CONTEXT ANALYSIS REPORT INDONESIA

Programme: Climate-Proof Disaster Risk Reduction

Involvement of Southern partners

The Southern partners of the Partners for Resilience in Indonesia have been actively involved in the context analysis, as well as the programme design. During a week-long programme development workshop, representatives from several partners have actively participated in gathering initial inputs. During the workshop, the NLRC DRR advisor gave a workshop on the "Pressure and Release (PAR) model". Similarly, the Partners for Resilience have provided workshops on (the linkages between) disaster risk reduction (DRR), ecosystemmanagement and restoration (EMR) and climate change adaptation (CCA). This climate change input, as well as insights into EMR, were used to adapt the PAR model, for the Partners for Resilience. This model has been used by the partners to complete the problem analysis of the two programme locations. Following this, a target group analysis and a SWOT of the Indonesian Civil Society were carried out by the partners, who were actively involved in designing the tailor-made programme during the workshop. When consolidating the above information and completing this with the introduction, the contextual analysis, the multi-actor analysis and the programme SWOT, inputs from all partners were regularly asked. The capacity of the partners was strengthened through the participatory nature of the planning process, as well as through the workshops of the technical experts.

I. INTRODUCTION

Indonesia is the world's fourth most populous nation with 242 million inhabitants. The population more than doubled since 1970 and is straining the country's natural resources. The political developments are marked by a path of democratic reform, which started after the resignation of President Suharto 1998. Following this, there were peaceful elections in April 2009 and free and fair presidential elections in July 2009. Civil society groups, together with students and the media, have served as major catalysts for change. A combination of democratisation and decentralisation has led to more regional autonomy. Local government institutions often lack the capacity to fulfil their new mandates effectively, and the creation of more than 200 new regions has led to increased bureaucracy, which has not always improved conditions for local communities.

Recent macroeconomic developments suggest the economy has finally recovered from the 1997 Asian financial crisis. The challenge is now to sustain a growth rate of 6-7%. Unemployment in 2007 was reported as 9.8% of the labour force; 29.9% of the labour force is involved in informal, casual or unpaid work; and 60% of the labour force is based in rural areas. Agriculture including forestry and fishing absorbs most of the labour resources, employing 43.7% of all workers. This sector has the lowest daily economic productivity of all sectors, at US\$4. Informal employment is one of the highest in the agricultural (and fishing) sector, at 46.4%. While Indonesia is on track to achieve many of the MDGs by 2015, the national indicators disguise considerable regional disparities.iii Social developments remain concerning. Though Indonesia has made significant advances in reducing poverty and deepening democracy, the number of poor in Indonesia remains high: more than 35 million people (15.4% of the population) lives below the national poverty line. The rural poor remain at a disadvantage in terms of: access to and control over land, water, means of production and financial services; quality of social services such as health care; participation in public and political decision making; and personal and communal security and safety. Pervasive corruption is said to be the single most important obstacle to advancing pro-poor policies and the socially responsible management of Indonesia's unique natural heritage. iv Indonesia has one of the highest levels of biodiversity and endemism in the world^v, and its ecosystems are vital for its resilience to natural hazards and the daily livelihoods for numerous communities. Indonesia's forests are estimated to be declining at an annual rate of 1.17 - 2%, and 50% of the forest cover was lost during the last 50 years. Some 70% of Indonesia's remaining mangrove forests are damaged due to human activity. Industry and domestic sources are major causes of surface and ground water pollution.vi

High disaster risk further aggravates the poverty levels in the country. Over the period 2000-2009 almost 11 million people were affected by seismic and climatic related disasters. Vii Indonesia is located on the meeting point of three tectonic plates, so called the Pacific Rim's "ring of fire" known for its frequent and violent earthquake and volcano activity, which can contribute to tsunamis. Flood and landslides are the most commonly occurring disasters, with many communities experiencing four or more flood events per year, causing loss of livelihoods, assets, and loss of life. Many parts of the country are susceptible to drought resulting in crop failure and uncontrolled bush fires, exacerbated by extensive forest logging. One of the main climatic influences is the El Nino Southern Oscillation (ENSO). An ENSO event leads to decreased precipitation, drought and is usually followed by huge shortfall in rice production. Viii ix Drier conditions can result in frequent forest fires and subsequent air-borne pollution and haze. During the 1993-2002 period the annual average area of agricultural land affected by drought was 220,380ha, resulting in the loss of the equivalent of 190,000 ton of dried grain. For flooding the respective numbers are 158,787 ha and 174,000 ton. Approximately 40 million Indonesians are directly dependant on coastal and forest resources. Poor people will be most affected, as they are dependent on natural resources for their livelihoods.

The already large number of climate-related hazards in Indonesia and their intensity is further aggravated by climate change. The major climate change trends projected for Indonesia are an overall increase in annual precipitation with decreases predicted in some areas of the country with a change in the seasonality, a 30-day

delay in the annual monsoon, 10% increase in rainfall later in the crop year (April-June) and a sharp decrease in rainfall in the dry season (July-Sept). According to IPCC (2007) South East Asian countries experienced a 0.1-0.30°C temperature increase per decade during the period 1951-2000. In Indonesia, rainfall has declined in the South and increased in the North. IPCC 2007 global projections for sea level rise range between 0.18m to 0.59m by 2100, while other sources predict up to one metre. In this will impact Indonesia's coastline, around 81,000 km long and ranked as the second longest in the world. Approximately two-thirds of the Indonesian coastline is protected by coral reefs. Sea temperature changes may lead to massive coral bleaching and broad reef deterioration, while warming sea-surface temperatures may be causing changes in oceanic circulation patterns leading to a reduction of primary fish production. It is projected that between 24% and 30% of the reefs in Asia will be lost during the next 2 to 10 years and 10 to 30 years, respectively. In Mangroves are threatened by reduced freshwater flows and salt water intrusion. With destruction of the marine environment and coral reefs, loss of livelihood for fishermen and rural coastal communities dependent on the coastal ecosystems will follow.

The increased variability of precipitation expected in Indonesia due to climate change is likely to impact health negatively. After flood events, diarrhoeal diseases and vector-borne diseases have been shown to be more common due to mixing of human waste and drinking water. Stagnant pools of water provide extra breeding grounds for disease carrying mosquitoes. In times of drought, water quality can decrease, causing diarrhoea. Lack of access to adequate amounts of water for personal hygiene can cause diarrhoeal disease, intestinal worms and trachoma. There are 36,000 deaths annually due to diarrhoeal diseases in Indonesia - a rate of 16 deaths per 100,000 people. Incomplete water and sanitation infrastructure coverage and inadequate knowledge of hygiene increase transmission of diarrhoeal diseases. These factors make populations vulnerable to extreme events. In Indonesia 80% of the population use improved drinking water sources (compared to 71% in 1990), and 52% use improved sanitation, (up from 33% in 1990).

The effects of climate change are expected to be: (a) increased threats to food security; (b) declining agricultural productivity; (c) inundation of productive coastal zones and communities; (d) loss of farming and coastal livelihoods; (e) consequences for water storage (water reservoirs, electricity generation, drinking water supply); (f) intensification of water- and vector-borne diseases; and (g) deterioration of coral ecosystems. XiII

II. TARGET GROUP ANALYSIS

The programme will select 48 communities in Nusa Tenggara Timur (NTT) and Banten provinces. In NTT province, the Partners for Resilience will work, as a minimum, in the districts of Ende, Sikka, Kupang and Timor Tengah Selatan (TTS). In Banten province (Banten Bay ecosystem area), the Partners for Resilience will work, as a minimum, in the municipalities of Kota Serang and Kota Cilegon, as well as in Kabupaten Serang and Kabupaten Tangerang districts. The livelihoods of these communities are vulnerable to natural hazards, climate risks and environmental



degradation. They are mainly fishermen and poor rural farmers, who primarily depend on the coast, seas, and agriculture in environmentally sensitive areas that are at high risk of coastal degradation, sea level rise, drought and flood. Specific people at risk include but are not limited to female headed households, elderly, disabled, and children, who all are impacted differently by disasters. The programme will start in a limited number of districts and communities, and gradually expand so as to build upon lessons learnt, facilitate replication and strengthen modelling efforts.

NTT is at mid-disaster risk^{xiv} from natural hazards in Indonesia, but concurrently has lowest adaptive capacity. Banten province scores high in the multiple hazard index, while its adaptive capacity is low^{xv}. Adaptive capacity is defined here as a composite index of socio-economic factors (income per capita, literacy, life expectancy, poverty, and inequality), technology, and infrastructure. The data on these elements comes from various sources such as UNDP Human Development Reports and national statistical agencies and Economy and Environment Program for Southeast Asia (EEPSEA); International Development Research Center (IDRC) mapping (2009).^{xvi}

Civil society organisations, local and regional government are also target groups; they are described below under "Contextual analysis" and "Multi-actor analysis".

III. PROBLEM ANALYSIS

Micro level

Poor, rural communities in NTT and Banten are heavily impacted by natural hazards and, being often left on their own, depend on traditional coping mechanisms and social structures. The selected communities in Banten province are dependent on the fragile coastal areas. Those in NTT province are heavily dependent on natural resources for livelihoods for their fishing and subsistence agriculture. In both provinces, rapid environmental degradation seriously affects their capacity to cope with disasters.

Meso level

NTT province consists of approximately 550 islands and all districts and communities are at risk of natural hazards. In NTT province these include flood, drought, hail, coastal abrasion, earthquake, volcano eruption, landslide, tsunami, typhoon and debris flow in mountainous areas. Compared to other provinces, NTT is relatively severely impacted by the El Nino effect through decreased precipitation.xvii Banten province consists of 55 small islands and has a coastal line of 817 km.xviii As low lying coastal areas make up a large part of the province, Banten is very vulnerable to sea level rise. Continuing coastal erosion results in loss of land, which adversely affects communities' livelihoods. Banten frequently suffers from floods and landslides. The decreasing quality of water of Banten Bay due to pollution has especially impacted shrimp farming.xix

Macro level

Contradictory policies for natural resource management provide space for uncontrolled environmental degradation, while enforcement and penalties are inconsistently applied. The establishment of provincial and district government structures for disaster management in NTT is still in its early stages. In Banten nothing has been initiated in this respect. Lack of clear mandates between central and regional governments often leads to contradictory regulations.^{XX} As a result, environmental degradation is increasing at an alarming speed, and reducing disaster resilience in two ways: 1) damaged ecosystems protect less well from hazards through services such as flood regulation, slope stabilisation, and protection from storm surges; and 2) people's livelihoods that depend on ecosystems are affected.^{XXI}

In the development of a coherent and comprehensive Disaster Management system at the national level, there are four key challenges faced by the Government: 1) ensuring synchronisation of existing regulations and institutions; 2) Ensuring coordination of all relevant stakeholders; 3) Ensuring the availability of institutional capacity, human resources and funding; 4) Ensuring active community involvement. **xiii* Government programmes are in place for mainstreaming DRR (e.g. Safer Communities through Disaster Risk Reduction **xxiii*), but the communities' needs are not being taken into account, as effective mechanisms for consultation and discourse with government are not in place. The potential role of CSOs in bridging afore-mentioned gaps is not fully realised due to the fragmentation of their work and advocacy efforts.

IV. CONTEXTUAL ANALYSIS

In the programme areas people's vulnerabilities and capacities to cope with disasters and climate risks depend mostly on the following underlying factors:

- <u>Fragile local economy:</u> NTT is one of the poorest provinces in Indonesia. Drought, salt-intrusion, and changes in the length and timing of rainy season hamper agricultural productivity. In Banten fish farming is suffering from the disappearance of mangroves and decreasing water quality. Limited income diversification and a lack of savings or insurance leave people without reserves.
- <u>Education and access to information</u>: Access to quality education in NTT province is low. Timely information for early warning is not available, while national models for climate change impact cannot be translated to local situations. The population can only rely on traditional knowledge and practises, which are unreliable in the face of weather extremes that do not match with experience from the past.
- <u>Environmental degradation</u>: Unsustainable patterns of development are contributing to rapid environmental degradation and deforestation. Rural poverty is exacerbating this trend as poor communities are forced to degrade their environment to survive.
- Unsafe physical environment: Dependency on natural resources force poor communities in Banten and NTT to
 live in flood prone areas and tidal zones. Lack of protected drinking water facilities in times of flood lead to an in
 increase of waterborne diseases, while stagnant water as a result of dysfunctional drainage systems facilitate
 the spread of diseases such as dengue and malaria. Limited access to health care and limited knowledge of
 first-aid further aggravates health problems.
- Migration: In Banten, seasonal migration to Jakarta takes away labour capacity from rural communities, while migration from other areas to the industrialising zones in Banten brings an influx of outsiders who care less for the condition of Banten's coastal areas. In NTT many communities are still impacted by displacement following the 1992 tsunami and religious conflict in the 1990's. Migration by young people to the provincial capital Kupang, for studies and work, is high. This can result in an unbalanced age-structure in the community, decreased social coherence, and decreased transfer of traditional knowledge and practices. All of this may affect the risk reduction capacity in communities.
- Accessibility: The physical distance and lack of communication infrastructure make it more difficult for government and CSOs to reach out to vulnerable communities.

 Poor public action: Despite national legislation on Disaster Management, the law on local governance, and ongoing programmes of (I)NGOs, communities are still hardly aware of how they could change or influence their risk reduction status themselves. Particularly, there is little awareness of the potential future impacts of climate change.

The civil society organisations the "Partners for Resilience" are partnering with in these programme areas have extensive experience in addressing some of the above mentioned factors. Since 1998 significant progress was made in expanding the space for citizen participation, especially at sub-national levels, but many public officials are still ambivalent about the political role of NGOs and activist citizens in general. While official rhetoric embraces participation and partnership, practice often remains restrictive and ad hoc. Government and civil society are often mutually supportive in the management of their social programmes, where the latter manage to bridge the distance between communities and government.

Particularly independent Islamic mass movements^{xxiv} are highly influential from high level Government and corporate circles down to the grass roots and play a key role in reducing poverty and promoting social development (health, education). Non-traditional NGOs, active in environmental issues, human rights, anti corruption, public transparency, women rights, are starting to engage constructively with government leaders. Limited access to information has been a restriction in the past, particularly for NGOs involved in environmental issues. After 10 years of relatively few restrictions, the Indonesian government has recently introduced the Foreign Assistance Act to more closely monitor the thousands of CSOs. The Freedom of Information Law came into effect end May 2010, which new positive opportunities for CSOs and local institutions in terms of democratic space and public accountability.

On the basis of the SWOT analysis of Indonesian civil society, the following strategies for strengthening civil society were formulated for inclusion in the country programme:

	Strengths	Weaknesses
Opportunities	Strengthen CSO capacity and promote CSO participation in Government Working groups on DRR/CCA/EMR Support development of district and village regulations to legitimise community risk reduction efforts Traditional leaders to encourage behaviour change at community level, which encourages EMR and CCA Advocate for CSOs either through individual organisations or networks/alliances to integrate DRR, CCA and EMR Specific role for CSOs in process led by government (PNPM) National Community Empowerment Program Limited models of good practice in DRR/CCA/EMR, yet well defined structure for policy; clear role for the Partners for Resilience to support learning and development to national level Enhance the dissemination of CSOs expertise and best practices at Indonesia national level and beyond	Use Government Working groups where CSOs engage in dialogue to legitimise community led strategies to promote risk proof development. Government policy programmes provide mid-term national development planning; provides opportunity to harmonise CSO work and advocacy efforts Use examples of good practice in Banten Bay on coastal zone management and in NTT in multi-stakeholder engagement in DRR to promote strategic links with advocacy CSOs Strengthening partnership between CSOs, knowledge institutes and government to increase access to information and innovation at the district and province level Government of Indonesia's policy requires multi-sector collaboration, in relation to advocacy that could be perceived as criticism through multi-sector fora will support legitimisation (desensitisation) of advocacy issues Complementarity with other actors is limited; efforts to align with government and bi-lateral programmes will strengthen the impact/ outreach of the programme.
Threats	Use Government Working groups where CSOs work to strengthen voice of underrepresented actors; engage private sector actors in coordinated planning in DRR/CCA/EMR Expand DRR and CCA discourse to EMR; harness CSO linkages with governments; Multiple village focus within a district to align DRR/CCA/EMR with district economic development programmes including livelihoods development; Multiple level village approach per district to support modelling / learning potential for local government; support enactment of the disaster management bill Support government strategy to expand and strengthen BPBD to address DRR/CCA/EMR through community led interventions and district government engagement Emphasis on learning / model development / policy alignment at district level to mitigate risk of personnel turn over Emphasis CSO support to coordination at district level to promote transparency and alignment with government programmes	Focus on DRR/CCA/EMR to promote alignment with development and poverty alleviation strategies; promote community managed approaches District level focus on hazard response to align CSO and government efforts and consolidate advocacy efforts DRR / CCA / EMR Model development with high level of CSO and government ownership of efforts and results; Transfer potential conflict between opposing interests / criticisms to be resolved through multi-sector efforts of government Strengthen / establish forums to promote dialogue at multiple levels Formal role and partnership developed between knowledge institutions and CSO

The Partners for Resilience's members will work via the following CSOs, that have been selected on the basis of their vision and mission in relation to the target group as well as their experience and track record:

- **The Indonesian Red Cross** (Palang Merah Indonesia PMI) is the only organisation recognised by the government's Disaster Management Boards at all levels. PMI has about 540,000 trained volunteers, and some 40,000 volunteers ready to be mobilised in emergency operations;
- Wetlands International Indonesia is specialised in ecosystem management and restoration;
- Bina Swadaya Consultancy Unit provides services to communities, cooperatives, micro-finance institutions, private sector and government in support of community empowerment and development, microfinance and credit, DRR, and agribusiness development;

- **Insist network** (Indonesian Society for Social Transformation) and member organisations focus on community empowerment/social transformation to address equitable and sustainable food security and energy development, risk reduction and CCA through rights based advocacy;
- Caritas Indonesia supports communities to respond to and prepare for disaster;
- Masyarakat Penanggulangan Bencana Indonesia (MPBI) is a loose network of professionals dedicated to the development of disaster management in through national advocacy and policy development, capacity building and technical assistance:
- Kelompok Pencinta Alam Pulau Dua in Banten was recently established by fish-farmers interested in piloting environmentally friendly fish ponds in combination with coastal restoration;
- Mitra Bahari (Central Java) will assist with coastal restoration in Banten and NTT;
- Perkumpulan Masyarakat Penanganan Bencana NTT (PMPB NTT) is active in the field of disaster risk
 management, emergency response and food security. Its vision is to contribute to the development of a
 discrimination-free NTT where communities know how to adapt to climate change and are better prepared for
 disasters.

V. MULTI-ACTOR ANALYSIS

The progamme is in line with the policy orientations of the Ministry of Forestry on climate change adaptation, and those of Bappeda, the body for regional planning and development. Bappeda and Ministry of the Home Affairs have confirmed that the programme is in line with phase 2 of the Medium Term Development Plan as well as with the policies of the National Platform on DRR and the Indonesian Society for Disaster Management. Collaboration with the following donors has been established: Royal Netherlands Embassy, GTZ, ADB, AusAid, World Bank, UNESCO, DFID and Plan International. The areas of collaboration will be exchange of information on community efforts to mitigate risk, development of CCA models and joint advocacy. The presence of these donors in NTT and Banten will lead to more detailed planning with a view to creating synergies.

The Partners for Resilience bring together five members from different backgrounds, with extensive networks, that have long-term working relations with DRR/CCA/EMR actors in Indonesia and beyond:

- Government: the Partners for Resilience's members work under formal agreements/MoUs with the Indonesian government (Ministry of Forestry; Ministry of Home Affairs; Ministry of Social Affairs); the Indonesian Red Cross has a distinctive mandate to assist national and local governments in disaster response;
- Red Cross movement: PMI, The Netherlands Red Cross and the Red Cross/Red Crescent Climate Centre are part of the International Federation of Red Cross and Red Crescent Societies, who support technical assistance and knowledge sharing within Indonesia, regionally and globally;
- <u>Private sector</u>: PMI and Bina Swadaya work with the private sector for technical and financial support. The private sector is represented in the Indonesian National Platform on DRR. The various ministries involved in natural resource management work with the private sector;
- <u>International donors:</u> Cordaid and PMI are active members of the UN Technical Working Group on DRR involving international donors and INGOs;
- (<u>Inter)National platforms and networks</u>: Cordaid, PMI, CARE support key members of the Indonesian National Platform on DRR. Cordaid's partners participate in the Humanitarian Forum Indonesia, a consortium of faith-based networks. Cordaid's local partners work in a network of more than 1,000 civil society organisations focusing on rights based advocacy. Cordaid is member of the Caritas DRR/ER working group. CARE is leading the Emergency Capacity Building Project (ECB), a NGO consortium supported by the Gates Foundation;
- <u>Knowledge Institutes</u>: Wetlands International, Insist and Bina Swadaya have close collaboration with an extensive range of research institutions and academic organisations in Indonesia.

The specific niche of the Partners for Resilience is the interconnected approach to DRR, CCA and eco-system based approaches in relation to the interventions of other actors in the country who deal with these subjects sectorally.

VI. TAILOR-MADE PROGRAMME

The Country Programme aims to reduce the impact of hazards, particularly climate related on vulnerable communities in NTT and Banten. The key issues identified in the context analysis are:

- There are many unsafe conditions and interrelated underlying factors that lead to reduced disaster resilience of vulnerable communities;
- Coordination and cooperation between the different sectors and among the different stakeholders is still incidental and insufficient, resulting in missed opportunities for the development of coherent and comprehensive disaster management;
- Fragmentation in the work of CSOs leads to a potentially reduced impact of their programmes to address disaster resilience;
- Existing networks of the Partners for Resilience and their partners reach out to many stakeholders (government, CS, community, private sector, knowledge institutes) in Indonesia and beyond. This provides opportunities for more effective and sustainable community resilience building, and dissemination and sharing of experiences and models.

The Partners for Resilience's programme for Indonesia aims to build a safer and environmentally sustainable living environment by focusing on the following components, which will be applied to all three global Partners for Resilience's intervention strategies (community resilience; strengthening civil society; and policy dialogue and advocacy):

- Integrating DRR/CCA/EMR: DRR/CCA is more effective and sustainable if DRR actors are aware of the interconnection between sustainable ecosystems, climate change and disaster risk reduction, and mainstream this in their strategies and approaches;
- Joint cooperation, advocacy and complementarity among multiple stakeholders: By facilitating dialogue and collaboration, the Partners for Resilience will be in a better position to address the complex factors contributing to people's vulnerability;
- 3. Exchange, learning and replication: The programme will build an extensive array of models of good practise, recognising traditional practises and introducing new and appropriate technologies. Sharing and disseminating these models will help communities and other stakeholders to learn from each other. It may lead to replication of interventions in other target areas and beyond.

Harnessing the Partners for Resilience's extensive networks and specific experience, whilst strengthening multiactor coordination and community advocacy, will enhance the programme's quality and consistency. The activities of all Partners for Resilience's members will be aligned and follow the same overall strategy. In reality, this will mean that each organisation will work in specific communities, and invite the other partners to give support in specific areas and take part in coordination, learning activities and joint advocacy.

Applying the above mentioned three concepts, the implementation will include:

- Community resilience: raising awareness and building local skills/knowledge on DRR/CCA/EMR; building
 partnerships between communities and government, knowledge institutes and private sector; joint advocacy
 towards the district government; community to community learning through exchange visits and joint events;
- Strengthening civil society: awareness raising and capacity building of CSOs on DRR/CCA/EMR; building collaboration and partnerships, joint identification of critical advocacy themes; facilitating CSO exchange and learning, and documentation of good practices;
- Advocacy and policy dialogue: supporting government to assist communities in DRR/CCA/EMR; building
 dialogue through multi-stakeholder and multi-sector platforms; sharing good practices and models with
 district and provincial government and national dialogue.

These activities will be enhanced by the global support component which provides good practice on DRR/CCA/EMR from other countries in Asia/Pacific (such as the work by ISET in India and Nepal); links to global networks of civil society organisations and knowledge centres that will provide tools and partnerships to the Southern partners; and global policy inputs that will support their engagement with national policy makers, planners and implementing agencies. This specifically includes the UN Framework Convention on Climate Change (UNFCCC) process, building on the strong engagement of the Indonesian government following the 2007 COP in Bali, World Bank including GFDRR (which is supporting a program to mainstream DRR in Indonesia), Asian Development Bank, UNDP and others.

The Partners for Resilience see a number of opportunities which will contribute to the success of programme. The very positive reaction to the programme from stakeholders, particularly the government opens many opportunities for new approaches to poverty reduction, linking and learning and policy dialogue. The vast network of contacts with other players in Indonesia active in DRR/CCA/EMR will be used to create momentum thus bringing other partners, including government, who may be new to the approach.

End notes

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