



GOVERNMENT OF INDONESIA



UNITED NATIONS

**POST-TSUNAMI LESSONS LEARNED
AND
BEST PRACTICES WORKSHOP
REPORT AND WORKING GROUPS OUTPUT**

Jakarta, Indonesia

16-17 May 2005

REPORT

1. Introduction

Some 80 people, including government officials at national and provincial level, representatives of UN agencies, as well as national and international NGOs, convened in Jakarta on 16 and 17 May 2005 for a two-day lessons learned and best practices workshop on the national and international response to the tsunami disaster of 26 December 2004.

The opening address was delivered by Dr. Alwi Shihab, Coordinating Minister for People's Welfare and greetings were conveyed by Mr. Bo Asplund, UN Resident Coordinator. Ibu Nannie Hudawati, Deputy Secretary for Cooperation and People's Participation, provided an overview of the response to the tsunami crisis from the standpoint of the Indonesian Government.

In the introductory remarks prior to the beginning of the substantive discussions, it was recognized that the tsunami was an exceptional event. It was agreed that while lessons should be drawn from the response to it, recommendations would need to have a broader scope and be relevant for more frequent, smaller-scale disasters.

Participants then joined five working groups covering different thematic areas:

- Contingency Planning
- Institutional and Legislative Framework
- Response Mechanisms
- Stand-by Arrangements, and
- Early Warning/Awareness Raising

Experiences were shared and recommendations for improvement formulated. The results of the working group deliberations were discussed in plenary sessions, during which a number of main problem areas and of relevant recommendations emerged which are outlined in the present Summary.

2. Areas for Improvement

2.1. Risk Awareness: Despite some efforts undertaken in the past, and in the absence of early warning systems, most of the population living in high-risk areas were either partially or completely unaware of the danger posed by tsunamis and of the procedures to be adopted following early indicators such as receding sea levels on the coastline. It was noted that some population groups (eg. people living on Simeulue) retained ancient memories and sought refuge on higher ground, thereby greatly mitigating the effects of the disaster in terms of the number of people killed in those locations. At the same time, in a few areas (eg. Meulaboh), the army quickly reacted to early indicators and started evacuating people. These examples were considered as evidence that risk awareness can have dramatic impact.

2.2. National Legal Framework: The legal framework for disaster management in Indonesia emerged as somewhat weak, fragmentary and at times duplicative. Although complex command and control structures were put into place in response to this exceptional event, in practice there appeared to be no clear, unique attribution of roles and responsibilities among various components of the public administration. *Ad hoc* decrees and regulations were issued

to respond to the emergency, creating structures with uncertain power and resourcing which were sometimes duplicative of what already existed.

2.3. Local Legal Framework: This situation was reflected at the local level, as different response mechanisms were in place in different areas and insufficient communication among the areas was noted. As an example, the North Sumatra administration was able to function fully on response, while in Aceh Province, where tremendous losses were reported among the ranks of government officials, the situation remained somewhat confused for a longer time.

2.4. Relations between Government and Non-Government Actors: It also became evident that the existing legislation did not cater for the inclusion of national NGOs and other capacities available in the civil society as part of the institutional disaster response mechanisms. As no specific provisions existed concerning the modalities with which international assistance should be requested and received, the Government issued *ad hoc* administrative instructions in the midst of a major response operation. It was recognized, however, that such ad hoc measures (including the adoption of an ‘open skies’ policy, the waiving of visa requirements for foreign aid workers and exemption from customs duties for relief commodities) were particularly effective.

2.5. Concerning the early relief phase, it was noted with satisfaction that no significant secondary loss of life was experienced. The overall good spirit of cooperation between the Indonesian Government, UN agencies and other international responders was also highlighted. The Indonesian Red Cross was commended for its extraordinary work.

2.6. Exceptional Challenge: With the background of an uncertain legal and institutional framework and in consideration of the exceptional nature of the disaster, the existing contingency plans detailing administrative and operational procedures were inadequate. This delayed and weakened the early action of the local authorities, which themselves were severely affected by the tsunami. Baseline statistics were available, but they proved outdated and of little use.

2.7. UN Preparedness and Assessment: The United Nations did not have an adequate contingency plan either. In certain cases, it stepped into operations directly, bypassing the government and further weakening the latter’s planning and coordinating role. The initial response was also made less effective by the fact that in some cases assessments were not carried out early enough and their results were not shared broadly enough. Certain sectors – such as protection – and special vulnerable groups – such as pregnant mothers – were overlooked.

2.8. International Response: It was noted that the multiple options for information sharing among responders (both national and international) were not exploited. As a result, some coordination problems were reported, with many actors assigning priorities to their programs based on the ease/possibility of implementation rather than on a shared understanding of needs. The fact that many organizations flooded the disaster area in the very early days did not have budgets/delivery capacity was considered quite negatively, as it created false expectations and created further pressures and stress on the already traumatised population.

2.9. Staff Rotations: Frequent rotation of staff, both within the Indonesian administration and within the international agencies, also hampered coordination and – to some extent – the effectiveness of the relief operation.

2.10. Participatory Planning and Implementation: As in most similar disaster response operations, the victims were not involved in the planning and implementation of relief programmes, which resulted in aid being sometimes provided regardless of the actual needs

and people's dignity being further threatened. Furthermore, the affected population was not properly informed of the ongoing relief efforts.

2.11. Market distortions: The massive inflow of relief goods upset local market dynamics, artificially inflating – for example - the price of fuel and depressing the price of rice.

2.12. Logistics Support: A number of logistical difficulties were encountered by both national and international responders, particularly concerning transportation. Few landing strips and few flights to and from Aceh were initially available, heavy vehicles were in short supply and fuel was scarce. Warehousing was available but for rice only.

2.13. Telecommunications: Telecommunications were a particular challenge: backup systems were not in place and, although SMS capacity remained in the mobile telephone network this was restricted to the main urban areas only. It was not possible to rely on citizen's band radios (as elsewhere in Indonesia) due to restrictions placed on such radios in the context of Aceh's legal status. In North Sumatra amateur radio operators were commended for having played a pivotal role.

2.14. Relations between National and International Actors: As a general remark, the workshop agreed that the unprecedented levels of international assistance and the massive presence of expatriate relief workers highlighted the facts that :

- (a) national authorities have limited knowledge of the complexity, culture and working procedures typical of the world of international assistance, and
- (b) international agencies and individual aid workers have little knowledge and often little consideration for the specific context in which they operate.
- (c) lack of common approach and even of a shared understanding of terminology, definitions and standards emerged. At the same time, there was a sense that the presence of too many international organizations may actually have been detrimental to the relief effort.

2.15. Role of the Military: It was also agreed that the scale of the involvement of foreign militaries in the relief operation was unprecedented, to the point of setting a new paradigm for future humanitarian assistance. The role of the foreign militaries was generally considered as positive, although concerns were expressed over the level of coordination among the militaries themselves, between the militaries and the Indonesian government (at least initially) and, particularly, between the militaries and the humanitarian agencies. The distinction between militaries providing logistic support to aid agencies and militaries directly implementing relief operations (as described in the Oslo Guidelines) appeared blurred, with potentially adverse consequences.

3. Recommendations

3.1. Legislation: The main, overwhelming and cross-cutting recommendation was for the quick passing into Law of the draft Bill on National Disaster Management which is shortly to be discussed by the Parliament. Such law should:

- (a) deal with the creation of policies/provisions/regulations at sectoral level to enable special conditions applicable for emergency response,
- (b) formulate operating policies for the mobilization of military assets in disaster management and emergency response,
- (c) regulate the role of NGOs in the national setup for disaster response, and
- (d) specify provisions for the request and reception of international assistance.

3.2. From the institutional point of view, the law should bring about a reform of the entire national institutional arrangement for disaster management, provide for the allocation of resources for preparedness and emergency response at all levels of governance, and create a permanent liaison mechanism with the international humanitarian community. Decentralization of decision-making authority should feature prominently in the new set up.

3.3. Administratively, such law should promote the development of detailed contingency plans at local level. Such plans should include:

- (a) risk analysis and mapping,
- (b) comprehensive air, sea and road transportation arrangements (including stand-by agreements with the national air carrier and ship companies),
- (c) the pre-positioning of relief supplies and – notably - of fuel, and
- (d) backup emergency communications arrangements, notably assigning an institutional role to Amateur Radio communications.

3.4 Indonesian lawmakers should also consider legislation concerning the promotion of risk awareness and emergency preparedness at community level. This law should bring about a range of measures, such as:

- (a) the incorporation of risk awareness and basic preparedness skills into formal training curricula for schools,
- (b) the regular provision of non formal training for army, police, fire brigade officers and other civil servants,
- (c) public awareness campaign through the media, and
- (d) local initiatives to maintain collective memory (exhibitions, museums, theme parks and others).

Military Assistance

3.5. Militaries of countries offering international assistance should enhance their coordination, particularly through simulation exercises. Civilian counterparts (governments of affected states and international humanitarian agencies) should be associated with such exercises in order to improve civil-military coordination. Militaries should also acquire a better understanding, possibly through specific training, of the culture and modus operandi of the humanitarian actors. Finally, militaries were encouraged to be more sensitive to protection needs and to deploy more female staff, particularly to Muslim countries.

Role of Regional Operations

3.6. The role of regional organizations such as ASEAN in providing quick support to disaster affected countries in the region should be further explored. The possibility of establishing regional logistics hubs with pre-positioned stocks of relief supplies should also be considered.

Coordination Arrangements

3.7. The primary role of national authorities in coordinating and directing national and international assistance was emphasized. Existing inter-agency coordination arrangements should be further strengthened, particularly concerning the sharing of information in the early phases of disaster response. In this sense, a faster deployment of the Humanitarian Information Centre, ideally as part of the first UNDAC mission, was recommended. Mechanisms should be devised to ensure the participation of smaller NGOs with less international experience to the coordination process.

3.8. International agencies, particularly from the United Nations, should ensure a much quicker deployment of operational/delivery capacity. It was recommended that initial assessments should go in hand with early distributions of the most essential supplies. Measures should be adopted to limit the excessively frequent rotation of field staff, particularly after the initial two weeks period.

3.9. UN agencies and, in particular, international NGOs should ensure a much greater cultural sensitivity of the staff they send on mission.

Post-Tsunami Lessons Learned and Best Practices National Workshop

Government of Indonesia and United Nations

Working Group Outputs

17 May 2005

Working Groups:

Group A: Contingency Planning

Group B: Institutional and Legislative Framework

Group C: Response Mechanisms

Group D: Stand-by Arrangements

Group E: Early Warning Systems and Awareness Raising

Methodology Employed for Each Group:

1. **What Worked and What Needs Improvement**
 2. **General Recommendations**
 3. **Specific Recommendations**
-

What Worked and What Needs Improvement

No.	What Worked Well	What needs Improvement
1.	Operation succeeded in that there was no secondary loss of life.	Coordination within the government, between government, UN agencies and NGOs.
2.	Even though improvements are required, contingency plans were implemented and needs were identified quickly.	Early warning system and education/awareness of public about disasters.
3.	Assessment provided sufficient information to implement response.	Public information so that people are informed about services and entitlements.
4.	Good spirit of cooperation between Indonesian government, NGOs and UN agencies including the role of the TNI.	Access to up-to-date information, assessments, and centralized data from a variety of sources.
5.	Collaborative arrangement with foreign military forces generally satisfactory.	Contingency arrangements are required when there is a disruption of government structure.
6.	Establishment of command structure (Posko).	Blurred lines of roles and responsibilities.
7.	General distribution of free food in the initial weeks prevented starvation or serious malnutrition developments.	Arrangements for temporary shelter and all other basic services insufficient.
8.	Mobilization of heavy equipment to clear roads and debris.	Timely transition from relief to rehabilitation and reconstruction.
9.	Ad hoc arrangements nevertheless worked.	Harmonization of government's, NGOs', and UN agencies' contingency plans at many levels.
10.	Immediate understanding that Indonesia government was in charge.	Consultation with government on priority of need and weekly reports of food deliveries/other services to be provided to government.
11.		Registration of IDPs.
12.		Knowledge of government coordinating mechanism.
13.		Comprehensive plan for air, land and sea transportation in geographically vulnerable areas of the country.
14.		Back up repository for vital documents/records including land title.

Group A – Contingency Planning

15.		Adequate radio communications.
16.		Appropriate funding for disaster preparedness.

General Recommendations

GOVERNMENT	
	<ol style="list-style-type: none"> 1. Provide clear, timely and transparent policies. 2. Implement programs for national education, socialization, and information about natural disasters. 3. Build contingency plan based on disaster experiences and expertise of people involved in the response, including the affected communities. 4. Develop a rapid response team of persons experienced in disaster management. 5. Develop community response programs for natural disasters with involvement of PMI. 6. Improve capacity of the BMG to provide early warning. 7. Develop National Disaster Policy. 8. Develop National Disaster Preparedness Contingency Plan. 9. Develop guidelines for the involvement and selection of NGOs working in disaster relief. 10. Disaster response funding made accessible to disaster response bodies.
UN AGENCIES	
	<ol style="list-style-type: none"> 1. Monitor application of SPHERE guidelines. 2. Those UN agencies responding to disasters should rapidly deploy fully functioning rapid response teams and appropriate support/services to make them effective. 3. UN agencies must have rapidly deployable stocks of basic supplies to meet disaster situations promptly. 4. Minimize continuous turnover of staff. 5. Better consultation and coordination on all levels – between their own agencies, with international and local governments. 6. Appropriate temporary accommodation for IDPs must be set up promptly. 7. Share assessments and progress reports with the government and donors. 8. Develop a system of sharing information with private-sector donors.
NGOs COMMUNITIES (NATIONAL / INTERNATIONAL)	
	<ol style="list-style-type: none"> 1. Develop rapid response teams with adequate resources. 2. Familiarization with SPHERE Guidelines and Codes of Conduct/international treaties 3. Better coordination and understanding of their activities
DONOR COMMUNITY	
	<ol style="list-style-type: none"> 1. Process of funding should be transparent 2. Indonesian supplies/services/labour where available and competitive. 3. Requirements on utilization of funds should be flexible so that implementing agencies can respond promptly to needs.
FOREIGN MILITARY (both national and foreign)	
	<ol style="list-style-type: none"> 1. Better understanding of civil-military relations 2. For disasters of this magnitude only the military can provide the logistics required in the initial phase; however the interface between the military, relief workers and the affected population is problematic. Those military forces that intervene in relief operations must be trained in cultural

Group A – Contingency Planning

sensitivities and best disaster relief practices.

3. Be more sensitive to protection needs by deploying more female officers.

Specific Recommendations

Recommended action	Who to involve	How	When	Resources Required
<ul style="list-style-type: none"> Develop National Disaster Relief Policy 	<ul style="list-style-type: none"> President 	<ul style="list-style-type: none"> Government Departments currently involved in disasters to submit proposals 	<ul style="list-style-type: none"> Immediate 	<ul style="list-style-type: none"> Consultation between government departments, provincial governments and communities
<ul style="list-style-type: none"> National Disaster Preparedness Contingency Plan 	<ul style="list-style-type: none"> Vice-President All ministries and departments currently involved at the local, provincial and national levels Consultation with regional and international stakeholders 		<ul style="list-style-type: none"> Immediate 	<ul style="list-style-type: none"> Draw and build on expertise of those involved in disaster management, and those with knowledge of vulnerable parts of the country
<ul style="list-style-type: none"> Develop community response programs for natural disasters with involvement of PMI (Indonesian Red Cross) 	<ul style="list-style-type: none"> Civil society organizations including PMI Sub-District, District, and Provincial Governments; 		<ul style="list-style-type: none"> Immediate 	<ul style="list-style-type: none"> Selection of CSOs Agreement of PMI Government order to Provincial Governments

What Worked and What Needs Improvement

No.	Aspects that Worked Well	Aspects that Need Improvement
1.	Individual government agencies have job descriptions	Inter-agency and inter-sectoral job description and procedures were weak
2.	Armed forces successfully performed their duties	Job descriptions were not enforced
3.	Establishment of new Operation Centres (POSKO) and designation of government senior officials at different levels enabled emergency responses	Overlaps of roles and responsibilities among government agencies created duplication and gaps
4.	Sectoral internal coordination generally worked well	Mobilization of Military for purposes other than war has not been provided with implementing regulations
5.	There are institutional arrangements at various governance levels	Military experienced shortage of assets
6.	Effective exemption of duties and taxes on imported relief aid	There is no basic policy/law on disaster management and emergency response, just <i>ad hoc</i> presidential decrees and decisions
7.	Timely issuance of recommendations from government agencies facilitated importation of relief goods	There are no clear land-use regulations in relation to disaster hazards
8.	Declaration of "Open Sky" facilitated incoming assistance	Policy, structure and mechanisms of BAKORNAS did not function well
9.	International agencies' personnel were permitted to enter the country without visa requirement	No coherent control and command of response mechanisms
10.	Designation of international actors according to their certain 'mandate' or expertise facilitated better coordination	Unclear mechanisms supervision and accountability
11.	Declaration of level of emergency helped determine the scale of response	Roles and responsibilities, particularly, national NGOs not properly recognized
12.	Provincial level coordination took effect on 2 nd week	Some "normal" trade regulations were inappropriately applied in time of emergency
13.	The Media performed broader roles in information dissemination beyond simply reporting facts and opinion	Overlaps between government agencies, UN agencies and NGOs
14.	Association of Local Governments performed 'informal' coordination in relief mobilization throughout the country	Lack of clarity of visa status in relation to the transition from emergency to rehabilitation phase

Group B: Institutional and Legislative Framework

15.		Standards for humanitarian aid were not widely known nor enforced
16.		Access and entrance to the country was not established soon enough
17.		No operational criteria with regard to emergency response
18.		Lack of clarity of local – central division of responsibilities
19.		Proliferation of “humanitarian pornography”
20.		The Associations’ initiatives are not institutionalised into SOPs

General Recommendations

GOVERNMENT
<ol style="list-style-type: none"> 1. Legislations and policies <ol style="list-style-type: none"> a. Hastening of the passing of National Disaster Management Law b. Creation of policies/provisions/regulations at sectoral levels to enable special conditions applicable for emergency response c. Formulation of operating policies for the mobilization of military assets in disaster management and emergency response d. Role of NGOs included in the legislation 2. Governance <ol style="list-style-type: none"> a. Reform of disaster management institutional arrangements b. Allocation and earmarking of resources for preparedness & emergency response at all level of governance 3. Technical <ol style="list-style-type: none"> a. Formation of permanent liaison (information sharing, re structures and roles, etc.) with the international humanitarian community
UN AGENCIES
<ol style="list-style-type: none"> 1. Ensuring each UN agency has linkages with government counterparts 2. Together with government, drawing up a joint strategic plan leading to contingency planning and other operational plans 3. Ensure emergency response procedures are more responsive and focused. 4. Support and mobilize the capacity of BAKORNAS to strengthen their coordination role in emergency response and emergency management systems.
NGOs COMMUNITIES (NATIONAL / INTERNATIONAL)
<ol style="list-style-type: none"> 1. Emphasize importance of engaging with the appropriate government levels 2. Strive to understand and demonstrate compliance with national laws and regulations 3. Actively seek to take part in coordination at local level 4. Take seriously the importance of 'reporting' to and consulting with local authorities
DONOR COMMUNITY
<ol style="list-style-type: none"> 1. Respect local capacities 2. Compliance with the appropriate standards for humanitarian aids
FOREIGN MILITARY
<ol style="list-style-type: none"> 1. Limitation of foreign military roles only during the emergency phase 2. Adopt humanitarian cooperation as part of inter-forces collaboration framework 3. Conduct regular joint exercises on joint humanitarian operation

Group B: Institutional and Legislative Framework

Specific Recommendations

No	Proposal	Who to involve	When	How	Required Resources
1	<ul style="list-style-type: none"> Public Consultation on National Disaster Management Law 	<ul style="list-style-type: none"> Lead: MPBI, BAKORNAS, OCHA Involve: Government, House of Reps, public, MPBI, Media, int'l community, universities, etc. 	May – August 05	<ul style="list-style-type: none"> 5 workshops, i.e. National, East, Central, West Region Sponsored talk shows Publications Media campaigns 	<ul style="list-style-type: none"> Joint – funding MPBI to provide venues, processes and technical expertise
2.	<ul style="list-style-type: none"> Ascertaining the roles of military in humanitarian and emergency response in the national Disaster Management Law 	<ul style="list-style-type: none"> Lead: MPBI, Involved: Min of Defense, Menko polhukam, TNI HQs, OCHA 	Mid-June 05	<ul style="list-style-type: none"> Conduct of National workshop on “The Mobilisation of Military Assets in Disaster Management and Humanitarian and Emergency Response” 	<ul style="list-style-type: none"> Joint – funding MPBI to provide venues, processes and technical expertise TNI and OCHA provides speakers
3	<ul style="list-style-type: none"> Strengthen the local government institutional arrangements in disaster management and develop SOPs 	<ul style="list-style-type: none"> Association of Local Governments and Min of Internal Affairs Involve: UNDP, OCHA, BAKORNAS, MPBI, POLHUKAM, POLICE HQ 	July – Dec 05	<ul style="list-style-type: none"> Workshop Write-shop Publication 	<ul style="list-style-type: none"> Joint – funding ALG and Min Internal Affairs to provide venues, processes and technical expertise Other agencies to provide expertise

Group C: Response Mechanisms

What Worked and What Needs Improvement

No.	What Worked	What needs Improvement
1.	Medical and general evacuation procedures in place, TNI moved people in Meulaboh. Well functioning body removal procedures from rubble, TNI, PMI, Volunteers,	Improve awareness and understanding of the various SOPs. More specialized equipment needed, such as transportation and essential (medical) equipment. Identification of locations to bury.
2.	SAR needs identified early, response mechanism set in place	Logistics, prioritization, improved coordination: operation rooms. UNDAC no specific role in SAR coordination.
3.	Operations and Command Centre was put in place at Pendopo on 27 Dec. Same in Jakarta (National Operation Centre) and Medan. Activation of sectoral Posko. 29 December UN OSOCC put in place, Sectoral Working Groups established.	Rapid response needed, emergency preparedness and SOPs in place, have tool-kits (maps, sat-phones, emergency budget), capacity of key staff identified. Lack of English speaking personnel, interpreters essential in response. Emergency drills. Identification of location Command Centre
4.	First rapid assessments UN/NGO/Gol in December. In following weeks more inter-agency assessments in cooperation with Gol.	Improvement of methodology (incl. using common format) in conducting sectoral assessments, lack of understanding the importance of framework.
5.	Procedures for activating emergency systems facilities were functioning, establishment of Field Hospitals. Distribution systems in place. Communication system/facilities rapidly restored (incl. GSM network). Satellite facilities. Free usage of telephone lines first month. Telecom NGOs assisted with internet cafes.	Need for diversification of health organisations, need for more tools, transportation, field hospitals, clarification of donations (expiry dates, language, handling of equipment). Improve distribution system: tracking of goods and owners. Breakdown in supply line (capacity, availability, access, knowledge). Internet facilities should be improved.
6.	Pendopo functioned as reception centre initially, community centres set up throughout, OSOCC, public buildings, host families taking in homeless	Encouragement of replicating system of community centres.
7.	Emergency procedures activated by Gol relatively soon at ports. Air force had procedures and used as temporary solution, supported by Singaporean forces. Governor North Sumatra special authority.	More decision-making powers to local authorities, decentralization of authority.

General Recommendations

1. Government - Military and Police	<p>Have an organi-gram of the emergency response structure, including responsibilities and SOPs. Disaster management systems, decentralization of authorities, establishment of regional hubs. Setting up SOP with regional partners. Review National mechanisms and ensure that all components of disaster management are included, understood and applied at all levels.</p> <p>Define roles and responsibilities of each national actor involved, including mil and police, emergency civil services.</p>
2. UN	<p>Accelerate provision of assistance. Strengthen joint logistical services. UN should second senior personnel early to Government emergency offices. HIC, UNJLC, UNHAS and other common services need earlier deployment. Improve clarification of roles/mandates of UN agencies. Less turnover of core staff, improved understanding/briefing of the local situation.</p>
3. Non Government Organizations (national and international)	<p><u>National NGOs</u>: developing their own capacity and empowering themselves will create more involvement. Assist national NGO forum in ie. establishing emergency response mechanism.</p> <p><u>International NGOs</u>: longer presence required after emergency phase with personnel, equipment, goods. Sharing more information, assets more regularly. Credentials of NGOs to be shared with Gol with greater clarity on intensions.</p>
4. Donors	<ol style="list-style-type: none"> 1. Overall accountability, implementation of commitment and follow up on pledges. 2. Respect national sovereignty in implementing programs.Flexibility of funding allocation, support other sectors of disaster risk management.
5. Foreign Military	<ol style="list-style-type: none"> 1. Agree on involvement of their assets and keep records of which has particular strengths in humanitarian response. 2. Stick to their strengths and cooperate with other humanitarian actors.

Group C: Response Mechanisms

Specific Recommendations for Improvement

Actions	Who to involve	How	When	Required Resources
<ul style="list-style-type: none"> Hire local staff with full endorsement of local authorities, to avoid depleting local structures and yet ensuring capacity building 	<ul style="list-style-type: none"> Local authorities UN NGOs 	<ul style="list-style-type: none"> Letter of approval 	<ul style="list-style-type: none"> Now 	<ul style="list-style-type: none"> Budget
<ul style="list-style-type: none"> Organigram Emergency Response 	<ul style="list-style-type: none"> Disaster Management Agency, UNDP/ OCHA, NGOs 	<ul style="list-style-type: none"> Steering Committee 	<ul style="list-style-type: none"> Now 	<ul style="list-style-type: none"> None
<ul style="list-style-type: none"> Set up system that allows access to common needs/services/ resources/ information, assets. 	<ul style="list-style-type: none"> All actors with common needs and interests 	<ul style="list-style-type: none"> Through Local Government 	<ul style="list-style-type: none"> Pre-disaster 	<ul style="list-style-type: none"> Budget, office, regulation/ guidelines.

What Worked and What Needs Improvement

No.	Aspects that worked well	Aspects that need improvement:
1.	Rapid deployment of Government staff to the disaster area and establishment of lines of authority (PoskoNAS, PoskoNAD, PoskoMEDAN, Satkorlak, Satlak) (through 'institutional' standby arrangements).	National standby arrangements, while in place, need to be strengthened to meet large-scale disasters with development of <i>regional</i> coordination/standby hubs.
2.	TNI and Foreign Military support to the relief operation (with some limitations relating to understanding of how humanitarian operations work).	Lack of clarity on how to access central emergency/ contingency funds (GoI)
3.	<u>National Response:</u> <ul style="list-style-type: none"> • Deployment of Government Emergency Teams (e.g. SAR teams, Health Dept etc). • PMI mechanisms and networks • Strong spirit of volunteerism across the nation. 	Coordination between humanitarian and military actors.
4.	<u>International response:</u> <ul style="list-style-type: none"> • Deployment of the UN's standby arrangements (HIC, IHP support camps (Norway and Sweden), UNDAC (Europe and region), UNHAS, UNJLC etc). • Donors used standby funds quickly and effectively. • INGOs deployed emergency teams. 	Standby arrangements enabling Governemnt to divert national capacity in emergencies needed (eg. air transport, ships, Pertamina etc).
5.		Composition of national emergency response teams to include particular skills sets (Eg trauma counsellors etc).
6.		Better coordination needed between national and international standby arrangements (info flows and activities).
7.		UN standby arrangements came from far away (northern Europe) – more local solutions needed.
8.		Lack of forensic team standby arrangements.

Group D: Stand-by Arrangements

General Recommendations

GOVERNMENT	
	<ol style="list-style-type: none"> 1. Development of <u>clear standard operational procedures</u> on emergency response, including how and where international, non-governmental and for profit organisations fit in. This requires a better understanding on the part of the Government of how the “international system” works and vice versa. 2. Government SOPs to include reference to how national standby arrangements are deployed. 3. Improvement of cross-ministerial coordination during emergencies. 4. Better integration of Government and non-governmental efforts to improve disaster management capacity (e.g. the new law). More effective delegation of decision-making within the Government’s emergency response machinery. i.e. who decides what where?
UN AGENCIES	
	<ol style="list-style-type: none"> 5. Over-arching Issue: Establish stronger coordination for the UN system. GA 46/182* does not do the job adequately. 6. Rotation of UN staff too frequent – need people to stay for longer periods. 7. Agree on one common focal point within the UN system to coordinate common standby arrangements. 8. Improve mechanisms (inter-agency standing committee etc) for deployment of common services (e.g. Humanitarian Information Centre, UN Humanitarian Air Service, Camps etc). 9. Sort out common service communications provision (eg. deploy V-SAT capacity with the UN Disaster Assessment and Coordination Team). 10. Develop new standby arrangements for emergency response staffing (i.e. “phase II”...after UNDAC for 3 months minimum). 11. CMCoord – Senior level officials need to better understand CMCoord. 12. Fully participate in coordination structures and support common (coordination) services (e.g. JLC etc). 13. Stronger information component in the first phase (i.e. before the HIC is up and running). UN needs to have a faster ‘on the ground’ response capacity.
NGOs COMMUNITIES (NATIONAL / INTERNATIONAL)	
	<ol style="list-style-type: none"> 14. Improve internal coordination mechanisms (information sharing and joint planning activities). 15. Develop mechanisms for sensitisation to <u>local</u> culture. 16. Address issue of high turnover of staff.
DONOR COMMUNITY	
	<ol style="list-style-type: none"> 17. Encourage agencies and NGOs to improve tie-in to coordination mechanisms. 18. Use leverage at high level (Eg. ODSG/Exec Boards) to improve coordination. 19. Examine how better to invest in standby arrangements regionally. 20. Improve focus on disaster preparedness issues/funding.
FOREIGN MILITARY	
	<ol style="list-style-type: none"> 1. Improve CM Coord through joint simulation exercise training, job swaps etc. 2. Pay heed to the Oslo Guidelines (1992) for Civil Military Coordination. Clear distinction needs to be drawn between logistics support and assuming humanitarian operations. Delegate authority to the field (too much Utapao, not enough Banda Aceh)

* General Assembly Resolution 46/182 of 19 December 1991 recommends strengthening the coordination of humanitarian emergency assistance of the United Nations.

Group D: Stand-by Arrangements

Specific Actions for Improvement

Recommended Actions	Who to Involve	How	When	Required Resources
1. Development, at the national level, of <u>clear standard operational procedures</u> on emergency response, including how and where international, non-governmental and for-profit organisations fit in. This requires a better understanding on the part of the Government of how the “international system” works and vice versa.	<ul style="list-style-type: none"> • Bakornas (as coordinating body, with involvement of all operational departments), • Donors • UN agencies, • NGOs, • Red Cross. 	<ul style="list-style-type: none"> • ADPC/ADRC to facilitate development of plan and bi-annual review. 	Before end-2005.	<ul style="list-style-type: none"> • Money • Institutional memory • Institutional commitment • Technical capacity
2. Rotation of staff in general too frequent – need people to stay for longer periods.	<ul style="list-style-type: none"> • Government, • UN, • NGOs, • donors, • IFIs. 	<ul style="list-style-type: none"> • Government: Write into SOPs. • Government: Clarify regime for NGO presence. • UN Agencies: Improve roster management. • NGOs: Improve capacity for longer-term missions. 	<ul style="list-style-type: none"> • Before end 2005 • Before end 2005 • Years but we should start now. 	<ul style="list-style-type: none"> • Political will to change the UN Human Resource systems. • Databases (regularly updated and well managed).
3. Improve internal coordination mechanisms (information sharing, assessment and joint planning activities).	<ul style="list-style-type: none"> • Government, • UN, • NGOs, • Donors, • Intl Orgs 	<ul style="list-style-type: none"> • Write into Government SOPs (Gov’t is in charge of natural disaster response GA 46/182). • Adherence to MoUs (which should include reference to disaster response and coordination). • Improve pre-existing discussion fora (i.e. outside emergencies). 	To be determined	<ul style="list-style-type: none"> • Political will of all actors to participate in coordination • Strong Government lead

Group D: Stand-by Arrangements

4. Examine how better to invest in standby arrangements regionally.	Ran out of time but has some really good ideas.			
5. Improve CM Coord through joint simulation exercise training, job swaps etc.			2 nd half of 2005	

What Worked and What Needs Improvement

No.	What Worked	What needs Improvement
1.	<p><u>EWS</u> a. Collective memory of response to natural disasters specifically in Simeulue.</p>	<p><u>Information dissemination</u> 1.1 Short-term: a. Campaign (through media), at local, regional, and national levels, specifically targeting the youth groups. b. Non-formal education (training for various professions)</p> <p>1.2 Long-term: a. Incorporating preparedness in formal education curriculum. b. Develop memorials to maintain collective memory (eg. Museums, parks, statues, etc.)</p>
2.	<p>b. Green Belt (1907 tsunami)</p>	<p>Implementation of recommendations made by EWS-related workshop, eg. BMG, BPPT workshops.</p>
3.	<p><u>Awareness Raising</u> a. BMG workshop 2003 on EWS in Indian Ocean, as it anticipated the possible disaster occurrence.</p>	<p>ToT programmes need to continue. The scope of trainers needs to be more widespread.</p>
4.	<p>b. Pre-tsunami ToT for public education, especially for disaster response.</p>	<p>Operational application of Gol policies to natural disasters.</p>
5.		<p>Develop extensive green belt</p>

General Recommendations

	GOVERNMENT
	Develop policies and laws.
	UN AGENCIES
	-Technical Assistance -Funding for developing EWS systems, and awareness.
	NGOs COMMUNITIES (NATIONAL / INTERNATIONAL)
	-EWS NGOs inform of natural disasters BEFORE they occur.
	DONOR COMMUNITY
	-Funding for EWS

Specific Actions for Improvement

Recommended Actions	Who to Involve	How	When	Required Resources
1. National Gol adopt policies that stress the importance of awareness and early warning for disasters, including definition of the role and function of each Gol institution.	<ul style="list-style-type: none"> • President • Vice-President • Parliament • Ministry of Official Empowerment • Coordinating Min. of Political Law & Security • UN • NGO/INGOs 	<ul style="list-style-type: none"> • Parliament to address recommendations from previous national workshops on EWS and preparedness. • UN, NGOs, and INGOs to encourage, support, and push the Gol to develop policies. • Develop organi-grams. • ToR of institutions. 	Sept. 2005	<ul style="list-style-type: none"> • Appropriate systems to speed up policy implementation processes.
2. Gol immediately implement adopted policies relating to early warning and awareness.	Ministries (Edu, Com.Info, Kesra, Social, Health, LIPI, BMG, RISTEK)	<ul style="list-style-type: none"> • Publicize the policies through media, develop education curriculum, and community groups. • Inter-government coordination on related programmes. 	Oct. 2005	<ul style="list-style-type: none"> - Funds - Expertise
3. Empower all institutions related to the EWS, and awareness.	Bakornas, BMG, SAR, TNI, Police, NGOs, community, Community Leaders, Gov. Officials, UN, Donor Community	<ul style="list-style-type: none"> • Training, and ToT • Workshops • Networking • Research • Proposals for funding • Sharing data, resources, and experts 	Dec. 2005	<ul style="list-style-type: none"> • Funds • MoU • Instruments • Expertise • Curriculum
4. Monitoring and evaluation of policy implementation, which involves the local authorities and community.	<ul style="list-style-type: none"> • BRR (Bapel) • Local government • NGOs/INGOs • Community Leaders 	<ul style="list-style-type: none"> • Collecting reports • Conducting surveys • Field Visits 	Oct. 2006	<ul style="list-style-type: none"> • Funds • Expertise • Standard of Evaluation/Success indicator