SIAP SIAGA

SIAP SIAGA
Program
Australia – Indonesia
Partnership in Disaster
Risk Management
(AIP-DRM)

Lessons Learned Report
No. 3: Real Time
Learning on the Role of
Volunteers and Volunteer
Organizations in Disaster
Response and Recovery
in Sulawesi Barat and
Kalimantan Selatan

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Introduction

Despite the strong collective spirit among the Government of Indonesia, the international humanitarian community and national and local organisations and a strong desire to work together recent disaster response and recovery efforts have highlighted the continued challenges around the coherence of the disaster management system, lack of clarity of roles and responsibilities and ad hoc communications. These challenges are also evident in the current COVID-19 response which is further exacerbated by its unprecedented nature and the lack of knowledge about the behaviour of the disease and agreement about how to best respond. These include the following:

- **Coherence:** Different parts of the disaster management system do not always work together, know how to work together, or have a process through which to formally work together including non-governmental partners.
- **Clarity:** Delays in decision making at various stages of the response can cause confusion, impact delivery, and reduce efficiency. Furthermore, regulations and policies issued by local governments are often not in line, and even conflict, with those issued by national ministries/agencies. Moreover, disaster management initiatives such as Risk Maps, Disaster Management Plans, Contingency Plans whilst done at the provincial and district/city levels are not necessarily integrated to their local Middle-term Development Plans and Annual Work Plans.
- **Communication**: Uncoordinated information and communication structures can hinder rather than facilitate communication and decision making. The complexity of governance structures means that communication about government decisions must travel through a multi-layered system from national, provincial, and onwards down to the sub-village level with feedback and information expected to flow upwards through the same channels. Each level is dependent on the one above it and below and therefore vulnerable to a break in the chain. This is further complicated by competing communications flows from various agencies at differ levels of government, and onwards from government to the public, inconsistencies in information and messaging, and inadequate resourcing and focus on seeking input from the public on the appropriateness of services and assistance. The SIAP SIAGA program is supporting the Government of Indonesia to improve the effectiveness of the disaster management system to deliver quality services and improve community and household resilience by focusing on the system rather than taking a siloed approach to support institutions and actors in the sector.

At the core of SIAP SIAGA's work is a focus on improving knowledge management and learning, including supporting disaster management actors with *real-time learning* during disaster response to capture lessons and use the results for capacity building and relationship management across the disaster management sector.

About SIAP SIAGA

Launched in November 2019, SIAP SIAGA is funded by the Australian Government, through the Department of Foreign Affairs and Trade (DFAT) and is managed by Palladium. This five-year program of AUD 25 million aims to strengthen Indonesia's management of disaster risk and engagement between Australia and Indonesia. The program has both a domestic focus on improving Indonesia's ability to prevent, prepare for, respond to, and recover from rapid and slow onset disasters; and a regional focus to strengthen cooperation between Australia and Indonesia on regional humanitarian issues.

Working at national and sub-national levels, SIAP SIAGA supports the Government of Indonesia's priorities related to DRM under the National Medium-Term Development Plan (RPJMN 2019-2024) and Indonesia's 2015-2045 Disaster Management Master Plan. In line with the Government's commitment to the *pentahelix* approach, SIAP SIAGA also partners with civil society, academia, development partners and the media to strengthen the disaster management system.

Objectives of the Real Time Learning Exercise in Sulawesi Barat and Kalimantan Selatan

The purpose of the real time learning (RTL) exercise was to support the National Disaster Management Agency (BNPB), Ministry of Home Affairs (MoHA) and Ministry of Social Affairs (MoSA) during the Sulawesi Barat (Sulbar) earthquake[1] and Kalimantan Selatan (Kalsel) flooding response[1] and recovery to assess the role of and challenges faced by volunteers and volunteer organisations and to utilise learning to support improved coherence, clarify and communications among disaster management actors. In this case, real time lessons were captured on an ongoing basis between 25 January and 15 March 2021 to support future learning and action. A **review of the findings** was undertaken within the SIAP SIAGA team and is presented below for public feedback and discussion.

The specific objective of the exercise was to implement a real-time assessment to better understand the dynamics of volunteerism in disaster response to shape government policy on *pentahelix* approaches to disaster management. The assessment was implemented by a Senior Disaster Risk Management consultant and Senior GESI Consultant who reviewed the following aspects of volunteerism at the subnational level:

1. How volunteers are mobilised or mobilise themselves.
2. Sources of funding for volunteer operations.
3. Governance of volunteers: the chains of command and coordination amongst individual volunteers, affiliated organisations, provincial (and district) *Desk Relawan*, Provincial/District Disaster Management Agency (BPBD), and national *Desk Relawan*.
4. Skills of volunteers and if any capacity strengthening intervention is required.
5. Observance of health protocols related to COVID-19.
6. National and local government roles in clarifying roles, responsibilities and strengthening coordination mechanisms between volunteers and local governments.

Emerging Findings

The role of volunteers (relawan) in disaster management

It is evident from the lessons gathered in both provinces that organizations who were working on the response were quite broad-based, in line with the *pentahelix*[1] approach. Nevertheless, it is unclear as to whether all "helixes" are functioning in line with their expected roles and capitalizing on their comparative advantage. Some of the key issues that emerged from the RTL exercise included the fact that:

- The term '*relawan*' **which literally means volunteers, seems to be applied to all actors** working on disaster response, including humanitarian aid organizations with professional aid workers. To manage expectations, at some point, the distinction between the two might need to be clarified.
- It was acknowledged by the authorities in several interviews that *relawan* **might have contributed to 60% of works** during the response operations. This proportion suggests the importance of effectively managing *relawan* to maximize their impacts.

Funding and mobilisation

Most of respondents interviewed during the exercise **could not explain in detail their source of funding**. Several respondents explained that they are from the implementation branch while the fund mobilization is handled by another branch in the organization. Others responded vaguely that they have "some" sponsors and donors who wish to remain anonymous. However, all respondents noted that their organization **mobilized *relawan* from the surrounding affected areas**, while deployment of experts from the central organization is limited. Improving transparency on flows of funding for disaster response volunteers is an issue that needs to be addressed in the near future.

Coordination of volunteers in wider disaster response and recovery

In the absence of other mechanisms, **Desk Relawan,** a system provided by BNPB to register volunteers during emergency operations, **has been very much welcomed** by all respondents. There are several benefits from the deployment of *Desk Relawan* including:

- *Desk Relawan's* **mechanism to register all volunteers involved** has benefited both the *relawan* organizations and the government. On the one hand, the registration process allowed the government to have a better understanding of the total number and type of organizations, volunteers, their background, and their area of work. On the other hand, the organizations benefited from the acknowledgement of their presence and contribution to the response.
- *Desk Relawan* organizes **periodic meetings** which allow organizations to share progress and receive updates from government authorities on the overall situation of the response operation. These meetings have also encouraged collaboration amongst *relawan* organizations, serving as a quasi-coordination mechanism. Moreover, *Desk Relawan* created channels for volunteers and volunteer organisations to have discussion with key decision makers in local government. This has been highly appreciated by volunteers.
- *Desk Relawan* **provided emergency co-working space** in Sulbar with electricity and internet. This allowed *relawan* and *relawan* organizations to perform their functions and

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[1] Pentahelix refers to five types of stakeholders in disaster management: government, civil society, academia, media and the private sector. It is recognized that not all organisations fit neatly into a specific group, and that new stakeholder groups may emerge over time. For the purposes of this report, SIAP SIAGA refers to the pentahelix in line with government public communications on the same.

maintain communication with partners without bearing the additional costs of these operational logistics.

- *Desk Relawan* organizes **sharing sessions** to improve *relawan's* awareness on certain issues such as: local culture, COVID-19 protocols, local hazards and their risks, etc.

While not officially prescribed, especially for disasters at sub-national level, the cluster system[2] could and should augment emergency coordination by serving as a platform for collaboration and coordination amongst service providers in same area of work and thus avoid gaps and duplication. During the disasters in both provinces, there was no formal activation of the cluster system. However, in Sulbar, it was reported that at least one cluster (protection) operated as if the cluster was activated. *Desk Relawan* also reported that in both provinces, after one month of operations, by default, the *relawan* began to organize themselves by areas of work, such as WASH, education, nutrition, and logistics and hold coordination meetings.

It is evident that coordination by cluster or sector is the natural course of action in an emergency operation. Had there been a clear protocol that prescribed the activation of a cluster or sectoral coordination system during an emergency response, coordination would have been better facilitated from the immediate aftermath of the disasters. The cluster system as adopted by the Inter-Agency Standing committee has been developed based on years of experience, with field testing and refinement and can be adapted/tailored to the local context offers several advantages that remain relevant in the Indonesian context for managing emergency response at all levels. Some of the advantages are:

- Predictability in leadership by designation of a coordinating organization(s) and responsibility for other key roles such as information management. This designation also allows better preparedness of the cluster/sectoral coordination to familiarize themselves with their roles and responsibilities during an emergency response.
- **Facilitate better coordination and a more effective targeting of resources** amongst humanitarian actors that work in the same sector.
- **Enhance collective accountability** of the cluster members to provide better services to the community.
- A shared **platform to negotiate and agree upon a priority needs, strategy and, standards, qualification and specification** of emergency services and emergency relief items.
- The cluster also by default would have a **close monitoring mechanism** for ensuring delivery of quality services.

Standards of service and engagement

Desk Relawan also recognized several issues that need to be resolved. For the time being, two of the most important issues that are not mutually exclusive are:

- Standards for volunteers' services during an emergency response; and
- Accountability mechanism for volunteers.

There seems to be a **lack of awareness on the standards for provision of services in the humanitarian context amongst *relawan* organisations**. Nevertheless, all *relawan* organizations demonstrated an eagerness to learn them as necessary. Some well-established organizations,

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[2] The cluster approach was introduced at global level as a part of humanitarian reform in 2005 and was first introduced in Indonesia during the response to Yogyakarta Earthquake in 2006. Decree by Head of BNPB No. 173/2014 regulated the cluster system and emphasized its commitment to use the system during an emergency and to develop an Indonesian version of the system, using the following clusters: Education, Health, Search and Rescue, Logistic and Equipment, Displacement and Protection, Structure and Infrastructure, Economy and Early Recovery. See SIAP SIAGA Thought Series: Reflections on the Role of the National Cluster for Displacement and Protection (Klasnas PP) in the COVID-19 Response (Issue No. 1/November 2020)

particularly those sponsored by the government such as TAGANA,[3] have mechanisms to ensure **their volunteers meet the qualification and competence requirements** to deliver humanitarian services such as counselling and emergency food preparation. This training was provided by several international organizations and international NGOs, including RedR. Similarly, health services are only provided by certified doctors and paramedics. Understanding of the need for qualifications is not as evident in smaller organizations and in other areas of works such as shelter and WASH. For example, when inquiring about the applicable standard for shelter, some of the respondents who work on shelter were not aware of the existence of such standards, whether national or international,[4] both areas assessed in this real time learning.

MoSA issued the Ministerial Regulation No. 6/2020[5] on MoSA strategic planning for year 2020-2024[6] that highlights the need of vulnerable groups, and the guideline on health protection and psychosocial support for people with disabilities in connection with the COVID-19 outbreak,[7] as well as applying other Indonesian policies related to equality and inclusion in its work. The MoSA guideline "Panduan untuk Pekerja dan Relawan Kemanusiaan di masa Kenormalan Baru dalam konteks Pandemi COVID-19, Juni 2020"[8] does not specifically address the gender equality, social inclusion or PSEAH either. However, the guideline addresses the mandatory requirement for volunteers to respect local customs, diversity, communication, and conduct themselves respectfully. Nonetheless, it is important that volunteer organisations take responsibility to improving volunteers' overall competencies and skills on interacting and providing support/services for vulnerable and marginalized groups.

Most organisations do not have specific feedback mechanisms. In practice, BNPB's *Desk Relawan* is used for feedback, although it is mostly one-way – from volunteers and volunteer organisations to the government, and not serving disaster victims to make complaints, provide feedback or foster accountability. In Sulbar, *Desk Relawan* conducts daily meetings involving volunteers from civil society organizations, related local government agencies, and the army. However, the management, coordination, and communication before, during and after the meetings needs to be strengthened and better organized to improve the transparency of ongoing issues and decisions.

Nonetheless, to enhance accountability and transparency in its operations, *Desk Relawan* posts several types of information on its website, including the 3W (who, what, where) information for volunteers, and uses sharing sessions to inform volunteers on key standards that need to be adhered to in the emergency response.

Observance of COVID-19 health protocols

Based on feedback from interviewees, **there is no system in place to impose, monitor and enforce the application of COVID-19 protocols** amongst the *relawan* and affected communities. *Desk Relawan* **provided COVID-19 testing** for all *relawan* who wish to join meetings in their common space, but without enforcement in the wider response setting, the application of health protocols is not happening across the board and thus poses unnecessary risk to the affected communities and *relawan* staff themselves.

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[3] TAGANA are trained social volunteers based in their own communities whose activities focus on disaster management. The objective of TAGANA is to provide: a disaster response organization, mechanism or unit at the community level that is adequately trained, and always ready and able to support all aspects of disaster responses; and a vehicle for participation, empowerment of and partnership with youth around disaster response. Please see SIAP SIAGA Thought Series: The Importance of the TAGANA System in Responding to COVID-19 (Issue No. 2/December 2020)

[4] Interview with Volunteers Coordinators of MDMC and LPBI NU Kalimantan Selatan and Sulawesi Barat

[5] This is also supported by the ministerial decree No.34/HUK/2013 on the gender mainstreaming team in administrating social welfare.

[6] Peraturan Menteri Sosial Republik Indonesia No.6/2020 tentang Rencana Strategis Kementerian Sosial Tahun 2020-2024. https://jdih.kemsos.go.id/pencarian/www/storage/document/lamp%206_1.pdf

[7] PEDOMAN Perlindungan Kesehatan dan Dukungan Psikososial Terhadap Penyandang Disabilitas Sehubungan Dengan Terjadinya Wabah Covid-19 di Lingkungan Balai Besar /Balai/ Loka Disabilitas Lembaga Kesejahteraan Sosial (LKS) Disabilitas, dan Lembaga Lainnya, 2020 https://kemensos.go.id/uploads/topics/15852709524796.pdf

[8]https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/kemensos_-_panduan_untuk_pekerja_dan_relawan_kemanusiaan_dalam_konteks_pandemik_covid-19.pdf

Recommendations and Change Space

Based on the emerging findings above, there are three possible spaces where intervention to further enhance the *relawan* process in disaster response is practical:

Policy Space

The last regulation on *relawan* in disaster management was issued by BNPB in 2011. It is well overdue to be revised. At the highest level, this regulation should attempt to:

- Clarify the **definition of *relawan*** and differentiate them from professional aid workers.
- **Promote certain values** that need to be adopted by all *relawan* including but not limited to transparency, accountability, impartiality, and respect for local customs and traditions. Ideally this should also be detailed and formalized as a *relawan* "code of conduct" to be adopted by all participating organizations.
- **Impose certain standards** for the provision of humanitarian services. There are some standards, such as SPHERE, that can be used as reference at the international level but need to be formally adopted for *relawan* services and as much as possible aligned with the Indonesian context.
- **Encourage the participation of multi-stakeholders** by creating a space for the different stakeholders in the *pentahelix* to capitalize on their comparative advantage in contributing to the disaster response.

The decree of the Head of BNBP on *Klaster National Penanggulangan Bencana* (cluster system) which was issued in 2014 is no longer relevant in the existing context of disaster response. Additionally, it is unclear whether this decree is still valid or if it has expired. Therefore, it is important that BNPB decide its strategy and if necessary, develop a new policy on this issue which should be aligned with the minimum service standards for disaster management.[9] As evident from the lessons in the two provinces, humanitarian actors by default will organize themselves around their sector or area of work regardless of the activation of the cluster system. As such, it would save a lot of effort and time if these protocols are agreed upon before a disaster occurs. It can be named clusters, sectors or, more frequently used these days, "*gugus tugas*" (task force). The terminology is less important than the necessity to ensure facilitated coordination for better delivery of emergency services.

System Space

In the absence of another system in place, *Desk Relawan* should be promoted as the official information management system for *relawan*. If backed-up by a strong regulation, and with adequate resources, *Desk Relawan* has the potential to offer more meaningful services to augment response operations which might include but are not limited to:

- **Enhancing the transparency and accountability** of *relawan* in disaster response. The number of sources and type of information that is collected by *Desk Relawan* should also aim to enhance transparency on funding, qualification and specification of relief items.
- Serve as a **platform for collaboration** and coordination amongst *relawan* organizations, government institutions, and affected communities, even during non-emergency periods. In this regards, *Desk Relawan* can advocate for various issues important for the betterment of volunteerism in disaster management such as promoting accountability and transparency.
- Impose and require adherence to **the application of certain standards** such as the Sendai Framework, SPHERE standard, Washington Group Questions,[10] IASC on Gender and

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[9] The Ministry of Home Affairs (MoHA) has requested all provinces and districts to integrate 13 minimum service standards (MSS) for disaster management in line with MoHA Regulation No. 101/2018 into their planning and budgeting processes.

[10] The **Washington Group** (WG) **Questions** are targeted **questions** on individual functioning intended to provide a quick and low-cost way to collect data, which allows disaggregation by disability status. This WG Questions can be adopted in the assessment,

Humanitarian Action,[11] and Minimum Service Standards – Integrated Service for Women and Children Victim of Violence (Standar Pelayanan Minimal Bidang Layanan Terpadu Bagi Perempuan dan Anak Korban Kekerasan)[12] that can be adopted in emergency/humanitarian response, and the other international and national standards in the provision of emergency services by closely monitoring the delivery services from the participating organizations.

- **Encourage continued learning** during response operations by embedding a module for recording lessons from implementation on the ground.

Community Space

The *relawan* process can benefit from the creation of a "community of practice" for all *relawan* and all *relawan* organizations. This community of practice should serve as a platform for dialogue, sharing of experience and to some degree, reaching agreement on several issues related to the delivery of emergency services by *relawan*, such as: standards, protocols, qualification, specification, good practices, etc. This community of practice should be established, ideally as a virtual space, and operate continuously, not only during times of emergency. In that regard, this community of practice would allow *relawan* and *relawan* organizations to maintain relationships and continue interacting among themselves during normal times. The Social Protection Cluster has recently initiated a community of practice on accountability which visibly enhanced stakeholders' awareness on accountability issues. Perhaps a similar community of practice not only would promote improve amongst *relawan* during an emergency but also promote volunteerism in disaster management in general.

From the two disasters in Sulbar and Kalsel, *Desk Relawan* has collected enough information to initiate such a community of practice. As the manager of a database on *relawan*, *Desk Relawan* can serve as the secretariat for this community of practice. With this approach, it would allow for a seamless transition between emergency and normal situations and vice-versa.

The community space is also the best place to promote a culture of learning. Activities to further enhance the capacity of *relawan* and *relawan* organizations could be hosted under this platform. Ideally, training for *relawan* must be organized through or in collaboration with the *relawan* organizations so that the sustainability of the training exercises and the training results is more viable.

monitoring and evaluation of the emergency/humanitarian provision as well as in other phase of disaster risk management.

[11] The Gender Handbook for Humanitarian Action. IASC Reference Group on Gender and Humanitarian Action. Inter-Agency Standing Committee. 2018

[12] Standar Pelayanan Minimal Bidang Layanan Terpadu Bagi Perempuan dan Anak Korban Kekerasan. Kementrian Pemberdayaan Perempuan dan Perlindungan Anak Republik Indonesia. Panduan Pemantauan dan Evaluasi. 2012
http://mpbi.info/download/SPM_PA+Kekerasan.pdf

Annex 1: List of Stakeholders Interviewed

SIAP SIAGA PROGRAM

1. Kristanto Sinandang, CBDRM Specialist, Program Manager on Community Resilience
2. Regina Rehadi, Disaster Preparedness Advisor

BNBP

1. Lilik Kurniawan, ST. MSi. Deputi Bidang Pencegahan
2. Dr. Radityo Jati, S.Si. M.Si. Plt Deputi Sistem dan Strategi
3. Dr. Ir. Udrech, SE. MSc. Direktur Sistem Penanggulangan Bencana.
4. Ridwan Yunus, INARisk
5. Dandi Prasetia, Desk Relawan.

Sulawesi Barat

1. Darno, BPBD
2. Prof. Dr. Kartini SE. MSi. Volunteer Coordinator
3. Ansyari, LPBI NU Volunteer Coordinator
4. Rusli, MDMC Volunteer Coordinator
5. Irwan, MDMC Volunteer
6. Blue Helmet Sulbar
7. Fikri, Baznas
8. Anonymous, Aksi Cepat Tanggap
9. Anonymous, PSC 119
10. Anonymous, Kumpala Fajar

Kalimantan Selatan

1. Abri Amal, BPBD
2. Najmi, Secretary of LPBI NU
3. Tara, Head of LPBI NU
4. Fahri Miftah, Emergency Response Coordinator MDMC
5. Dr. Meldi, Secretary of MDMC
6. Anonymous, Garis Relawan
7. Anonymous, Relawan Indonesia (RELINDO)
8. Anonymous, Daru Ma'rifah

Civil Society (National)
1. M. Ali Yusuf, Director of LPBI NU
2. Rahmawati Husein, Director of MDMC
3. Zuhdiah, MDMC Health Coordinator

Annex 2: Documents Reviewed

PROGRAMMATIC

1. Siap Siaga Annual Work Plan 2021
2. TOR SIAP SIAGA Program 1 – Government Systems
3. Siap Siaga Program 1 – Government Systems BAST
4. Draft ToR Desk Relawan

REGULATIONS/ DRAFT REGULATIONS

1. Peraturan Kepala badan Nasional Penanggulangan Bencana no 03 Tahun 2016 tentang Sistem Komando Penanganan Darurat Bencana.
2. Peraturan Kepala Badan Nasional Penanggulangan Bencana no 4 Tahun 2019 tentang Organisasi dan Tata Kerja Badan Nasional Penanggulangan Bencana.
3. Peraturan Kepala Badan Nasional Penanggulangan bencana no 17 Tahun 2011 Tentang Pedoman Relawan Penanggulangan Bencana.
4. Keputusan Kepala Badan Nasional Penanggulangan Bencana Nomor 173 tahun 2014 tentang Klaster Nasional Penanggulangan Bencana.
5. Draft SOP Penanganan Darurat Bencana di Lingkungan BNBP.
6. Peraturan Presiden Nomor 17 Tahun 2018 tentang Penyelenggaraan Penanggulangan Bencana Dalam Keadaan Tertentu.
7. Indonesia National Disaster Response Framework (NDRF) Version 2 March 2018.
8. Kementrian Sosial Republik Indonesia. 2020. Panduan untuk Pekerja dan Relawan Kemanusiaan di masa Kenormalan Baru dalam konteks Pandemi Covid-19.

ONLINE MEDIA - NEWS

1. INARisk: http://inarisk.bnpb.go.id/gempa_sulbar2021
2. Desk Relawan Sulawesi Barat: http://deskrelawanpb.bnpb.go.id/gempa-sulbar/
3. Desk Relawan Kalimantan Selatan: http://deskrelawanpb.bnpb.go.id/banjir-kalsel/
4. Pelaksanaan Tim Pendampingan Kementrian Dalam Negeri di Provinsi Sulawesi Barat: https://ditjenbinaadwil.kemendagri.go.id/index.php/2021/01/19/pelaksanaan-tim-pendampingan-kementerian-dalam-negeri-di-provinsi-sulawesi-barat/
5. Kemendagri Tanggap Bencana Ganti 3.549 KK Warga terdampak gempa di Sulbar: https://dukcapil.kemendagri.go.id/berita/baca/648/kemendagri-tanggap-bencana-ganti-3549-kk-warga-terdampak-gempa-di-sulbar
6. Dukcapil Proaktif, Ganti 100 Ribu Lebih KK Korban Banjir Kalsel dan Gempa Sulbar: https://www.kemendagri.go.id/berita/baca/30628/dukcapil-proaktif-ganti-100-ribu-lebih-kk-korban-banjir-kalsel-dan-gempa-sulbar
7. Kemendagri Salurkan Bantuan untuk Korban Terdampak Banjir di Kalimantan Selatan: https://www.kemendagri.go.id/berita/baca/30607/kemendagri-salurkan-bantuan-untuk-korban-terdampak-banjir-di-kalimantan-selatan