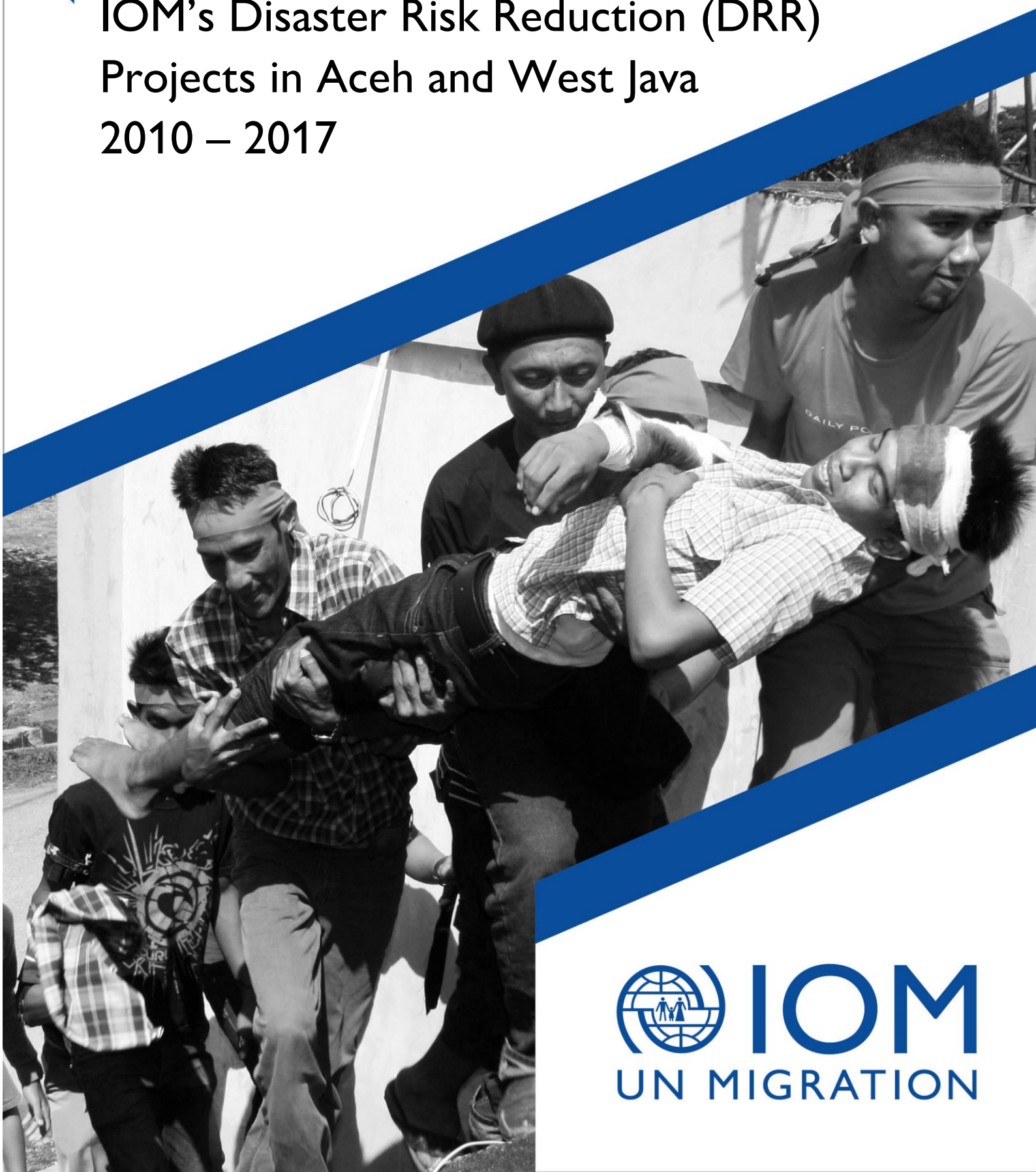


BEST PRACTICES AND LESSONS LEARNED

IOM's Disaster Risk Reduction (DRR)
Projects in Aceh and West Java
2010 – 2017



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PROGRAM BACKGROUNDS AND PROFILES

International Organization for Migration (IOM), which has now become part of the United Nations, understands the importance of disaster risk reduction (DRR) as an effort to reduce population displacement caused by natural disasters.

This effort was reflected in the IOM's DRR programs implemented in the provinces of Aceh and West Java during 2010 - 2017. The main objective of the program was to contribute to the Indonesian government's efforts to reduce vulnerability and improve community resilience to disasters. It is carried out through the development of appropriate coordination model at the local government level where more effective partnerships can be established between local governments, communities and the private sector in promoting the DRR agenda.

Both projects carried out similar outcomes to articulate the contribution, i.e.:

1. Strengthened capacity of disaster management (DM) agencies at provincial, district and sub-district level to reduce disaster risk, in line with national policies, priorities and systems;
2. Enhanced preparedness for effective and coordinated response of provincial and district level government offices;
3. Communities effectively participate in socially inclusive and comprehensive disaster risk reduction through greater awareness, collaboration and partnerships with other DRR stakeholders.

The West Java project, titled '**Strengthening Disaster Risk Reduction (DRR) Capacity and Promoting Community resilience in West Java**', was implemented during May 2012 – May 2014 with the funding support from **Australia Indonesia Facility for Disaster Risk Reduction (AIFDR)**. The target areas covered West Java province and seven districts which included in BNPB's 2011 list of areas prone to disasters. The seven districts are namely: Garut, Ciamis, Tasikmalaya, Cianjur, Bogor, Sukabumi, and Bandung. The provincial coverage was expansion model from Garut District in 2010 pilot project. In all target areas, IOM worked with BPBD officials and other relevant government counterpart, community member as well as civil society organization.

In its terminal report (IOM, 2014), the West Java project noted several key achievements in delivering the activities related to: i) training and institutional capacity building for BPBD, ii) development of risk map and Disaster Management (DM) Plan for districts, iii) assistance of Resilient Village (Desa Tangguh) in congruent with BNPB programme, and, iv) establishment of DRR Forum in districts and province.

The Aceh project, using similar project title '**Strengthening Disaster Risk Reduction (DRR) capacity and promoting community resilience in Aceh**', was replication of West Java's Garut model. However, its funding and timeline has longer span from August 2012 – August 2017 with support from **USAID/OFDA (US Office of Foreign Disaster Assistance)**. The project in Aceh, aside from provincial level, has covered five districts in first phase (Kota Banda Aceh, Bener Meriah, Aceh Tenggara, Aceh Singkil and Simeulue) and additional eight districts in second phase (Aceh Besar, Kota Sabang, Pidie, Aceh Utara, Aceh Timur, Aceh Tengah, Gayo Lues, Aceh Selatan), making total 13 districts of intervention areas.

During the phase-out timeline, Aceh project managed to involve at least 2,500 training participants in DM training and capacity building. The project team has also assisted the production of risk maps in which five districts in first batch had already in legalization process, five districts in second batch were in final review by BNPB, and other three in second batch had completed the review process by BNPB.

Other notable achievement is the formulation of multiple SOP, Contingency Plan and Disaster Management Plan Document for the thirteen districts as well as activities involving Community-Based Disaster Management Group (CBDMG) members in province, districts and villages.

This publication is aimed to share the best practices and lessons learned of IOM DRR interventions in West Java and Aceh. It is expected that the report can be valuable inputs for IOM and its counterpart in implementing DRR activities with regards to local values.

HOW TO READ THIS PUBLICATION?

This publication is not intended as a complete report on the IOM DRR program Best Practices and Learning workshop activities held during May 2018 in Aceh and West Java. Nonetheless, it presents general results extracted from the findings and points of discussion at the workshop.

The major subheadings of this publication explain most of the assistance and facilitation provided by IOM and how the general processes carried out. Then based on the discussion results in the workshop, it highlighted the important things that should be prioritized to obtain maximum results using similar approach.

At the end of each sub-chapter, there is a box that provides examples of best practices on what district that has at least continued IOM-driven initiatives and produced strategic decisions that support the implementation of IOM's disaster management practices.

This publication includes several process charts to support the explanation. In addition, there are several photo and infographic documentation displayed only as illustrations for IOM's activities.

FACILITATING THE FORMULATION OF DISTRICT DISASTER MANAGEMENT (DM) PLAN

Indonesian Law No 24/2007 about Disaster Management, specifically article 35 and 36, states that districts must have a disaster management planning document. Therefore, IOM facilitated several districts in the formulation of the Regional Disaster Management Plan document (RPBD).

FORMULATION PROCESS

In supporting the formulation of the DM Plan, IOM played its role as the facilitator and gave district government staff the freedom to determine the formulation method and its directives in DM policies. In the facilitation process, IOM referred to BNPB guidelines.

The formulation is carried out in a participatory manner by forming a "Drafting Team" which is a combination of relevant SKPD (district task forces) representatives in each district /city. The drafting team consists of seven to eleven members with a composition that considers balance, writing ability, understanding of disaster issues, and the relevance of the SKPD in disaster management activities.

Since the DM Plan is a cross-sectoral document that requires cooperation and information exchange between SKPDs, the formulation is carried out through a series of workshops facilitated by IOM and involving the SKPD representation at each meeting.

There are two types of workshops in the formulation process: 1) internal workshops by the drafting team focusing on writing and analysis process, and 2) general workshops involving the general audience to ensure that the important information included in the document is mutually agreed and factual with field conditions .

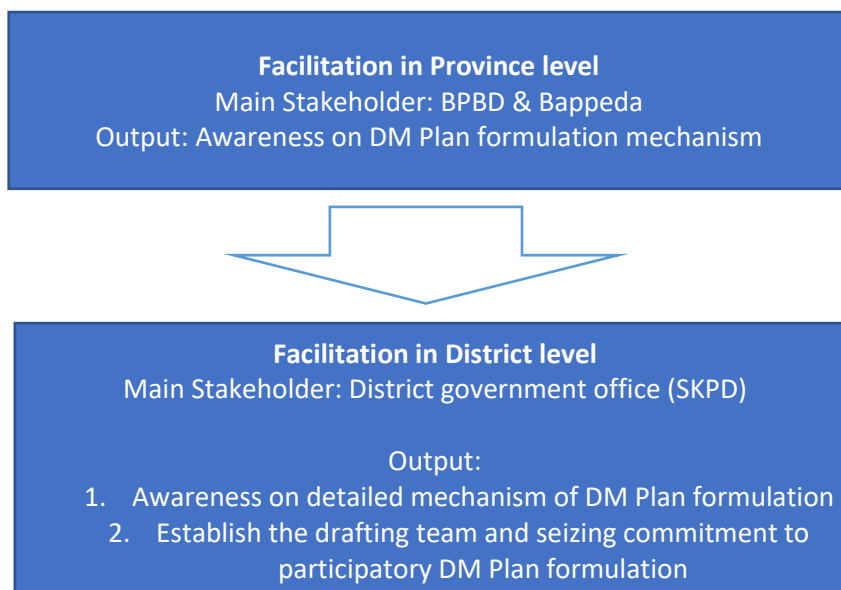


Chart 1. DM Plan facilitation process

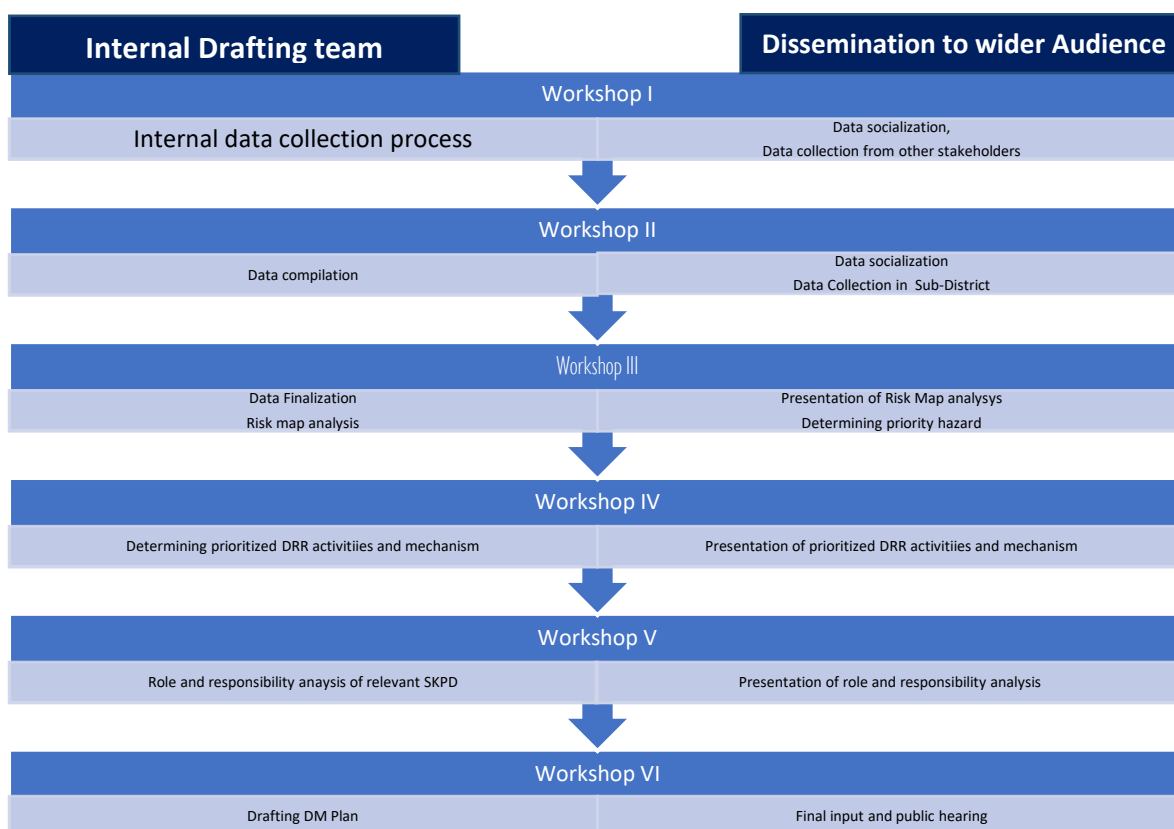


Chart 2. Steps of DM Plan workshops

IMPORTANT ADVICES

The DM Plan document is a routine document that needs to be prepared by the local government to mainstream DRR in every aspect of development planning. Building a sense of ownership and improving government staff capacity are requirements to ensure that the documents are continuously utilized and updated in accordance to the field dynamics.

Based on IOM's experience in facilitating the formulation, there are several key points that may increase the chances of success in the utilization of DM Plan document in the future:

- In compliance with BNPB standards by consulting to BNPB staff who have competence in their fields to ensure the accuracy of DM Plan documents in the formulation workshops.
- The establishment of drafting team as the sectoral representative needs to consider the following:
 - Balance of team membership who has comprehensive understanding of disaster issue and the ones who has good writing skills.
 - Obtain recognition from higher officials in form of a decree letter stating the reporting line and the secondment system.
 - Designated members are not the staff in a strategic position to avoid employee rotation

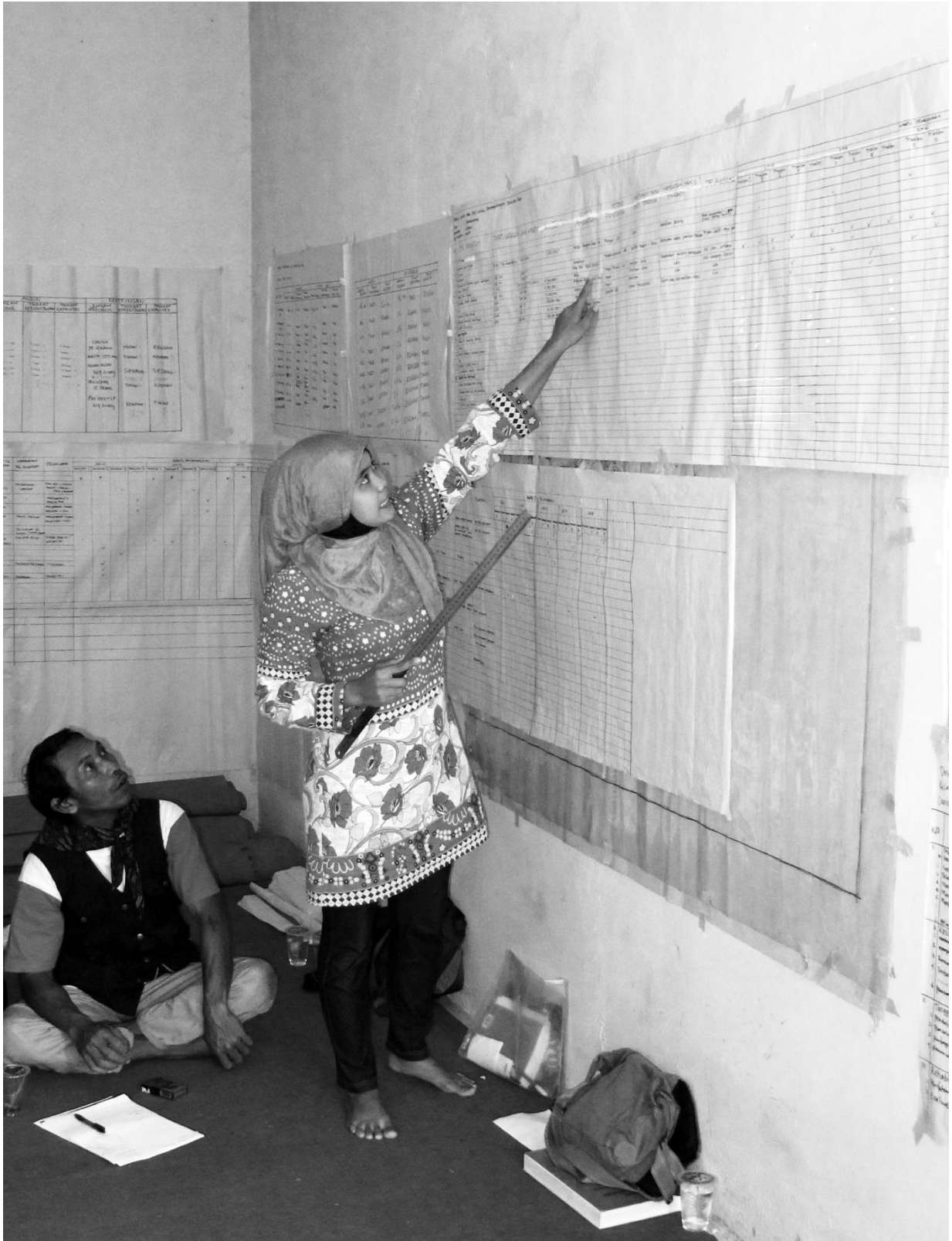
- Involve the legal section of Bappeda that have access to decision maker officials to support the legalization process from the beginning of the formulation or to involve those legal staff as part of the drafting team.
- It is better if the drafting timeline is done by adjusting to the schedule of district elections to support the mainstreaming process and making DRR activities become one of the prioritized regional programs.
- Menjamin bahwa RBPB bukan merupakan dokumen milik BPBD namun dokumen bersama yang perlu didukung dan dimanfaatkan secara bersama.



Picture 1. Documentation of DM Plan formulation meeting in Bogor District

BEST PRACTICES:

- **Aceh Tenggara:** The Head of District issued a Decree (SK) valid for two years, mentioning staff names to reduce the impact of staff transfers. The decree also stated incentives and benefits for the core team.
- **Bener Meriah:** SEKDA (Executive secretary) promised a better career for the core team after the DM plan is legalized, this action proves to be effective in increasing core team enthusiasm of the.
- **Bogor:** BPBD distributes legalized DM plan to all government institutions in the district. It also succeeded to incorporate DM plan into the Regional Medium-Term Plan (RPJMD), so that other institutions have necessities to mainstream DRR.



Picture 2. Community discussion led by women group representative.

FACILITATING THE ESTABLISHMENT OF DISASTER RISK REDUCTION FORUM (DRR) FORUM IN PROVINCE AND DISTRICTS LEVEL

To improve coordination, collaboration and to provide input related to DRR activities, IOM supports the establishment of DRR Forum both at the provincial and district/city levels. The forum consists of institutions, community, and private sector representatives who are expected to continuously coordinate with local governments in supporting the DRR mainstreaming process in the districts.

FACILITATING DRR FORUM

DIn the establishment of the DRR Forum, IOM played role as facilitator with the main responsibility remains under the coordination the BPBD. This action is aimed to increase the capacity of the local government and increase ownership of the later-formed forum. The DRR Forum establishment process is carried out through a series of workshops with stages shown in the diagram below;

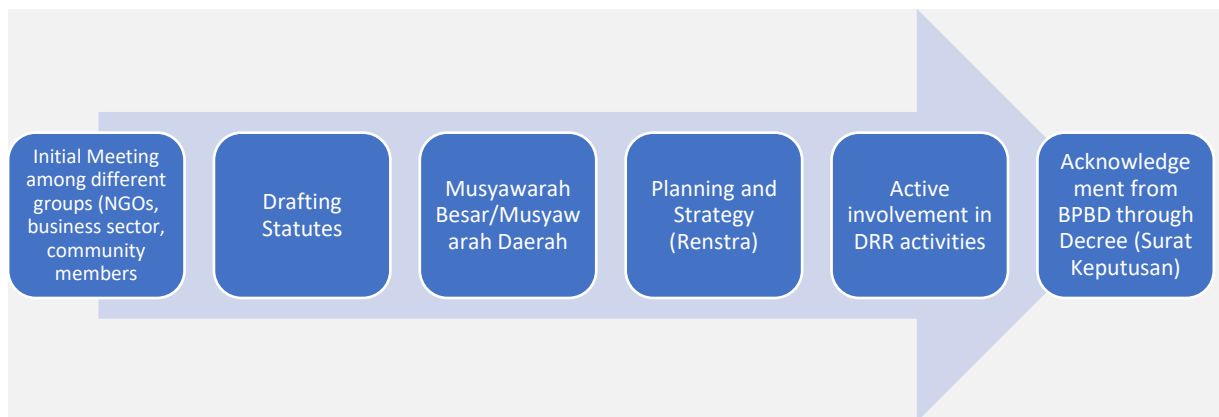


Chart 3. Facilitating DRR Forum

IMPORTANT ADVICES

DRR Forum is expected to function as the supporter of DRR activities not only as program implementer, but also expected to provide input and policy advice to the government or other institutions to produce a better and more comprehensive set of activities.

Based on the Best Practice and Lessons Learned Workshop done in 2018, there are several key points that have proven to ensure the sustainability and active contribution of the forum to DRR activities in the region;

- Official support and endorsement from district leaders regarding forum of the FPRB will greatly advantage the forum in establishing network and collaboration with various counterparts.
- Funding support from government agencies through a special scheme to support BPBD's programme in disseminating DRR activities .

- Promote diversity of forum members by involving representation of below elements:
 - Media (TV, radio, newspapers) to support information dissemination.
 - Members of Parliament, to support DRR mainstreaming in the legislative level.
 - Private sector, their support is very helpful for the FRPB in terms of fundraising and discussion regarding the direction of DRR policies that affect community economic activities.
 - Village community representatives, whose role is to extend networks and important information regarding DRR to the village level
- Establishing relationships with academics to provide capacity building both technically and non-technical through university programs, especially student community service programme.



Picture 3. Photo documentation of DRR forum inauguration in Banda Aceh

BEST PRACTICES:

- **Aceh Utara:** DRR forum is officially under the coordination of BPBD and receives annual public budget funding and secretariat facilities.
- **Sabang:** DRR forum has formal legality and routine operational budget because one of its active members is a parliament member (DPRD).
- **Bogor, Tasikmalaya, Ciamis:** BPBD and DRR forum have coordinated well.
- **Ciamis:** District DRR forum has initiated and coordinated village level DRR forums in 17 villages.
- **Bogor:** DRR forum successfully carried out many activities including the ones in coordination with students from Bogor Agricultural Institute and several schools.



Picture 4. Photo documentation of risk mapping in village

FACILITATING THE FORMULATION OF PARTICIPATORY RISK MAPPING

IOM provides technical support to BPBD as the District office responsible for risk map documents. Not only providing expert staff with GIS capacity, IOM also conducted a training to support technical capabilities for BPBD and related district government staff in the hope that map update process could be done regularly in the future.

RISK MAPPING PROCESS

A risk map is the base for the District DM Plan document. Based on the risk analysis, BPBD shall prepare tasks and action plan so that prioritized disasters and its necessary response actions are identified and carried out in districts.

The formulation of risk maps was also carried out in participatory manner through a separate workshop series apart from the DM plan workshop series. The workshops set out for the risk map formulation are illustrated in the diagram below;

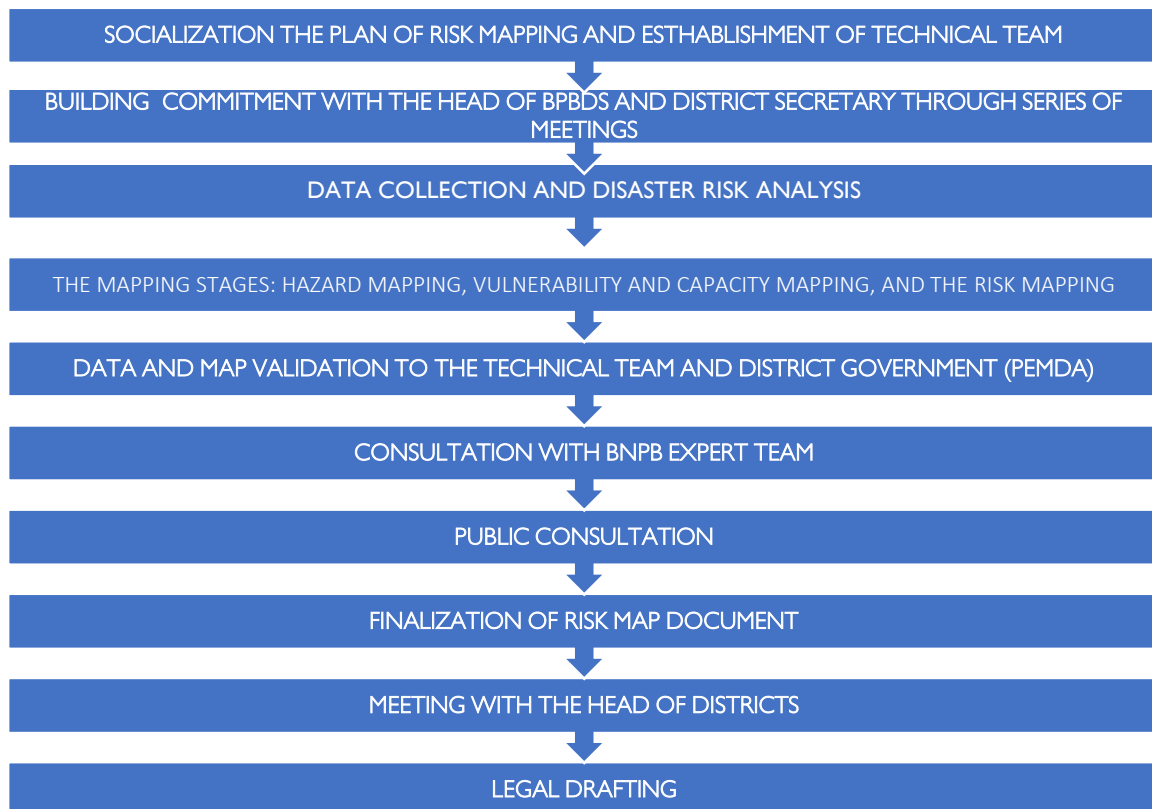


Chart 4. Risk Map formulation process

IMPORTANT ADVICES

Risk maps are the core work to establish actions, roles and responsibilities in pre-disaster document. Proper and accurate formulation process is the key point that the produced risk analysis is factual in accordance with field conditions. Not only technical support that needs to be maximized in the the risk map formulation, non-technical support also plays an important role in the drafting process. Some suggestions that can be taken to improve accuracy and access to the risk maps formulation are;

- Data inputs from the relevant district government through the participation of the drafting team
- Coordination with regional officials during the drafting process will provide many benefits both in the process of data collection and the process of legitimizing results.
- Consult with BNPB risk mapping experts who have the capacity to legitimize the formulation process.
- Utilize official hazard maps produced by authorized government agencies.
- Involve local governments in each consultation process with BNPB to build networks with national experts
- Train local staffs who specifically engaged in mapping to support update and review of risk map process

COMMUNITY-BASED DISASTER RISK REDUCTION (CBDRR)

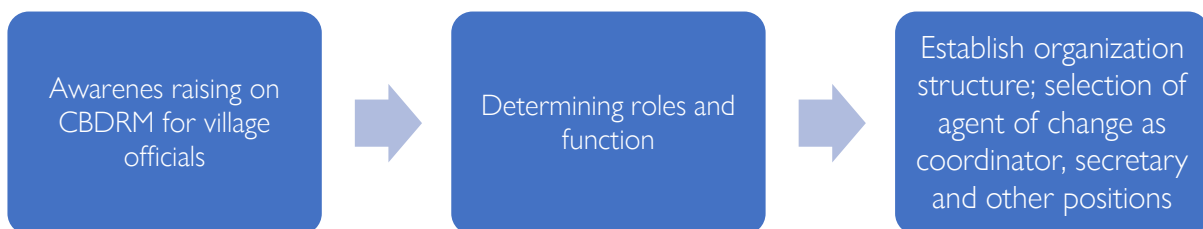
Community is an important entity in DRR. Community-based disaster risk reduction (PRBBK) is an approach by empowering communities to practice disaster management within their geographic area. Community is a group of people with similar conditions and interests living in an area. The approach to empower community is considered effective enough to increase the capacity to be more resilient in facing disasters and more effective in enhancing mutual belonging and humanity between the community members.

CBDRR ASSISTANCE PROCESS

Resilient village (*Desa Tangguh Bencana/Destana*), which is one of the BNPB flagship programs, is a tangible form where the CBDRM approach is utilized. In collaboration with BNPB, BPBA and BPBD, IOM has supported the establishment of more than 50 Destana in the Provinces of Aceh and West Java. In each IOM project district/city area, there are three selected villages to get support to be developed into Destana. The main purpose was to increase the community capacity in disaster response.

Through the CBDRM approach, the community members have succeeded in drafting disaster risk maps for village level, village contingency plans, and village action plans. Disaster simulation is also carried out based on the developed contingency plan to provide a deeper community's understanding to increase preparedness.

To carry out a series of DRR activities through CBDRM approach, IOM and BPBD in each district conducted a series of steps aimed at capturing potential individuals in each village who were expected to become agents of change to support the CBDRM approach. These individuals were then being involved in other DRR communities.



Bagan 5. Tahapan fasilitasi PRBBK

Those DRR community would be IOM and BPBD's partner to carry out series of activities to establish Destana within their respective working areas. One of the supports from the DRR community is preparing village action plans. In its process, the DRR community and IOM conducted a series of workshops involving all levels of community members and government officials in sub-district level.

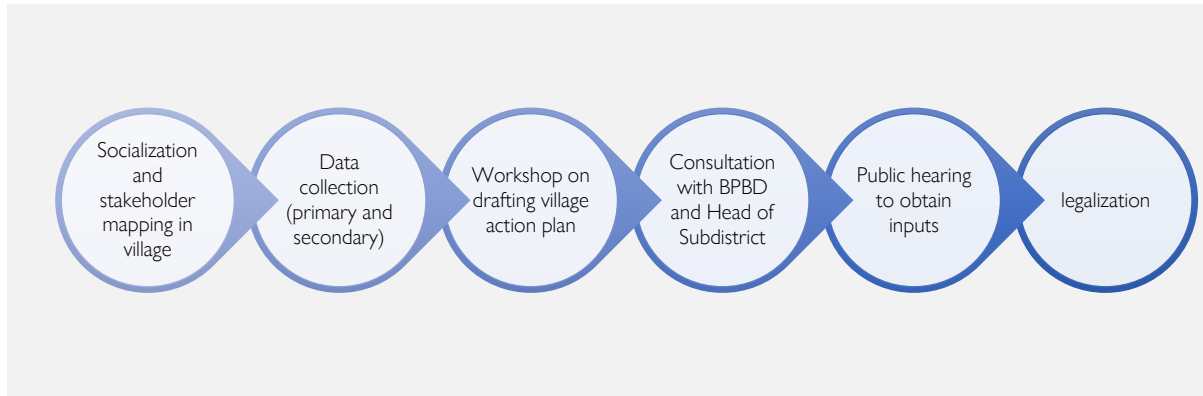


Chart 6. Formulation of village action plan

IMPORTANT ADVICES

Village action plan is a document that contains priority activities needed by village to improve its resilience. After the document completed, the DRR community then carried out an outreach and socialization to wider community member and advocated to relevant parties to support the implementation of priority development plans formulated in the document.

A resilient community is the ultimate objective of the disaster management practice. With a resilient and capable society, disaster risk could be minimized. In an effort to increase effectiveness in carrying out community-based disaster management efforts, several key points to consider are:

- Provide a clear understanding of the aims and objectives of the program, to avoid community's over expectation out of the program objectives.
- Ensure the involvement of village community organizations in providing data and ideas.
- A balance between formal and informal approaches needs to be taken into account specifically to provide time flexibility for village community member, especially related to their daily schedules.
- The selection process for agents of change is a key factor to increase success of the community-based approach.
- Well-nurtured and intensive coordination with the head of village to increase their awareness and responsibility.

BEST PRACTICES:

- **Aceh Province:** The head of village issues a Decree (SK) as a legality for village activists to carry out DRR activities with a community-based approach.
- **Banda Aceh:** Women group of women's groups at the village level has an important position in terms of numbers and participation in mapping (PKK, Posyandu, youth mosques, and study groups)
- **Bogor:** The head of village's decree for the CBDRM group can be used as a basis to develop proposals for funding support from the private sector.
- **Garut:** Village that received IOM support has become a pilot model of Desa Siaga due to IOM interventions and succeeded in increasing community awareness in continuing DRR activities.
- **Ciamis:** IOM facilitation had an impact on the activities of the BPBD which formed the Destan team consisting of 40 people from village, sub-district and TNI / POLRI representatives. The team has held 16 regular meetings in the past three months to increase the capacity to develop Village Action Plans without IOM intervention. This step has been replicated to 14 villages.



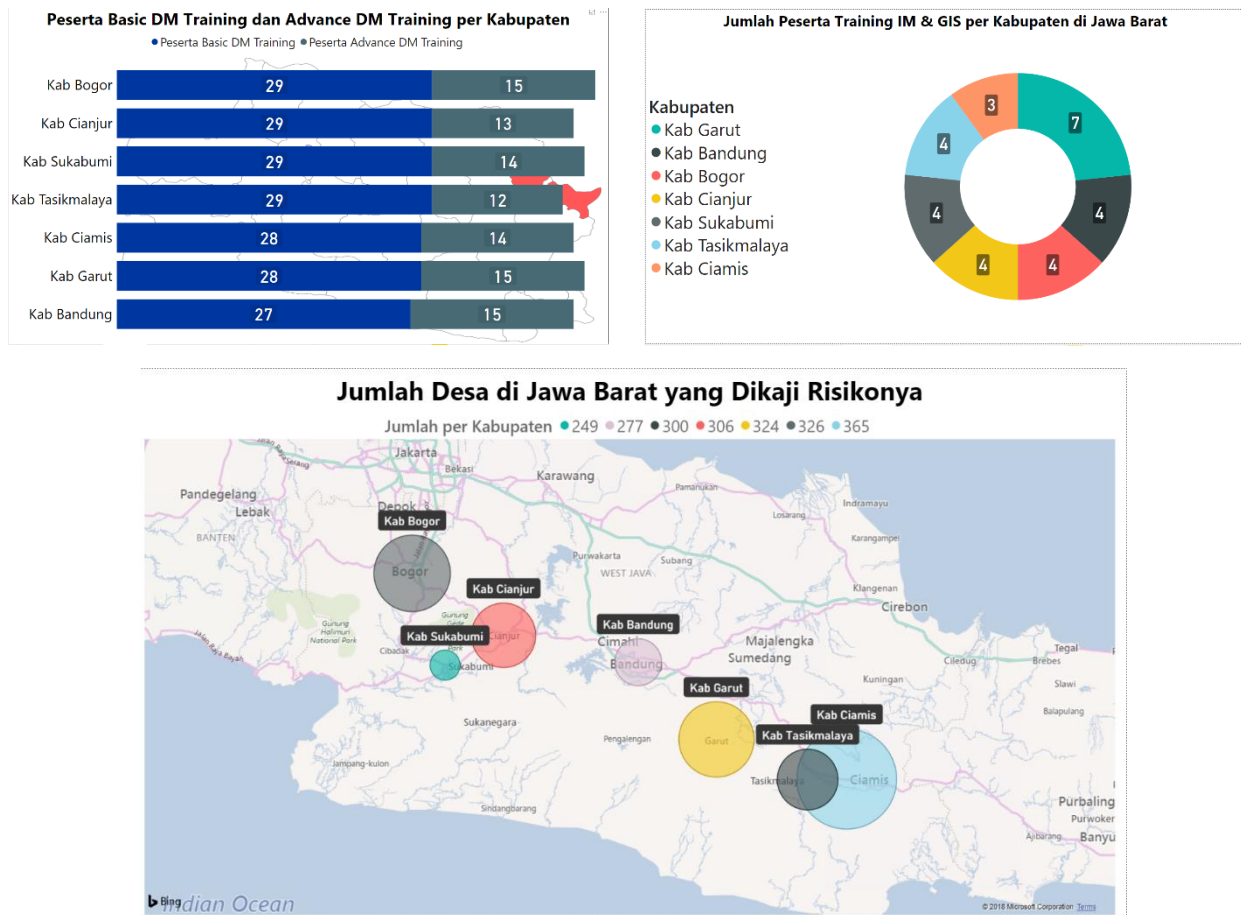
Picture 5. Photo documentation on DRR awareness raising for children

CHALLENGE IN PROGRAM IMPLEMENTATION

Although there are many achievements because of synergy between IOM, BPBD and the community through a series of activities in IOM program in Aceh and West Java, there are still main challenges for developing DRR activities in the future.

Some of the challenge are identified in the two provinces are;

- Limited capacity and access of DRR Forum to support DRR activities.
- Weak DRR mainstreaming in the legislative level which caused minimum budget availability for DRR activities.
- There is no available knowledge management system to anticipate the high rotation of government staffs.
- Weak monitoring and evaluation system so that programs focus more on the quantitative side and ignoring the quality side



Picture 6. Programme infographics for West Java



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