehabilitation and reconstruction. This level of competence can only be obtained through well-structured and standardized training.

For the purpose of assisting BNPB in preparing such training, DR4 assisted in formulating the Training Modules on Rehabilitation and Reconstruction. These modules consist of two types, the module for the policy makers and the module for the implementers. These modules would serve as the standard materials for the training in the rehabilitation and reconstruction for BNPB and BPBD personnel throughout Indonesia.

Formulating the modules began in mid 2012 by carrying out a series of intensive consultations between the Deputy of Rehabilitation and Reconstruction and the Education and Training Center of BNPB. Subsequently, the process of modules formulation was conducting by an expert team supported by a working group consisting of representatives of BNPB, UNDP, World Bank, National Development Planning Agency/Bappenas and Non-Government Organizations. In April

2013, the formulation process produced several draft modules. These draft modules are ready to go through trial implementation by involving a number of participants from highly disaster prone areas in Indonesia. The inputs from the result of trial implementation will be used to improve the modules.

Creating the Decision Support System for Post Disaster Needs Assessment or JITU PB (PDNA)

Since mid 2012 DR4 has been giving support for the formulation of Decision Support System (DSS) in order to facilitate and assist in securing the effectiveness and efficiency of the implementation of Post Disaster Needs Assessment or JITU PB. This DSS is in principle with the application of Information System that eases the data processing and analysing of Damage and Loss Assessment (DaLA); Human Recovery Needs Assessment/HRNA, which consists of review on the disruption to access, process, and governance and social function/process; as well as analysis of activities and cost estimates required in the process of post disaster rehabilitation and reconstruction.

The formulation of this DSS was conducted by the experts in the field of information technology and has gone through several phases starting from expert meetings, expert consultations, drafting of system design, the creation of a system model, as well as trial implementation of the model. The finalization process of this DSS is expected to take until April 2013.

Regional Level

At the regional level, DR4 provided full support to several regional governments which were impacted by disaster, to plan and implement the activities of early recovery management, as well as post disaster rehabilitation and reconstruction based on disaster risk reduction (DRR).

West Java Earthquake (WJEQ) Initiative.

On the 2 September 2009 an earthquake struck West Java. Measures 7.3 on the Richter scale it obliterated large parts of the region. DR4 has been providing support to the provincial government of West Java through a sub-project the 'West Java Earthquake Recovery (WJEQ)'.

The Sub-project of WJEQ was held for a relatively short period - early September 2009 until the end of April 2010. WJEQ carried out a series of activities to support the recovery process in West Java, namely:

- Assisting the government of West Java in information management through Geographical Information System (GIS) and Management Information System (MIS) for post disaster recovery in West Java. WJEQ team mapped and created the 3W database (who is doing what and where) of the implementers of rehabilitation and reconstruction in West Java;
- Providing support in the recovery coordination of Non-Government institutions involved in the process of rehabilitation;
- Conducting Recovery Needs Assessment as input to complete the Action Plan for Post Disaster Rehabilitation and Reconstruction in West Java

2. Recovery Initiative for Sumatera Earthquakes (RISE)

DR4 also provided support to the Provincial Government of West Sumatra in carrying out the process of recovery after an earthquake of 7.9 on the Richter scale struck a number of districts in the province on the 30 September 2009. That support was given through Recovery Initiative for Sumatera Earthquakes (RISE) project.

A number of activities have been conducted by RISE in order to support the rehabilitation process in West Sumatra, including but not limited to:

- Providing technical support to the government in carrying out post disaster needs assessment and formulating the action plan for rehabilitation and reconstruction.
- Providing technical support to the Regional Development Planning Agency of Padang City and Padang Pariaman in managing aid fund, information management, monitoring and evaluation, as well as the spatial plan.
- Carrying out the programme of rubble clearance and demolition of dangerous damaged buildings through Rubble Clearance and Demolition (RCD) activity with two strategies, collaborating with the Regional Government and collaboration with the community suffering from the impact of disaster through the facilitation of local Non-Government Organisation (NGO)s.
- Together with UN Habitat, compiled guidelines on build-back-better for the reconstruction of good and secure houses, which were done with the help of the government as well as contributions from the Non-Government institutions and local NGOs.
- Collaborating with the local NGOs to carry out a number of programmes for the post disaster rehabilitation of livelihoods. Facilitating the establishment of a Recovery Network and implementation of a number of programmes for strengthening the coordinating role of the regional government in post disaster rehabilitation in West Sumatra.

In relation to the incident of earthquake and tsunami in the District of Mentawai Islands on 26 October 2010, the RISE programme was also directed at supporting the post disaster recovery process in the district of Mentawai Islands through such programme activity plan in 2011. A number of activities were targeted at achieving five outputs, namely (1) Increased capacity of the regional government of Mentawai Islands District to lead and implement Post Disaster Needs Assessment (PDNA) and coordination of early recovery efforts;



The Situation during the Seminar concerning Accelerated Implementation of Mentawai Action Plan, held by the BPBD of West Sumatera Province with the support of RISE-Mentawai, Padang, 23-35 August 2011

- (2) Increased capacity of the regional government in conducting planning for Rehabilitation and Reconstruction and carrying out the Action Plan for Rehabilitation and Reconstruction;
- (3) Recovery of the functional capacity of the regional government to ensure the availability of basic public and social services;
- (4) Quick recovery of economic activities/livelihood of the people being impacted;
- (5) Integration of the principle of Disaster Risk Reduction into the activities of post disaster recovery.

3. Merapi Recovery Response (MRR)

DR4 has initiated the Merapi Recovery Response (MRR) project since the beginning of 2011. In order to support the Provincial Government of the Special Region of Yogyakarta and the Provincial Government of Central Java in carrying out the process of recovery after the eruption of Mount Merapi. This took place on the 26 October and continued until early November 2010. There were additional cold lava disasters after this, MRR also supported the governments recovery efforts and has been influential in easing the recovery process.

Similar to RISE, MRR was directed at empowering the capacity of the Government of the Special Region of Yogyakarta Province and the Central Java Province in conducting Post Disaster Needs Assessment (PDNA). This meant enhancing their coordinating role, their planning and carrying out the 'Action Plan for Rehabilitation and Reconstruction' post eruption and cold lava flow of Merapi. In addition, to restore the provision of basic public and social services, urging the immediate rehabilitation of the public economy/livelihood impacted by the disaster, as well as integrating the principles of Disaster Risk Reduction (DRR) in the entire activities of post disaster rehabilitation.

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Sub-project of DR4, namely WJEQ (completed), RISE and MRR; implemented by the regional team.

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DR4 Disaster Risk Reduction based Rehabilitation and Reconstruction



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BNPB and The Strengthening of The Management of Post Disaster Recovery in Indonesia

The development and strengthening of disaster management in Indonesia truly began with the ratification of Law No. 24 of 2007 concerning Disaster Management as well as the establishment of the National Agency for Disaster Management (BNPB). This process required the collaboration of several international organizations such as the United Nations Development Programme (UNDP) with the Government of Indonesia (GoI). For that reason, since mid 2009 the UNDP's Disaster Risk Reduction based Rehabilitation and Reconstruction (DR4) project has been present in order to support the GoI in strengthening disaster management. The focus has been on building recovery (rehabilitation and reconstruction) planning systems and implementing them based on the principles of Disaster Risk Reduction (DRR) and in line with the Hyogo Framework for Action, which has been adopted by the GoI.

The programme being implemented by the BNPB with operational support from the Project Management Unit, which is under the Deputy of Rehabilitation and Reconstruction - National Agency for Disaster Management (BNPB), has four main objectives:

- First, to support the GoI in drafting a comprehensive policy framework of recovery through the drafting of guideline related to Rehabilitation and Reconstruction.
- Second, to support the GoI in building institutional systems for rehabilitation and reconstruction.
- Third, to support the GoI in drafting guidelines on the Post-Disaster Needs Assessment (PDNA).
- Fourth, to support the GoI in implementing rehabilitation and reconstruction based on disaster risk reduction (DRR).

In order to achieve these objectives, DR4 has been, and is continuing to, carry out a number of activities at the national and regional level.

National Level

At the national level, DR4 provides full support to the National Agency for Disaster Management (BNPB) particularly the Deputy of Rehabilitation and Reconstruction in building the system as well as policy and institutional framework in order to promote the efforts of recovery based on disaster risk reduction (DRR). The following are a number of activities which have been and are being carried out at the national level.

Drafting the General Guideline on the Implementation of Post Disaster Rehabilitation and Reconstruction.

Since the end of 2009 DR4 has been providing support to the BNPB in formulating a manual, which will serve as general guidelines for the process of post disaster rehabilitation and reconstruction in Indonesia. An extensive consultation process began in 2009. Through this various experts, government officials and public consultation seminars fostered the creation of general guidelines to aid the implementing of Post-Disaster Rehabilitation and Reconstruction. These were later endorsed by the GoI's BNPB in November 2010. This Regulation of the Head of the National Agency for Disaster Management (BNPB) No. 17 of 2010 enhanced the existing Regulation of the Head of the National Agency for Disaster Management (BNPB) No. 11 of 2008 concerning the Guideline on Post Disaster Rehabilitation and Reconstruction. The formulation of the Guideline No 17 of 2010 is seen by both the UNDP and the BNPB as a major turning point in Indonesia's reaction to natural disasters.

Implementing the Post Disaster Needs Assessment and Formulating an Action Plan for Rehabilitation and Reconstruction.

DR4 has also supported the BNPB in implementing a Post-Disaster Needs Assessment (PDNA) in some areas affected by a natural disaster. In collaboration with the World Bank, which supervises the implementation of DaLA (Damage and Loss Assessment), DR4 specifically introduces and at the same time implements the method of Human Recovery Needs Assessment to complement the DaLA method. Through the Human Recovery Needs Assessment, not only the physical, quantitative aspects of recovery but also the non-physical, qualitative aspects can be identified. This enables post-disaster recovery to be carried out comprehensively. The DR4 team also provide support in the formulation of 'Action Plans for Rehabilitation and Reconstruction' which serve as the main reference point in the planning and implementation of post-disaster recovery efforts in various areas affected by disasters in Indonesia.

So far, DR4 has given support for the implementation of a Post Disaster Needs Assessment/PDNA and the formulation of an Action Plan for Rehabilitation and Reconstruction in the following regions:

- Post-earthquake disaster in West Sumatera, September 2009;
- Post-earthquake disaster in Yapan Waropen, June 2010,
- Post-flash flood disaster in Wasior, District of Teluk Wondama, October 2009;
- Post-earthquake and tsunami disaster in the District of Mentawai, October 2009;
- Post-eruption of Mount Merapi in the Special Region of Yogyakarta and the Province of Central Java, October 2009.
- Post-cold lava disaster in the Special Region of Yogyakarta and the West Java Province, March 2010 (only Post Disaster Needs Assessment/PDNA)

Assessment on the Inter-Ministerial/Institutional Collaboration System in Post Disaster Rehabilitation

DR4 also assisted the BNPB in conducting assessments on the role and authority of the ministries/institutions involved in the process of post-disaster recovery, including the concept of post-disaster recovery funding in Indonesia. Through a series of data gathering processes by means of literature review, interviews of key informants and also focus group discussions by related experts and stakeholders, a report has been produced from this assessment.

The result of this assessment became a valuable input in the development of better inter-ministerial/institutional collaboration systems in the planning, funding and implementing process of post-disaster recovery.

Support for the Drafting of Standard Operating Procedure (SOP) and Manual for Indonesia Multi Donor Fund Facility for Disaster Recovery (IMDFFDR) and the establishment of IMDFFDR Secretariat.

Learning from various disaster occurrences, particularly the earthquake on 30 September 2009 that struck West Sumatera and Jambi, the Government of Indonesia has formed a trust fund for the post disaster recovery through collaboration with the representatives of World Bank and United Nations in Indonesia has been set forth in the Memorandum of Understanding (MOU) on 20 December 2009.

Since 2010 UNDP through the DR4 project has been giving support to the establishment process and operational process of Indonesia Multi Donor Fund Facility for Disaster Recovery (IMDFF-DR). The support was manifested by the facility for the drafting and dissemination of IMDFF-DR Manual, provision of secretariat facility, provision of supporting staff for the secretariat as well as facility for the meetings of IMDFF-DR.

This support has resulted in the good operation of IMDFF-DR. IMDFFDR was activated in November 2010. Since July 2011 IMDFF-DR has been receiving funding from the government of New Zealand. Since January 2012 IMDFF-DR has been distributing funds for the livelihood recovery programme of post-earthquake and tsunami disaster in Mentawai and post eruption of Mount Merapi in Yogyakarta and West Java, which were carried out by the agencies of the United Nations.

Formulating Several Operational Guidelines in relation to the Implementation of Rehabilitation and Reconstruction

To complete the policy framework in the planning and implementation of rehabilitation and reconstruction based on disaster risk reduction in Indonesia, DR4 provides full support to the BNPB in formulating several guidelines, which in essence are the derivatives or implementation of Regulations of the Head of the BNPB No. 17 of 2010, namely:

Guideline on Post Disaster Needs Assessment or JITU PB (PDNA)

Regulation of the Head of the National Agency for Disaster Management (BNPB) No. 17 of 2010 Article 8 (3) mandates that the implementation of rehabilitation and reconstruction requires planning document referred to as the Action Plan for Rehabilitation and Reconstruction (Renaksi). It is emphasized in the next paragraph of the same article that the formulation of Action Plan for Rehabilitation and Reconstruction is done by paying attention to among others the result of Post Disaster Needs Assessment.

To guide the National Agency for Disaster Management (BNPB) and Regional Agency for Disaster Management (BPBD) in conducting Post Disaster Needs Assessment, DR4 assists BNPB in formulating the Guideline on Post Disaster Needs Assessment, or abbreviated as JITU PB and known in the international level as PDNA. This guideline provides principles of PDNA, division of responsibilities during PDNA process, and the steps in conducting a PDNA.

The process of formulating the guidelines was carried out through the process of sharpening the concept, drafting, technical consultation. Three public consultations also took place (central government and together with the Ministries/Institutions and Non-Government Organizations and one time in the Special Region of Yogyakarta together with the Regional Government and Non-Government Organizations). After going through a final review by the BNPB, the draft PDNA guidelines were finalized and legalized through Regulation of the Head of the National Agency for Disaster Management No. 15 of 2011.

The finalization of the PDNA guidelines and the issuance of Regulation of the Head of the BNPB No. 15 of 2011 concerning this guideline was a monumental achievement. Other than being extremely needed by the BNPB, internationally it was the first Post-Disaster Needs Assessment (PDNA) compiled and ratified into a national policy framework.

On 13 December 2011, Regulation of the Head of BNPB No. 15 of 2011 concerning the Guideline on the Post Disaster Needs Assessment was officially launched in Nikko Hotel, Jakarta. The event for the launching of this Guideline was also accompanied by an international seminar on Post-Disaster Needs Assessment (PDNA) and dissemination of learning books on the formulation of PDNA entitled "Formulation of the Guideline on Post-Disaster Needs Assessment (PDNA): Indonesia's Experiences", which were expected to provide contribution to the formulation of similar guidelines in other countries.

Throughout the year 2012 and up until 2013, DR4 has disseminate the information process of PDNA and introduction of HRNA methodology (serving as the integral part of PDNA) to the BPBD throughout Indonesia by participating as a facilitator in a number of trainings on damage and loss assessment, either those conducted by BNPB or by BPBD. Some of these trainings were conducted for the entire Western part of Indonesia: trainings of the entire eastern and central part of Indonesia; trainings at the provincial level in West Java, North Maluku, Lampung, North Sumatera, Bengkulu, West Nusa Tenggara, East Java; and trainings at the district level in North Tapanuli.

Guideline on the Formulation of Action Plan for Post-Disaster Rehabilitation and Reconstruction

In line with the mandate from the Regulation of the Head of BNPB No. 17 of 2010 article 8 (3), DR4 assisted BNPB in drafting the Guideline on the Formulation of Action Plan as guideline for BNPB and also BPBD in the regions in formulating Action Plan, which serves as the basis for the implementation of Rehabilitation and Reconstruction. Currently, the process of drafting the guidelines is going through the phase of Expert Opinion Team Meeting by involving the representatives from several Ministries/Institutions, Regional Governments, Non-Government Organizations and academics.



The Situation during the Public Consultation concerning General Guideline on Rehabilitation and Reconstruction in Padang, West Sumatera on 10 June 2010

Technical Guideline on the Procedure for the Application and Management of Social Aid Funding the Form of Grants

Pursuant to the provisions in the Regulation of the Head of BNPB No. 17 of 2010 Article 9 (5), there needs to be further stipulation on the mechanism and procedure for requesting aid in the form of operational guideline decided by the Head of BNPB. In this respect, DR4 also assists BNPB in formulating the Technical Guideline on the Procedure of the Application and Management of Social Aid Fund in the form of Grant for the Rehabilitation and Reconstruction Activities in 2010. The process of formulating the guideline was done through phases of Expert Opinion Team (EOT) meetings by involving representatives of a number of Ministries/Institutions, Regional Governments, Non-Government Organizations and academics. Public consultations with the stakeholders in the regions also formed an important part of the process. This process was repeated in North Sumatra Province and the Special Region of Yogyakarta. After going through a final review by BNPB, the draft technical guideline was finalized and legalized by Regulation No. 16 of 2010 by the Head of the BNPB.



Opening of the Public Consultation concerning Technical Guideline on the Application and Management of Social Aid Fund in the Form of Grant, Medan, 24 August 2011.

Guideline on the Monitoring and Evaluation of Rehabilitation and Reconstruction

Regulation of the Head of BNPB No. 17 of 2010 article 12 (5) mandates further management of the monitoring and evaluation of the implementation of rehabilitation and reconstruction in the form operational guidelines decided by the Head of BNPB.

In order to fulfil the mandate of this article 12 (5), DR4 assisted the BNPB in formulating the guidelines on the Monitoring and Evaluation of Rehabilitation and Reconstruction. The process of formulating the guidelines included four meetings of the Expert Opinion Team, two public consultations held in Jakarta and the Special Region of Yogyakarta, two trial implementations held in the Special Region of Yogyakarta and the Province of West Sumatera, and a final review. This produced the final draft, which was legalized into the Regulation of the Head of BNPB No. 5 year 2012.

Guideline on Early Recovery

Since mid 2012, DR4 has been giving support to the National Agency for Disaster Management (BNPB) to initiate the drafting of guidelines on post disaster early recovery. For example, this will harmonise the institutional role played by the deputies in the National Agency for Disaster Management (BNPB). In particular the Deputy of Emergency Response and the Deputy of Rehabilitation and Reconstruction will receive clarification of their respective roles in regards to early recovery. Besides assisting the BNPB to review their early recovery guidelines through a literature study, DR4 also facilitated a series of meetings involving the main actors of post disaster recovery from the BNPB, related ministries, UN agencies, BPBD/relevant local government institutions, Non-Government Organizations, and academics to give inputs concerning early recovery. Until April 2013, the undergoing process was converging to the consensus on the importance of drafting the guideline on post disaster early recovery. The lessons learnt which was coordinated among the deputies in the BNPB and serial activities were funded by BNPB.