

The role of NGO in promoting disaster risk reduction and climate change adaptation efforts in West Sumatra - Indonesia

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Abstract

Disaster risk reduction and climate change adaptation sounds familiar as program implemented by NGOs in many places recently. Even though the existence of NGO in West Sumatra has been started since 80s and yet activities related to disaster risk reduction efforts began right after earthquake and tsunami devastated Aceh on December 26th, 2004. Not long after that several earthquakes hit like in Nias on March 2005, 8.7 SR; on March 2007, 6.2 SR earthquake as impact of Sumatra fault activity, precisely at Sumani and Sianok segment, followed by 6.3 SR earthquake occurred on September 2007 in Bengkulu, on September 20, 2009 in West Sumatra and destroyed 7 districts/municipalities and on October 26th, 2010 in Mentawai Island which was followed by tsunami.

The above disaster incidents made NGOs activists who previously volunteers in devastated area to find the missing people and distribute logistic and other equipment's realize the important to do efforts to minimize disaster risk. It is related to the role of NGOs that attached to themselves as to conduct social transformation efforts against condition of partiality, inequity or life threatened among community.

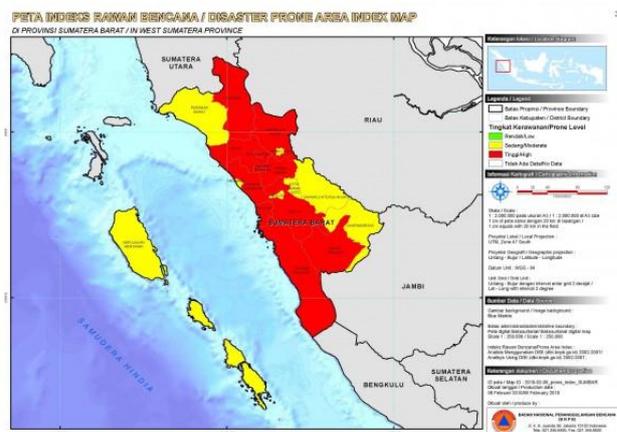
The awareness of the importance to do disaster risk reduction efforts is stronger and develops post September 30th, 2009 earthquake since many foreign aid agencies, humanitarian agencies and NGOs promoting disaster risk disaster issues. Current situation shows that post the establishing West Sumatra DRR Forum, that is partner of Local Agency of Disaster Management (BPBD) and NGOS and other stake holders in DRR mainstreaming in every development sector, and the integration of climate change adaptation issue into DRR make the works of DRR in West Sumatra are richer, varies and makes the actors of DRR in West Sumatra are optimist.

However, many obstacles were found in the journey. It relates to capacity, resources, communication and coordination barrier due to sectoral ego. NGOs' activists are still learning and keep on doing efforts to build disaster resilience in community. They should do it side by side with government, private sector, the press and

other DRR actors so that all efforts of reducing disaster risk will be more effective and efficient in the future.

Keywords: role, NGO, disaster, risk, reduction.

I. INTRODUCTION



Disaster prone index of West Sumatra Province [1]

The Province of West Sumatra is about 42.130,82 km² and has 4.845.998 people with almost 800 thousand people living in the west coast spread in 7 City/Districts which are Padang, Pariaman, Padang Pariaman, Pesisir Selatan, Agam, Pasaman Barat and Mentawai Island. After most devastating earthquake and tsunami Aceh 2004, the earthquake and tsunami has become a scourge for the people in the West of Sumatra Province.

Moreover, the earthquake that occurred in a row in the following years: 10 April 2005; 6,9 Richter Scale (RS), 6 March 2007; 6,5 RS, 12 September 2007; 7,9 RS, 13 September 2007; 7,6 RS, 30 September 2009; 7,9 RS, 25 Oktober 2010; 7,2 RS including aftershock become main issue which created awareness and preparation to reduce the possible impact. Besides, not only earthquake and tsunami which caused by the ocean crust movement but also risks posed by Sumatran Fault movement which runs along the mountain path (Bukit Barisan) starting from the Semangko Bay in Lampung up to Aceh.

In the International Meeting on The Sumatran Earthquake Challenge 24-28 August 2005 was clearly mentioned that

“preliminary calculations suggest that hundreds of thousands of people would be severely affected by a future giant earthquake and tsunami in West Sumatra and Bengkulu provinces”. The scientific evidence shows conclusively that the events in the future was are going to happen in the life of the young generation of today.

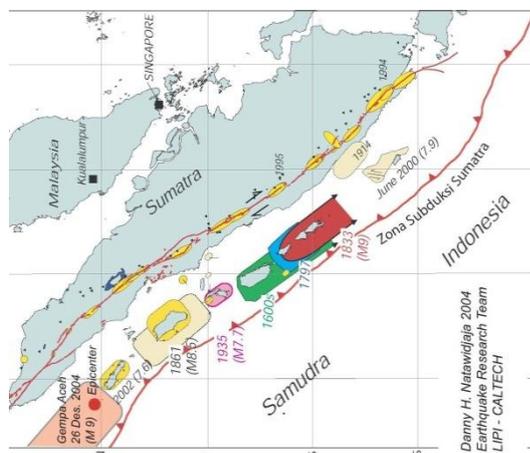


Figure 1. Map of tectonics and major earthquake sources of the Sumatran Plate Margin. The yellow ellipses along the Sumatran Fault Zone are ruptures of the past earthquakes. The number in the ellipses are the magnitude of the earthquakes. The number in the circles are the years of occurrence of the earthquakes. The red line shows the Sumatran west coast subduction zone beneath the ocean, at the subduction interface.

Subduction zone in area of Sumatra [2]

Ade Edward, The Head of Operation Control Center of West Sumatra Disaster Management Agency who was the chairman of the Indonesian geologists association stated that scientific measurements indicate that the current tension will accumulate and reach it supreme when the great earthquake occur in the West Sumatra area. When it happened, the Mentawai Island will have similar experience that faced by Nias and Simeulue Island. Mentawai Islands will rise as high as 1 meter or more while the mainland coast of West Sumatra and Bengkulu will go down as deep as about 1.5 meters. This event will cause a permanent change in the position of the shoreline that can damage infrastructure, and adversely affects the socio-economic life of society.

Based on data in West Sumatra Disaster Management Plan 2008-2012, West Sumatra has some hazards that categorize in Risk level 1 which are earthquake, tsunami, flood and epidemic. It means that these hazards have high potential number of casualties and the loss/damage is very large. [3]

Several points above raise the awareness and concern of NGOs in West Sumatra which have experience in term of community organizing and advocacy for marginalized people in the last 40 years but less knowledge on Disaster Management/Disaster Risk Reduction.

Starting from Response

The existence of NGOs in West Sumatra has been started since 70's and are emerging and developing until today which various focus/issues such as gender equity and equality, law and human rights, reproductive health, economy productive, public policy, women's crisis center, natural resources management, water sanitation and hygiene promotion, etc.

The earthquake and tsunami aftermath in Aceh, December 2004 is a turning point for NGOs in West Sumatra to pay more attention to disaster issues. There were some NGOs associated in Civil Society Development Consortium – *Konsorsium Pengembangan Masyarakat Madani (KPM)* which collected fund and aids and took it to Aceh. Not only distribution, they also tried to help Search and Rescue team to find people or bodies. This action was named *Saling Membantu Sesama (SMS)* or helping each other.

During the process of response and early recovery phase of 6,9 Richter Scale earthquake from March to April 2005, the helping each other metamorphosed to Lumbung Derma, a NGO's Coalition for Disaster Response in West Sumatra. The concen of this coalition then again metamorphose to Response and Disaster Risk Reduction. This metamorphose also caused by contribution from some personnels of NGOs in West Sumatra which have been actively involved in the early recovery, rehabilitation and, reconstruction phase as well as Preparedness and Disaster Risk Reduction Program.

Second hour after the shock of West Sumatra Earthquake September 30th 2009, the secretariat of Lumbung Derma Coalition immediately called a meeting to prepare a strategy to help the victims and organize the collection and distribution of aid and data on the victims. The donation, aids then came from surrounding, region, other area in Indonesia and worldwide. During the response and early recovery phase, Lumbung Derma Coalition then invited all agencies, NGOs or private sector to involve in the coalition and lead a coordination among members and networks for distribution of aids. Besides, it actively involved in coordination lead by UNOCHA by sharing data and giving some recommendations.

But, like a quote says “nothing's perfect in this world” Lumbung Derma Coalition and Networks also faced some obstacles such as methodology and quality of data collection and overlapping on distribution of aids. These obstacles not only caused by the lack of capacity which in fact related to disaster management but, also project regulation issued by government and donors after conducting their own survey/data collection.

Raising the Awereness and Developing New Paradigm

Experiences gained from early recovery phase made Lumbung Derma Coalition and Networks drew conclusion that the spirit of raising awareness on disaster, the importance of monitoring and evaluation in early recovery and rehabilitation/reconstruction phase and addressing issue of DRR should be preserved and living in the heart and mind of West Sumatra people. Then this spirit was responded by Padang Independent Journalistic Alliance and has been publishing in SANDEREH, an alternative tabloid on disaster management supported by Quake Fund, a NGO based in Jogjakarta.

In addition, the emergence of West Sumatra Gender Working Group (GWG) facilitated by OXFAM and some NGOs in West Sumatra has raised awareness of the importance of disaggregated data in order to ensure victims' rights and needs of vulnerable groups. It then applied in post-earthquake and tsunami Mentawai October 2010 disaggregated data assessment. The results and recommendations were submitted to the Governor and West Sumatra Disaster Management Agency. Together with the Inter-Agency Standing Committee (IASC) and OXFAM, GWG has also formulated Minimum Standards on Integrating Gender in the Rehabilitation and Reconstruction; tried to produce a short film "Good Practices in Gender Integration in West Sumatra Rehabilitation and Reconstruction" that also contributed by Ministry of Women's Empowerment; conducted advocacy for integrating gender mainstreaming in rehabilitation and reconstruction phase budgeting in 2011 fiscal year.

Gender Working Group of West Sumatra was legalized by decree from governor and acknowledged as potential institution for mainstreaming gender issue in rehabilitation and reconstruction phase. But, since the leading sector was from bureaucrat as stated in the decree (in this case is women's empowerment and child protection agency) they has no awareness and concern in this field and made the working group could not keep it existence. In fact, only NGOs that tried to keep on fighting for this issue and implemented the activity supported by donors and agencies. There were no follow up both from the West Sumatra Disaster Management Agency and the Women's Empowerment and Child Protection Agency regarding to mainstreaming gender issue in rehabilitation and reconstruction phase as well as disaggregated data report of post-earthquake and tsunami Mentawai Island.

Many strategies and approaches have been taken to encourage the agency to lead the working group efforts. A year after the decree was issued and due to no improvement, NGOs agreed to hand the decree back to the governor by sending the report consists of process, results and recommendations.

The first commemoration of the West Sumatra Earthquake September 30th 2009 was a monumental time for DRR actors in West Sumatra. At that time, the West Sumatra Disaster Risk Reduction Platform was inaugurated by Governor. Not only NGOs, the member also coming from government institutions, private sectors, civil society organization, religion based organizations, academicians, practitioners, humanitarian institutions and media. The platform then becomes a partner of Disaster Management Agency of West Sumatra in term of DRR mainstreaming in the development process (including planning and budgeting).

Along with The Disaster Management Agency of West Sumatra Province, the platform has to produce and/or review Provincial Disaster Management Plan and Provincial DRR Action Plan. Besides, the platform also

has mandate to monitor and evaluate program or project related DM/DRR in West Sumatra which refers to Hyogo Framework for Action (HFA).

The platform provides consultation service in developing the understanding of disaster risk reduction efforts for the parties or stakeholders in West Sumatra, provides recommendations on disaster risk reduction effort processes that have or will be implemented by government, stakeholders, and society and also for advocacy. But, since the head of West Sumatra Disaster Management Agency also fills the position in board committee, it affects the platform's independency as a mutual partner for West Sumatra Disaster Management Agency.

II. THE EFFORTS, LESSONS LEARNED AND RECOMMENDATIONS

A. Response, Early Recovery and Rehabilitation/Reconstruction Phase

NGOs and Civil Society Organization (CSOs) in general are still involved in rehabilitation and reconstruction activities after the Sumatra earthquake 30 September 2009. 45 organizations are still active as listed on the Agency Directory List compiled by Technical Support Team (TPT) – BNPB[4]. Activity undertaken is in the form of shelter reconstruction (T-shelter) and also there are some that get permission to build permanent housing.

Various efforts in response phase were conducted by offering aids ranging from food and NFIs including mental rehabilitation, data collection, assessment, call for help by media and journalist as well as search and rescue. The temporary housing/temporary shelter, temporary latrine and hygiene promotion, water solution for disease prevention, reproductive health issues, and livelihood were taken on the early recovery phase as well. Particularly, in term of advocacy for victims who suffered from injustice in the field has taken by establishing the complaint post lead by 2 NGOs focus on law and human right issues. In the rehabilitation/reconstruction phase, some efforts have been taken such as Earthquake Save Building Campaign, rehabilitation for community health center and school as well as housing.

➔ Problems and lessons learned

1. Coordination and regulation

- a. Local governments have not taken control in the coordination of emergency response phase.
- b. Lack of coordination resulted in many overlapping action programs.

- c. Bureaucracy makes NGOs are reluctant to coordinate with local governments and affected local government functions on coordination.
- d. The lack of regulations, standards operational procedure on disaster management have led the parties concerned to act in accordance with their respective institutions procedures.

2. Access

The scope of the disaster stricken areas, transportation and communication access, weakness of data collection system have made disaster victims did not receive adequate assistance, and on the other hand aids/program were accumulate in some areas.

3. Intervention

- a. Cash for work model to community self-reliance.
- b. Needs of victims are still determined by outsiders and resulted in community dependence on third parties.
- c. The number of foreign NGOs working in the disaster-affected areas that offer high salaries has caused the loss of many cadres and personnel of NGOs in West Sumatra.
- d. Government intimidation, in the case of resettlement without considering the rights and needs in terms of sustainability of their livelihood in the new location gave rise to further suffering for the victims of the disaster.

4. Capacity

- a. The limitation on resources and skills for rescue made minimum efforts from communities and NGOs in West Sumatra.
- b. The lack of documentation in emergency response causes incomprehensive analysis of issues and recommendations.
- c. Coordination led by UNOCHA requiring the use of English caused many NGOs in West Sumatra were reluctant to participate actively in the coordination process.
- d. The differentiation of management standards and program accountability between partners and donors, so that in coordination often causes miss communication.

5. Community participation

- a. Affected communities still feel that they are in the weak position and need assistance from outsiders.
- b. The lack of community participation drew some conflict of interest and created some problems on aid distribution.

6. Supporting

Midwives in the village are not equipped with tools for support the provision of health services when a disaster occur.

7. Monitoring

There was no monitoring in early recovery process carried out by independent parties cause a lot of problems.

8. Specific issue

- a. The violence issues, particularly which affected to the vulnerable groups have not yet become a common problem for aid agencies.
- b. Aid agencies have not paid full attention to special needs of vulnerable groups.

➡ Recommendations:

1. Coordination and regulation

- a. Local government should take over responsibility for coordinating all interested parties to put forward the principle of equality with partners, effective and efficient in the steps or program intervention efforts and to avoid adverse impacts of the program to affected communities.
- b. Strengthening the coordination network to increase awareness between all parties to maximize the benefits to the affected communities.
- c. The local government must have a clear SOP in disaster management, so that bureaucracy will not be obstacles to humanitarian issues.
- d. The existing and/or or developed regulation, Standard Operating Procedures must be socialized to all parties to obtain positive inputs and enhance the role or coordination function of government.

2. Access

- a. Develop a valid and effective data collection system for disaster victims in attention to the rights of victims and vulnerable groups, through the participation of disaster-affected communities in all processes to minimize the problems.
- b. Develop a mutual coordination and cooperation among NGOs and other stake holders to distribute aids by air and/or have direct access to affected areas of disaster.

3. Intervention

- a. All parties involved in disaster management should give priority to take efforts to establish the independence and self-reliance of the affected communities and must refer to the local culture, knowledge and value.
- b. The response, assessment, program development, implementation and monitoring and evaluation

processes taken by the Government, NGOs, private sector and other stakeholders should involve the community in order to fulfill the needs and rights of victims.

- c. NGOs and/or all parties which have disaster management program should have understanding on current condition built by local ngos to avoid damaging the established or existed system Affected communities to be relocated must participate in the process of assessment, planning, implementing, monitoring and evaluation and the local government must commit and refer to the problems and needs of victims.

4. Capacity

- a. Society and NGOs in West Sumatra have to increased knowledge and skills in the First Response, in order to reducing the possibility of enlargement of the number of victims.
- b. NGO's in West Sumatra should increase their capacity on emergency response documentation, so that they will be able to make appropriate analysis and action/program.
- c. Improving the capacity of local governments to take a lead in the process of coordination in emergency response phase, so that coordination meeting will be held in Bahasa to eliminate the language barriers facing NGOs in West Sumatrat that want to participate actively in the coordination.
- d. Intensive assistance related to management accountability standards to partner agencies.

5. Community Participation

- a. Paradigm on disaster management strategy and programmes should be based on the rights and needs of the affected communities as the main subject, so that they will be able to develop self-reliance in order to help themselves.
- b. Affected communities should take a lead on assessment, distributing aids, monitoring and evaluation facilitated by local government, NGOss or other institutions.

6. Supporting

Advocacy to Health Department to equip the midwives as the cutting edge of medical services in their respective area.

7. Monitoring

- a. Full participation of affected communities in order to improve their monitoring function and to increase awareness that all efforts are made to comply with the rights of victims of disasters.
- b. Strengthening the network between affected communities, NGOs,, corporation and other agencies in order to control fund management in transparent and accountable ways.

8. Specific Issue

- a. All parties involved in disaster response should be sensitive to the rights and needs of vulnerable groups and anti-violence.
- b. The response, development of program processes, implementation and monitoring and evaluation processes should involve community participation, be sensitive to the special need of vulnerable group in order to fulfill the needs and rights of victims and must refer to the local culture, knowledge and value.

B. Preparedness and Disaster Risk Reduction Program

Preparedness and Disaster Risk Reduction efforts have been familiar in West Sumatra, implemented by government or NGOs that focus on and have program on it with the support from many donors who also have the same mandate and programmes. In addition, the existing of West Sumatra Disaster Management Agency both in province and district level with the Provincial DRR Platform also give supports on DRR issue.

Some efforts in these field have been created such as awareness campaign; capacity building on disaster preparedness and management; community, school and health-based Disaster Risk Reduction; public private partnership, advocacy, DRR mainstreaming in to development and budgeting processes.

➡ Problems and lessons learned

1. Relationship

- a. Minimum space of coordination among stakeholders including local government and legislative induced partial solution in term of mainstreaming of DRR.
- b. Lack of appreciation from donors and local government related to what has been done by NGOs in West Sumatra in terms of DRR.
- c. Unequal relationship between donors and NGOs often caused constraints to the issue of Intellectual Rights.
- d. The weak of networking system among stakeholders in term of DRR integration in to development and budgeting processes have caused dependent and unsustainability efforts.

2. Program Management (approach, methodology and impact)

- a. Disaster management program from local government still limited to physical development (infrastructure) and have not yet addressed mitigation and disaster risk reduction issue.
- b. The preparedness and DRR programs or activities in the community have not touched the household level.

- c. School preparedness and school-based DRR programs or activities have not yet involved the surrounding community of the school.
- d. The preparedness and DRR programs or activities still use existed module from NGOs without considering local knowledge and experience causing inappropriate strategy, approach and action.
- e. The preparedness and DRR program or activity in the community level have not yet had impact to change of behaviour in terms of importance of gradual simulation/drill (household, community, school, health center, etc).
- f. The preparedness and DRR programs or activities are lacking in addressing DRR mainstreaming issue related to annual planning and budgeting at the local government institutions level.
- g. There is still a lot of DRR programs or activities that are not considering local knowledge and community ability to be self-reliance.
- h. Women are most valuable partner in terms of commitment and distributing information related to DRR.

3. Specific issue

- a. Limitation on understanding of DRR field has caused not all of the NGOs in West Sumatra are aware that DRR is completely have relation with their institution core issue.
- b. Time constraint of program implementation has an impact to capacity building process both on the community and government level.
- c. Lack of awareness from person in charge in community health center in terms of increasing preparedness both in the community center itself and personnels as well as community cadre (POSYANDU).

➔ Recommendations:

1. Relationship

- a. Improving coordination among stakeholders, so that DM/DRR efforts/programs/activities will have maximum impact to the community.
- b. Government should promote an existing best practice on DRR to be replicated to other village/district in West Sumatra.
- c. Improving mutual respect and supporting coordination and partnership among NGOs in West Sumatra and between donors and partners.
- d. The importance of recognition of intellectual property rights to what has been produced by NGOs in West Sumatra.
- e. Improving capacity and role of West Sumatra DRR Platform in terms of mainstreaming DRR into development process.

2. Program Management (approach, methodology and impact)

- a. Policy, planning and readiness of the local government and West Sumatra Disaster

Management Agency needs to be encouraged, assisted and monitored by all parties in building control systems for maximum impact to the community.

- b. DM/DRR program conducted by government, NGOs or Community Disaster Management group should touch the household level so that the awareness could be internalize in daily life of the vulnerable communities.
- c. DM/DRR programs conducted by government, NGOs or Community Disaster Management group for School Based DRR should find a strategy for active involvement of the school community (student, teacher, school committee and, neighbourhood) and formulate a gradual planning on drill as well as integration DRR in to subjects and extra curricular.
- d. Reformulating strategy, methodology, approach in gaining community and vulnerable group participation in assessment, planning, implementing, monitoring and evaluation based on local knowledge and value.
- e. Increasing capacity of existing Disaster Management Group in local level.
- f. Need to form an intersectoral working group on the government institutions so that the annual planning and budgeting issue on DRR could have a holistic solution.

3. Specific issue

- a. NGOs in West Sumatra have to identify the organization perspective regarding to DRR and the connection with their own focus and/or main issue.
- b. Need to formulate passing out strategy since the program planning process to have a clear message on who should have and responsible on what.
- c. Lumbang Derma Coalition together with West Sumatra DRR Platform should improve their ability and capacity in terms of DM/DRR so the efforts that have been or will be taken could be systematic, measurable, transparent and accountable and deliver maximize benefit to community.
- d. Need support from government, health department in particular to create collaboration effort in term of *Desa Siaga* and how to build their own SOP in Health Center Disaster Preparedness, Midwife and POSYANDU.

C. Climate Change Adaptation and Mitigation issue

The threat of future disasters caused by climate change become concern of the government, environmentalists, and NGOs in West Sumatra for last several years. As it's mandate is to mainstreaming DRR and refer to HFA, the West Sumatra DRR Platform has been asked by SCALE-R project run by Mercy Corps in West Sumatra as Provincial Board Committee. The project focus is integration DRR and Climate Change issue. But, in fact the efforts for this issue not as big as DRR although both

of it actually binding in terms of reducing the risks and impacts on disaster and climate change.

But, some efforts have been taken to integrate these issues, particularly in FIELD-Bumi Ceria Project that has been conducting field schools of living food bank, eco rice, biogas, Multi-use trees for coastal barrier strips, micro-climate improvement, and fruit tree production. This project is using the Field School as methodology to improve community participation by maximizing local potential resources (human, social, physical, natural, capital) and local knowledge as a basic standard in formulating and facilitating the process of program from assessment, planning, implementation, monitoring and evaluation. The problem and lessons learned recognised so far such as lack of knowledge and experience in integrating these two issues, spatial planning which are not aware to hazards and vulnerability as well as community participation in whole process on program. So, the recommendations are to improve the capacity of NGOs in West Sumatra in integration efforts on DRR and Climate Change adaptation and mitigation and build wider networking to address the issue, encourage and advocacy for DRR perspective in spatial planning.

General Recommendations

- a. Disaster preparedness and risk reduction must implement in all level of community from household to local government.
- b. Coordination always becomes a big issue and still need improvement to avoid over lapping, promote an egalitarian and mutual partnership between government, NGOs, community and other stakeholders.
- c. Community should involve and engage in every process of DRR effort to promote local knowledge, increasing community awereness and capacity, monitoring and evaluation function, etc.
- d. Need to integrate DRR issue into development process, from assessment, planning, implementing, monitoring and evaluation, budgeting, etc.
- e. DRR is holistic and the efforts taken should combine bottom up and top down approach model.
- f. Need to formulate an effective control system in DM/DRR and adaptation and mitigation efforts in each level including in the community.
- g. Need to increase the capacity of NGOs in West Sumatra in term of DM/DRR and advocacy so that it could reach a maximum impact to the community

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