



# Lessons Learned : Indonesia's Partnership for Disaster Risk Reduction

The National Platform for Disaster Risk  
Reduction and the University Forum

*Many countries are increasingly vulnerable to violent conflicts or natural disasters that can erase decades of development and further entrench poverty and inequality. Through its global network, UNDP seeks out and shares innovative approaches to crisis prevention, early warning and conflict resolution. And UNDP is on the ground in almost every developing country -- so wherever the next crisis occurs, we will be there to help bridge the gap between emergency relief and long-term development*

# Introduction

The evolution of the National Platform for DRR in Indonesia will be of interest to those DM and DRR practitioners currently working to implement participatory and collaborative National Platforms for DRR or sub-national platforms for DRR. Policy-makers also can glean the strategic approach that was applied to garnering broad stakeholder partnerships for DRR through engineering partnership formats and inducing partners into leadership positions within the National Platform.

Partnerships in Disaster Management have been the cornerstone of the new Disaster Management Law in Indonesia, founded on the solid collegial bonds built out of the tragedy of disaster response. The partnerships for Disaster Risk Reduction were founded on the same collegial bonds but have since been engineered so as to evolve out of the legal reform process and head towards institutional and operational change.

These partnerships have been both personal networks and institutional networks. The personal networks built through collaboration in disaster responses built the level of trust necessary to encourage individuals to forge coalitions of their respective intuitions for Disaster Risk

Reduction. The most important product of these combined partnerships has been the evolution of the National Platform for DRR (PLANAS PRB), a multi-stakeholder body, to advocate Disaster Risk Reduction at different levels and provide coordination, analysis and advice on areas of priority requiring concerted action through coordinated and participatory processes.

Within the now established PLANAS PRB, another partnership is worthy of particular note: the Forum PT, a partnership of tertiary and research institutions. The strategic development and positioning of the Forum PT at the centre, and currently as the Chair, of the PLANAS PRB, was a calculated step in strengthening the PLANAS PRB's providence. The Forum PT provides the intellectual capacity and experience in disaster risk reduction across the full spectrum of scientific fields. The reputations, or intellectual capital, of the members can then be utilised to engage with government line ministries and bureaus: the ones responsible for the implementation of PRB within their respective mandates. The diverse range of technical expertise that can be provided by the Forum PT demonstrates that 'Disaster Risk Reduction IS everybody's business.'

# The University Forum (later to be named – Forum PT)

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In accord with the UNISDR to achieve the HFA, SCDRR works with the government to mainstream DRR into all levels of development planning: part of which involves engaging the tertiary and research institutions in technical capacity support roles as well as advocacy based on best practices and each institutions' areas of specialisation. The University Forum (FU) had been functioning as a loose network for research collaboration for many years, its transformation into the Higher Education Forum for Disaster Risk Reduction (Forum Perguruan Tinggi untuk PRB, abbreviated to Forum PT) was instigated by the BNPB with support from UNDP via the Safer Communities through Disaster Risk Reduction (SC-DRR) project.

## **EDUCATION AND RESEARCH**

### **INSTITUTIONS – Forum PT**

1. The Center for Disaster Mitigation, Bandung Institute of Technology
2. Faculty of Technical Geology, Gajah Mada University, Yogyakarta
3. The Center of Study for Geosciences & Disasters, Institute of Technology Sepuluh November, Surabaya
4. The Center of Study for Disaster and Refugees, STKS Bandung
5. The Center of Study for Earthquake Engineering, Dynamic Effect and Disaster, Indonesian Islamic University, Yogyakarta
6. The Tsunami and Disaster Management Research Center, Syah Kuala University, Banda Aceh
7. The Center of Marine Geomantic Center, Diponegoro University, Semarang
8. The Center of Study for Environmental Management, Diponegoro University, Semarang
9. The Center of Study for Disasters, Andalas University, Padang
10. The Center of Study for Disasters, Bogor Institute of Agriculture
11. Anthropology Study, Hasanudin University, Makasar
12. Institute for Research, Riau University, Pekanbaru
13. Institute for Research, Jambi University, Jambi
14. The Center of Study for PPSK, Soedirman University, Purwokerto
15. The Center of Study for Environmental Management, University Indonesia
16. Research Institution, Trisakti University, Jakarta
17. Faculty of Psychology, Atmajaya Catholic University
18. The Center of Crisis for Psychological Health, University Airlangga, Surabaya
19. Center of Study for Disaster Mitigation, UPN Yogyakarta
20. Institute for Research,

- Gorontalo University
21. LP3EM, Muhammadiyah University, Yogyakarta
  22. Institute for Community Service, Padjajaran University, Bandung
  23. Institute for Research, Tadulako University, Palu
  24. UPN Veteran University, Surabaya

Subsequent to an initial briefing conference in Bogor in March 2008, a workshop was sponsored to convene the initial attendees from 24 universities and research institutions on 27 June 2008 in Jakarta where the agenda was to include the design, agreement and declaration of the Forum PT. The establishment of the Forum PT was fundamental to the subsequent formalisation of the PLANAS PRB: without the intellectual capacity and the advocacy potential of the Forum PT drawn from the expertise of the tertiary institutions, the PLANAS PRB would not be nationally-led in terms of expertise and

would be reliant on international expertise. One pillar of the UNISDR Guidelines for establishment of the National Platforms is the strong national leadership within the forum. While potential leadership could be identified from the civil society (Indonesian Society for Disaster Management (MPBI) or the Indonesian Humanitarian Forum (FHI) ) or the government (National Development Planning Agency (BAPPENAS) or National Disaster Management Agency (BNPBB)), none of these potential national leaders had the broad scope of intellectual capital to lead the technical debate regarding research priorities for the implementation of HFA. Hence, Forum PT's development and subsequent leadership of the PLANAS PRB were engineered to fill this void. Forum PT is currently mapping its members' areas of expertise and experience to build a catalogue of its memberships' capacity: identify linkages and synergies; and, identify capacity gaps.

<sup>1</sup> Indonesian Humanitarian Forum (FHI) is the representative of the stakeholder grouping of civil society organisations within the National Platform for DRR

*Forum PT members have begun to catalogue indigenous knowledge pertinent to DRR across all areas of expertise – from agriculture and sociology to geo-meteorological- for the planned National Symposium in October 2009.*

# Safer Communities through Disaster Risk Reduction (SC-DRR)

In parallel to the overall collaborative Disaster Management reform effort, in 2005, the Government of Indonesia through Ministry of Home Affairs, the National Development Planning Agency (BAPPENAS) and BAKORNAS PB (the previous Disaster Response Coordination Bureau) together with UNDP Indonesia developed the project document for Safer Communities through Disaster Risk Reduction (SC-DRR): specifically targeting Disaster Risk Reduction as a development issue for the first time in Indonesia. SC-DRR's strategic approach includes legal and institutional strengthening as well as integrating DRR into local development planning, creating institutional partnerships, establishing crisis management systems, creating knowledge sharing systems and networks and integrating DRR into school curriculum. Integral to the DNA of the SC-DRR project is its focus on decentralised government and ensuring capacity at both national and sub-national level to effectively integrate DRR into development planning.

In 2007, the Government of Indonesia included Disaster Risk Reduction as one of nine national development priorities. At the same time, the DFID-funded SC-DRR garnered support from the regional offices of UNDP Bureau for Crisis Prevention and Recovery as well as the UNISDR Secretariat as part of the international commitment towards fulfilling the HFA declaration. The establishment of a National Platform for Disaster Risk Reduction (PLANAS PRB) is a significant milestone that was achieved with the direct support of the SC-DRR project. The project is also working with the newly established BNPB to implement DRR initiatives, such as the Forum PT PRB, and the National Action Plan DRR. SC-DRR is also supporting institutional reform measures to enhance BNPB's capacity to fulfil its broad DM mandate, as well as supporting the evolving sub-national Local Disaster Management Agencies and the development of Local Action Plans (LAPs) for DRR.

# The DM Situation

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The Indonesian government inaugurated the new Law on Disaster Management (DM) on April 28, 2007. The law (24/2007) was a result of efforts and lobbying of civil society organisations, parliamentarians, and UN agencies. An NGO, the Indonesian Society for Disaster Management (MPBI), played a crucial role in the drafting and lobbying efforts. MPBI began the lobbying and advocacy required to pass the DM law in March 2005. Between 2005 and 2007, MPBI organised over 1000 activities supporting and lobbying for the passing of the DM law, including activities such as bringing members of the Indonesian Parliament to disaster-affected areas and convening consultations with local Parliaments.





# The DRR Situation



The coalescence of all the DRR stakeholders was initially facilitated by UNTWG DRR and UN OCHA. The Convergence Group -a loose collection of international DRR actors- held a series of Super Convergence Workshops (in 2006, 2007, and 14 February 2008) where participants from 69 organisations were called upon by BNPB to form the PLANAS PRB as per the UNISDR recommendations. It was concluded that the official launch of the PLANAS PRB be scheduled to coincide approximately with the second anniversary of the inauguration of the DM Law 24/2007 – 26 April, 2009. In 2007, the National Government declared Disaster Risk Reduction a development

priority and this has resulted in substantial increases in budget allocations at national and sub-national level for DM and DRR and distinctions between DM and DRR are becoming evident in budget lines.

The stakeholders groupings to be represented in the in the PLANAS DRB included: international organisations, civil society (Indonesian Humanitarian Forum (FHI)), professional associations, tertiary and research institutions (Forum PT), government (via the National Disaster Management Agency (BNPB)), media, and the private sector.

<sup>2</sup> International actors, such as UN agencies, donors and other international organizations, can be designated partners or observers in the PLANAS PRB. National actors can be members or observers in the PLANAS PRB.

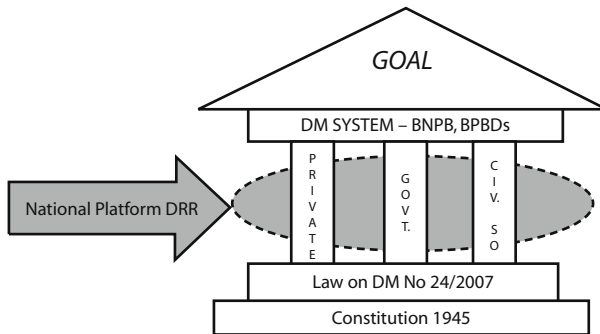
# How was the National Platform created?

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A variety of fora and partnerships had already been established, and these were the precursors to the PLANAS PRB. These fora included: UNTWG DRR, the Convergence Group, the Consortium for Disaster Education (CDE), Community Based Disaster Risk Management (CBDRM), Forum University (later to be formalised at the Forum PT), media, and the private sector. Several of these precursor groups were the product of the 'Super' Convergence workshops hosted by BAPPENAS and BNPB (or previously, BAKORNAS PB) and facilitated by the convening ability of UNOCHA, UNDP and the UNTWG DRR. The first of the 'Super' Convergence workshop in 2005 led to the mapping of WWW by HFA Priority: an exercise in coordination with trusted partners. The second 'Super' Convergence in 2006 laid the foundation for the National Platform for DRR when three WGs were formed: Community Based Disaster Risk Management (CBDRM), Capacity Building, and the Consortium for Disaster Education (CDE).

The formation of the National Platform for DRR (PLANAS PRB) was finally announced on 20 November, 2008 when a joint declaration was made heralding its imminent creation. A representative committee, later to be known as the Formative Team (Tim Formatur), was tasked with establishing a Board of Executives.

The Formative Team met again on 22 December, 2008, reinvigorated by the Asian Ministerial meeting in Kuala Lumpur 4-6 December, 2008 where the UNISDR explicitly noted that Indonesia was making excellent progress in implementing the National Platform for DRR according to the UNISDR framework. The Tim Formatur, co-chaired by an academic and a civil society representative, agreed to conduct FGDs to develop a Vision, Mission and long-term goals for the National Platform DRR, beginning in Jakarta on 15 January, 2009. On 15 January, 2009, the FGD determined the goal to be - ***To contribute to the building of Indonesia's resilience to disasters for the sake of sustainable development and the MDG's within the structure as denoted in the diagram.***



By the end of the FGD on 20 February, 2009, the following milestones had been agreed, or were achieved. Agreement that the nature, format and role of the National Platform (PLANAS PRB) would be a multi-stakeholder national mechanism serving as an advocate for DRR at all levels of government. The PLANAS PRB would provide coordination, analysis, and advice on the issues/areas of priority requiring concerted action. The PLANAS PRB would be nationally-owned and have strong leadership. On the basis of this common

understanding of the role of PLANAS PRB, the platform provides the knowledge, skills, financial and technical resources required for DRR, and DRR mainstreaming into development policies, planning and programmes. The Tim Formatur agreed on the basic organisational structure of the National Platform with the MPBI and FHI holding positions of deputies. In addition, the Tim Formatur decided on an official Indonesian name –PLANAS PRB– and, subsequently in February 2009, launched its own site at [www.planasprb.net](http://www.planasprb.net).

# PLANAS PRB MILESTONES IN 2009

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## **PLANAS PRB MILESTONES IN 2009**

### **1. Vision: – 15 January 2009**

- *A National Forum to strive for Fortitude and National Resilience in face of disaster*

### **2. Mission: - 15 January 2009**

- *Raise Awareness of DRR*
- *Increase knowledge and skills in DRR*
- *Encourage participation -i.e. by spurring active participation in order to build ownership of DRR*
- *Assess Capacity for DRR*
- *Build Networks for DRR*

### **3. Agreed on the Working Groups Structure for PLANAS PRB: - 23 January 2009**

- *Policy and Institutional Development*
- *Education, Scientific Development and Technology*
- *Information, Communications and Public Awareness*
- *Partnerships– Liaison and Development*
- *Resource Mobilisation*

### **4. Agreed on the role, format, and function of PLANAS PRB: – 20 February 2009**

### **5. Formed WGs to determine the operational requirements for the PLANAS PRB and its 5 sections: - 20 February 2009**

### **6. Discussion of different modus operandi / the legal status of PLANAS PRB: - 20 February 2009 (on-going)**

### **7. Website launched and starts to be populated with content: - April 2009**

- *www.planasprb.net*

### **8. Agreed on membership structure – members, partners, observers: - February 2009**

### **9. Agreed on supervisory structure, and appointed members to – Steering Committee, Supervisory Board, Executive Council: - February – April 2009**

### **10. Public Expose – Launching PLANAS PRB in Jakarta on 28 April, 2009**



The second FGD was held on 20 February 2009 to elicit input regarding the legal status of the PLANAS PRB – or whether it needed a legal status. Several models from other countries were showcased but consensus has yet to be reached. Indeed it may be sufficient for the PLANAS PRB to remain as a non- legal entity and act as a convening mechanism. Also at this FDG further WGs were established to: determine operational functions of the five organisational sections, their respective funding requirements and identify potential sources of funding.

# How is the PLANAS PRB positioned now?

The PLANAS PRB provides a forum for coordination of, and integration of, DRR into Indonesian development planning, and bridges civil society, academia, the international community and the government of Indonesia. The PLANAS PRB is the venue for policy deliberation on DRR and the source of expertise in DRR. When policy discord occurs, the PLANAS PRB should be the venue to synchronise policy. It is intended that the Provincial Platforms can both shape the PLANAS PRB and be informed by the PLANAS PRB. In addition to the stakeholder groupings within the PLANAS PRB there are thematic platforms at sub-national level focussing on particular regional hazards, for example, the Merapi Volcano Forum and the Bengawan Solo River Forum. These sub-national forums can draw from, and contribute to, the expertise of the national platform.

Decentralising DRR, through creating an enabling environment for local authorities to deal with disasters at regional level, is evident by the fact that the formation of BPBD at provincial level has been made mandatory, with a target date of the end of 2009. This will entail the establishment of Provincial Platforms for DRR - some of which have already been formed.

For example, the DRR Forum/Forum PRB in Yogyakarta was formed to complement the planning work of NGOs and government participants who were pushing ahead with the development of DRR plans and strategies at the local and provincial level in the aftermath of the earthquake. When the National Platform on DRR was launched in November 2008 the Yogyakarta Forum was spotlighted as an example of the kind of provincial/local structure which should be fostered in every area.

The BNPB has not formalised the PLANAS PRB. The national platform is not intended to be an official government organ but act as a representative / consultative body consisting of multiple stakeholders- one of which is the government: represented by BNPB. The Head of BNPB reports directly to the President. The BNPB is of the opinion that the PLANAS PRB should be a loose association.

# What challenges have been faced in the evolution of PLANAS PRB and Forum PT? What approaches have required adjustments?

The evolution of PLANAS PRB and the compilation of the National Action Plan (NAP) DRR 2006-2009 both occurred in a legal vacuum. The reform of the DM Law was being advocated, drafted and revised in parallel to the evolution of the National Platform DRR and the compilation of the NAP DRR 2006-2009, and the institutional responsibility for a PLANAS DRR and NAP DRR was unclear – BAKORNAS PB or BAPPENAS. The partnerships that had formed around DM and DRR were pivotal to driving the parallel development of the NAP DRR and PLANAS PRB. (See SCDRR Lesson Learned: Legal Reform of DM Law).

With the leadership of the PLANAS PRB being with the Forum PT for an initial period of two years, and currently only two scheduled annual meetings for the Forum PT, the potential for the Forum PT to develop its own institutional strength may be somewhat limited. Contributing to this limitation, the PLANAS PRB is to be supported by a Secretariat housed within the BNPB; however, the Secretariat as yet does not have sufficient dedicated personnel to provide the support to either the PLANAS PRB or the Forum PT. Further complicating the leadership of PLANAS PRB and Forum PT is the fact that the current Chair is based in Bandung, a city some 3-4 hours away from Jakarta. While

this geographic distance issue itself is not insurmountable, when coupled with the inadequate Secretariat and the tyranny of distance that is ever present across the Indonesian archipelago, the momentum to increase membership of the Forum PT and forge joint research initiatives is severely diminished. This potentially diminishes the overall effectiveness of the PLANAS PRB. Establishing and equipping a strong Secretariat to support PLANAS PRB, and providing incidental technical support for Forum PT should be given higher priority in 2009, and efforts are currently underway to rectify this situation with the support of the UNDP SC-DRR project.

While efforts were made to engage the media and private sector, the strategy was not appropriate to the targets. The approaches to the media were not strategically appropriate – the media targeted were the journalists themselves who are competitive rather than collaborative, and were not well versed in DRR. If anything, DRR is counter-productive to sensation-oriented journalists for whom the reality is - if there is no 'scoop' then there is no story. A better strategy may be to identify interested individual media and journalists for careful one-on-ones with key high profile interviewees, thereby building the capacity of a few

champions in the media well versed in DRR. Subsequent activities can then draw on these champions to report, analyse, comment and publish as informed partners in the DRR mainstreaming process. While a reputable daily newspaper is represented on the Supervisory Board, the daily is an English language daily and not likely to reach the majority of Indonesia's population, perhaps another indicator of an ill-targeted strategy.

Similarly, with the involvement of the private sector, much attention has been placed on engaging the Indonesia Business Links (IBL) – a not-for-profit that advocates ethical business practices and Corporate Social Responsibility. The membership of IBL is largely multi-national companies operating in Indonesia and IBL is not a representative of the businesses, but is instead, a network of businesses that advocate ethical business practices. The Indonesian Chamber of Commerce (KADIN) or the various Indonesian professional associations, or the bilateral and multilateral business associations



(BRITCHAM, AMCHAM, and Regional Chambers of Commerce) may be far more effective partners to access expertise, mobilise resources, and garner deep-rooted DRR awareness throughout the Indonesian private sector.

BNPB faces many challenges in implementing its broad mandate. One particular challenge is to bridge the links between the PLANAS PRB and the line ministries. Additionally enhancing harmonisation of DRR policy across line ministries needs to be a priority. The solution may be to more directly involve the line ministries in the PLANAS PRB structure hence building capacity for DRR within the line ministries.



# What lessons can be distilled from the experiences / evolution of the PLANAS PRB?

- 1. Established collaborative networks at the international and domestic level prior to the establishment of PLANAS PRB were fundamental to the PLANAS PRB.** Support from international communities and donors for advocacy, funding and policy frameworks, not only drove the evolution of the PLANAS PRB and the Forum PT, but also, the mainstreaming of DRR into sustainable development. The support is tangible in programmes such as SCDRR (supported by DFID and UNDP), the GFDRR (supported by the World Bank, AusAID, JICA, etc).
- 2. PLANAS PRB is being led by the Forum PT, illustrating that a non-government entity can lead multi-stakeholder policy discussions.** Key to the leadership of any organisation is the awareness of the strengths and weaknesses of PLANAS PRB members and partners. Forum PT's strength is its intellectual capital and the credibility that lends to any discussion.
- 3. Strategies to engage different stakeholders need to be appropriate to the target.** While a common interest often binds people, often a common interest divides people: the media and the private sector stakeholders are engaged in commercial practices where they strive to differentiate themselves, they are not accustomed to non-competitive pursuits. Perhaps, for outreach to the media, the approach should include partnering firstly with a media training school / facility and target specific media and journalists. In terms of engaging the Indonesian private sector on the topic of DRR – more effort is required to engage professional associations: engineers, doctors, teachers, the Importers and Exporters Association, etc.
- 4. Successful models for National Platforms sometimes are first evident at the sub-national level.** Thematic sub-national forums on thematic areas (Merapi Volcano and Bengawan Solo River) existed and functioned prior to the evolution of the PLANAS PRB: the partnerships were already well established at the sub-national level to develop Platforms for DRR that were worthy of replication.

**Additional Information:**

<http://www.sc-drr.org>

<http://www.mpbi.org>

<http://kawasan.bappenas.go.id>

<http://www.bnpb.go.id>

<http://www.planasprb.net>

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# Useful resources and tools

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- **Legislation for mainstreaming disaster risk reduction**, M. Pelling and A. Holloway, Tearfund, October 2006 (see also at <http://tilz.tearfund.org/Research/Disaster+Risk+Reduction+reports/>). The report is aimed primarily at national governments in disaster-prone countries, as well as bilateral and multi-lateral donor organisations. It should also be of interest to NGOs and agencies engaged in lobbying for legislative reform on disaster risk reduction.
- **IDRL Database** at [www.ifrc.org/what/disasters/idrl/publication.asp](http://www.ifrc.org/what/disasters/idrl/publication.asp). The IDRL legal database is a collection of international and national legal documents (such as treaties, resolutions, laws and regulations) relevant to international disaster response operations. Its aim is to improve the awareness of existing rules and standards by disaster response actors and governments as well as assist in the development of new regulation and policy, where needed.
- **Governance: Institutional and Policy Frameworks for Risk Reduction** prepared by UNDP/BCPR, the Prevention Consortium Secretariat, UN-Habitat, and UNV with the support of the UN/ISDR for the World Conference on Disaster Reduction, January, 2005, Kobe, Japan
- **National Reports on Current Status of DRR**, as submitted to UN/ISDR for the World Conference on Disaster Reduction, Kobe, 2005. [www.unisdr.org/wcdr/preparatory-process/national-reports.htm](http://www.unisdr.org/wcdr/preparatory-process/national-reports.htm)

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