



Joint Programme Document
Indonesia Multi-Donor Fund Facility for Disaster Recovery

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Contents

- EXECUTIVE SUMMARY 4
- 1. SITUATION ANALYSIS..... 5
- 2. STRATEGY AND LESSONS LEARNED 7
- 3. RESULTS FRAMEWORK 10
- 4. MANAGEMENT AND COORDINATION ARRANGEMENTS 16
- 5. FUND MANAGEMENT ARRANGEMENTS 19
- 6. MONITORING, EVALUATION AND REPORTING 19
- 7. LEGAL CONTEXT OR BASIS OF RELATIONSHIP 22
- 8. WORK PLAN AND BUDGET 23
- ACRONYMS..... 26

Executive Summary

The Merapi joint programme is a joint initiative of the Government of Indonesia and the key UN and international agencies (UNDP, FAO, and IOM) in supporting the post-disaster recovery of the regions affected by the 2010 Merapi eruptions in Central Java and Yogyakarta. In line with the United Nations Partnership Development Framework (UNPDF) and the strategic goals of the Government of Indonesia's Medium Term Development Plan (RPJMN), the joint programme is designed to contribute to the following outcome: Improved sustainable livelihoods recovery and enhanced community resilience in areas affected by the 2010 Merapi eruption. The joint programme is comprised of three main outputs to support the outcome, namely: (1) Sustainable livelihoods recovery and income generation support, incorporating value chain approach for selected commodities, (2) Strengthened capacity of local government to manage and coordinate DRR-based recovery programmes and mainstream DRR with involvement of all stakeholders, and (3) Enhanced community resilience and strengthened linkages between communities and relevant stakeholders. These outputs will be produced through a number of key initiatives that are aimed at facilitating livelihoods recovery, strengthening local government capacity, and improving community resilience.

The Merapi joint programme is funded by the Indonesia Multi Donor Funds Facility for Disaster Recovery (IMDFF-DR), which is a trust fund managed and overseen by the Government of Indonesia. Whereas the main agenda/programme and budget of the post-disaster recovery of the affected areas in Central Java and Yogyakarta is stipulated in the GOI's Action Plan for Reconstruction and Rehabilitation (RENAKSI) for the regions, the IMDFF-DR has requested that the IMDFF-DR supported joint programme is to address the needs/gaps that are not fully captured within RENAKSI or that are to prepare the communities and local government before they receive large funds from the RENAKSI. In this regard, IMDFF-DR has advised the Merapi joint programme to focus on livelihoods recovery, capacity building of local government, and the community resilience. In addition, during the pilot phase of the Merapi joint programme, it will target the affected communities that will take part in the GOI supported relocation programme. In line with the government policy, the Merapi joint programme will encourage affected communities to leave/abandon their villages situating in high risk zones (Disaster Risk Zone III – KRB III) and move to the new relocation sites. Providing more assistance to relocation areas will therefore support the "zero growth policy" promoted by GOI in closing down the villages situated in the high risk zone (KRB III).

A coordination mechanism comprised of a coordinating agency and a programme board will be established in Yogyakarta to facilitate coordination for the achievement of programme outputs. The coordinating agency will be responsible for coordination and liaison, including reporting, with IMDFF-DR through the UN Resident Coordinator's Office Based on collective agreement among the UN organizations, UNDP will act as the coordinating agency for the Merapi joint programme with the support from each of the agencies as lead output focal points. The programme board will comprise of key government agencies, Participating United Nations Organisations (PUNO), local government and CSOs, and the IMDFF-DR Secretariat.

The Merapi Joint Programme will be delivered within a twelve month period from 2012 to 2013. The successful implementation of the Merapi Joint Programme will be important to facilitate the early recovery of the impacted communities and will complement the full recovery programmes funded by GOI's RENAKSI. Through documentation and sharing of lessons learned, the Merapi joint programme will further enrich the positive discourse in Indonesia in fostering a sustainable post-disaster recovery that is jointly supported by GOI, UN agencies and international organizations, as well as international development partners through the IMDFF-DR.

1. Situation Analysis

Background: on 26 October 2010 at 17:05 local time, the stratovolcano¹, Merapi erupted. The eruption immediately caused 38 casualties and 28 major injuries and approximately 70,000 were evacuated to surrounding areas in Central Java. Four districts with a total population of 182,446 (53,315 households) have been affected by the eruption. Overall the eruption claimed 339 human lives and displaced more than half a million people at the height of the eruptions and further destroyed 5,059 residential houses in the provinces of Yogyakarta and Central Java. In the aftermath of the disaster, Central Government with the support from various international agencies as well as national and local NGOs provided humanitarian assistance support to save lives and avoid more victims. In addition to relief efforts, the government with various international agencies also provided early recovery support, aiming at restoring livelihoods of the survivors and restoring basic government functions in the impacted areas. A secondary effect of the eruptions was debris flows in the form of volcanic sediment, rocks and tree branches depositing into rivers² which has affected over 70 communities and left 492 houses destroyed or damaged. 269 hectares of agricultural land has been destroyed in the six sub-districts in Magelang district, Central Java province, with the potential for further destruction due to a substantial volume of cold volcanic sediment (Indonesian: lahar) stored at the peak of the volcano.³

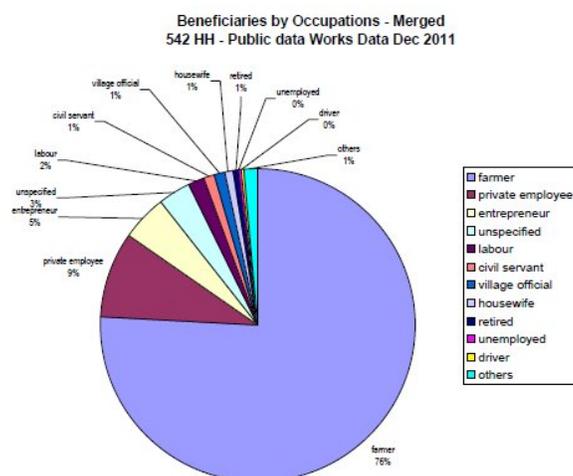
Most of the population in the four affected districts depended on the agricultural sector for their livelihoods (see Figure 1 below). They planted paddy and horticulture such as corn, cassava, sweet potato, crops, snake fruit (mostly in Sleman and Magelang districts – central Java) whilst livestock, in particular dairy cows, were mainly the income source for villagers living in Boyolali (sub district of Cepogo, Musuk) and Sleman (Cangkringan sub district). As a result of the eruptions, livelihood assets of the communities were damaged and destroyed. This particularly applied to livestock, paddy field, crops plantation and public facilities such as irrigation canals, water pipes, bridges, water dams and roads. They were not able to resume their livelihoods to normality because crops, paddy and horticulture commodities, could not be harvested, livestock were dead or sold to the market. Considering the huge loss and damage to the livestock and agriculture sectors, which were the main livelihoods of the affected communities, there is a need to provide assistance for the rehabilitation of these sectors.

¹ Source: Pusat Vulkanologi dan Mitigasi Bencana Geologi (PVMBG) / Volcanology and Geological Disaster Mitigation Center daily updates. <http://www.bgl.esdm.go.id/>

² Volcanic mudflows, or lahars, are flows of volcanic mud, rock and water that are created by intense rainfall or the breakout of a summit crater lake. Lahars look like fast-moving rivers of wet concrete that rush down valleys and stream channels at speeds of up to 60 kilometre per hour. Close to their source, they are powerful enough to rip up and sweep away trees, houses, and boulders. Further downstream they entomb objects in their path in mud.

³ As informed during the Government coordination meeting in Magelang District on 26 January 2011.

Figure 1



Government Response and Recovery efforts: in terms of support beyond immediate relief for the affected populations, the government undertook a post disaster needs assessment (PDNA), which assessed both the damages and the losses caused by the disaster and also the needs for human recovery. The results of the PDNA served as the basis for formulation of the master plan for post-disaster reconstruction, which is known as the “Rencana Aksi Rehabilitasi Dan Rekonstruksi Wilayah Pasca Bencana Erupsi Gunung Merapi di Provinsi D.I. Yogyakarta dan Provinsi Jawa Tahun 2011-2013” (or the ‘Action Plan for Rehabilitation and Reconstruction Merapi Build back Safer’ for D.I. Yogyakarta and Central Java Provinces 2011-2013), published in June 2011. This Action Plan provides a comprehensive framework for post-disaster recovery and sets the key objectives for rehabilitation and reconstruction over a three-year programme in five sectors, namely:

- HUMANITY ASPECT: Psycho-social recovery of affected populations, restoration of health and educational services.
- HOUSING & SETTLEMENT ASPECT: Repair of residential housing and settlements.
- INFRASTRUCTURE ASPECT: Repair of infrastructure and public utilities.
- ECONOMIC ASPECT: Recovery and improvement of economic conditions in agricultural and non-agricultural sectors.
- SOCIAL ASPECT: Restoration of social and cultural activity.
- CROSS-CUTTING ASPECT: Restoration local governance, orderliness and security.

In the spirit with the Hyogo Framework for Action⁴, the government regards this reconstruction and rehabilitation programme as a strategic opportunity to incorporate Disaster Risk Reduction (DRR) considerations across all sectors and activities in order to ‘build back safer’ while also aiming to ‘build back better’ through due consideration to the Millennium Development Goals (MDGs).

In anticipation of the recurrent effect of the eruption, the government’s National Disaster Management Agency (BNPB) implemented an exclusion zone policy, and has embarked on a ‘zero-growth’ policy for KRB III. This would require those who lived within this zone to relocate to special centres for internally displaced persons (IDP) in the four affected districts. In late November 2010, BNPB announced plans to construct 2,781

⁴ The World Conference on Disaster Reduction adopted the HFA 2005-2015: ‘Building the Resilience of Nations and Communities to Disasters’.

transitional shelter units for the remaining displaced people whose houses were destroyed by the eruptions.⁵ These families commenced relocation to transitional shelters by the end of December 2010.

Needs analysis: Despite the exclusion zone, many IDPs returned home during this period to attend to crops and protect livestock, which had been left behind, in an attempt to safeguard belongings and livelihood assets. In view of government's policy to promote relocation of impacted communities from their former villages and/or makeshift IDPs transitional shelters to the relocation centres, it is noted that many of the impacted communities have avoided relocation because of various factors such as the low potential income, the low productivity of agriculture, the lack of awareness of disaster risks in their former villages, and lack of capacity of the local government to coordinate post-disaster recovery programmes. Furthermore, the speed of recovery of livelihoods has been quite slow due to a number of constraining factors such as the lack of facilities (seeds, equipment, and skills), lack of land revitalization, and lack of networking with broad stakeholders in pursuing the value chain advocacy, and lack of assistance provided to the small and medium enterprises. In this regard, the IMDFF-DR Steering Committee has requested assistance from the UN window of the facility on: livelihood value-chain support for income recovery and the creation of incentives and capacity for support to the Government's 'zero-growth' policy for KRB III⁶.

2. Strategy and Lessons Learned

Overall Strategy: the joint programme intends to support the government priority in providing incentives for the impacted families to engage in the government led relocation programmes and at the same time facilitate their livelihoods recovery. While maintaining livelihoods recovery as its primary focus, the joint programme will also address capacity gaps and also mainstream DRR during the recovery process. In addition to provision of livelihoods inputs in relevant sectors, direct capacity building initiatives will be included in the programmes to benefit the target groups through provision of skills training, coaching, and organization in view of making the recovery process more sustainable. The impacted communities will also be supported in mainstreaming DRR at the local level to ensure that their livelihoods activities anticipate future risks and address any environmental concerns as necessary. At the same time, special support will be dedicated to facilitate an active coordination at the local level that is led by BPBD with the support from relevant government offices and that will include non-government actors and local CSOs as required. The intended result of the programme is to demonstrate how incentives can be created for impacted families to engage in the relocation programmes and will gradually abandon their villages in the KRB III which is in line with the zero growth policy within KRB III being promoted by the government.

Joint Programming Approach: the IMDFF-DR has requested for a joint programme approach under the UN Window. The joint programme is aimed at maintaining a common and coordinated programmatic approach in support of the priorities that have been set by the government in facilitating the recovery process of the impacted communities in Central Java and Yogyakarta. At the request of the government, the main focus of the joint programme has been designated on livelihoods recovery that will benefit target specifically the affected communities that have moved in to the relocation centres. Given the availability of resources, the joint programme will initially target the families in Sleman district of Yogyakarta with an estimated number of beneficiaries of 556 households as well as relevant stakeholders in Central Java.

⁵ Public Works Department, 26 November 2010.

⁶ Requested at the IMDFF-DR Steering Committee meeting on 14th December, 2011

The IMDFF-DR has requested UNDP, FAO and IOM to develop the joint programme to support the recovery process in Central Java and Yogyakarta. FAO will focus on agricultural livelihoods recovery with support from IOM and UNDP on value chain analysis, IOM will focus on undertaking DRR at the community level, and UNDP will focus on supporting the capacity strengthening on local governance to ensure a strong recovery coordination and programming. The three agencies will attempt to contribute to the post-disaster recovery programmes in Yogyakarta and Central Java by complementing the government programmes as outlined in the RENAKSI, and will focus on the following specific areas:

- Livelihoods recovery: the main strategy for sustainable livelihoods recovery will include restoring agriculture, strengthening micro to small enterprises (MSE), and fostering value chain approach in selection of local products for development. Given the limited resources, the focus of the joint programme will be to provide a catalytic effect, by piloting the strategy and approaches before leveraging them as a model for other regions. The joint programme will employ a participatory approach by directly engaging the impacted communities;
- Disaster Risk Reduction: DRR principles will be mainstreamed within the livelihoods recovery aspects of the programme to ensure that the impacted communities as well as other stakeholders are mindful of the potential risks associated with Merapi related hazard and thereby adopt relevant strategies to reduce future risks through livelihoods activities. This will be complemented by special support provided to impacted communities, local DRR forum, and local government to ensure the common understanding on DRR and relevant implementation strategy;
- Capacity support: the joint programme will also strengthen the capacity of Local Government stakeholders to coordinate and manage recovery, rehabilitation and reconstruction processes beyond the IMDFF-DR programme and in anticipation of the full implementation of the RENAKSI. This will be through capacity building and technical advice as required.

This approach is consistent with UNPDF outcomes and relevant national priorities stipulated in the Medium Term Development (RPJMN) goals. Specifically the approach supports UNPDF Outcome 2 on Sustainable Livelihoods, which stipulates that "The socio-economic status of vulnerable groups and their access to decent work and productive sustainable livelihood opportunities are improved within a coherent policy framework of reduction of regional disparities" and is linked to national priorities 4) on Reducing Poverty and 5) on Food Security. With reference to DRR mainstreaming, the above approach is in line with the UNPDF Outcome 4 on DRR / Resilience, which stipulates that "Increased national resilience to disasters, crisis and external shocks by 2015", and is linked to national priorities 4) Reducing Poverty 9) Environment and Management of Natural Disasters.

Lessons learned to inform the strategy: this sub-section provides a summary of relevant lessons learned from experiences, opportunities and challenges which may support or constrain achievement of results. Indonesia is a disaster prone country that has seen seven major disasters in the last seven years, starting from the Indian Ocean tsunami in December 2004 that hit Aceh, the March 2005 earthquake that struck Nias and Aceh, the Java earthquake in 2006, the West Java earthquake in 2007, the landslides in Papua in 2008, the West Sumatra earthquake in 2009, and finally the Merapi eruption and Mentawai tsunami in 2010. Key lessons learned from these experiences include:

- (a) Coordination: Recovery coordination is essential in fostering a transparent and accountable recovery process. Although coordination is agreed as critical, but it is always constrained by the lack of capacity at the local level to undertake the proper coordination. It is therefore necessary that special attention is given to support the coordination at the local level. While the overall reconstruction and rehabilitation programme will be led by the GoI, the programme foresees that local Yogyakarta civil-

society entities, such as the Disaster Risk Reduction (DRR) Forum in Yogyakarta Province, will play an important role in the implementation of programme⁷;

- (b) Community participation: The impacted communities have the rights to access assistance they need to help them recover. In the past disasters it is noted that communities are not fully aware of any programmes and services available to them because of the lack of information. Noting that community participation is important in the recovery process, special attempts are encouraged to engage the communities to monitor the ongoing recovery programmes;
- (c) Capacity building: from the livelihoods recovery programmes in Aceh, Yogyakarta and Central Java it was found that involving capacity building components were proven more effective to produce sustainable results and positive changes at the impacted communities. It is therefore imperative that any livelihoods programmes should include by design initiatives to strengthen local capacity while undertaking livelihoods activities;
- (d) Disaster Risk Reduction: is a critical aspect in the recovery process and should be understood as an investment to reduce future damages and losses due to recurrent disasters. Advocating for and increasing awareness of DRR is often best received following major disaster events and during recovery and reconstruction processes;
- (e) Gender dimensions: from previous livelihood recovery initiatives conducted in Yogyakarta & Central Java , some lesson learned can be drawn up and use as a reference to ensure the gender balance are mainstreaming over the course of the programme, these including (i) ensuring the gender composition in the staffing structure including at the management level, and pool of trainers reflects the approximate gender composition of the target groups.(ii) ensuring the project design/proposal has a simple and clear gender mainstreaming strategy, which is achievable and measurable (iii) ensuring that the project team is aware of and understands the gender mainstreaming strategy so that it gets implemented also throughout the entire project (iv) When planning a training programme, close consultation with the women participants is needed so that the schedule becomes realistic for them, otherwise drop outs among the women may occur (v) ensuring that during the engagement with the government stakeholders, identify gender emphasis within specific activities which then can be linked with the female beneficiaries, this is also somehow strengthen gender equality as well as sustainability and (vi) Promotion of women as leaders in cooperatives and producer groups supported by the project
- (f) Environmental aspects: the joint programme will seek to promote environmental strategy by fostering good environmental approaches during the recovery planning and implementation.

⁷ During the emergency phase, in particular the Yogyakarta DRR Forum was widely seen as effective in providing coordination support for the relief operations of dozens of local, national and international non-governmental organizations distributing emergency relief items, and the successes of this Forum are currently being emulated by the Central Java DRR Forum.

3. Results Framework

Using a RBM (Results Based Management) approach, the joint programme will contribute the following UNPDF outcomes: 1) "The socio-economic status of vulnerable groups and their access to decent work and productive sustainable livelihood opportunities are improved within a coherent policy framework of reduction of regional disparities" (UNPDF Outcome 2); 2) "Increased national resilience to disasters, crisis and external shocks by 2015". These UNPDF outcomes are relevant to national priorities as stipulated in the Medium Term Development (RPJMN). UNPDF Outcome 2 is linked with the national priorities number (4) on Reducing Poverty and (5) on Food Security. UNPDF Outcome 4 is linked to national priorities number (4) on Reducing Poverty and (9) on Environment and Management of Natural Disasters.

The joint programme outcome is: improved sustainable livelihoods recovery and enhanced community resilience in areas affected by the 2010 Mt Merapi eruption. This outcome will be attained through the delivery of the following outputs:

- 1) Sustainable livelihoods recovery and income generation support, incorporating value chain approach for selected commodities;
- 2) Strengthened capacity of local government to manage and coordinate DRR-based recovery programmes and mainstream DRR with involvement of all stakeholders; and
- 3) Enhanced community resilience and strengthened linkages between communities and relevant stakeholders.

Output 1: Sustainable livelihoods recovery and income generation support, incorporating value chain approach for selected commodities

This output is dedicated to supporting livelihoods recovery of the impacted communities, particularly those moving into the relocation sites and will include, but not limited to, the relocated families trained on livelihoods recovery skills, the relocated families provided with livelihoods inputs, and the selected commodities developed through value-chain approach. Key indicative activities by respective agencies under this output include:

- Conduct an agricultural assessment
- Provision of livelihoods inputs by FAO
- Provision of thematic training for farmer groups (on production and post-production), agricultural extension workers, and community groups (on risk-sensitive business development) by FAO and IOM in Yogyakarta & Central Java Provinces
- Promotion of value-chain analysis & market access support to selected local commodities by UNDP and IOM in Central Java & Yogyakarta Provinces
- Documentation of lessons learned and best practices to be shared with broad stakeholders.

The respective agencies will collaborate with relevant local stakeholders to ensure that the proposed intervention meets the needs of the intended beneficiaries.

Output 2: Strengthened capacity of local government to manage and coordinate DRR-based recovery programmes and mainstream DRR with involvement of all stakeholders

This output is dedicated to strengthening the capacity of local government in coordination and management of the overall recovery programmes. Noting that many actors are working on recovery initiatives, the coordination mechanism therefore will engage both government and non-government actors such as communities, CSOs, and other stakeholders. This output is focused on a strengthened BPBD data and

information processing capacity, a regular coordination forum, and a regular review of the recovery process in place, and will include the following key indicative activities:

- Provision of MIS and data processing expert by UNDP
- Provision of facilitation and support for regular coordination forum by UNDP
- Supporting regular reviews (including reassessment) of the recovery process by UNDP
- Provision of support to local government to develop local disaster preparedness plan in relation to Merapiby UNDP
- Facilitation the establishment of a food security forum by FAO
- Documentation of lessons learned and best practices to be shared with broad stakeholders by UNDP, FAO and IOM.

Output 3: Enhanced community resilience and strengthened linkages between communities and relevant stakeholders

This output is dedicated to increase community resilience within the context of the recovery process through community-based disaster management and also networking with broader stakeholders. In addition to training of affected communities and direct coaching and technical assistance provided to community groups, efforts will focus on the dissemination of information on DRR to a wider audience, including CSO networks and local governments, on the importance of the DRR within the recovery process. These activities are in line with the Government's housing programme (REKOMPAK) which includes technical assistance and facilitation for a Community Settlement Plan with participatory and mandatory DRR approaches.

Key indicative activities include:

- Provision of Community Based Disaster Risk Reduction Training to the communities from the selected regions
- Provision of technical expertise and resources to establish Community Based Disaster Management Groups (CBDMGs) in the targeted districts and developed Village Action Plan (VAP) engaging all stakeholders listed within the VAP
- Provision of public awareness activities to socialize risk reduction messages through TV & Radio Shows
- Distribution of monthly DRR information, education and communication (IEC) newsletters to stakeholders on national, provincial, district and sub-district level.

This hierarchy of results are summarized in the following Results Framework (Table 1).

Table 1: Results Framework

Joint Programme Outcome: Improved sustainable livelihoods recovery and enhanced community resilience in areas affected by the 2010 Mt Merapi eruption			
JP Outputs (Give corresponding indicators and baselines)	Participating UN organization corporate priority	Impl. Partner	Indicative activities for each Output
<p>JP Output 1: Sustainable livelihoods recovery and income generation support, incorporating value chain approach for selected commodities</p> <p>Indicator 1.1: The number of impacted households (gender disaggregated) benefiting from agricultural livelihoods inputs.</p> <p>Indicator 1.2: The number of individuals trained in livelihoods related initiatives.</p> <p>Indicator 1.3: The number of commodities developed into value-chain based marketing strategies</p> <p>Baselines 1.1, 1.2, 1.3: TBD</p>	FAO, UNDP, IOM	BNPB, BPBDs, BAPPEDAs, Local Government Agencies, Universities, CSOs and Local Consultants	<ul style="list-style-type: none"> • Conduct an agricultural assessment • Provision of livelihoods inputs by FAO • Provision of thematic training for farmer groups (on production and post-production), agricultural extension workers, and community groups (on risk-sensitive business development) by FAO and IOM in Yogyakarta and Central Java Provinces • Promotion of value-chain analysis & market access support to selected local commodities by UNDP and IOM in Central Java & Yogyakarta Provinces • Documentation of lessons learned and best practices to be shared with broad stakeholders.

<p>JP Output 2: Strengthened capacity of local government to manage and coordinate DRR-based recovery programmes and mainstream DRR with involvement of all stakeholders</p> <p>Indicator 2.1: The existence of a functioning data management system built in local BPBDs</p> <p>Indicator 2.2: The existence of functioning coordination forum facilitated by BPBD with active involvement of stakeholders</p> <p>Indicator 2.3: The number of reviews undertaken by local BPBDs on the progress of recovery and the remaining needs/gaps</p> <p>Indicator 2.4: The existence and use of a disaster preparedness strategy and roadmap for post-disaster recovery</p> <p>Baselines 2.1, 2.2, 2.3, 2.4: TBD</p>	<p>UNDP, FAO</p>	<p>BNPB, BPBDs, BAPPEDAs, Local Government Agencies, Universities, CSOs</p>	<ul style="list-style-type: none"> • Provision of MIS and data processing expert by UNDP • Provision of facilitation and support for regular coordination forum by UNDP • Supporting regular reviews (including reassessment) of the recovery process by UNDP • Provision of support to local government to develop local disaster preparedness plan in relation to Merapiby UNDP • Facilitation the establishment of a food security forum by FAO • Documentation of lessons learned and best practices to be shared with broad stakeholders by UNDP, FAO and IOM.
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<p>JP Output 3: Enhanced community resiliencies and strengthened linkages between communities and relevant stakeholders</p> <p>Indicator 3.1: Number of community members who have acquired knowledge on Community Based Disaster Risk Reduction in selected districts.</p> <p>Indicator 3.2: Number of villages that implement the Village Action Plan (VAP) developed by Community Based Disaster Management Groups (CBDMGs) in selected districts.</p> <p>Indicator 3.3: Number of districts (with the combined populations of more than 1,000,000) that benefitted from risk reduction and community resilience messaging through public awareness raising activities.</p> <p>Indicator 3.4: Number of districts (with the population of xxx) exposed to the risk reduction and community resilience messages through monthly DRR information, education and communication (IEC) newsletters distributed to government, humanitarian agencies, affected communities and relevant stakeholders</p> <p>Baselines 3.1, 3.2, 3.3, 3.4: TBD</p>	<p>IOM</p>	<p>BNPB, BPBDs, BAPPEDAs, Local Government Agencies, Universities, CSOs</p>	<ul style="list-style-type: none"> • Provision of Community Based Disaster Risk Reduction Training to the communities from the selected regions • Provision of technical expertise and resources to establish Community Based Disaster Management Groups (CBDMGs) in the targeted districts and developed Village Action Plan (VAP) engaging all stakeholders listed within the VAP • Provision of public awareness activities to socialize risk reduction messages through TV & Radio Shows • Distribution of monthly DRR information, education and communication (IEC) newsletters to stakeholders on national, provincial, district and sub-district level
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Sustainability of results

Sustainability is an essential element that the joint programme will foster throughout the programme lifetime. Some of the key elements of sustainability strategy will entail institutional sustainability, operational sustainability, and capacity strengthening to ensure sustainability of results beyond the lifetime of the programme. These three aspects are further described below:

a) Institutional sustainability;

Institutional sustainability intends to ensure that relevant government institutions are not only aware but engaged in supporting the livelihoods recovery initiatives according to their respective mandates. In this regard, the programme will work and partner with relevant institutions at the national level such as BNPB and Bappenas and also with BPBD at the provincial and district level with a view to strengthen the roles of the agencies in coordinating the livelihoods recovery programmes. In addition, the joint programme envisages working with non-government agencies and CSOs, capitalizing on the existing partnership between local government of Yogyakarta and the non-government actors / civil society through the functioning DRR forum that has been established since before the 2006 Java earthquake response. The members of the DRR forum have been working together with BPBD and local government to provide humanitarian assistance during the aftermath of the volcanic eruption as well as collaborate in supporting the early recovery initiatives. As such, the joint programme intends to strengthen the partnership between local government and the DRR forum in Yogyakarta.

b) Operational sustainability;

Given that the programme intends to complement the government led reconstruction and rehabilitation, any assets generated from the programme will belong to the government. Whereas the operating and the maintenance costs during the programme lifetime will be borne by the programme, the local partners will be required to bear the costs beyond the programme timeframe, through allocating local resources from the local budget. In addition, the programme envisages that trained individuals are in place to run the system, initially with the support of the programme, but gradually with the sustained support of the local partners.

c) Sustainability of results through capacity building;

On strengthening the capacity of local institutions, there will be three essential modalities applied, namely: (i) training and coaching of individuals; (ii) strengthening of the business processes; and (iii) provision of hardware/software where required. At the community level, the livelihoods inputs will consider capacity building initiatives through training, provision of equipment, and linking the initiatives with broader network of both local government and CSOs. It is expected that by having the Merapi affected communities linked to local government and local CSOs, they can access assistance to sustain their livelihoods initiatives including agricultural inputs from local government, advocacy from local CSOs, and increased access to the markets where applicable.

On community resilience, for instance, the sustainability element will be advocated to enhance the interface between the targeted project beneficiaries and local government agencies. In that regard, appropriate links and relationships at community level will therefore be created with local government and civil society in the target area as basis for collaboration and provision of needed support to the beneficiaries after the programme completion. Furthermore, local CSOs will be engaged during the course of the community based disaster management activities to enhance networking and transfer of expertise to the communities. The mainstreaming of risk reduction measures within the business planning and development activities to the farmer groups and MSEs will provide them with the advance planning to protect their assets and livelihood in anticipation of the future risks.

4. Management and Coordination Arrangements

This programme document will further be developed by each of the participating UN agencies into a workplan to facilitate the execution of the activities. In order to ensure the achievement of the programme outputs that are consistent with the programme document, the joint programme will be coordinated by a coordinating agency.

The coordinating agency will play a focal role in coordination and reporting, and liaison with the IMDFF-DR Secretariat through the RC Office. The coordinating agency does not have any managerial role in project implementation as well as the accountability of the resources since the responsibility for the management and implementation of the programme and the use of resources rest with the individual UN and international agencies. To support roles of the coordinating agency, special provision is made by the joint programme to support the coordination so the coordinating agency has sufficient capacity to perform the functions in form of a secretarial support, a dedicated assistant to work on data processing and information sharing, and a M&E and Reporting associate.

The close coordination on the ground will be fostered through the following measures:

- Monthly coordination meetings, in addition to regular coordination meetings by government;
- Quarterly programme board meetings;
- Quarterly joint monitoring that may involve the local partners as necessary; and,
- Establishing an output-based coordination mechanism facilitated by the coordinating agency.

The management and coordination mechanism is further described in the organogram below, with the corresponding functions and roles of each entity as follows:

a) IMDFF-DR Steering Committee:

- The responsibilities of the Steering Committee of IMDFF-DR are as follows: (i) setting general priorities, policy making, and strategic direction for programme; and (ii) performing oversight based on report from BNPB as national coordinating agency

b) BNPB:

- BNPB will be the National Coordinating Agency of the programme and will provide policy guidance to achieve the expected output/outcome of the project and ensure the strong coordination with SC and TC IMDFF-DR on purpose to closely aligned IMDFF-DR programme intervention with the government programme for rehabilitation and reconstruction.

c) Technical Adviser:

- The programme will be supported by a Disaster Recovery Adviser based within the UN Resident Coordinator's Office.
- The role of the Adviser is to provide technical advice relating to the strategic direction and quality assurance to the joint programme.
- This will also involve support to the reporting process based on the monitoring and evaluation framework to be developed during the inception phase, and to ensure that the joint programme meets the quality as required by the IMDFF-DR mechanism.

d) Programme Board:

- Programme Board is a forum that oversees the joint programme, which is comprised of the three key elements, namely: the executives (PUNOs and national government agencies), beneficiaries (Local Government and CSOs), and supplier (PUNOs, national agencies, and IMDFF-DR Secretariat).
- Programme Board receives quarterly updates (comprising of substance and finance disbursement) on the joint programme submitted by the Coordinating Agency with inputs from respective Output Coordinating Agency.

- Programme Board meets quarterly to review the progress of the joint programme, including challenges/constraints/risks, and provide advice for improvements/corrections.
- For the Merapi Joint Programme, the members of the Programme Board are UNDP, FAO, IOM, Bappenas and BNPB as executives; BPBD Yogyakarta, BPBD of Central Java, and district BPBDs and local CSOs as beneficiaries; and UNDP, FAO, IOM and IMDFF-DR Secretariat as suppliers.
- During the quarterly meeting, the Programme Board may invite other stakeholders to join as required for information and/or clarification on certain issues.

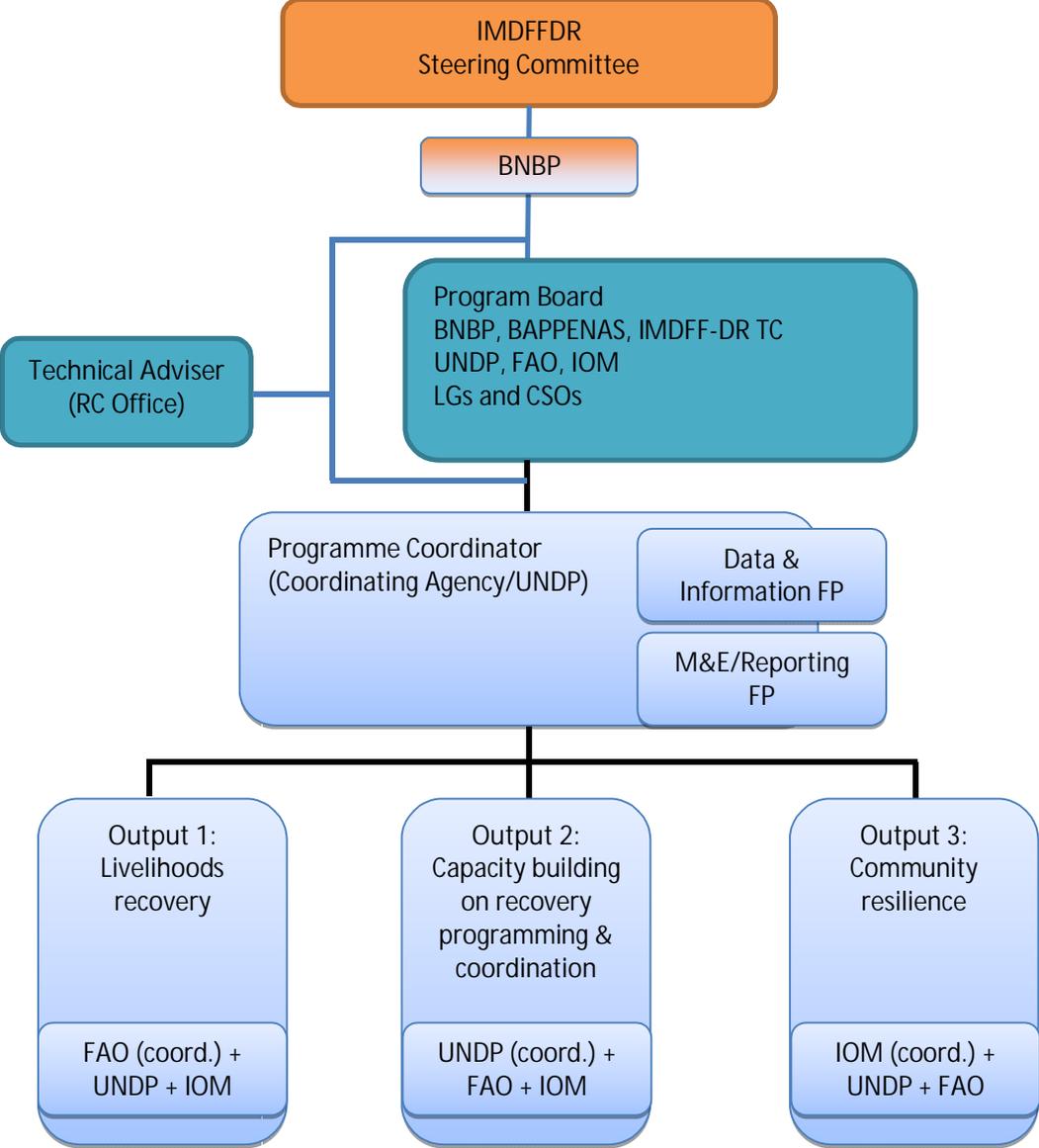
e) Coordinating Agency:

- The coordinating agency performs coordination roles among the PUNOs and liaison roles with the RC Office, IMDFF-DR Secretariat, and Programme Board. In addition, the coordinating agency is also responsible to consolidate programme reports to be submitted every quarter.
- The coordinating agency facilitates regular (i.e. monthly) coordination meetings and produces a monthly update for the IMDFF-DR Secretariat through the RC Office.
- The coordinating agency facilitates quarterly field monitoring with participation from the PUNOs and respective government agencies, as required.
- To support the coordination functions, the coordinating agency will be supported by two capacities, namely, (i) data/information management focal point staff (assistant/associate) and (ii) M&E and Reporting focal point (associate). The two supporting functions are responsible to gather relevant data/information from each of the PUNOs and also consolidate reports/information from each of the agency for submission.
- Coordinating agency does not have managerial responsibility nor financial accountability related to implementation of activities, as these responsibilities rest with each of the PUNOs based on their internal business processes.
- As agreed by FAO, IOM and UNDP, the coordination agency for the Merapi Joint Programme will be performed by UNDP.

f) Output Coordinator:

- Output Coordinator is an agency designated as the focal point for a certain output based on the size of activities and budgets dedicated to meeting the corresponding output.
- The output coordinator does not have managerial responsibility nor financial accountability for activities of each of the UN agencies as this responsibility rests with each agency.
- Output coordinator collects data on output indicators to be provided by each of the contributing agency and then undertakes an analysis on the progress of the output fulfillment/achievement.
- For Merapi Joint Programme, FAO is the output coordinator for Output1 on Livelihoods Recovery with the support from contributing agencies such as UNDP and IOM; UNDP is for Output2 on Capacity Building for Local Government on Recovery Coordination and Programming with the support from contributing agencies such as UNDP and IOM; and IOM for Output3 on Community Resilience with the support from contributing agencies such as UNDP and IOM;

ORGANOGRAM: Programme Management Structure based on Coordination-by-Output Approach



5. Fund Management Arrangements

Following the signing of this programme document and pursuant to the Standard Operating Procedures (SOPs) of the IMDFF-DR, the administrative agent of the trust fund, i.e. UNDP's Multi-Partner Trust Fund Office (MPTF Office) in New York, will transfer the funds to each of the participating agencies. Each Participating UN Organization will implement in accordance with its internal rules, regulations and procedures.

In line with GoI requirements, the programme will be implemented within the on-budget off-treasury framework. Upon the signing of the programme document, BNPB will register the programme document to Ministry of Finance and will report utilization of funds in line with government rules and procedures.

6. Monitoring, Evaluation and Reporting

Before the programme starts, the participating UN agencies will undertake a baseline survey in order to set the clear targets of achievements within the given timeframe. An Inception Report will be produced to incorporate the results of the baseline survey, a monitoring and evaluation framework, a risk management plan and necessary adjustment in activities programming.

The Monitoring, Reporting and Evaluation Plan is summarized below:

- (1) Inception Report: An inception report of the joint programme will be submitted to the IMDFF-DR Secretariat two months after the official start date of the programme (i.e. the date when the MoU is signed by GOI and UNRC).
- (2) Monthly updates: The joint programme will be monitored regularly on a monthly basis by each of the individual agency, who will subsequently produce a two-page summary of monthly progress.
- (3) Quarterly Field Monitoring: A more in-depth monitoring will be undertaken every quarter through field visits, involving other agencies in view of fostering cross learning and keeping the consistency with the joint programmatic framework. During the field visits, it is expected that consultations with the communities will be facilitated. The joint monitoring will produce a two page summary of the findings to be shared with the RC Office and the IMDFF-DR Secretariat.
- (4) Quarterly Report: The joint programme will submit regular quarterly report to the IMDFF-DR Secretariat, which is comprised of a narrative report on the substantive progress of the programme and a financial summary on the disbursement of the funds.
- (5) Final Evaluation: The final evaluation will be conducted by independent consultants (international and national). A separate Terms of Reference (TOR) for the Final Evaluation will be prepared by the PUNOs in consultation with IMDFF-DR through the RC Office. At the end of the evaluation, a Final Evaluation Report will be submitted to the IMDFF-DR Secretariat.
- (6) Final Report: A final report of the joint programme will be submitted to the IMDFF-DR Secretariat by the Coordinating Agency with inputs from the PUNOs. The final report will consist of a narrative report on the progress of the programme and a financial summary.

The monitoring and reporting activities will focus on the progress of the outputs based on the Results Framework (Table 1) with the following list of key indicators:

Objectives	<u>Indicators</u>	<u>Means of Verification</u>	<u>Assumptions / Risks</u>
<p>JP Outcome: Improved sustainable livelihoods recovery and enhanced community resilience in areas affected by the 2010 Mt Merapi eruption</p>		<p>Local government report; RENAksi evaluation report</p>	<p>Timely implementation of recovery programmes through coordinated interventions between RENAksi and other resources.</p> <p>Risk: Another disaster occurs</p>
<p>JP Output 1: Sustainable livelihoods recovery and income generation support, incorporating value chain approach for selected commodities</p>	<p>Indicator 1.1: The number of impacted households (gender disaggregated) benefiting from agricultural livelihoods inputs.</p> <p>Indicator 1.2: The number of individuals trained in livelihoods related initiatives.</p> <p>Indicator 1.3: The number of commodities developed into value-chain based marketing strategies.</p>	<p>Quarterly Programme Report; Field Monitoring Report</p>	<p>Assumption: the 546 houses built in Sleman has already sufficient provision of necessary infrastructure which does not hold community to move in early 2012</p> <p>Risk: Impacted communities refuse to move in to relocation sites.</p>
<p>JP Output 2: Strengthened capacity of local government to manage and coordinate DRR-based recovery programmes and mainstream DRR with involvement of all stakeholders</p>	<p>Indicator 1.1: The existence of a functioning data management system built in local BPBDs</p> <p>Indicator 1.2: The existence of functioning coordination forum facilitated by BPBD with active involvement of stakeholders</p> <p>Indicator 1.3: The number of reviews undertaken by local BPBDs on the progress of recovery and the remaining needs/gaps</p> <p>Indicator 1.4: The existence and use of a disaster preparedness strategy and roadmap for post-disaster recovery</p>	<p>Quarterly Programme Report; Field Monitoring Report</p>	<p>GOI remains committed to support the post-disaster recovery process.</p>

<p>JP Output 3: Enhanced community resiliencies and strengthened linkages between communities and relevant stakeholders</p>	<p>3.1. Number of community members acquired knowledge from the Community Based Disaster Risk Reduction Training in selected district</p>	<p>CBDRM reports from the local partner which includes knowledge increase percentage</p>	
	<p>3.2. Number of villages implemented the Village Action Plan (VAP) developed through the establishment of Community Based Disaster Management Groups (CBDMGs) in selected district</p>	<p>Village Action Plan Implementation Report</p>	<p>There is support from the local government for the establishment of CBDMGs</p>
	<p>3.3. Number of districts (with the combined populations of more than 1,000,000) exposed to the risk reduction and community resilience messages through public awareness activities conducted in the region</p>	<p>Public Outreach reports and shows aired in TV & Radio</p>	
	<p>3.4. Number of districts (with the combined populations of more than 1,000,000) exposed to the risk reduction and community resilience messages through monthly DRR information, education and communication (IEC) newsletters distributed to government, humanitarian agencies, affected communities and relevant stakeholders</p>	<p>Layang PRB (DRR monthly bulletin) publication and outreach reports</p>	<p>IOM is closely engaged with the DRR Forum in Yogyakarta & Central Java to assist the article compilation</p>

Notes: The indicative activities are shown in the Results Framework (Section 3) and Workplan (Section 8).

7. Legal Context or Basis of Relationship

Each Participating UN agency and international organization (UNDP, FAO and IOM) have signed a standardized Memorandum of Understanding (MOU) with UNDP as the Administrative Agent which represents a statement of intent by the Parties outlining the basis for collaboration in the implementation of the Indonesia Multi Donor Fund Facility for Disaster Recovery (IMDFF-DR) in Indonesia. This MOU sets out the duties and responsibilities of each party. Each Participating UN and international Organization shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent. Each of the Participating UN Organizations shall carry out its activities contemplated in the approved project proposal in accordance with the regulations, rules, directives and procedures applicable to it, using its standard implementation modalities.

(a) The Revised Basic Agreement for Technical Assistance signed 29 October 1954 between the United Nations, the International Labour Organisation, the Food and Agriculture Organisation of the United Nations, the United Nations Educational, Scientific and Cultural Organisation, the International Civil Aviation Organisation, and the World Health Organisation and the Government of the Republic of Indonesia,

(b) The Standard Agreement on Operational Assistance signed 12 June 1969 between the United Nations, the International Labour Organisation, the Food and Agriculture Organisation of the United Nations, the United Nations Educational, Scientific and Cultural Organisation, the International Civil Aviation Organisation, the World Health Organisation, the International Telecommunication Union, the World Meteorological Organisation, the International Atomic Energy Agency, the Universal Postal Union, the Inter-Governmental Maritime Consultative Organisation and the United Nations Industrial Development Organisation and the Government of the Republic of Indonesia.

A Cooperation Arrangement between the Government of the Republic of Indonesia and the International Organization for Migration (IOM) was signed on 4 October 2000 and subsequently renewed on 14 October 2004, establishing a general framework for cooperation and coordination between the Government of the Republic of Indonesia and IOM to implement programmes in relation to migration and migration-related issues in Indonesia.

8. Work Plan and Budget

Joint Programme Outcome: Improved sustainable livelihoods recovery and enhanced community resilience in areas affected by the 2010 Mt Merapi eruption								
UN & Intl. Org	ACTIVITIES	TIME FRAME				Imp Partner	BUDGET	
		Q1	Q2	Q3	Q4		Budget Description	Amount
JP Output 1: Sustainable livelihoods recovery and income generation support, incorporating value chain approach for selected commodities								
FAO	Conduct an agricultural assessment	X					Local consultant, travel costs, workshops	\$6,090
FAO	Provision of livelihoods inputs		X	X			Expendable and non-expendable equipments	\$76,327
FAO, IOM	Provision of thematic training for farmer groups (on production and post-production), agricultural extension workers, and community groups (on risk-sensitive business development) in Yogyakarta and Central Java Provinces	X	X	X			Letters of Agreement with NGOs on the establishment of farmer groups, training on agriculture, and training on livestock rearing	\$241,359
UNDP, IOM	Promotion of value-chain analysis and market access support to selected local commodities in Central Java and Yogyakarta Provinces	X	X	X	X	Local consultant	Local Consultants; Travel; Communication & Audio Visual equipment; Information Technology Equipment; Printing production cost; other Operational costs	\$58,084
UNDP, IOM, FAO	Documentation of lessons learned and best practices to be shared with broad stakeholders.			X	X	Local consultant	Printing cost	\$16,071
JP Output 2: Strengthened capacity of local government to manage and coordinate DRR-based recovery programmes and mainstream DRR with involvement of all stakeholders								
UNDP	Provision of MIS and data processing expert	X	X			BPBDs, BAPPEDAs, Local Government Agencies, Universities, CSOs	Local Consultants; Workshop; Travel; Communication & Audio Visual equipment; Information Technology Equipment; Audio visual & Printing production cost; other Operational costs	\$45,000

UNDP	Provision of facilitation and support for regular coordination forum	X	X				Local Consultants; Workshop; Travel; Communication & Audio Visual equipment; Audio visual & Printing production cost; other Operational costs	\$54,000
UNDP	Supporting regular reviews (including reassessment) of the recovery process	X	X	X	X		Local Consultants; Workshop; Travel; Communication & Audio Visual equipment; Audio visual & Printing production cost; other Operational costs	\$46,400
UNDP	Provision of support to local government to develop local disaster preparedness plan in relation to Merapi	X	X				Local Consultants; Workshop; Travel; Communication & Audio Visual equipment; Audio visual & Printing production cost; other Operational costs	\$48,800
FAO	Facilitation the establishment of a food security forum		X				LoA with NGO on the establishment of food security forum	\$24,360
UNDP, FAO, IOM	Documentation of lessons learned and best practices to be shared with broad stakeholders			X	X		Local Consultants; Workshop; Travel; Communication & Audio Visual equipment; Audio visual & Printing production cost; other Operational costs	\$23,800
JP Output 3: Enhanced community resilience and strengthened linkages between communities and relevant stakeholders								
IOM	Provision of Community Based Disaster Risk Reduction Training to the communities from the selected regions	X	X	X	X	Local NGO	Local Consultants; Travel; Communication & Audio Visual equipment; Information Technology Equipment; Audio visual & Printing production cost; contract with local partner other Operational costs	\$97,091
IOM	Provision of technical expertise and resources to establish Community Based Disaster Management Groups (CBDMGs) in targeted - districts and developed Village Action Plan (VAP) engaging all stakeholders listed within the VAP	X	X	X		University	Local Consultants; Travel; Communication & Audio Visual equipment; Information Technology Equipment; Audio visual & Printing production cost;	\$58,678
IOM	Provision of public awareness activities to socialize risk reduction messages through TV & Radio Shows	X	X	X	X	Civil Society & Local Government	Audio-visual media airing-cost	\$31,414

IOM	Distribution of monthly DRR information, education and communication (IEC) newsletters to stakeholders on national, provincial, district and sub-district level	X	X	X	X	Disaster Risk Reduction	Local consultants, printing,	\$34,668
Cross-cutting activities								
	Support and facilitation to Programme Board monitoring and reporting as well as external evaluation				X		Local consultants, travel costs, workshops	\$85,260

Total Planned Budget

UN Organisation	Programme Cost	Indirect Support Costs	TOTAL
UNDP	\$344,260	\$24,098	\$368,358
FAO	\$282,224	\$19,756	\$301,980
IOM	\$308,095	\$21,567	\$329,662
TOTAL	\$934,579	\$65,421	\$1,000,000

Acronyms

BAPPEDA	Badan Perencanaan Pembangunan Daerah (Regional Development Planning Agency)
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Development Planning Agency)
BNPB	Badan Nasional Penanggulangan Bencana (National Disaster Management Agency)
BPBD	Badan Penanggulangan Bencana Daerah (Regional Disaster Management Agency)
CBDMG	Community Based Disaster Management Groups
CSO	Civil Society Organisation
DRR	Disaster Risk Reduction
FAO	Food and Agriculture Organization
GOI	Government of Indonesia
IEC	Information, Education and Communication
IMDFF-DR	Indonesia Multi-Donor Fund Facility for Disaster Recovery
IOM	International Organization for Migration
MSE	Micro to Small Enterprises
PDNA	Post Disaster Needs Assessment
PUNO	Participating United Nations Agencies
REKOMPAK	Community-Based Settlement Rehabilitation and Reconstruction Project
RENAKSI	Government of Indonesia's Rehabilitation and Reconstruction Action Plans
RPJMN	Rencana Pembangunan Jangka Menengah Nasional (Medium Term Development Plan)
UN	United Nations
UNDP	United Nations Development Programme
UNPDF	United Nations Partnership for Development Framework
VAP	Village Action Plan