

A SIAP SIAGA IMPACT STORY

The Impact of Policy Strengthening on Disaster Management in East Java

March 2023

THE SIAP SIAGA PROGRAM EAST JAVA

- A five-year program (2019-2024) **funded by the Australian Government** to strengthen Indonesia's management of disaster risk and engagement between Australia and Indonesia on humanitarian assistance in the Indo-Pacific Region.
- **Domestic focus** on improving Indonesia's ability to prevent, prepare for, respond to, and recover from rapid and slow onset disasters.
- **Regional focus** to strengthen cooperation between Australia and Indonesia on regional humanitarian issues.
- Supports the Government of Indonesia's **priorities related to disaster management** under the National Medium-Term Development Plan (RPJMN 2019-2024) and Indonesia's 2015-2045 Disaster Management Master Plan.
- Partners with civil society, academia, and development partners to strengthen the disaster management system, in line with the *Gol pentahelix* approach.

SIAP SIAGA implements a **systems change approach to improve policy coherence and the clarity of roles** in the disaster management sector in Indonesia, building on the extensive results of previous investments in the sector over the past 15 years.

The program works closely with, and facilitates, stakeholders to **harness existing resources and knowledge** and to leverage ongoing activities and programs, networks, and resources, to help connect the dots across the system by improving coordination, peer learning and collaboration.

In **East Java**, provincial government priorities have focused on disaster resilience capacity, and among others, disaster resilient villages and post-disaster rehabilitation and recovery for improved community resilience. A key challenge highlighted by government is the need to clarify roles and responsibilities at provincial and district levels and to connect regional regulations to national policies.

STEPPING BACK/ ASSESSING THE PLAYING FIELD

In 2020 and early 2021, SIAP SIAGA provided support to the provincial BPBD to map regulations related to RR based on Governor Regulation No. 9/2019, which is the basis for supporting the development of Operational Guidelines for the RR Division.



01

Facilitated bilateral dialogue between BPBD RR Division, Bappeda, Public Works and other technical to discuss the role of RR. This also included an initial policy consultation with MoHA in September 2021

02

Clarification that, in line with Government Regulation No. 21/2008 and Governor Regulation on RR No. 9/2019, the RR Division is responsible for coordination (rather than implementation)

03

However, BPBD raised the issue of the absence of RR in the regulation on the Minimum Service Standards for Disaster Management (MSS-DM) as well as their budget nomenclature (MoHA Decree No. 050-3708/2020) which relegated them to being a sub-program within Preparedness Division.

Key Turning Point: BPBD put the development of the Operational Guidelines on hold to prioritise the facilitation of a “Policy Dialogue between BPBD RR Division and MoHA” to clarify the policy gaps in the MSS-DM and nomenclature regulations.

REALITY CHECK

In **November and December 2021**, East Java experienced two large disasters: flash floods in Batu City and the eruption of Mount Semeru. The Provincial Disaster Management Agency (BPBD), particularly the Rehabilitation and Reconstruction (RR) Division, was faced with the challenge of how best to provide assistance, including providing housing materials and supporting livelihood recovery, with limited resources, as the Provincial Development Planning Agency (Bappeda East Java) had reduced the provincial BPBD RR budget in 2020-2021 noting that BPBD should be a disaster response coordinator, rather than an implementor. This situation compelled the BPBD RR division to review their roles and responsibilities. The BPBD RR Division faced two challenges when examining their roles and responsibilities:

A misunderstanding within RR of its role:

Perception that rehabilitation and reconstruction is primarily concerned with infrastructure/physical projects

Perception among provincial agencies of the coordinating role that BPBD should play with related agencies and stakeholders, including Social Affairs, Planning Agency and Public Works

Perception that provincial BPBD should implement activities, instead of providing technical assistance to district governments through the development of the PDNA, for example

On policy incoherence:

Ministry of Home Affairs Regulation No. 101/2018 on MSS-DM does not include RR

In the Ministry of Home Affairs Decree No. 050/2020 and 050/2021 regarding nomenclature and budget codification, provincial and district RR is not allocated its own program of activities and are only included as activities within the Preparedness Program (050/2020) and as part of Disaster Management Basic System (050/2021), specifically "Providing PDNA and Rehabilitation and Reconstruction Plan/R3P"



The RR Division began to consider the importance of developing Technical Guidelines as a derivative of the Governor Regulation. We decided to focus the Operational Guidelines for Post Disaster Rehabilitation and Reconstruction program preparation, planning, budgeting and cross-sectoral coordination strategies.

Satriyo Nurseno, S.STP, M.IP, Head of RR Division, BPBD East Java



TESTING NEW WAYS OF WORKING

In **November 2021**, during the **emergency response for the Batu City flash flood**, SIAP SIAGA encouraged, and facilitated, the BPBD to provide technical assistance for PDNA and the development of the RR plan with the BPBD in Batu City.



*The Batu City R3P document had not yet been legalised by the Bupati when the **eruption of Mount Semeru occurred less than a month later in December 2021**. It was a far larger disaster with a greater impact (on lives, livelihoods, infrastructure, and the environment) than the flash floods. The RR Division sought advice on what they should do in this situation.*



Key Turning Point. The RR Division took a leadership role in collecting data on damage and loss, coordinating with the District BPBD in Lumajang as well as BNPB to prepare for early recovery, conducting the PDNA and developing the Rehabilitation and Reconstruction Plan (R3P). The clarification of roles increased RR Division confidence to lead these processes within a short time frame.



We learned a lot, not only about coordination, but that our division has staff who can provide technical assistance to districts during emergency response and recovery. SIAP SIAGA facilitated a lessons learned workshop which helps improve staff self-confidence.

Satriyo Nurseno, S.STP, M.IP, Head of RR Division, BPBD East Java



LEARNING FROM EXPERIENCE/ INFLUENCING POLICY CHANGE

In the meantime, MoHA revised Decree No. 050-3708/2020 to Decree No. 050-5889/2021. The Decree did not include significant changes in RR nomenclature, only moving RR out of Preparedness to become a Basic Disaster Management System Program.



01

SIAP SIAGA discussed options with the RR Division, who settled on a policy review which as the basis for further discussion with MoHA

02

The Review offered a strategic opportunity for the RR Division to bring all District/City BPBD's together in a series of coordination meetings to consolidate feedback on MSS-DM as well as RR nomenclature

03

Several meetings were held between BPBDs in EJ and MoHA to reach an agreement related to RR nomenclature

04

MoHA agreed to revise Decree No 050-5889/2021 to strengthen RR policy, including capacity building of the RR Division, technical assistance to districts to support PDNA and RR Planning documents, improve community and private sector engagement in post-disaster activities, and Coordination and Evaluation of RR Implementation

Key turning point: MoHA leadership played an instrumental role to improve policy coherence, utilising inputs from the provincial and district BPBDs in East Java. The process is a good example that communication, learning and knowledge management to improve policies and regulations is crucial for the effective implementation of those policies

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The policy review included mapping various RR regulations (national and sub national), defining the core roles for RR based on these regulations, presenting challenges at the provincial and district levels, etc. This process was a **good practice** to build a shared understanding of the provincial level understanding of the policy and regulatory landscape as well as to advocate for policy change at the national level. Through this process, we witnessed a shift in understanding that these issues are ‘everybody’s business’ and it was a **critical turning point** with two back-to-back disasters acting as the catalyst.”

Ancilla Bere, Provincial Coordinator for East Java, SIAP SIAGA

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IMPROVED POLICY COHERENCE

SHIFTING MINDSETS IN DISASTER MANAGEMENT

The process of clarifying the roles of RR Division in East Java has helped to increase clarity of their specific mandate relative to other parts of the DM system. This in turn has helped to shift focus towards coordination as outlined in Government Regulation No. 21/2008. For example, the 2023 budget for RR includes an allocation for database strengthening, coordination and evaluation of RR implementation rather than material assistance.



RR Division began to strengthen the coordination mechanism among stakeholders, capacity building, and assistance to districts as a step to align their roles with the regulations. They initiated the formation of the multi-stakeholder Provincial JITUPASNA Team at Provincial Level.



SIAP SIAGA's focus on clarifying roles and responsibilities and increasing policy coherence has made a difference in the work of BPBD East Java. It has also supported national policy makers to gather learning and feedback to strengthen national regulations.

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When the coordination mechanism works well and policies at the national level that support the function and roles of RR are clear, the RR-strategy can run smoothly starting from the alignment of planning, budgeting, implementation, and evaluation. SIAP SIAGA has been critical in helping us to shift the way we understand our role and facilitate our leadership to address policy gaps and conflicts. It has allowed us to build confidence in our role, and to more effectively implement our responsibilities, including providing assistance to district BPBDs during disaster response and recovery.”

Satriyo Nurseno, S.STP, M.IP, Head of RR Division, BPBD East Java

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SIAP SIAGA ROLE

BEFORE

Unaddressed misperception of RR roles resulting in a lack of understanding of BPBD's responsibility for coordination of RR stakeholders.

Lack of coordination on RR leading to duplication and gaps in activities among stakeholders.

Policy incoherence resulting in insufficient budget allocation and gaps in RR services.



**SYSTEM
ASSESSMENT**



FACILITATION



**SUPPORTING
LEARNING**



**STRATEGIC
TECHNICAL
ASSISTANCE**

AFTER

Through policy dialogue, there is improved understanding of RR roles and improved communications and engagement among RR stakeholders.

Through clarification of roles, lessons harvesting and mentoring, there is increased technical capacity and self-confidence to provide technical assistance to districts on RR (R3P and e-Jitupasna).

The Ministry of Home Affairs Decree No 050-5889/2021 revised to provide for more effective RR planning and budgeting.



THANK YOU