

# Joint Programme Document

## A. COVER PAGE

**1. Fund Name: Joint SDG Fund**

**2. MPTFO Project Reference Number: PSP 2019 IND**

**3. Joint programme title: Leaving No One Behind: Adaptive Social Protection for All in Indonesia**

**4. Short title: LNOB - ASP for all in Indonesia**

**5. Country and region: Indonesian, South-East Asia**

**6. Resident Coordinator: Valerie Julliard**

**7. UN Joint programme focal point: Diandra Pratami**

**8. Government Joint Programme focal point:**

- **Pungky Sumadi (Echelon 1), psumadi@bappenas.go.id**
- **Maliki (Echelon 2), maliki@bappenas.go.id**

**9. Short description:**

This proposal aims to ensure that existing social protection systems are more responsive to climate-related and other disasters. This Joint Programme will support the Government of Indonesia which aims to transform existing social protection schemes into an Adaptive Social Protection system. Within 2 years, it is expected to have gathered sufficient evidence of the potential to reduce the exposure and enhance resilience of vulnerable individuals and communities to climate-related and other disasters by providing faster, more predictable, effective and accountable cash and voucher assistance before and/or after a disaster.

The Joint Programme advocates for a rights-based, equity and gender-sensitive focus to targeting households and individuals which are already below the poverty line, or which are at risk of sliding below the poverty line, in geographic areas at high risk of climate-related disasters.

**10. Keywords:**

Adaptive Social Protection; Disasters; Climate; Vulnerable; Forecast-Based Assistance

## 11. Overview of budget

<b>Partner contribution <sup>1</sup></b>	Amount (USD)	% Contribution V SDG Fund grant allocation
<b>United Nations Joint SDG Fund</b> [USD 2 million / 2 years / 2020-2021]	2,000,000	<b>N/A</b>
UNICEF	142,500	19
WFP	107,000	17
UNDP	90,500	18
OCHA	50,000	<b>N/A</b>
<b>TOTAL</b>	<b>2,390,000</b>	

## 12. Timeframe:

<b>Start date</b>	<b>End date</b>	<b>Duration</b> (in months)
<u>1 Jan 2020</u>	<u>28 Feb 2022</u>	<u>26</u>

## 13. Gender Marker:

"2"

## 14. Target groups

<b>List of marginalized and vulnerable groups</b>	<b>Direct influence</b>	<b>Indirect influence</b>
Women	X	
Children	X	
Girls	X	
Youth	X	
Persons with disabilities	X	
Older persons	X	
Minorities (incl. ethnic, religious, linguistic...)	X	
Indigenous peoples	X	
Rural workers	X	

<sup>1</sup> WFP has already spent US \$300,000 in parallel funding to develop the automated system and advise government on the social protection system. On average UNICEF allocates US\$500,000 towards Social Protection and UNDP allocates US\$ 1million towards disaster management and resilience per annum. In addition, UNICEF (US\$ 26 million) UNDP (EURO 25 mil from KfW) have ongoing emergency response/ recovery programmes in Central Sulawesi and Lombok that will indirectly interface with this SDG Fund.

Migrants		X
Internally displaced persons		X

## 15. Human Rights Mechanisms related to the Joint Programme

Human Rights declaration highlights that 'Everyone has the right to life, liberty and security of person'. In Indonesia, there have been discussions to approach disaster risk reduction as right-based. The current Disaster Management Law 24/ 2007, which is currently undergoing revision, is the national mechanism:

- Article 4 (a) mentions that one of the disaster management objectives is to provide protection for communities against the threat of disasters.
- Article 6 (b) and (c) mentions the "Protection for communities against disaster impact and guarantee the fulfilment of disaster-affected community members' and refugees' rights in a fair manner and in accordance with minimum service standards."

## 16. PUNO and Partners:

### 16.1 PUNO

*Oversight:*

- United Nations Resident Coordinator's office (UNRCO)
  - Valerie Julliand ([valerie.julliand@un.org](mailto:valerie.julliand@un.org))

*Lead agency:*

- United Nations Children's Fund (UNICEF)
  - Debora Comini, [dcomini@unicef.org](mailto:dcomini@unicef.org)

*Beneficiary PUNOs:*

- World Food Programme (WFP)
  - Christa Rader, [christa.rader@wfp.org](mailto:christa.rader@wfp.org)
- United Nations Development Programme (UNDP)
  - Norimasa Shimomura, [norimasa.shimomura@unp.org](mailto:norimasa.shimomura@unp.org)

*Non-beneficiary PUNOs:*

- United Nations Office for the Coordination of Humanitarian Affairs (OCHA)
  - Victoria Saiz-Omenaca, [saiz-omenaca@un.org](mailto:saiz-omenaca@un.org)

### 16.2 Partners

Government – National Coordinating Authority:

- Ministry of National Development Planning (BAPPENAS)
  - Pungky Sumadi (Echelon 1), [psumadi@bappenas.go.id](mailto:psumadi@bappenas.go.id)
  - Maliki (Echelon 2), [maliki@bappenas.go.id](mailto:maliki@bappenas.go.id)

Government – Line ministries and other:

- Ministry of Finance (MoF)
- Ministry of Social Affairs (MoSA)
  - Raden Harry Hikmat (Echelon 1), [h\\_hikmat@yahoo.com](mailto:h_hikmat@yahoo.com)
  - Rachmat Koesnadi (Echelon 2), [rk\\_koesna@yahoo.com](mailto:rk_koesna@yahoo.com)
- National disaster management agency (BNPB)
  - Lilik Kurniawan (Echelon 1)
  - Medi Herlianto (Echelon 2- recovery, response), [mediherlianto@gmail.com](mailto:mediherlianto@gmail.com)
  - Bambang Putra (Echelon 2- preparedness), [bambangsp@bnpb.go.id](mailto:bambangsp@bnpb.go.id)
  - Raditya Jati (Echelon 2- DRR)
- Ministry of Environment and Forestry (KLHK)
  - Ruandha Agung Sugardiman (Echelon 1, Climate Change Management), [ra.sugardiman@gmail.com](mailto:ra.sugardiman@gmail.com)

- Sri Tantri Arundhati (Echelon 2, Climate Change Adaptation), [sri\\_tantri@yahoo.com](mailto:sri_tantri@yahoo.com)
- Ministry of Home Affairs (MoHA)
- Bureau of Meteorology and Climatology (BMKG)
  - Dodo Gunawan, (Echelon 2, Head of the Climate Information Center), [dodo.gunawan@bmkg.go.id](mailto:dodo.gunawan@bmkg.go.id)
- Financial Services Authority (OJK)
- National Fiscal Policy Agency (BKF)
- BPJS Labour
- Coordinating Ministry of Human Development and Culture (PMK)
  - Nelwan Harahap (Echelon2) - Assistant Deputy for DM

Development Partners:

- World Bank (WB)
  - Changqin Sun, [csun1@worldbank.org](mailto:csun1@worldbank.org)
- Gesellschaft für Internationale Zusammenarbeit (GIZ), Deutsche
  - Cut Sri Rozanna ('Aya'), [cut.rozanna@giz.de](mailto:cut.rozanna@giz.de)
- Asia Development Bank (ADB)
  - Azusa Sata, [asato@adb.org](mailto:asato@adb.org)
- Department of Foreign Affairs and Trade (DFAT), Australia
  - Joanna Pickles, [joanna.pickles@dfat.gov.au](mailto:joanna.pickles@dfat.gov.au)

Auxiliary:

- International Federation (IFRC) and the national society (PMI) the Red Cross and Red Crescent movement
  - Heather FEHR [heather.fehr@ifrc.org](mailto:heather.fehr@ifrc.org)

Civil society organizations:

- Wahana Visi (World Vision Indonesia)
  - Margarettha Siregar [margarettha\\_siregar@wvi.or.id](mailto:margarettha_siregar@wvi.or.id)
- Catholic Relief Services (CRS)
  - Suryani, Yenni [Yenni.Suryani@crs.org](mailto:Yenni.Suryani@crs.org)

Private sector:

- Financial Service Providers: BCA, BRI, etc.
- PT Pos (Post Office)
- FinTech companies that provide financial services to Government (ie. LinkAja, OVO, Gopay, Dana, etc.)

## SIGNATURE PAGE

<p><b>Resident Coordinator</b> Anita Nirody</p> <div style="background-color: black; width: 100%; height: 40px; margin-top: 5px;"></div> <p style="color: red; font-size: small;"><i>21 November 2019</i></p>	<p><b>National Coordinating Authority</b> Bappenas (Ministry of National Development Planning) Director for Poverty Reduction and Social Welfare Maliki, ST, MSIE, PhD</p>
<p><b>Participating UN Organization</b> UNICEF (lead/convening) Debora Comini</p> <div style="background-color: black; width: 100%; height: 40px; margin-top: 5px;"></div> <p style="color: red; font-size: small;"><i>21 November 2019</i></p>	<p style="color: red; font-size: small;"><i>4 December 2019</i></p>
<p><b>Participating UN Organization</b> WFP Christa Rader</p> <div style="background-color: black; width: 100%; height: 40px; margin-top: 5px;"></div> <p style="color: red; font-size: small;"><i>20 November 2019</i> <i>On behalf of Christa Rader</i></p>	
<p><b>Participating UN Organization</b> UNDP Christophe Bahuet</p> <div style="background-color: black; width: 100%; height: 40px; margin-top: 5px;"></div> <p style="color: red; font-size: small;"><i>21 November 2019</i></p>	
<p><b>Participating UN Organization</b> OCHA Victoria Saiz-Omenaca</p> <div style="background-color: black; width: 100%; height: 40px; margin-top: 5px;"></div> <p style="color: red; font-size: small;"><i>21 November 2019</i></p>	

\*Note the Resident Coordinator has changed to Ms. Valerie Julliand, [valerie.julliand@un.org](mailto:valerie.julliand@un.org)

## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

### 3. Overview of the Joint Programme Results

#### 3.1 Outcomes

UNPDF 2016-2020: "By 2020, the poor and most vulnerable have better and more equitable access to quality basic social services, and comprehensive social protection, and better access to water supply and sanitation."

#### 3.2 Outputs (of this Joint SDG Fund programme)

- A partnership platform on Adaptive Social Protection is established and effectively coordinates with relevant stakeholders at various levels.
- Rules, regulation and executive orders clearly define gender-responsive, inclusive ASP as a national and sub-national priority.
- Scope and scalability of operational systems of gender-responsive, inclusive ASP are developed and tested.
- Institutions adopt insights and learning to inform gender-responsive programmes, policy and institutional changes.

### 4. SDG Targets directly addressed by the Joint Programme

#### 4.1 List of targets

- **1.5** By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters
- **5.c:** Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels
- **11.5** By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations
- **13.3** Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning

#### 4.2 Expected SDG impact

This proposal aims to ensure that existing social protection systems are more responsive to the needs of people affected by climate-related and other disasters. This Joint Programme aims to transform Indonesia's existing social protection payments into an 'Adaptive Social Protection' (ASP) system. It will take a rights-based, equity and gender-sensitive focus to targeting households and individuals which are already below the poverty line, or which are at risk of sliding below the poverty line, in geographic areas at high risk of climate-related disasters. Within 2 years, it is expected to have gathered sufficient evidence of the potential to reduce the impact of and enhance resilience to climate-related and other disasters on

vulnerable individuals and communities by providing faster, more predictable, effective and accountable cash-based assistance before and/or after a disaster.

The joint SDG fund will support the Government of Indonesia to lay policy foundations and test operations ASP system during the period of 2020-2021. Within this period the Government of Indonesia will have launched a comprehensive operation of cash in an emergency response with the support of partner UN organizations. It will deliver one specific example of impact to inform policy and programme adjustments, and linkages to various social protection schemes. By 2021, Government will have developed a preemptive emergency response capacity to effectively target most vulnerable groups for assistance. The ASP system will be supported by gender-responsive financing instruments, complemented by co-financing from other development partners.

## 5. Relevant objective/s from the national SDG framework

- In the national long-term development plan or 'RPJPN' (2005–2025), the Government of Indonesia is committed to expanding the national social protection system. The plan states that social protection and social insurance mechanisms are to fulfil people's basic rights and ensure they have access to services must be in place by 2025.
- The technocratic draft of the medium-term National development plan (RPJMN) 2020-24 highlights the establishment of adaptive social protection as one national target for 2024 under the development agenda on "Human Capital Quality and Competitiveness".
- Roadmap of SDGs Indonesia towards 2030, social protection (SDG 1) is listed as one of the prioritized goals by 2030.
- National Priority Agenda (Nawa Cita) 2014-2019: To improve the quality of life of the Indonesian people.
- Target of Conditional Cash Transfer programme (PKH): 10 million households by 2024.

## 6. Brief overview of the Theory of Change of the Joint programme

### 6.1 Summary:

The Joint Programme is focused on supporting Government to adopt innovative approaches to Adaptive Social Protection in a middle-income country that is highly prone to climate-related and other disasters. Social protection schemes and resilience enhancement/ disaster preparedness programmes of government have been developing along parallel tracks, currently with no high-level vision for how the two streams may be integrated.

The Joint Programme will support Government to drive a 'partnership platform' with various stakeholders to prompt integration and break-down silos. The Joint SDG Fund Partner UN Organisations (referred to henceforth as 'PUNOs') are uniquely placed to prepare government counterparts with evidence on fiscal space, contributions towards a multi-stakeholder roadmap, policy revision, identification of vulnerable groups, information systems, standard operating procedures, and accountability systems. These are examples of interrelated outputs that contribute to results such that policy and institutional capacity is in place for a comprehensive, systems-wide approach.

A more detailed illustration of the TOC is outlined in Annex 3. At the base of the TOC are guiding principles, the inclusion of which is critical and will ensure the overall quality and intended impact. Risk assessment and corresponding mitigation activities are outlined at the base of the TOC with more detailed elaboration in Annex 8.

### 6.2 List of main ToC assumptions to be monitored:

- climate-induced disaster forecasting coupled with pre-existing population vulnerability accurately targets disaster-affected areas and vulnerable populations
- payments triggered based on forecast deliver humanitarian assistance in a more timely and efficient manner versus the status quo

- interlinkages with social protection schemes provide viable options for scale, both in terms of horizontal (more beneficiaries) and vertical expansion (increase frequency and size of payments)
- demonstration of use case and learning is compelling evidence for policy-level change
- leveraging existing partnerships, technology and (policy) infrastructure is viable

## 7. Trans-boundary and/or regional issues

The joint SDG fund PUNOs currently support the Government of Indonesia as a nation state, and as regional and global humanitarian actor. The Indonesian Ministry of Foreign Affairs have an interest and willingness to expand their role in the region and globally. Ministry of Foreign Affairs is the lead agency for Indonesia's engagement with ASEAN in Indonesia, including south-south cooperation and triangular cooperation. In 2018, Indonesia announced its foreign aid programme. Indonesia hosts the ASEAN secretariat and the AHA Centre, an inter-governmental organisation established by ten (10) ASEAN Member States with the aim to facilitate cooperation and coordination amongst ASEAN Member States and with relevant United Nations and international organisations in promoting regional collaboration in disaster management. The AHA Centre is based in Jakarta, Indonesia.

The ASEAN-UN Joint Strategic Plan of Action on Disaster Management (JSPADM) 2016-2020 outlines a medium- to long-term partnership between ASEAN and the UN. The JSPADM outlines mutual intentions and commitments to ensure appropriate capacity and cooperation between ASEAN and the UN in all phases of the disaster risk management cycle. The partnership also aims to engage with and understand the policies and priorities of national leadership, and to reduce the requirement for international support and assistance in the event of large-scale disasters in ASEAN Member States. The JSPADM will commence a new cycle during the period of the SDG Fund programme, providing a timely entry point for UN-supported regional learning and exchange on Adaptive Social Protection between ASEAN member states.

The Partner UN agencies have supported ASEAN with the development 'ASEAN Guidelines on Disaster-Response Social Protection to Increase Resilience' (2018). The final draft of this guidance has now been returned to member states for their review and appraisal ahead of final publication. The next step will be for ASEAN member states, such as Indonesia, to make use of this guidance to inform the implementation of disaster/ shock-responsive social protection at the country-level. PUNOs have made direct reference to this guidance in the preparation of this Joint SDG Fund proposal, particularly with planning for key steps in the process. The SDG Fund will work with counterparts to adopt and adapt guidance through 'iterative' process - framing a strong basis for Output component 1.4 on 'Knowledge and Learning'.



## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

The Republic of Indonesia is the fourth largest country by population, and the seventh largest economy in terms of gross domestic product based on purchasing power parity. Indonesia is the world's largest archipelagic state, consisting of more than 17,500 islands perched precariously on the 'ring of fire'. Volcanic eruptions, earthquakes and consequent tsunamis remain a constant threat. Regardless of how fast Indonesia progresses towards its sustainable development goals (SDGs), climate-related and other disasters will continue to pose risks to its people, infrastructure and the economy. Indonesia occupies rank 55 out of 191 countries (considered 'medium' risk) in the 2019 [INFORM](#)<sup>2</sup> global risk index.

Regular and frequent natural disasters translate to significant loss of life, disrupted productivity and economic losses, affecting government's resources, infrastructure and livelihoods. Global warming will increase the frequency and intensity of hydrometeorological disasters. In the coming decades Indonesia will experience rising sea levels, floods and extended drought conditions, which will disproportionately affect the rural and coastline poor communities and other vulnerable populations. Climate change and Indonesia's disaster-prone profile have direct impact also in the country's ability to progress with structural transformation.

Natural disasters pose a threat to the fulfilment of dignified basic human rights. They increase direct and indirect health risks, disrupt continuous education of school-age children resulting in immediate (ie. physiological, psychosocial) impacts. High risk exposure can have lifelong adverse outcomes terms of poverty and livelihood opportunities. Disasters disrupt Indonesia's food systems and economic sustainability, hence affecting access to nutritious food and exacerbating preexisting poor nutritional status. Disasters disproportionately affect already vulnerable groups including the poor, children, elderly, persons with disabilities, women at risk, migrant workers and indigenous peoples. Negative impacts of climate change and disasters are especially pronounced for women and girls due to underlying gender inequality and socio-economic disadvantage.

There are gendered dimensions to poverty and socio-economic disadvantage in Indonesia, the OECD noting that 'women are poorer across the life cycle and face disadvantages at school and, especially, in employment'. According to the Global Gender Gap Report for 2018, which ranks countries to the extent to which there is a gender gap, with 0 indicating total gender parity and 1 indicating gender parity, Indonesia ranks 85th out of 149 countries, with a score of 0.691. There are signs of some improvement with Indonesia closing its economic gender gap from 2017-2018; its primary education gender gap, however, increased.

Natural disasters have been found to be positively associated with the probability of girls entering child marriage in Indonesia<sup>3</sup>. Figure 1 illustrates the conceptual framework of research findings highlighting how child marriage is one of the coping strategies for households to reduce the burden when they face adverse welfare effects from disasters. In general, women's aspirations and needs are often neglected since they do not have equal access in decision-making related to humanitarian response and recovery assistance, and they also face higher vulnerabilities due to lack of equal access to information and training as well as disaster preparedness.

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<sup>2</sup> INFORM is a collaboration of the United Nations Inter-Agency Standing Committee and the European Commission that supports a global open-source risk assessment for humanitarian crises and disasters.

<sup>3</sup> Dewi, L. P. R. K., & Dartanto, T. (2018). "Natural disasters and girls vulnerability: is child marriage a coping strategy of economic shocks in Indonesia?" *Vulnerable Children and Youth Studies*. doi: 10.1080/17450128.2018.1546025

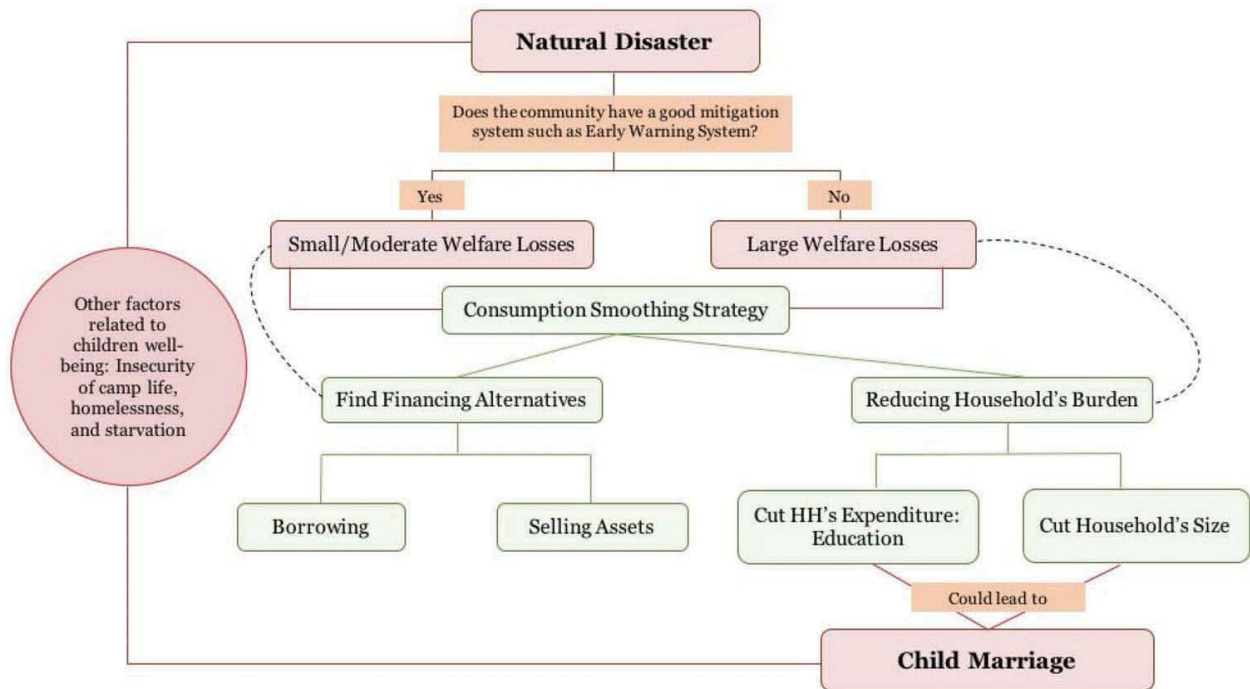


Figure 1: Conceptual framework linking natural disasters and child marriage, Dewi and Deswanto (2019)

Gender inequalities are exacerbated during disasters and crises, such as increased unpaid care work, high risk of Gender-Based Violence (GBV), as well as lack of adequate fulfilment of gender specific needs, such as reproductive health services, breast-feeding facilities and safe toilets. For example, women-headed household may have increased difficulty purchasing essential goods such as food or water and getting help to (re)construct shelter and are at high risk of sexual exploitation in exchange for such resources, while women with disabilities are at risk of sexual violence; and women caring for those with disabilities are at risk of isolation and impoverishment. It is widely recognized that incidents of GBV in emergencies are under-reported, although violence tends to increase in these situations.

To recover from disaster, gender shapes different experiences and ability. Social norms determine different roles and responsibilities such that women are often restricted to unpaid household work, including child care and other domestic work. Women often have less access and control of a range of social, economic and political resources compared to men. Consequently, Women often fail to receive equitable financial recovery assistance from government or other external actors. Similarly, women-owned businesses may also difficulties with recovery due to gender-exclusive policies (ie. banks that require a man's name for loan application). In political negotiations in the context of disaster management, participation of men and women in formal policy making varies, where women often play minor roles in the processes.

Indonesia has shifted from a focus on emergency response to a more comprehensive, integrated approach to disaster risk management by restructuring institutions, laws and policies. Indonesian government strives for transparency in cash-based assistance and however it faces challenges with the 'localisation' of capacity and resources in line with decentralised governance. The Government of Indonesia is prioritising the interoperability of its information systems (see the 'Satu data' initiative) as a measure to inform policy and decision-makers. Similarly, the national disaster management agency has sought to adopt more rigorous, evidence-based approaches to risk reduction, particularly on risk assessment and early warning. Through such initiatives the Government claims that Indonesia's Disaster Risk Index (IRBI) has declined to 128.8, representing a reduction of 23.97 percent between the period 2015 to 2018.

Since the inception of the 2030 Agenda for Sustainable Development in 2015, Indonesia has sought to position itself as a leader and pioneer of the SDGs. The country has placed inclusive and sustainable development at the centre of its national planning framework. The Government is cognisant of the fundamental aim of the 2030 Agenda of 'leaving no-one behind'. To bridge some of the most obvious gaps in essential public services, the Indonesian Government has sought to expand and strengthen its education, health and social protection systems. The social protection schemes in Indonesia have been extensively researched and a roadmap has been outlined in 'The Future of the Social Protection System in Indonesia: Social Protection for All' (2018) by The National Team for the Acceleration of Poverty Reduction (Tim Nasional Percepatan Penanggulangan Kemiskinan or TNP2K).

In terms of social protection systems, these are developing, and consist of two schemes – social assistance and social insurance. Social assistance in Indonesia is non-contributory and financed through the government budget, while social insurance, consisting of health insurance and employment insurance, is financed through both government contributions and the contributions of its members. The National Long-Term Development Plan (RPJPN 2005–2025) shows the government’s commitment to expanding the national social protection system. The plan states that social protection and social insurance mechanisms must be in place by 2025 to fulfil people’s basic rights and ensure access to services.

To ensure the plan for an expanded social protection system is achieved, Indonesia has increased fiscal space to 0.73 per cent of gross domestic product (GDP) resulting in significant expansion of social assistance schemes, such as the non-contributory conditional cash transfer (Programme Keluarga Harapan - 'PKH'), non-cash food assistance (Bantuan Pangan Non Tunai - 'BPNT') and school grants (Programme Indonesia Pintar - 'PIP') for poor households. In addition to the contributory schemes such as the national social insurance (Badan Penyelenggara Jaminan Sosial - 'BPJS') for health (Kesehatan) and labour/employment (Ketenagakerjaan).

In spite of these advances, overall coverage remains low in relation to investment in other countries and sectors, such as infrastructure (see Figure 1, below). Indonesia’s current investment in social protection is still below what is expected of a middle-income country (see Figure 2), resulting in gaps in coverage, particularly for the most vulnerable, including young children, women and girls, the elderly, people with disabilities and most of the population on middle incomes who are still vulnerable to risks and shocks.

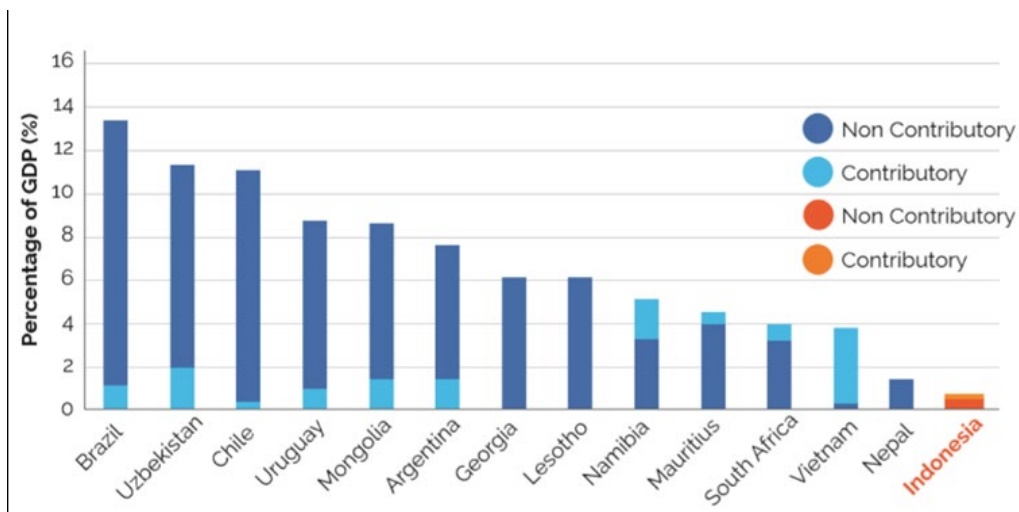


Figure 2. Levels of investment in social protection across a range of low-income and middle-income countries, excluding civil service pensions

Aside from the fiscal space, access to social services and social protection is not always guaranteed. Internal displacement caused by frequent natural disasters continue to pose risks

with regards to the timely access to humanitarian support, exclusion from or involuntary relocation to settlements and camps (and related security and safety issues), and further restricted access to education, social protection and property rights. While Indonesia runs its social security system through various ministries and agencies, still, the unavailability of a single window service<sup>4</sup> in managing the social protection system has created issues of coordination and overlapping programmes. Ineffective targeting and insufficient budgetary allocation compromise the system, in addition to it being conditional, low-value, very expensive to administer, and having no positive impact on reducing poverty or child poverty rates<sup>5</sup>.

The Ministry of Social Affairs (*MoSA*) has a cash assistance programme for emergency response called *Jaminan Hidup* or 'Jadup', which is a multi-purpose emergency cash assistance to be disbursed to 'affected' people within a period of between 1 (one) to 3 (three) months. Jadup was implemented during the 2018 West Nusa Tenggara and Central Sulawesi earthquake/ tsunami emergencies, however *MoSA* faced a number of challenges to achieve rapid disbursement of assistance during the response (1-3 month) phase, specifically the allocation of budget, disbursement process, data consolidation, and the validation of 'affected' households eligible (NB: Jadup uses household shelter damage as relative criteria of eligibility determined through a community-based assessment mechanism). For 2020, the budget allocated for Jadup is IDR 75 billion (approximately USD 5 million), which is increased from only IDR 6 billion in 2019; The deficit in 2019 was covered by international assistance/grants managed by the ministries/agencies.

A more detailed analysis of the Indonesian Laws and Regulations in the Provision of Social Assistance is outlined in Annex 9. In terms of the legal basis of shock or disaster-responsive social protection, key legal instruments are the Disaster Management Law (No 24/2007) and the Social Welfare Law (No 11/2009) which mandate the Government to support disaster-affected populations with assistance. Government Regulation No 28/2012 further stipulates that social protection can be used to assist disaster victims. At the ministerial level, *MoSA* has issued decrees (No 01/2013, No 15/2014 and No 04/2015) that mandate the ministry to provide social assistance to affected and vulnerable individuals, households and communities in order to meet their basic needs. While the *MoSA* is leading several social protection programmes – including those in emergencies – their scope and scale has so far been insufficient to cover a substantial part of the affected population following recent disasters.

Although Indonesia has an extensive, maturing social protection system with state policies/laws and a growing set of social protection schemes, it is not currently linked to forecasting of the risks and early warning associated with climate (seasonal) or humanitarian crises. Similarly, Indonesia has systems providing risk assessment and early warning, but they are seldom linked to either decision-makers or communities, limiting the ability to trigger preventive actions. Emergency response still relies heavily on assistance provided in-kind, with limited scale of cash-based transfers after a natural disaster event. A systematic approach to link risk assessment and early warning to prevention and response that leverages existing social protection schemes is still missing.

This proposal aims to ensure that existing social protection systems are more responsive to climate-related and other disasters. This Joint Programme aims to transform Indonesia's existing social protection payments into an Adaptive Social Protection (ASP) scheme. Within 2 years, it is expected to have gathered sufficient evidence of the potential to reduce the impact of and enhance resilience to climate-related and other disasters on vulnerable individuals and communities by providing faster, more predictable, effective and accountable cash-based assistance before and/or after a disaster. The programme will take a rights-based, equity and gender-sensitive focus to targeting households and individuals which are already

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<sup>4</sup> The 'SLRT' initiative (*MoSA*) being piloted with promise in supporting enrolment of beneficiaries.

<sup>5</sup> See, among others, Chahyadi, N. et al. (2018) *Cumulative Impacts of Conditional Cash Transfer Programmes: Experimental Evidence from Indonesia*. TNP2K Working Paper

below the poverty line, or which are at risk of sliding below the poverty line, in geographic areas at high risk of climate-related disasters.

### 1.2 Target groups

#### Guiding principles for Adaptive Social Protection

The Government of Indonesia’s goal to establish an ASP system may be strengthened through common objectives of social inclusion, economic development and environmental sustainability<sup>6</sup>. The Government of Indonesia will develop its specific objectives, goals, design, implementation targets and results with the support of PUNOs according to guiding principles that are consistent with, and have maximum impact on, the achievement of sustainable development. Target groups of this joint partnership are defined according to the life-cycle approach, with cross-age targeting and consideration of the following guiding principles:

##### i. Protect and promote human rights<sup>7</sup>

By ensuring that all individuals have access to essential services (health care, education, water, sanitation, etc.) and at least a minimum level of income and food security, Indonesia can promote social inclusion and the full participation of all people in society and economic opportunities. ASP provides a mechanism to uphold basic human rights and to safeguard development gains. The human rights framework provides an operational guideline for transforming the dynamics between the state and the individual, shifting the role of beneficiaries from passive receivers to active participants in the system.

##### ii. Provide a continuum of protection (life-cycle approach)

Indonesians face a wide range of risks throughout their lives, beginning in the womb and continuing through to their final days (see Table 1). ASP should be based on a continuum, available at different stages of an individual’s life, including transitions from one stage to the next and from one employment status to another. It will encompass the particular risks faced, and the specific rights to be protected at each stage in life. Importantly, an ASP scheme must recognize the need to prevent and address the build-up of risks and vulnerabilities throughout the life cycle; for example, infant malnutrition that has lasting impacts on the human capital and productive capacities of individuals throughout their lives.

Table 1. Lifecycle-based targeting and exposure to shocks <sup>8</sup>

Life cycle	Risk factors	Needs
Under 5 years age:	<ul style="list-style-type: none"> <li>- Underlying nutrition status of children in Indonesia.</li> <li>- ECD/ Cognitive development</li> <li>- Immunisation coverage</li> <li>- Access to neo-natal and post-natal care</li> <li>- Loss of parent from bereavement or migration</li> </ul>	<ul style="list-style-type: none"> <li>- Comprehensive early childhood development strategy</li> <li>- Structural programmes to improve nutritional status, including both supply/demand barriers</li> </ul>

<sup>6</sup> United Nations Development Programme (2016). Leaving No One Behind: A Social Protection Primer for Practitioners

<sup>7</sup> Social protection as an obligation under human rights law, articulated in Articles 22 and 25 of the Universal Declaration of Human Rights and Articles 9 and 11 of the International Covenant on Economic, Social and Cultural Rights.

<sup>8</sup> The National Team for the Acceleration of Poverty Reduction (Tim Nasional Percepatan Penanggulangan Kemiskinan or TNP2K), 2018. The Future of the Social Protection System in Indonesia: Social Protection for All

School age:	<ul style="list-style-type: none"> <li>- Child labour</li> <li>- No access to school/ drop-outs</li> <li>- Teacher absenteeism</li> <li>- Adolescent nutrition/ anemia</li> <li>- Loss of parent from bereavement or migration</li> <li>- Inability to access vocational training</li> <li>- Child marriage/ Early motherhood</li> </ul>	<ul style="list-style-type: none"> <li>- Inclusive programmes to promote education and address supply-side constraints</li> <li>- Alternative education programmes, such as training and internships</li> </ul>
Working age:	<ul style="list-style-type: none"> <li>- Unemployment; underemployment</li> <li>- Unstable employment; laid-off</li> <li>- Income precariousness</li> <li>- Inadequate wages; limited access</li> <li>- Debt</li> <li>- Need to care for children and parents</li> <li>- No childcare</li> <li>- Gender discrimination</li> <li>- Domestic violence</li> </ul>	<ul style="list-style-type: none"> <li>- Secure jobs in agricultural areas by promoting mobility between sectors (livelihoods diversification)</li> <li>- Improve literacy and qualifications through training and subsidised work</li> </ul>
Old age:	<ul style="list-style-type: none"> <li>- Lack of access to health care/ increasing frailty</li> <li>- Lack of stable income/ pension</li> <li>- Inability to work/ Discrimination in the labour force</li> <li>- Weak or no care from family</li> <li>- Limited access to credit</li> </ul>	<ul style="list-style-type: none"> <li>- Targeted social pensions</li> <li>- Improved access to health facilities</li> </ul>
Cross age targeting:	<ul style="list-style-type: none"> <li>- Economic shocks</li> <li>- Natural, manmade and social disasters</li> <li>- Health issues</li> <li>- Disability issues</li> <li>- Domestic violence</li> <li>- Minority groups</li> <li>- Gender-based violence</li> </ul>	<ul style="list-style-type: none"> <li>- Risk transfer (insurance) options tailored for MSMEs</li> <li>- Inclusive policy, programmes and products</li> </ul>

Therefore, the archetype ASP system must cover all stages to prevent circumstances in one phase, or temporary shocks, from becoming permanent or affecting the next stage in life. Special attention must be paid to sequencing and timing interventions to develop capabilities at the appropriate time, as well as to prevent the intergenerational transmission of deprivations. Special effort must be made to design and implement interventions that are mutually reinforcing, for example, childcare provision that helps women go back to work, and pensions that improve schooling outcomes.

### iii. Ensure non-discrimination

ASP, in design and implementation, should be free of discrimination. While most legislation regarding social protection uses inclusive language, marginalized groups are likely to miss opportunities to benefit for various reasons including stigmatization, discrimination, and lack of access and lack of accessible information about their rights.

Non-discrimination needs to be an active target of an ASP system, hence, seeking to hear the voice of right holders, both at community and individual levels, to understand their specific needs and barriers, and address them. This requires the involvement and participation of the community, and specific groups within the community, such as social partners (village leaders, schools, women’s groups workers and employers organizations) in the process of system design and implementation.

#### **iv. Foster gender equality and women's empowerment**

Gender equality and the empowerment of women is a core principle of sustainable development. An ASP system must be gender-responsive in its design and implementation. It must seek to encompass the different needs and constraints faced by women, men, girls and boys, and reduce gender inequalities in access to and control over resources and the benefits of development.

Women and men face different risks and vulnerabilities, some specific to their gender and others exacerbated by gender inequalities and discrimination. The design and implementation of an ASP system should address such gender-related constraints, such as providing special financial products to women at the household-level and providing protection. It will create more opportunities for autonomous decision-making regarding expenditure that may benefit others at the household level (ie. children, disabled, elderly), and may serve to promote more meaningful participation and leadership of women in relevant policy making and implementation.

#### **v. Remain risk-informed and sensitive to environmental concerns**

ASP must address social and environmental opportunities and risks in an integrated manner, recognizing the fundamental linkages with environmental sustainability. First, the implementation of ASP must do no harm. Social protection proposals must be reviewed for potential environmental risks and ensure that potential adverse impacts are assessed and avoided, or minimized, mitigated, and managed.

ASP should seek opportunities to improve environmental sustainability. The poor rely on increasingly unreliable natural resources for their housing and livelihoods. They also tend to have knowledge about how to preserve the natural resources they rely on, and thus are key to finding solutions to environmental challenges.

ASP must be risk-informed and aim to improve the resilience of individuals to the threats of a changing environment. Improved human capital, asset accumulation, and management of land can make individuals less exposed to shocks and provide more coping mechanisms if shocks do hit.

#### **vi. Promote inclusion and flexibility**

The right to social protection will be guaranteed through a comprehensive and coherent system of programmes based on national solidarity. Indonesia aims to achieve universality by a mix of contributory and non-contributory programmes. The principle of inclusion aims to address the specific needs of marginalized groups to ensure that social protection is truly universal and sustainable, and to maximize delivery and impacts across a large number of SDGs.

Differences in needs, gender, ethnicity, cultural norms, and place of residence, among others, require differential services and delivery mechanisms. Resources must be allocated accordingly to ensure appropriate levels of support and access to all. This approach to adaptive social protection focuses on creating linkages and coordination among social protection programmes, and across sectors, while addressing power imbalances that drive and entrench poverty, vulnerabilities and inequality. It requires the reduction of fragmentation across programmes, actors, and levels of government, to decrease inefficiencies, enhance coverage, and improve responsiveness to risks.

### **1.3 SDG targets**

The overall objective of the SDG fund proposal is: *"to reduce the (risk) exposure, and enhance resilience of vulnerable individuals and communities to, climate-related and other disasters*

by providing faster, more predictable, effective and accountable cash-based assistance before and/or after a disaster.” Key concepts of risk, including ‘exposure’, ‘vulnerability’ and ‘resilience’ are acknowledged both explicitly and implicitly in a range of the proposed SDG targets. However, SDG Target 1.5 represents the core resilience target and focus of this proposal: “By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters”.

The four (4) indicators (<https://unstats.un.org/sdgs/metadata/>) for Target 1.5 provide a measure of shocks and disasters, however they do not adequately account for resilience and vulnerability that may be determined by an Adaptive Social Protection scheme. Indicator 1.5.2: “Direct economic loss attributed to disasters in relation to global gross domestic product (GDP)” does account for disaster loss, however the computation method<sup>9</sup> only accounts for Direct economic loss in the housing sector attributed to disasters (C4).

Bahadur et al (2015) observed<sup>10</sup> that Target 1.5 is extremely broad in terms of the scope of shocks and stresses to be addressed and the impact sought. They proposed the use of a Composite Resilience Capacity Index and the Composite Resilient Outcomes Index, the weighting of indicators within these and the establishment of baselines for measuring hazards and exposure. Markhvida et al (2019) propose a ‘well-being’ quantification methodology to integrate the three aspects: environmental (the impact of the hazard), economic (the cost of damages and implication for jobs and income), and social (the distributional impact of the shock and the role of socioeconomic factors).

The latest thinking on resilience measurement reveals that outcomes from processes to enhance resilience are increasingly being considered in terms of a set of interrelated capacities to absorb, anticipate and adapt to different kinds of shocks and stresses. PUNOs will therefore work with Government to determine appropriate composite metrics depending on the objectives of an ASP system. The programme will directly support counterparts to develop a deeper conceptual understanding of ‘risk’ and ‘resilience’. Where necessary, the natural and human hazards indices used in INFORM could be supplemented with an additional component on financial and economic shocks (which could draw on existing indices created by the major country risk rating agencies) and food price shocks (for example, the FAO food-price index). The bureau of statistics is the custodian of socio-economic data layers pertaining to wellbeing that will be required to determine decline or loss attributable to a disaster event.

As an example, as outlined in the situation analysis - disasters have been found to be positively associated with the probability of girls entering child marriage in Indonesia and as such cash assistance may be a targeted intervention to avert this outcome. The conceptual framework outlined by Dewi and Dartanto (2019) corresponds with key assumptions of the risks that relate to ‘school-age’ girls in terms of household coping strategies. One of the potential points of monitoring could be to highlight the gender dimensions of cash assistance operations implemented by the government of Indonesia. SDG Target 5.3: *Eliminate all harmful practices, such as child, early and forced marriage and [harmful practices]*<sup>11</sup>. Indicator ‘5.3.1 Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18’ can be measured by overlaying the 2015 National Socio-Economic

<sup>9</sup> This indicator, X, is calculated as a simple summation of related indicators from national disaster loss databases divided by the the global GDP (from national censuses, World Bank or UN Statistical Commission information). The computation method for this SDG target (<https://unstats.un.org/sdgs/metadata/files/Metadadata-01-05-02.pdf>) is as follows:  $X = (C2 + C3 + C4 + C5 + C6) / \text{Global GDP}$ . Where: C2 Direct agricultural loss attributed to disasters; C3 Direct economic loss to all other damaged or destroyed productive assets attributed to disasters; C4 Direct economic loss in the housing sector attributed to disasters; C5 Direct economic loss resulting from damaged or destroyed critical infrastructure attributed to disasters; C6 Direct economic loss to cultural heritage damaged or destroyed attributed to disasters.

<sup>10</sup> Bahadur, Aditya & Wilkinson, Emily & Lovell, Emma & Tanner, Thomas. (2015). Resilience in the SDGs: Developing an indicator for Target 1.5 that is fit for purpose.

<sup>11</sup> Wording of this SDG is adjusted to correspond with the national development plan (RPJMN)



Survey (SUSENAS) and the 2014 Village Potential Census (PODES). However, this proposal will likely contribute to SDG Fund target 5.c: *Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.*

The Government of Indonesia has adopted the SDGs as part of its medium-term development plan (RPJMN). In 2019 the Ministry of Planning, with support from the UN country team, launched the 'SDG dashboard' (<http://sdgs.bappenas.go.id/dashboard/>) which will serve as the online system to monitor progress towards its targets. The UN partners will assist implementing partners with monitoring progress towards SDGs pertaining to Adaptive Social Protection specifically. Baseline data may be drawn from existing survey and remote sensing data. The Government of Indonesia maintains its platforms own platforms that include data layers on the environmental risk of potential hazards. The national disaster management agency (BNPB), with the support of UNDP, maintains an advanced web-based platform for geographic (risk) exposure and vulnerability to disasters (<http://inarisk.bnpb.go.id/>). In addition, the Ministry for Forestry and Environment (KLHK) and the Bureau of Meteorology and Climatology maintain platforms for climate-related risks (<http://sidik.menlhk.go.id/>).

In addition, in 2015, WFP and UN Pulse Lab developed the Vulnerability Analysis Monitoring Platform for the Impact of Regional Events (VAMPIRE) <https://vampire.idn.wfp.org/>, which provides timely risk and impact assessments information based on weather forecasts, satellite imagery, and population vulnerability. The results can be used to develop forecast-based early actions and to inform shock-responsive social protection systems, enabling policymakers to base their decisions on up-to-date evidence. This innovative monitoring tool has been embedded into the situation room of the Office of the President ([Kantor Staf Presiden](#)) of the Republic of Indonesia and currently also utilized as a complementary tool by the BMKG.

### 1.4 Stakeholder mapping

This section looks at the key stakeholders involved in Indonesia’s social protection and disaster risk management sectors and examine where they interact or coordinate prior to and during an emergency.

#### Social Protection System in Indonesia

Table 2, below, presents the key stakeholders involved in social assistance programme in the national and subnational level with a focus on the PKH programme.

*Table 2. Stakeholders – Indonesia’s social assistance programmes (source: MoSA’s Regulation No. 1/2018)*

Level	Key Stakeholder	Other Stakeholder
National Level	Implementing Ministries Directorate and/or National Coordination Team under the Implementing Ministry	National Advisor, Technical Assistance, Experts Assistance, National Database Administrator
	National Technical Coordination team	
Provincial Level	Provincial authority/agency Regional Technical Coordination Team	Regional/Provincial coordinator, Provincial database administrator
	Regency/city authority Regional Technical Coordination Team	Regency/city coordinator, social worker supervisor, social worker, social worker assistant, Regency/city database administrator, bank agency
External	Ministry of Education, Ministry of Finance, Ministry of Health, Ministry of Home Affairs, Ministry of National Development Planning (BAPPENAS), Central Bureau Statistics	

At the national level, the MoSA acts as the implementing ministry. Under this ministry, the implementation of social assistance programmes are delegated to the Directorate General (DG) for Social Protection and Security. Different directorates are further established under the DG to implement their respective responsibilities in social assistance provisions (Figure 3). In this case, the Directorate of Social Protection for Natural and Social Disaster Victims are responsible for the provision of social assistance during disaster, whereas the Directorate for Family Social Security is responsible for the provision of social assistance programme during normal times, such as the PKH programme. Particularly for PKH programme, the national level stakeholder also include National Technical Coordination Team that conduct review on operational plans related to the programme, and supervise programme implementation. Other auxiliary stakeholders in the national levels are also involved to assist the implementation of social assistance programme and provide technical support.



Figure 3. Organisational structure of MoSA - Directorate General for Social Protection and Security

At the sub-national (Provincial and Regency) level, key stakeholders include provincial and regency-level social service authority (*Dinas Sosial*) as well as the regional technical coordination team. *Dinas Sosial* plays an important role in the implementation of the social assistance programme in the sub-national level. They disseminate and raise awareness of programmes, conduct supervision and report programme implementation to the national and provincial level. Thus, *Dinas Sosial* can be regarded as the main implementing partner of social assistance in the local regions with the support of social workers who beneficiaries to register and receive distribution of benefits. Regional technical coordination team, on the other hand, control and monitor programme implementation, coordinate with relevant regional work units and institutions in the province, as well as developing programme activity plans in the region.

Supporting stakeholders, such as, social worker assistants, bank agents, database administrators, etc. are also involved in the sub-national level with the main job of providing operational and technical support in programme implementation. Additionally, external stakeholders are also involved in the overall programme operation, these include different ministries that provide support in their respective capacity. For example, Ministry of Finance (MoF) ensures that programmes are financed, Ministry of Home Affairs (MoHA) ensures that cooperation is established between central and local government in programme implementation and grievance mechanism, and Ministry of National Development Planning (Bappenas) ensures that programmes are allocated with appropriate budget in the short, medium, and long-term development process. Not to mention the critical role that non-government organisations play in supporting social protection.

### Disaster Risk Management (DRM) in Indonesia

The National Disaster Management Agency (*BNPB*) and the Regional Disaster Management Agency (*BPBD*) are the key stakeholders in Indonesia’s *DRM* system in the national and sub-

national level, respectively. Both of these agencies lead efforts in disaster response and in coordinating different agencies and institutions in disaster management. Law 24/2007 concerning Disaster Risk Management calls for the creation of a national disaster management agency, *BNPB*, to coordinate the country’s disaster management activities. The creation of a sub-national disaster management agency, *BPBD*, at the regional level essentially decentralizes disaster management effort in Indonesia. BPBD is governed under the sub-national government (either provincial or regency level), whereas, BNPB is under the central government. Consequently, the relationship between BPBD and BNPB is informal as BPBD is not subject to direct chain of command from BNPB (Brown, 2016).

The sub-national and national government also play key roles in DRM. The President and Regent/ Mayor have the mandate to stipulate policies in disaster management, ensure budget allocation, guarantee the fulfilment of disaster victims’ needs, and declare the status and level of emergency. Nonetheless, many of these mandates have been delegated to BNPB (except for the declaration of disaster status). Therefore, BNPB holds the most important role in the coordination of disaster management activities. The agency is a non-ministerial government body and according to Law 24/2007, BNPB has a command level of a Ministry (Brown, 2016). Thus, the agency is given the power to coordinate different institutions and agencies, including ministries in disaster management activities.

### Coordination Mechanism in Emergency Response

Figure 4 provides a simplified mechanism of coordination between different stakeholders during emergency. Decentralisation of DRM means that, in times of emergency, the regency-level government is always the first responder to the emergency. When the scale of disaster is not within the capacity of the regency-level government, provincial-level BPBD would be the next level of support that would identify resource needs. If resources from the provincial-level BPBD remains inadequate, regency and provincial-level government can request for external support from BNPB. In this case, BNPB would provide coordination support in the national level to coordinate resource needs (Indonesia NDRF, 2018).

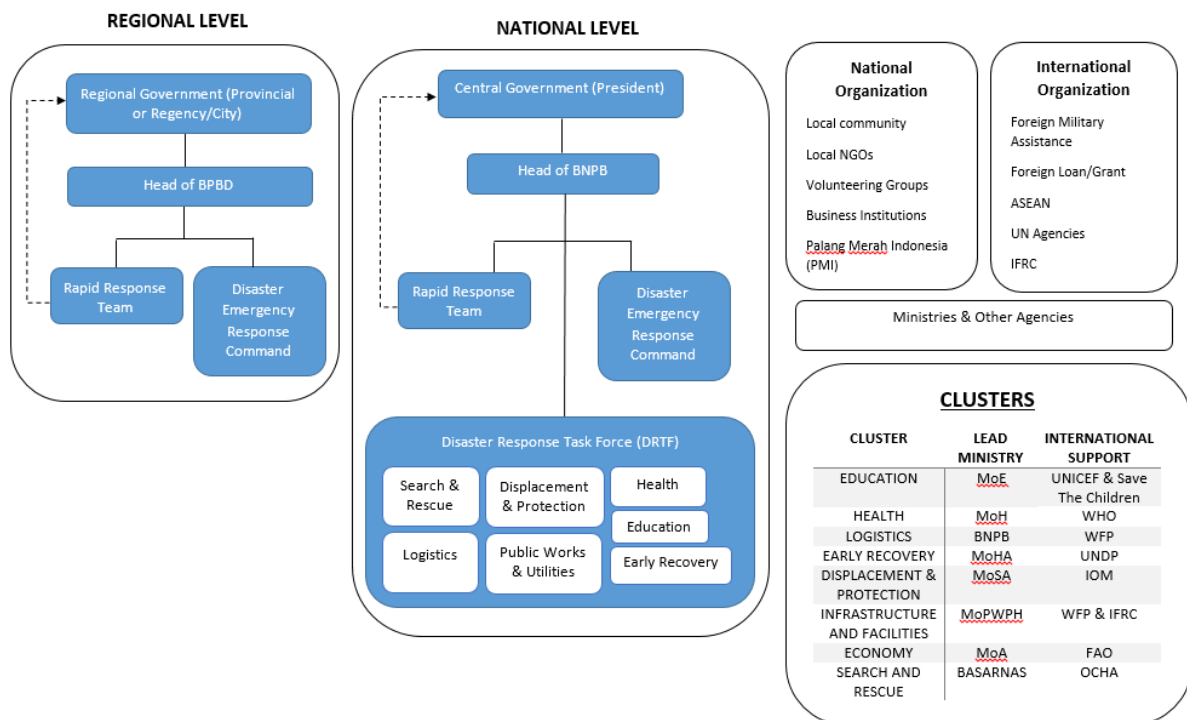


Figure 4. Coordination mechanism between different stakeholders during emergency

Emergency response begins with rapid assessment conducted by the rapid response team under the command of the local BPBD. Results from rapid assessment will then be used as a basis for the declaration of emergency status by the Regent/Mayor at the regency/city level, the Governor at the provincial level, or by the President at the national level. This declaration may then call for the initiation of Disaster Emergency Response Command under the head of Provincial or Regency/City-level BPBD. The declaration would also provide access to the necessary facilities for rescue and evacuation, fulfilment of basic needs, protection of vulnerable population, and for recovery.

Under the BNPB command, Disaster Response Task Force can be activated when needed. This task force gathers and coordinates the capacity and capabilities of different ministries, institutions, and agencies, including the national and international humanitarian organisations. In order to ease coordination and align local effort with international organizations and between different agencies, the task forces are divided into 7 clusters (Search & Rescue, Displacement & Protection, Logistics, Public Works & Utilities, Health, Education, and Early Recovery). Each of these clusters are led by the relevant ministries and supported by the respective international organizations (as shown in Figure 3).

The Displacement and Protection task force is coordinated by MoSA. Its main responsibility is to coordinate temporary shelter, emergency food assistance, and social assistance (in cash or in-kind) to disaster victims in times of emergency. At the local level, distribution of assistance is also implemented by the *Dinas Sosial* under the command of the local government. This implies that displacement and protection task force as well as *Dinas Sosial* are the main interface between disaster management and social assistance programme.

National organisations also play vital roles in delivering emergency response. Based on Law 24/2007, national organisations, volunteer groups and community groups are encouraged to participate in all phases of disaster response. Some national organisations, such as, Indonesian Red Cross (PMI), serve as an auxiliary to the humanitarian services of the GoI and work in disaster response activities in coordination with BNPB and BPBD.

When the impact of the event exceeds the government's capacity to respond as effectively and as quickly as needed, the government will issue a statement for the acceptance of international assistance through the Ministry of Foreign Affairs (MoFA) in consultation with BNPB. International assistance can be in the form of financial assistance, in-kind assistance, human resource support or foreign military. International assistance is expected to complement efforts with the working Disaster Response Task Force (DRTF).

The United Nations and other humanitarian partners maintain a strategic and operational decision-making and oversight forum, called Humanitarian Country Team (HCT), to coordinate the provision of international assistance in times of emergency. When international assistance is accepted by MoFA and BNPB, the HCT will coordinate the participating UN agencies and humanitarian partners to ensure alignment of international clusters with the national clusters in the DRTF to deliver or support the delivery of humanitarian assistance.

### **Coordination Between Social Protection and Disaster Risk Management**

Disaster risk management in Indonesia is outlined in the National Disaster Response Framework (NDRF). The framework provides clear guidelines of coordination and division of roles and responsibilities between different ministries (e.g. Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Finance, etc.) and agencies involved (e.g. Disaster Management Agency, Indonesia Search and Rescue, Meteorological, Climatological, & Geophysical Agency, etc.). Likewise, the provision of emergency assistance in times of emergency (e.g. shelter, emergency food assistance, etc.) and during normal times (e.g. PKH, BPNT, etc.) are outlined in various laws and regulations in Indonesia (Annex 9). Yet, none of these frameworks, laws or regulations address coordination between disaster management and social assistance programmes as part of the broader disaster management activities.

MoSA, with support from Dinas Sosial in the regional level, is involved in disaster response activities. Their roles and responsibilities, however, are limited to identifying disaster victims, ensuring the provision of emergency assistance, temporary shelter, and protection of victims that are most vulnerable in times of emergency. No mechanisms currently exist that use social assistance programmes, such as PKH, to provide assistance to at-risk population at the stages of before, during disaster and after (recovery) as part of the overall disaster management. In the current design, the provision of conditional social assistance (PKH) during normal times and during emergency (Jadup) are implemented separately. Although both programmes aim at reducing vulnerabilities, no coordination is established between them to provide complementary assistance that can create more effective support to disaster-affected beneficiaries (not to mention the lack of synergy with other social protection schemes led by other line ministries). Consequently, the provision of assistance in times of emergency is largely a reactive one, because they are given once a disaster happens without prior preventive measures embedded to strengthen individual’s resilience and to enable timely distribution of assistance.

Siloed practices may be a result of the separation and the lack of coordination between the directorate implementing social assistance (Directorate for Family Social Security) and directorate implementing emergency assistance (Directorate for Natural/Social Disaster for Disaster Victims). Furthermore, available climate-related and disaster risk information provided by other line ministries e.g. BNPB, BMKG, KLHK, etc. have not been utilised to inform a social assistance programmatic strategy, whereas it could be used to enhance the effectiveness and accuracy of assistance delivery to disaster and potentially affected populations. Without sufficient coordination between the two directorates and collaborative effort with relevant key ministries, the distribution of social assistance to disaster victims and disaster-affected beneficiaries will remain fragmented, reducing the effectiveness of social assistance programme to improve social welfare. As such, potential beneficiaries will remain vulnerable to disaster shocks.

### Stakeholder motivation and interests

The table 4, below, briefly summarises the intrinsic motivation for each stakeholder to become engaged in the joint programme (the intersection of the column and row of the same stakeholder - diagonally). *Table 4. 'Experience map' - is an abbreviated excerpt from Annex 10, excel sheet), which identifies what each stakeholder provides to ("gives to") other stakeholders.*

"Gives to"	Bappenas	MoSA - Directorate for Family Social Assistance	MoSA - Directorate for Social Protection for Disaster Victim	BNPB	Provincial government
<b>Bappenas</b>	<p><i>1. Ensure the adoption of adaptive social protection as part of national development planning in poverty alleviation effort and social welfare;</i></p> <p><i>2. Ensure budget allocation for adaptive social protection programme.</i></p>		<p><i>Ensure programme are allocated appropriate budget in short, medium, and long-term development; conduct programme planning, monitoring and evaluation.</i></p>		

<p><b>MoSA - Directorate for Family Social Assistance</b></p>		<p>Ensure poverty reduction effort through social protection programme and take into consideration the disaster-related factors</p>			<p>1. Monitor programme implementation in the provincial level; 2. Generate programme beneficiary lists based on UDB for validation by provincial level government and authority.</p>
<p><b>MoSA - Directorate for Social Protection for Disaster Victim</b></p>			<p>Improving programme effectiveness in reducing vulnerability in times of emergency with disaster-related factors considerations.</p>	<p>1. Provide and distribute relief items and psychosocial service for the affected people; 2. Takes the lead in response planning for women, elderly, and groups considered vulnerable</p>	
<p><b>BNPB</b></p>		<p>Coordinate and provide guidelines for relief items distribution, establish standards and needs for disaster management.</p>		<p>1. Enhance disaster prevention to reduce vulnerability as referred to in Government Regulation No. 21/2008 Concerning Disaster Management</p>	
<p><b>Provincial government</b></p>		<p>Ensure distribution of social assistance to disaster victims.</p>	<p>1. Support social assistance programme through budget sharing; 2. Coordinate with Dinas Sosial for programme implementation in the region</p>		<p>1. Ensure the fulfillment of basic services in disaster sub-affair for disaster victims and all citizens in the region as per MoHA regulation No. 101/2018, including the provision of social assistance; 2. Select and assess the needs of disaster victims in the region.</p>

## 2. Programme Strategy

### 2.1. Overall strategy

The joint SDG fund is transformational and will deliver results at scale as it will ensure that by 2022, the Government of Indonesia will have laid the foundations and demonstrated compelling building block case examples of an Adaptive Social Protection system. Focusing particularly on accelerating progress to SDG targets 1.5, 5.c, 11.5, 13.3 the Joint programme will:

- develop a methodology for identifying communities and individuals vulnerable to climate-related risks;
- use the existing data-based early warning system to trigger an assessment of the risk to vulnerable communities and individuals;
- forecast impact to people affected by climate-related and other natural disasters;
- test mechanism(s) for transferring cash-based payments before and/or after climate-related and other disaster events;
- facilitate transfer of the most vulnerable disaster affected people from emergency cash assistance to the routine social protection schemes;
- identify and advocate for mechanisms to finance the payments, wherever possible using existing social safety net schemes.

The programme is 'transformational' in that it will inform policy-level change. Within the period of 2020-2021, the SDG Fund will support the Government of Indonesia to launch a comprehensive operation of cash in an emergency response. The SDG Fund will demonstrate a system of forecast-based assistance to people at-risk of or immediately affected by disaster and ensure that beneficiaries have access to other social assistance schemes that serve to reduce their vulnerability. Through rigorous documentation, the SDG Fund will provide a specific example of impact so that an adjusted programme response may be adopted and linked to other social protection schemes.

The SDG Fund proposal on ASP is in line with the vision and mission outlined in Government of Indonesia's roadmap for 'Social Protection for All in Indonesia' (TNP2k) by adopting a lifecycle approach, and further strengthens this through the 'guiding principles for Adaptive Social Protection' (section 1.2) than underpin the LNOB objective. The SDG Fund builds on and leverages existing policy instruments, social protection schemes, data sources/information systems, and stakeholder platforms. It will be shaped by priorities outlined in the national development plan (RPJMN), implemented by national Government and informed by regional/ global guidance and good practices on disaster responsive social protection.

The value added of the United Nations involvement is in bringing together the various stakeholders and in building institutional capacity towards policy-level change. The Joint Programme works in tandem with other development partners, including the initiatives of related partners (annex 1- list of related initiatives). In the absence of the support of the joint SDG fund there will be no practical, systematically documented institutional experience and examples to inform policy-level change. Key implementation strategies, outlined in further detail below, include *coordination and partnerships, policy advice and strategy, technical and operational capacity development, and evidence generation and learning*. Implementation strategies are grouped consistently with the outputs (results) outlined in section 2.3.

<b>Partnerships and coordination</b>
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Partnerships and coordination are critical to ensure effective multi-sectoral collaboration, and the joint SDG fund is predicated on the principles and strategies for brokering strategic partnerships. The national planning agency (Bappenas), with the support of GIZ, will establish an 'Adaptive Social Protection (ASP) partnership' platform at the national level. The ASP partnership will be established in Quarter 1, 2020 and will serve as the primary multi-

stakeholder platform for the joint SDG fund. In support of the ASP partnership, partner UN organisations (PUNOs) will facilitate institutional coordination between social protection and relevant climate and disaster risk management stakeholders – especially between key line ministries and the sub-national government.

The *ASP partnership* will prepare a roadmap that is in line with the RPJMN (National Mid-term Development Plan) and the SDGs to guide implementing agencies - a clear strategy with dedicated resources at the national level. Bappenas will lead the political dialogue and draft of the ASP Roadmap for Indonesia with the support of GIZ. Partner UN organisations will provide timely input and oversight to the Roadmap development, specifically to ensure that the process centers on guiding principles<sup>12</sup> to reach target groups and ensure that No One is Left Behind. PUNOs will account for the '5 Ws' (who, what, where, when, why) and '1 H' (how) of the ASP partnership platform for timely and effective coordination, and in order to enhance accountability and efficiencies.

The joint SDG fund will support structured coordination mechanisms on Adaptive Social Protection for humanitarian action - both at the national and local levels - that continue to support the most vulnerable as well as those most affected by disasters. At the national level, the Cash and Voucher Assistance (CVA) Steering Committee and Working Group, led by Government ministries in partnership with PUNOs and with membership from various organizations (including non-government organizations), will ensure effective coordination in preparedness for and response to disasters, to ensure that CVA is applied in a systematic and coordinated manner. At the local level, Indonesia will have a CVA Working Group that will support the local government to ensure that CVA is used during the humanitarian response. UNOCHA will additionally assist to bridge of nexus with humanitarian cash assistance programmes with the ASEAN Humanitarian Assistance Centre.

Partner UN organisations will support government to broker strategic stand-by partnerships in accordance with the national disaster response framework and the standard operating procedure for UN support in humanitarian action. As lead UN agency, UNICEF will contribute to the articulation of the ASP partnership work programme. One of the priority 'contextual risks' identified in the risk management plan (Annex 8) is that institutional coordination or political understanding is limited. To mitigate this risk, UN partners will strengthen the ASP partnership with an output component (1.4) dedicated to 'partnerships and coordination' to actively engage and facilitate ongoing, in-depth stakeholder analysis to understand institutional priorities, resources, commitments and their technical expertise.

## **Policy and strategy**

National line ministries responsible for the implementation of adaptive social protection schemes will actively reform or develop new policy instruments. The programme will serve to design and develop scalable targeting mechanisms to identify ex-ante those most vulnerable to climate-related and other disasters. Moreover, the Programme will ensure that policy and regulatory frameworks are supported by existing social protection schemes that are scalable (horizontal expansion) and complemented by programmes that promote adaptive capacity (resilience) to climate-related and other types of shocks.

A disaster risk financing strategy for social protection should therefore be underpinned by a comprehensive context analysis and costing exercise. This involves an analysis of likely disaster needs, responses and costs, a mapping of existing national, regional and global financial instruments, existing triggering criteria, and existing budget processes. PUNOs will support Bappenas to lead a review of the policy, legal, and operational frameworks for existing disaster reserve funds is required, including issues around decentralized responsibilities and the funds' actual operations and opportunities for adjustment.

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<sup>12</sup> See section 1.2 ie. human rights-based, life-cycle approach, equity, gender-sensitive, etc.



The partner UN organisations will support BKF and MoF gender-responsive fiscal space analysis to assess public finance management scenarios within existing social assistance schemes. This capacity will support the efforts of the GIZ expert team to devise rough cost estimates for policy options (budget, insurance, CAT bonds, etc.). The partner UN organisations will complement in outlining financing options based on institutional and programmatic assessment and confirm contingency (risk) financing mechanisms to complement social protection systems. Furthermore, UNDP will explore innovative, complementary financing options incorporate gender equality principles.

MoSA is currently reviewing its policy on social protection in emergencies and has requested support to align with the provisions of other existing social protection schemes, and with the eventual overarching roadmap. Partner UN organisations, working alongside ADB and the World Bank, will provide concerted support to MoSA to reform or develop new policy, regulation and guidance in relation to its existing social protection schemes. The aforementioned regional 'ASEAN Guidelines on Disaster-Response Social Protection to Increase Resilience' (2018) will be a key reference document for implementation, and the basis for further update based on the country-level experience of Indonesia.

### **Technical and operational capacity**

The joint SDG fund will support the deployment of an integrated platform with improved methods in early warning systems, measuring risk and impact to trigger shock responsive social protection. This will be done through leveraging innovative technology platforms of the Government to link shock-response social safety nets as well as forecast-based financing.

Linkages will be made between early warning and climate information systems to inform emergency response and adaptation programmes. During the initial stage, existing platforms will be analysed to take advantage of each system's capabilities to more accurately monitor risk and impact. Planned investments in software development, technology infrastructure, methodology refinement, and staff will be made to strengthen the platform usability and ensure its sustainability.

One of the priority 'contextual risks' identified in the risk management plan (Annex 8) is that insufficient understanding of the existing information systems will result in disjointed systems strengthening. In order to manage this, WFP and UNDP will jointly conduct a thorough analysis – based on established criteria – of the benefits, risks and trade-offs of using the existing system and social protection data versus starting anew. WFP and UNDP will work closely with the DFAT-funded Makhota programme which supports MoSA to improve the quality and interoperability of its social protection information systems. This will serve to mitigate this risk and lead to better data quality based on a strong, overarching policy vision outlined by the ASP roadmap.

Accountability is a major challenge for existing social protection schemes, let alone in an emergency context. As such, one of the priority contextual risks identified in the risk management plan (Annex 8), 'community does not welcome cash transfer in emergencies due to perceptions of fairness/ appropriateness and the risk of community divisiveness'. An active Community of Practice on Community Engagement will be leveraged to strengthen existing community feedback and complaint mechanisms. Furthermore, the joint SDG fund will support MoSA to establish joint Prevention of Sexual Exploitation and Abuse (PSEA) policy and capacity of implementing partners.

## Evidence generation and learning

The joint programme will serve to promote iterative learning across the disaster management cycle at both the national and sub-national levels. The joint SDG fund will enable systematic documentation to inform corrective actions and learning based on evidence and input of various stakeholders. User-centred design approaches will be employed to generate insights from research and ensure that policy recommendations are grounded in the perspectives of those most at risk.

South-South exchange among ASEAN member states, especially in relation to the country-level interpretation of the ASEAN guidance on 'Disaster-Responsive Social Protection' (supported by ADB, UNICEF and WFP), will involve learning visits and other mechanisms for knowledge exchange.

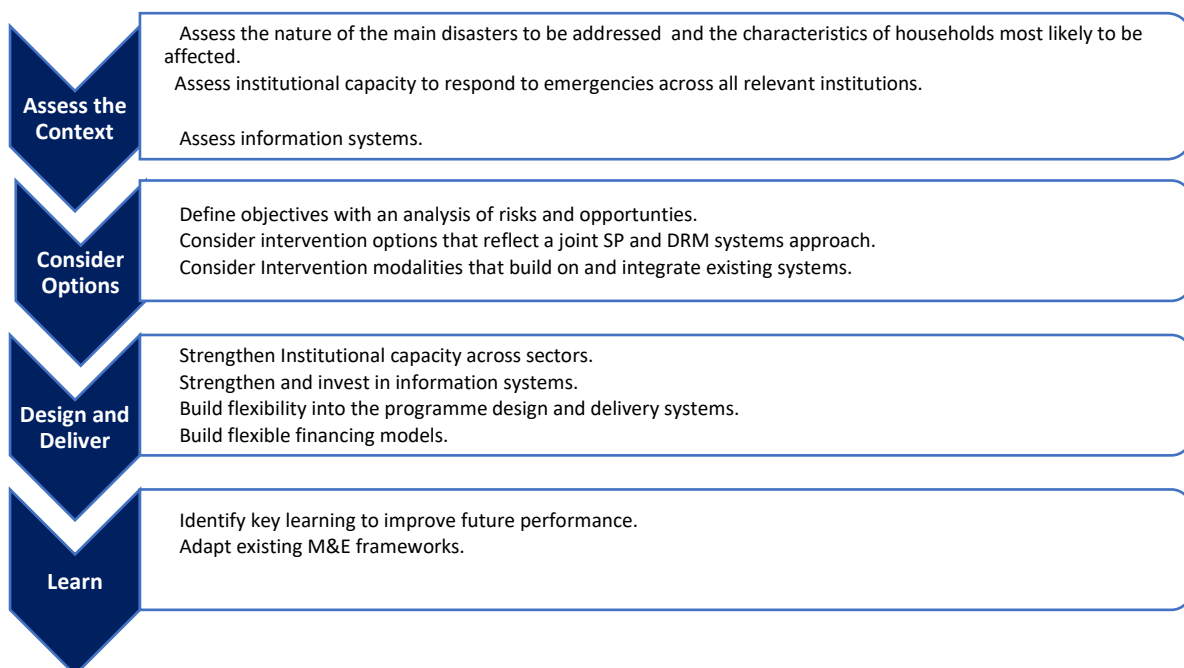
### 2.2 Theory of Change

The Joint Programme is focused on supporting Government to adopt innovative approaches to Adaptive Social Protection in a middle-income country that is highly prone to climate-related and other disasters. Social protection schemes and resilience enhancement/ disaster preparedness programmes of government have been developing along parallel tracks, currently with no high-level vision for how the two streams may be integrated.

The Joint Programme will support Government to drive the ASP partnership platform involving various stakeholders to prompt integration and break-down silos. PUNOs are uniquely placed to prepare government counterparts with evidence on fiscal space, contributions towards a strategic roadmap, policy revisions, identification of vulnerable groups, enhanced information systems, standard operating procedures, and accountability systems. These are examples of how interrelated outputs contribute to results such that policy and institutional capacity is in place for a comprehensive, systems-wide approach.

Partner UN Organisations will assist primary stakeholders with key steps in the process of setting up and testing the ASP system such as outlined in figure, below.

Figure 5. Key steps for disaster-responsive social protection process, 'ASEAN Guidelines on Disaster-Response Social Protection to Increase Resilience', (2018: 40)



A detailed illustration of the TOC is outlined in Annex 3. At the base of the TOC are ‘guiding principles’ components, the inclusion of which is critical and will ensure the overall quality and intended impact. Risk assessment and corresponding mitigation activities are outlined at the base of the TOC with more detailed elaboration. Key assumptions to be monitored include:

- climate-induced disaster forecasting coupled with pre-existing population vulnerability accurately targets disaster-affected areas and vulnerable populations
- payments triggered based on forecast deliver humanitarian assistance in a more timely and efficient manner versus the status quo
- interlinkages with social protection schemes provide viable options for scale, both in terms of horizontal (more beneficiaries) and vertical expansion (increase frequency and size of payments)
- demonstration of use case and learning is compelling evidence for policy-level change
- leveraging existing partnerships, technology and (policy) infrastructure is viable

### **2.3 Expected results and impact**

Within the plan of the ‘RPJMN’ or national mid-term development plan (2020-2025), an Adaptive Social Protection Scheme will be in place that integrates disaster risk management and disaster financing into the social protection system for 15 million households, with 3.7 billion USD of government, biannual financing (constituting the second largest social protection system in the world).

The joint SDG fund will support the Government of Indonesia to lay the foundations and test its ASP system within the period of 2020-2021. By 2020 the Government of Indonesia will have implemented a forecast-based cash assistance operation using its own resources. By 2021, Government will have developed preemptive emergency response capacity that leverages existing social protection schemes, and systems will be in a position to prepare for shocks and effectively target most vulnerable groups for assistance. The ASP scheme will leverage innovative financing instruments (such as Islamic finance) for social protection and other sources, such as the World Bank loan for social protection (200 mil USD) among others (see section 2.4 ‘Financing’).

In support of this overarching goal, the joint SDG Fund will contribute to *“integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale.”* Focusing particularly on accelerating progress to SDG targets 1.5, 5.c, 11.5, 13.3, the Joint Programme will assist the Government of Indonesia with the objective *“to reduce the (risk) exposure, and enhance resilience of vulnerable individuals and communities to, climate-related and other disasters by providing faster, more predictable, effective and accountable cash-based assistance before and/or after a disaster”*. Integrated policy solutions for accelerating SDG progress will be implemented through the joint SDG Fund output components as follows:

**Partnerships and coordination:** *A partnership platform on Adaptive Social Protection is established and effectively coordinates with relevant stakeholders at various levels*

The ‘partnerships and coordination’ output component involves both interagency (internal) engagement and interface with the government-led ASP partnership platform (external). Bappenas will host the ASP secretariat through resources of its own, hence this output component will serve to schedule additional meetings with different stakeholder ‘tiers’ of the partnership platform and with relevant line ministries. The UN resident coordinator’s office (RCO) and the Partner UN organisation lead agency (UNICEF) will lead coordination of the UN partners with the ‘partnership platform’ led by Bappenas and may additionally support to represent social protection and humanitarian development partner’s as necessary.

The intermediate result will be sustained, effective and coherent coordination of the partnership platform such that partners' existing expertise and resources are geared in support of the Government of Indonesia and the overarching 'roadmap' for ASP.

By 2021, synergies will have been established between line ministries implementing different social assistance/protection programmes and agencies in disaster risk management that ensure coherence and provide integrated solutions. Institutional coordination arrangements between the social protection and humanitarian stakeholders will formally intersect as defined by the National Disaster Response Framework (NDRF), and in accordance with national and sub-national policy and law. Furthermore, an appropriate arrangement for PUNOs coordination and partnership support beyond the 2020-2021 period will have been defined in the process.

By 2021, the Government of Indonesia will have dedicated budget to sustain the ASP partnership platform. The medium-term development plan of the Government of Indonesia already includes explicit mention of adaptive social protection. As such, joint SDG fund partners will support in planning towards consistent annual budget allocation, especially at the sub-national level, so that the secretariat for the partnership platform is sustained.

**Setup** (of policy and procedures): *Rules, regulation and executive orders clearly define gender-responsive, inclusive ASP as a national and sub-national priority*

The 'setup' output component interfaces primarily with line ministries responsible for social protection schemes, in close liaison with the planning ministry responsible for the overarching roadmap on ASP. It aims to create an explicit role for one or two social protection programmes to respond as early as possible to disasters in contexts where it is found to be more appropriate than delivering a standalone emergency response programme and / or continuing to invest in the underlying social protection and DRM systems. Planning, assessment and incorporation of design and delivery adjustments across one or two programmes aims to create a practical entry-point to understand what disaster responsiveness means for social protection. This builds the evidence base on the feasibility and efficiencies to be gained – if any – through using these programmes to respond.

The intermediate result will be greater linkages and alignment that should then be built between different components and at different levels to move towards a more system-building approach.

By 2021, the government's ASP programme will ensure that enrollees of different ages and with different circumstances are eligible for the government's Adaptive Social Protection. The joint SDG Fund will support the government ASP programme to incorporate a rights-based, equity and gender-sensitive focus to targeting households and individuals which are already below the poverty line, or which are at risk of sliding below the poverty line, in geographic areas at high risk of climate-related disasters. For example, female-, child- and elderly-headed households in disaster-affected areas will be prioritized to receive assistance and supported with additional protection measures.

By 2021, micro-simulations and cost-benefit analysis of potential financing mechanisms for programme adjustments will be conducted in coordination with the partnership platform, including proposals for innovative finance. Contingency financing will have been secured to allow programme flexibility in times of disaster. The 'setup' output component will support policy such that basic triggers will have been determined with a relaxation of usual programme criteria that may be reinstated after the initial response. Furthermore, rules will be applied to programme(s) so that those who receive cash payments may be shortlisted for entry to existing social protection programmes.

**Testing** (of technical and operational capacity): *Scope and scalability of operational systems of gender-responsive ASP are developed and tested*

The 'testing' output component interfaces with the interagency 'data intelligence working group' of BNPB, BMKG and KLHK, and the agency-level public information and relations department ('Pusdatinmas') of BNPB. Deployment and further investment in an innovative early warning platform, the Vulnerability Analysis Monitoring Platform for Impact of Regional Events (VAMPIRE), will provide an option for enhanced and improved forecasting of the impact of a disaster. As an interactive dashboard, the VAMPIRE platform facilitates real-time availability and use of climate risk and socio-economic data, supporting decision-making for reduced disaster impacts and enhanced resilience. This technology option will be used to enhance, not to replace, existing risk analysis and early warning data platforms of government.

The intermediate result will be establishment of linkages between early warning forecasting and climate-related disasters to develop triggers for early response and action in order to inform adaptive programmes.

By 2021, in support of the 'data intelligence working group' the joint SDG Fund will deliver evidence-based early action in three areas: Firstly, early warning and monitoring systems will be enhanced through advances in automation of climate hazard indicators derived from earth observation data, coupled with vulnerability data from a wide variety of sources as well as the use of remote sensing techniques for early warning and disaster response. Secondly, national partners, including the disaster management agencies, will be empowered with early warning reports informed by research on the historical impact of climate-driven hazards. Thirdly, partners will be provided with predictive risk assessments and rapid post-disaster analytics, enabling forecast-based early action and potential expansion and scaling of social protection programmes in order to mitigate the impact of climate hazards.

By 2021, Government will have strengthened its current social assistance programme and allow flexible features to better response at times of crisis. As Early Action Plan (EAP) corresponding to policy instruments and clearly defined 'triggers' for SOPs will have been developed to activate financial service agreements and protocols for beneficiary registration/validation.

By 2021, the SDG fund will have supported coherence between national and sub-national government in the implementation of adaptive social protection system. Coherence between national and sub-national government led by the Ministry of Home Affairs, particularly, in programme implementation and targeting. This will be facilitated through appropriate implementation of the Minimum Service Standard as regulated in the Government Regulation No. 2/2018, MoSA Regulation No. 9/2018 and MoHA Regulation No. 101/2018.

By 2021, the SDG fund will have facilitated synergies between the social protection's information management system, civil registry and vital statistics (CRVS) and early warning system to improve targeting using climate and disaster risk information. This will in turn strengthen UDB architecture and overall information management system for social protection programme (short-to-medium term).

**Monitoring, evaluation and learning:** *Institutions adopt insights and learning to inform gender-responsive programmes, policy and institutional changes*

The 'knowledge and learning' output component interfaces with Bappenas, the partnership platform and the wider group of respective stakeholders, including specifically the directorates of policy, research partnerships and policy of relevant line ministries. It promotes institutional learning and exchange between government at various levels, and with other countries in the

region that are undertaking the 'adaptive' transition of its social protection systems (ie. Vietnam, Philippines, Thailand, Cambodia, etc.). Hence, beyond the partnership platform, the partner UN organisations will facilitate regional learning and exchange with ASEAN member states on the Joint Strategic Plan of Action on Disaster Management (2020-2025).

Institutional monitoring, evaluation, accountability and learning impact will be determined and measured according to data availability, definitions and categories that correspond with the priorities of the Government of Indonesia and the parameters and objectives of the SDG Fund proposal.

The intermediate result will be enhanced monitoring, evaluation, accountability and learning of the government-led ASP system, grounded in strengthened and new partnerships.

By 2021, the joint SDG fund will have supported the Government of Indonesia to monitor its progress and measure impact towards SDGs 1, 11 and 13, with a particular focus on target 1.5. It will have enhanced the capacity of the ASP partnership platform and especially line ministries that are directly accountable to social protection beneficiaries.

Furthermore, the lessons and insights of the Government-led ASP programme for the period of 2020-2021 will have been progressively documented to inform corrective actions and medium-term strategic recommendations in line with the ASP roadmap. Programmatic performance may be considered against the following criteria outlined above, namely: meeting needs, including whether damaging coping strategies were used; coverage; timeliness; predictability; reduced duplication; sustainability. Or alternatively, against the OECD / DAC criteria of relevance/appropriateness; connectedness; coherence; coverage; efficiency; effectiveness; and impact.

## **2.4 Financing**

Estimated total costs of the Joint Programme are US\$2 million for a two-year period. The US\$2 million of the joint programme will leverage an estimated US\$100 million that is available for ASP from various sources. Our budget interacts with the budget of the government of Indonesia. MoSA target expenditure on social protection budget was IDR226.6 trillion or US\$3.7 billion in 2018-19; MoSA will have approximately US\$5 million budget for its 'Jadup' multi-purpose cash assistance programme to victims of natural disaster in 2020.

The SDG Fund will complement and gear social protection, disaster risk management and climate change adaptation investments of development partners (ie. World Bank, ADB, GIZ and DFAT). GIZ have committed EURO 5 million (USD 5.5 million) towards ASP for the period of 2019-2021 with the national planning agency, Bappenas, as the primary counterpart. ADB manages USD 2 million of Technical Assistance towards the Ministry of Social Affairs, MoSA, for the period of 2019-2020.

A comprehensive analysis of the social protection system was conducted by The World Bank in 2017 ahead of its \$200m loan to Government, which is administered by the Ministry of Finance. Furthermore, the Australia-Indonesia Partnership in Disaster Risk Management (AIP-DRM) is an AUD25 million five-year programme (2019-2024) with an option for a further 2-year extension.

With regards to the SDG fund budget allocation, the first consideration was to ensure a structure that will enhance interagency coordination (approximately 10% of the budget). A programme management unit (PMU) that reports to Bappenas and the RCO consisting of: (1) programme coordinator (full-time), (1) data/reporting officer (part-time), and (1) administration-finance officer (part-time). The PMU will leverage the RCO coordination function for wider UNCT-Government coordination.

The second consideration was to support external coordination of innovative approaches of the government to adopt gender-sensitive and inclusive ASP. Underlying design principles of the Joint Programme will guide government-led ASP programme targeting of women and gender equality related considerations. Activity groups (1.2.1; 1.2.3; 1.3.2; 1.3.4; 1.3.5; 1.4.1; 1.4.3) that promote a gender-responsive programme constitute USD\$ 951,000, just under 50% of the total budget (see Annex 4). In addition, PUNOs will jointly determine 5% annual allocation in consultation with the partnership platform, including government, development partners and IFIs, with reference to the results framework and national medium-term development plan (RPJMN).

A third consideration was to ensure resources available to individual agencies strengthen the link between the Joint Programme and existing initiatives of each individual agency and their respective government counterparts. Programme implementation (all other output/ activity) will require 76% allocation according to priority activities per output/ outcome, including cross-cutting considerations.

The fourth consideration was for monitoring, evaluation and learning. Quality documentation and participatory learning will require 10% allocation. This includes allocations for monitoring, reporting, communications and donor events. The final, *independent and gender-responsive*<sup>13</sup> evaluation comprised 4% allocation.

## **2.5 Partnerships and stakeholder engagement**

The Joint Programme will be led by the Ministry of National Development Planning (BAPPENAS) responsible for oversight of social protection, disaster preparedness and response. GIZ directly will support Bappenas to establish a multi-stakeholder partnership for Adaptive Social Protection (ASP) that is intended to bring together the relevant institutions and involvement them in a regular exchange of knowledge and debates about future options. Input to this forum is expected to contribute to the development of an 'ASP roadmap'. Therefore, partnerships and coordination (stakeholder engagement) is an explicit output component of this proposal (see section 2.3, annex – work plan output 1.4).

MoSA is a key implementing agency as the entity responsible for the PKH, BPNT and Jadup social protection and cash in emergencies assistance schemes. The World Bank, ADB, WFP and UNICEF support MoSA with technical implementation of these development (poverty reduction) and humanitarian schemes, and have commitments to continue support to ensure their design and delivery are responsive to frequent shocks and stresses. MoSA continues to lead dialogue with these actors and supporting partners meet regularly to ensure alignment - the frequency and focus of these meetings will

Overall, the joint programme is implemented in collaboration with Government, civil society and the private sector, at both national and sub-national levels. Cooperation with Government is primarily in technical areas related to the planning, budgeting and implementation of sectoral programmes, including the leveraging of resources for planned results. Partnership with civil society, including academia and the media, focuses on joint contribution to the overall programme results through implementation, knowledge sharing and innovations. Joint advocacy with civil society aims to influence upstream agendas for children on legislation, accountability and budget allocations, for example.

National level programme engagement focuses on strengthened policies and standards for child rights based on national and international best practice. Province-level engagement focuses on capacity development and replication of best practices. District level engagement focuses on modelling and innovations for key approaches. All three levels are essential for programme effectiveness in decentralised Indonesia.

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<sup>13</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

The joint SDG Fund will involve the Ministry of Social Affairs (MoSA), National Disaster Management Agency (BNPB), the Ministry of Environment and Forestry (KLHK), the Bureau of Bi-lateral and group consultations were conducted to solicit feedback with specific meetings held with relevant government bodies (MoSA, BAPPENAS, BNPB), international financial institutions (IFIs) and bilateral donors (World Bank, GIZ and ADB, DFAT) which Meteorology and Climate (BMKG), with oversight of the Ministry of Finance, and the Coordinating Ministry for Human Development and Culture (PMK).

Non-Government Organisations with a humanitarian, rights-based, equity and gender-responsive mandate are critical actors to support sub-national partners developing awareness and capacity related to normative dimensions of issues such as gender. Wahana Visi and CRS are two NGOs that have recently implemented gender-responsive multi-purpose cash assistance operations with UNICEF in Central Sulawesi and Lombok respectively. The learning from this experience will form the basis for the design, delivery (1.3), learning and sharing (1.4) output components, and will serve to ensure

### 3. Programme implementation

#### 3.1 Governance and implementation arrangements

UN partner have Basic Cooperation Agreements with the Government of Indonesia, and country program agreements (see section 3.4 'legal context').

The Joint SDG Fund supports a government-led Adaptive Social Protection (ASP) programme, the priority governance arrangements of this relate to the schedule and priorities determined by the multi-stakeholder partnership platform on ASP hosted by Bappenas. As previously mentioned in the strategy (2.1) and results (2.3) section, a *representative* steering group will guide the partnership platform; this will in turn serve to inform the Joint SDG Fund, hence there is no need to establish any new structures. The high-level steering group will be comprised at Echelon 1 -level government, UNRCO, PUNO representatives and other primary partners. The UN resident coordinator's office (RCO) will lead coordination of the UN partners with this 'partnership platform'.

As this Joint Programme is contributing to Outcome 1 of UNPDF 2016-2020 and the upcoming UNSDCF 2021-2025, RCO will report the implementation of this initiative at Bappenas and UN Forum on Development Cooperation that will annually review the implementation of UNPDF.

PUNOs expect to contribute to periodic (quarterly) meetings with Echelon 2 level counterparts to jointly monitor and report on progress. A *technical* group on ASP will be established and will meet monthly in support of programme implementation and to prepare the *representative* steering group for key decisions/ appraisal. Sub-groups or taskforces may be called for (led by line ministries) in support of key outputs of the Joint SDG Fund. PUNOs will support government to define clear terms of reference and work plans for each task group. However, given this structure will be led by government, the Joint SDG Fund will not need to establish alternative mechanisms.

Ordinarily PUNOs maintain coordination / reporting for their respective country programme agreements through the national planning agency (Bappenas) and sub-national authorities. Every 6-months '*pokja*' meetings are convened by the Bappenas secretariat and each agency is required to report on the progress, challenges and opportunities of their programme implementation through a '*pokja*' or working group. For the purposes of this Joint SDG Fund, PUNOs will join together for an interagency *pokja* led by UNICEF and UNRCO.

UNICEF will assume overall programme technical lead role given its expertise in social protection, its dual mandate which serves to bridge immediate humanitarian action and more long-term development interventions, and in addition to its development programme linkages



with all relevant sectors and Government stakeholders. UNICEF will primarily support Bappenas, the Ministries of finance, social and home affairs with design, monitoring and implementation and evaluation.

UNOCHA will primarily support MoSA and BNPB as co-leads of the CVA working group. This will entail institutional coordination and high-level advocacy with the relevant stakeholders, both in preparedness for and during emergency response. UNOCHA in Indonesia also has a mandate to facilitate liaison with the AHA Centre and ASEAN in terms of regional discussion on 'disaster-responsive social protection' and the JSPADM.

UNDP will assume a role in strengthening institutional governance and innovative financing based on evidence from pilot interventions. UNDP will work with MoSA, BNPB, KLHK, MoHA and BPS to leverage established methods for Socio-Environmental Vulnerability Assessment to prepare risk profiles for target groups (people with disabilities, indigenous communities, children and elderly, women-headed households). UNDP will also facilitate engagement of private sector and philanthropies for leveraging innovative financing for ASP.

WFP will focus on the early warning component of the Programme with BMKG and UN Pulse Lab to further develop and upgrade the existing platform to identify locations at immediate risk of disaster and incorporate vulnerability profiles. Working jointly with the BMKG, BNPB and MoSA, WFP will support the further development of the Platform to provide enhanced predictive risk analytics to allow more accurate forecasting of events and their potential impacts on vulnerable populations.

WFP will collaborate with other PUNOs and national and local government to prepare Standard Operating Procedures for an assessment that could become the basis for disaster risk reduction measures (e.g. evacuation), preventing loss of assets and livelihoods and/or activation of social protection payments. WFP will also provide technical support towards strengthening cash-based transfers in response to climate-related and other disasters as part of the ASP scheme.

### **3.2 Monitoring, reporting, and evaluation**

As the Joint SDG Fund supports a government-led Adaptive Social Protection (ASP) programme, the priority monitoring and evaluation requirements of this relate to the schedule and priorities determined by the ASP partnership platform. At minimum, PUNOs expect to contribute to periodic (quarterly) meetings with Echelon 2 level counterparts to jointly monitor and report on progress. Technical monitoring, evaluation and learning working group meetings may be held more frequently (monthly) with the support of resources allocated under Output component 1.1 and 1.4 respectively. Partner UN Organisations will seek to align partner meetings with the mandatory schedule for monitoring, reporting and evaluation associated with the SDG Fund grant for efficiency.

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>14</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

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<sup>14</sup> This will be the basis for release of funding for the second year of implementation.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat. After completion of a joint programme, a final, *independent and gender-responsive*<sup>15</sup> evaluation will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

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<sup>15</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on an annual basis, upon successful performance of the joint programme. Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund. PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### **3.4 Legal context**

Agency name: **UN in Indonesia**

Agreement title: United Nations Partnership for Development Framework 2016-2020

Agreement date: April 2016

Agency name: **UNICEF**

Agreement title: Basic Cooperation Agreement between the Government of Indonesia and the United Nations Children's Emergency Fund (UNICEF)

Agreement date: 17 November 1966

Agency name: **WFP**

Agreement title: Basic Agreement Between the Government Of The Republic Of Indonesia And The United Nations/FAO World Food Programme Concerning Assistance From The World Food Programme

Agreement date: 28 May 1968

Agency name: **UNDP**

Agreement title: Partnership Agreement Framework Between GoI and UNDP

Agreement date: 28 September 2012

## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead org	Other partners	Budget and funding source	Contract person (name and email)
Adaptive Social Protection	Adaptive Social Protection Policy is developed	This is the main policy that UN aims to support through the joint programme	Bappenas	Ministry of Social Affairs	Government of Indonesia - National Budget	Maliki, <a href="mailto:maliki@bappenas.go.id">maliki@bappenas.go.id</a>
Technical Cooperation on Social Protection Programme	Fundamentals have been developed for expanding social protection against risks from extreme weather events and natural disasters	This cooperation aims to develop a roadmap for Adaptive Social Protection that the Joint Programme can refer to.	GIZ	Ministry of National Development Planning, Postal Services Indonesia, National Social Security Carrier for Labour, National Social Security Council	EUR 5 million, German Government / BMZ	Cut Sri Rozanna, <a href="mailto:cut.rozanna@giz.de">cut.rozanna@giz.de</a>
MAHKOTA (Towards a Strong and Prosperous Indonesian Society)	Enhance the efficiency and effectiveness of existing social protection programmes, and to help Indonesia advance its agenda for developing a comprehensive social protection framework.	This initiative provides evidence-based policy recommendation on social protection and poverty reduction programmes to the Government	DFAT	Vice President Office (TNP2K)	AUD 80 million, DFAT	Joanna Pickles, <a href="mailto:Joanna.Pickles@dfat.gov.au">Joanna.Pickles@dfat.gov.au</a>
Australia Indonesia Partnership for Disaster Risk Management	Strengthening Disaster Management Capacity at both national and sub-national level	It provides capacity building and technical assistance to disaster management/response agencies that this Joint Programme is supporting	DFAT	National Disaster Management Agency	AUD 25 million, DFAT	Robert Brink, <a href="mailto:robert.brink@dfat.gov.au">robert.brink@dfat.gov.au</a>
Expanding Social Assistance Programme	To expand social protection programme (including conditional cash transfers)	Technical assistance, including a study of cash in emergencies	The World Bank	Ministry of Social Affairs	USD 200 million, The World Bank	Changqin Sun, <a href="mailto:csun1@worldbank.org">csun1@worldbank.org</a>
PKH Akses; BISA		Technical assistance to MoSA – BISA	ADB	Ministry of National Development Planning	US\$ 2 million, ADB	Azusa Sata, <a href="mailto:asato@adb.org">asato@adb.org</a>

## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

**Joint SDG Fund Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>16</sup>	0	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>17</sup>	0	1

**Joint SDG Fund Output 3:** Integrated rights-based, equity and gender-responsive policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions on rights-based, equity and gender-responsive ASP that were tested <sup>18</sup> (disaggregated by % successful-unsuccessful)	2 (50%)	2 (100%)
3.2: # of integrated rights-based, equity and gender-responsive policy solutions that have been implemented with the national partners in lead	1	1

#### Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>19</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

<sup>16</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>17</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

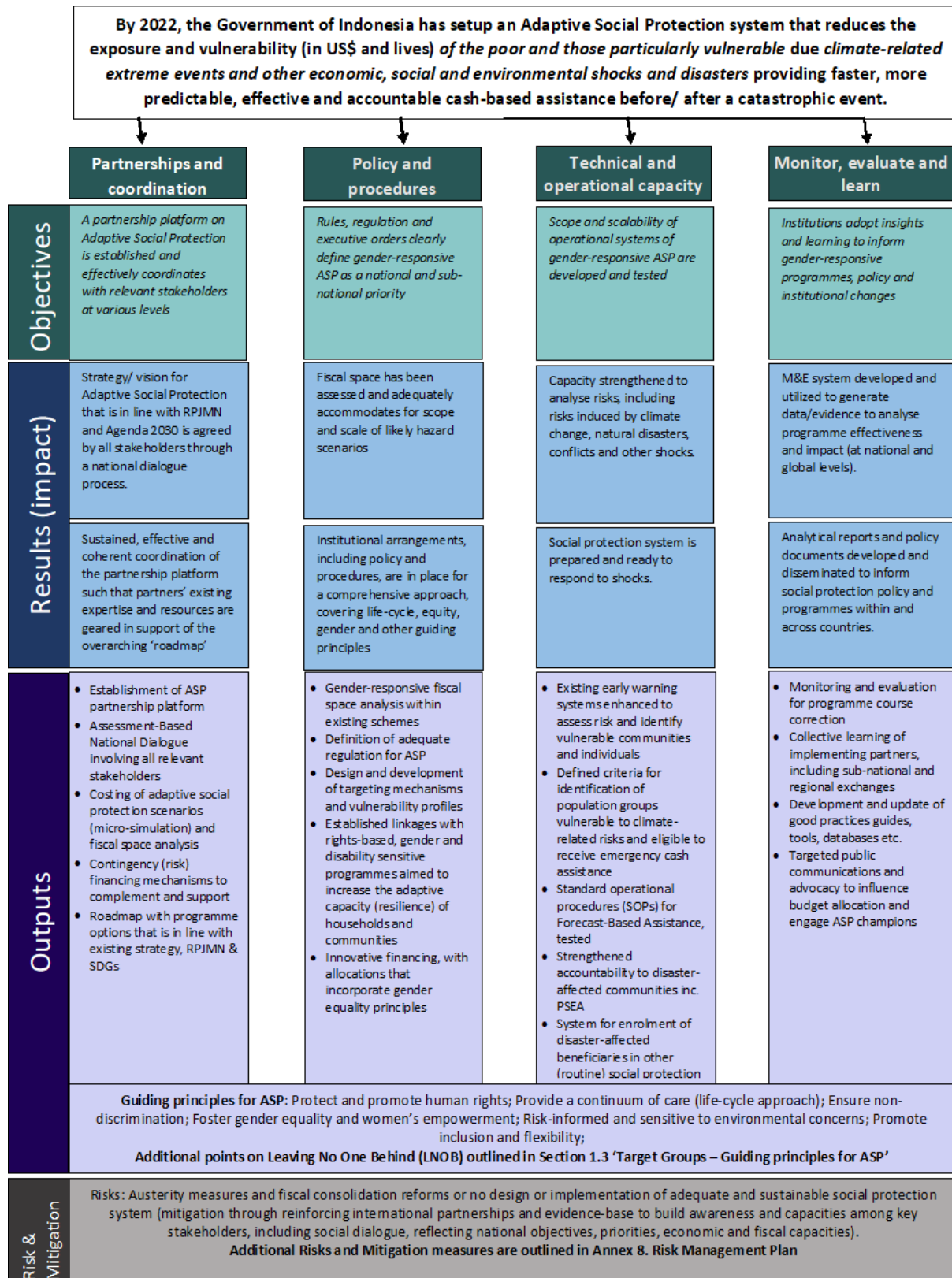
<sup>18</sup>Each Joint programme in the Implementation phase will test at least 2 approaches.

<sup>19</sup> Annual survey will provide qualitative information towards this indicator.

## 2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale					
I: integrated multi-sectoral policies have accelerated SDG progress in terms of scope	0	0	1	Rights-based, equity and gender-responsive ASP policy	Bappenas/ UNICEF
II: integrated multi-sectoral policies have accelerated SDG progress in terms of scale	0	0	1	Allocation of budget to ASP programme in terms of GDP	Bappenas/ UNICEF
Output 1.1: <b>Coordination &amp; partnerships</b>					
# a rights-based, equity, gender-responsive, inclusive ASP roadmap that describes targets, strategies, funding, responsibilities and stages, endorsed by relevant counterparts	0	0	1	Roadmap	UNICEF/ OCHA
Output 1.2: <b>Setup (of finance, policy and procedures)</b>					
# of integrated rights-based, equity, gender-responsive, inclusive policy solutions that have been implemented with the national partners in lead	0	1	1	Joint policy framework on ASP governance and financing between relevant ministries	UNDP/ WFP/ UNICEF
Output 1.3: <b>Testing (of technical and operational capacity)</b>					
# of innovative solutions on gender-responsive ASP that were tested (disaggregated by % successful-unsuccessful)	0	1 (50%)	1 (100%)	Government appraised use case reports	WFP
Output 1.4: <b>Monitoring, Evaluation and Learning</b>					
# of donor visits	0	1	1	Donor visit agenda; summary observations	RCO
# of independent, rights-based, equity and gender-responsive evaluations	0	0	1	Evaluation report	RCO

### Annex 3. Theory of Change graphic



#### Annex 4. Gender marker matrix

Complete the table below, using the instruction for gender marker provided separately.

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	<b>2</b>	<p>See 1.1 Baseline and Situation Analysis, 1.1 Problem Statement</p> <p>Context analysis features specific focus on gender-specific challenge; data can and will be consistently by sex disaggregated for gender-sensitive analysis.</p>	Proposal document; detailed work plans; context analysis; baseline data
1.2	Gender Equality mainstreamed in proposed outputs	<b>2</b>	<p>See Annex - work plan</p> <p>Each output component stipulates mainstreamed guiding principles (ie. 'rights-based, equity and gender-responsive)</p>	Results matrix; M&E framework
1.3	Programme output indicators measure changes on gender equality	<b>2</b>	<p>See Annex 2 - Overall results framework, 2.2. Targets for Joint SDG Fund Results Framework</p> <p>Each output component indicator stipulates mainstreamed guiding principles (ie. 'rights-based, equity and gender-responsive)</p>	Results matrix; M&E framework --- data sources
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	<b>2</b>	<p>See 2.5 Partnerships and Stakeholder Engagement</p> <p>Head of BNPB regulation no. 14/2013 stipulates that gender mainstreaming and responsiveness is guaranteed. Regulation requires that gender analysis is undertaken in assessment and data analysis, as well as integrating gender-responsive planning and budgeting as part of disaster management. Additionally, MoSA takes the lead in response planning for women, elderly, and groups considered vulnerable. This regulation shall also be extended to the implementation of adaptive social protection to ensure that gender mainstreaming as well as other cross-cutting issues (i.e. human rights, and environment) makes up an integral part of the programme. The SDG Fund will explicitly support the capacity of these two counterparts with the ASP programme design, testing and implementation.</p>	Letters of support; consultation meeting minutes; capacity development reports



Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
2.2	PUNO collaborate and engages with women's/gender equality CSOs	<b>2</b>	<p><i>See 2.5 Partnerships and Stakeholder Engagement</i></p> <p>Define them as CSOs that are working on gender/ women's empowerment; how they have been involved in the document; could mention community groups</p>	Letters of support; consultation meeting minutes; capacity development reports
3.1	Programme proposes a gender-responsive budget	<b>2</b>	<p><i>Annex - work plan</i></p> <p>The following activity groups are gender-responsive (1.2.1; 1.2.3; 1.3.2; 1.3.4; 1.3.5; 1.4.1; 1.4.3), with budget of USD\$ 951,000 - just under 50% of the total budget.</p>	Programme budget
<b>Total scoring</b>		<b>2</b>		

## Annex 5. Communication plan

This Joint Programme will support the Government of Indonesia to transform existing social protection payments into an Adaptive Social Protection (ASP) scheme. Within 2 years, it is expected to have gathered sufficient evidence of the potential to reduce the (risk) exposure of, and enhance resilience of vulnerable individuals and communities to climate-related and other disasters by providing faster, more predictable, effective and accountable cash-based assistance before and/or after a disaster. The programme partners will champion the rights and special needs of the people most vulnerable to disasters, including women, children, elderly and people with disabilities to ensure that changes to the system ensure that no one is left behind.

UNICEF will lead the overall monitoring and reporting on the communication plan. Much of the programme will be delivered through the programmes of national and sub-national government, hence the advocacy, media presence and promotion, and broader programmatic approach to public relations with stakeholders will resemble a 'leading from behind' approach. Where appropriate and with the approval of government, the UN partner organisations will be represented collectively in their branding under the 'One UN' logo. In some instances the partner UN organisations may justify the need to additionally use their individual organisation's branding, especially where the activity corresponds with stakeholders that are familiar with that entity.

An effective communication system is essential to disaster-responsive social protection. The scope for misunderstanding can be high when an existing programme is being adjusted to include new beneficiaries, increase the value of transfers or where different forms of assistance are being provided in the same community. This can lead to frustration, a breakdown in trust and ultimately undermine public support for the regular social protection programme. A good communication system should inform communities and potential beneficiaries about, for example, the programme objectives, who is providing the assistance, key design features such as eligibility and transfer values and delivery processes.

The joint SDG fund will enable the Government of Indonesia to assess the context, to consider options, to design and deliver (test) and learn from the process. The iterative journey of innovation towards an adaptive social protection system is a narrative that has appeal,

especially where systems strengthening can be related to the experience of people. Communication channels must be accessible and trusted by beneficiaries and the wider population. Choice of communication channels and messaging should reflect the language, level of education, literacy, social marginalization, sex and age of the target group.

DRM systems are have public communication systems such as community information networks, traditional media such as TV and radio and possibly SMS or mobile phone apps. These can be used to complement the existing public communication system of the regular social programme. In the Philippines, in response to typhoon Haiyan, outreach through social welfare offices and parent's clubs located and informed displaced beneficiaries of their eligibility for assistance.

One donor event will be scheduled per year to show visibility and to support further resource mobilization both at country and global levels. Global donors of the Joint SDG Fund are EU, Denmark, Germany, Ireland, Luxembourg, Monaco, the Netherlands, Norway, Portugal, Spain, Sweden and Switzerland.

## Annex 6. Learning and Sharing Plan

Learning and sharing is an explicit output of the joint SDG fund proposal in order to ensure that the government-led ASP programme is adequately supported in terms of a well-structured knowledge management. The joint SDG fund will support government counterparts to systematically document learning throughout the programme cycle. UNICEF, as the lead for output component 4 on learning, will secure the services of a qualified, third-party organization to deliver high-quality, impartial and data-informed analysis of the government-led ASP programme, and the direct and indirect impact of the joint SDG fund contributions towards this end.

Monitoring, evaluation, accountability and learning will be conducted through mixed methods, including quantitative and qualitative approaches. It is important that wherever possible, the *same* criteria are used to assess responses delivered through social protection programmes or systems and those responses delivered through standalone traditional humanitarian responses. In this way a comparison between working with social protection programmes or systems and other response mechanisms can be made.

The joint SDG fund will consider performance measurement based on the criteria used by the Government of Indonesia for its existing social protection schemes. A basic checklist of for such criteria may include: meeting needs, including whether damaging coping strategies were used; coverage; timeliness; predictability; reduced duplication; sustainability. Or alternatively, against the OECD / DAC criteria of relevance/ appropriateness; connectedness; coherence; coverage; efficiency; effectiveness; and impact.

### Learning and Exchange in Public Fora

The joint SDG fund partners will support government counterparts prepare for and present in public fora in order to share the Indonesia experience and to learn from others. Key learning events are staggered throughout the joint SDG fund project cycle providing an key windows for showcasing milestone achievements and looking ahead:

- The **Indonesia Development Forum (IDF)** is an international conference organised by **Bappenas** with support from the Knowledge Sector Initiative of DFAT, to provide a platform for development practitioners in the public, private, and non-profit sectors to meet and exchange innovative ideas. IDF will be hosted around in 2020 and 2021 (November) and will provide a platform for the joint SDG fund partner to present research, insight and learning pertaining to key milestones. Through various interactive sessions, this forum encourages new thoughts and approaches in facing various major development challenges in Indonesia and will

therefore be an ideal forum to showcase the national Adaptive Social Protection programme.

- **Bulan Pengurangan Risiko Bencana**, or '**Bulan PRB**' for short, is the national Disaster Risk Reduction month held in October each year hosted by **provincial/district government**, with support of **BPBD** and **BNPB**. The international Disaster Risk Reduction day (October 13) coincides with this months' activities. Sub-national governments will host activities that span 3-7 days with the support of the national disaster management agency, BNPB. The joint SDG fund will support sub-national government to lead in in presenting their innovative practices in disaster risk management, including risk-informed adaptive social protection.
- The **Asia-Pacific Ministerial Conference on Disaster Risk Reduction (APMCDRR)**, formerly 'AMCDRR', is a regional intergovernmental conference held biennially to discuss disaster mitigation. The ninth APMCDRR will be held from 23 to 26 June 2020 in Brisbane, hosted by the Government of Australia in partnership with the United Nations Office for Disaster Risk Reduction (UNDRR). **BNPB** will lead preparation of the Indonesian delegation and will solicit input from partners to showcase good practices and learning. APMCDRR 2020 is expected to focus on the need for local and inclusive action to build community resilience in the face of growing disaster risks; the conference will produce a political declaration on disaster risk reduction and an updated regional action plan.
- The **Global Platform for Disaster Risk Reduction (GP2021)** or '**Global Platform**' is another forum for information exchange, discussion of latest developments, knowledge and partnership-building across sectors, with the goal of improving implementation of disaster risk reduction through better communication and coordination amongst stakeholders. The seventh session will take likely place around May 2021, convened and organized by UNDRR and the host Government. **BNPB** will again lead preparation of the Indonesian delegation for this event.

## Annex 7. Budget and Work Plan

### 7.1 Budget per UNSDG categories

The budget is disaggregated between UN agencies per UNDG budget categories, including both Joint SDG Fund (total USD 2 million) and partner resources (total USD 390,000).

UNDG BUDGET CATEGORIES	UNICEF		UNDP		WFP		UNOCHA*	TOTAL	
	Joint SDG Fund (USD)	PUNO (USD)	Joint SDG Fund (USD)	PUNO (USD)	Joint SDG Fund (USD)	PUNO (USD)	PUNO (USD)	Joint SDG Fund (USD)	PUNO (USD)
1. Staff and other personnel	221,550	142,500	101,036	90,500	346,300	107,000	50,000	668,886	390,000
2. Supplies, Commodities, Materials	0		21,950		5,000			26,950	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0		0		5,000			5,000	
4. Contractual services	242,991		94,870		104,452			442,313	
5. Travel	23,450		30,000		20,000			73,450	
6. Transfers and Grants to Counterparts	154,975		126,000		0			280,975	
7. General Operating and other Direct Costs	160,741		93,464		120,188			374,393	
<b>Total Direct Costs</b>	<b>803,707</b>				<b>467,320</b>				
8. Indirect Support Costs (Max. 7%)	56,260		32,712		39,061		128,033		
<b>TOTAL Costs</b>	<b>859,967</b>	<b>142,500</b>	<b>500,032</b>	<b>90,500</b>	<b>640,001</b>	<b>107,000</b>	<b>50,000</b>	<b>2,000,000</b>	<b>390,000</b>
<b>1st year</b>	<b>390,000</b>		<b>348,903</b>		<b>338,000</b>			<b>1,076,903</b>	
<b>2nd year</b>	<b>469,967</b>		<b>151,130</b>		<b>302,001</b>			<b>923,098</b>	

\* UNOCHA unable to receive Joint SDG Funds, however will make PUNO contribution towards key output components/ activities

UNICEF's allocation is weighted heavily on staff/ personnel, contractual services and transfers/ grants to counterparts which accounts for the high-level of investment in partnerships, coordination, project management and common services (monitoring,

learning). UNDP’s is weighted towards general operating expenses, transfers/ grants to counterparts, and contractual services as its role is primarily focused on the development of vulnerability profiles, policy and mechanisms for innovative finance. WFP’s allocation is more heavily weighted on staff and other personal and general operating expenses as it will engage technology experts and leverage its existing staff capacity.

General operating and other direct expenses were capped at 20% per PUNO. Indirect support costs were UNICEF (7%), UNDP (7%) and WFP (6.5%).

All partners receiving Joint SDG Fund resources sought to make a minimum co-contribution of 15% (relative to allocation). In the end, PUNOs have allocated the following: UNICEF – USD 142,500 (18%); UNDP – USD 90,500 (18%); WFP – USD 107,000 (17%).

UNOCHA, while maintaining its role as a PUNO for the Joint SDG Fund, is unable to receive joint SDG Funds due to the classification of these as non-humanitarian resources. UNOCHA has allocated USD 50,000 of its own resources towards the Joint SDG Fund.

### 7.2 Budget per SDG targets

The budget may be disaggregated per SDG based on an approximate percentage contribution towards specific SDG targets.

SDG TARGETS		%	USD
<b>1.5</b>	By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	70	1,673,000
<b>11.5</b>	By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations	15	358,500
<b>13.3</b>	Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning	15	358,500
<b>TOTAL</b>		100	2,390,000

As indicated by the gender marker assessment, a number of activity groups (1.2.1; 1.2.3; 1.3.2; 1.3.4; 1.3.5; 1.4.1; 1.4.3) contribute to the ‘gender responsive’ dimension of the Joint SDG Fund contribution. As such, **approximately USD\$ 951,000 – just under 50% of the total budget – contributes to SDG Target 5.c: Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.**

### 7.3 Work plan

The Joint SDG Fund workplan provides an overview of 2-year Joint SDG Fund programme.

Outcome		Integrated multi-sectoral ASP policies to accelerate SDG achievement implemented with greater scope and scale															
Output: Integrated, gender- responsive policy solutions for accelerating SDG progress implemented	Annual target/s		List of activities	Time frame								PLANNED BUDGET				PUNO activity lead	Partners involved
	2020	2021		2020				2021				Overall budget description	Joint SDG Fund (USD)	PUNO (USD)	Total (USD)		
				Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4						
<b>Output 1.1: Coordination &amp; partnerships:</b> <i>A partnership platform on Adaptive Social Protection is established and effectively coordinates with relevant stakeholders at various levels</i>	ASP road map, endorsed: 0	ASP road map, endorsed: 1	<b>1.1.1</b> PMU coordination (internal, interagency)									A programme management unit (PMU) that reports to Bappenas and the RCO consisting of: (1) programme coordinator (full-time), (1) data/reporting officer (part-time), and (1) administration-finance officer (part-time). The PMU will leverage the RCO coordination function for wider UNCT-Government coordination.	120,000	30,000	280,000	UNICEF	Bappenas/ MoSA/ BNPB
			<b>1.1.2</b> partnership platform for ASP coordination (external)									Enhancing policy dialogue with government and development partners on adaptive social	80,000	0		UNICEF / OCHA	





Outcome		Integrated multi-sectoral ASP policies to accelerate SDG achievement implemented with greater scope and scale																	
Output: Integrated, gender- responsive policy solutions for accelerating SDG progress implemented	Annual target/s		List of activities	Time frame								PLANNED BUDGET				PUNO activity lead	Partners involved		
	2020	2021		2020				2021				Overall budget description	Joint SDG Fund (USD)	PUNO (USD)	Total (USD)				
				Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4								
<b>capacity):</b> <i>Scope and scalability of operational systems of gender-responsive ASP are developed and tested</i>			risk and identify vulnerable communities and individuals											and development (R&D) for methodology improvement, develop capacity on remote sensing methods for monitoring natural hazards and use of the platform	0	0		UNDP	KLHK/ MoHA/ Province & district authorities
			<b>1.3.2</b> define criteria for identification of population groups vulnerable to climate-related risks and eligible to receive emergency cash assistance											Technical support to identify vulnerability indicators, thresholds, triggers; Support to leverage automated climate hazard monitoring alongside populations vulnerability data	160,000	18,000		UNDP	
															53,000	12,000		WFP	
															50,000	10,000		UNICEF	
			<b>1.3.3</b> define and test standard operational procedures (SOPs) for transferring cash-based payments before and/ or after climate-related and other disaster events											Working with relevant stakeholders (including regional entities) to ensure integration of affected populations into the national database.	98,000	14,000		WFP	
															0	0		UNICEF	



Outcome		Integrated multi-sectoral ASP policies to accelerate SDG achievement implemented with greater scope and scale																	
Output: Integrated, gender- responsive policy solutions for accelerating SDG progress implemented	Annual target/s		List of activities	Time frame								PLANNED BUDGET				PUNO activity lead	Partners involved		
	2020	2021		2020				2021				Overall budget description	Joint SDG Fund (USD)	PUNO (USD)	Total (USD)				
				Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4								
			<b>1.3.4</b> strengthen accountability mechanisms to disaster-affected communities  <b>1.3.5</b> develop a system to enroll beneficiaries in routine social protection programmes											Contractual services and grants to partners in support of strengthening government 2-way communication systems, and the establishment of a Prevention of Sexual Exploitation and Abuse (PSEA) policy with MoSA.	170,000	40,000	380,000	UNICEF	Bappenas/ MoSA/ BNPB
															0	0		WFP	
															0	0		UNDP	
															98,000	14,000		WFP	
															0	0		UNDP	
															0	0		UNICEF	
<b>Output 1.4: Monitoring, Evaluation and Learning:</b> <i>Institutions adopt insights and learning to inform gender-responsive programmes,</i>	Independent evaluation: 0	Independent evaluation: 1	<b>1.4.1</b> monitor progress and measure impact towards targets											This includes for monitoring and reporting	60,000	15,000	380,000	UNDP	
															0	7,500		UNICEF	
																0		7,500	WFP
					<b>1.4.2</b> partnership communications											Towards partner activities outlined in the		80,000	20,000

Outcome		Integrated multi-sectoral ASP policies to accelerate SDG achievement implemented with greater scope and scale																	
Output: Integrated, gender- responsive policy solutions for accelerating SDG progress implemented	Annual target/s		List of activities	Time frame								PLANNED BUDGET				PUNO activity lead	Partners involved		
	2020	2021		2020				2021				Overall budget description	Joint SDG Fund (USD)	PUNO (USD)	Total (USD)				
				Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4								
<i>policy and institutional changes</i>													communications plan, including 2 donor events and digital-based multimedia products	0	10,000		UNDP		
													0	10,000	WFP				
			1.4.3 foster collective learning process of partners												Towards partner activities outlined in the learning and sharing plan		60,000	15,000	UNICEF
															0		7,500	UNDP	
															0		7,500	WFP	
			1.4.4 independent evaluation (mandatory)												External, independent evaluation		80,000	0	UNICEF
																	2,000,000	390,000	2,390,000

The workplan outlines how PUNOs work in tandem on component outputs and activities towards the overarching outcome over a two (2) year period from 2020-2021 with resources provided by the Joint SDG Fund and PUNO contributions. PUNOs make co-contributions towards joint partnership activities especially where the activities leverage partner strengths and collective capacities.

## Annex 8. Risk Management Plan

The Risk Management Plan is a macro-level analysis of the of the potential risks and mitigating measures to ensure the successful implementation of the Joint programme. Risk definition and ranking was prepared in consultation with PUNO technical focal points (with reference to *Annex 8 Table - Risk Management Plan 'Likert Scale'*), which informed subsequent discussion/ elaboration of the 'mitigating measures'. The 'responsible organisation' assigned to lead each mitigating measure was determined based on assessed strengths and the role of each PUNO the Joint SDG Fund programme.

<b>Risks</b>	<b>Risk Level</b> (Likelihood x Impact)	<b>Likelihood</b> Certain-5 Likely-4 Possible-3 Unlikely-2 Rare-1	<b>Impact</b> Essential-5 Major-4 Moderate-3 Minor-2 Insignificant-1	<b>Mitigating measures</b>	<b>Responsible Org/ Person</b>
<b>Contextual risks</b>					
-Institutional coordination OR political understanding is limited.	<b>6</b>	<b>2</b>	<b>3</b>	This risk will be mitigated through output component 1.4, which involves intensive multi-stakeholder coordination through existing platforms and initiatives to foster an appreciation for the benefits of ASP versus the status quo, and ongoing in-depth stakeholder analysis.	<b>UNICEF/ OCHA</b>
-Community does not welcome cash transfer in emergencies due to its risk of community divisiveness.	<b>6</b>	<b>3</b>	<b>2</b>	A communication campaign designed to broadcast key messages, including the aims, eligibility/ selection criteria and rationale of the programme, will serve to mitigate this risk. In addition to strengthening or establishment of a complaints mechanism establish 2-way communication with a targeted, disaster-affected population allay these risks.	<b>UNICEF</b>
<b>Programmatic risks</b>					
-Implementing partners have not assessed, in advance, how the action plan will balance coverage with timeliness.	<b>6</b>	<b>2</b>	<b>3</b>	This critical point will be addressed as a guiding principle and key point of agreement in the Early Action Plan that will be underpinned by national/ subnational regulation.	<b>UNDP/ UNICEF</b>
-Insufficient understanding of the existing information systems resulting in disjointed systems strengthening.	<b>16</b>	<b>4</b>	<b>4</b>	A thorough, analysis based on criteria of the existing system will serve to mitigate this risk and lead to better data quality based on a strong policy vision.	<b>WFP/ UNDP</b>

<b>Institutional risks</b>					
-Turnover of key counterparts OR limited institutional buy-in.	<b>4</b>	<b>2</b>	<b>2</b>	An engagement strategy with communications targeting diverse stakeholder interests, where 'champions' and their understudies for ASP will be identified and nurtured. RPJMN clearly stipulates ASP as a national priority.	<b>All PUNOs</b>
-Austerity measures and fiscal consolidation reforms OR no design or implementation of adequate and sustainable ASP measures.	<b>4</b>	<b>1</b>	<b>4</b>	Reinforcing intersectoral partnerships and evidence-base to build awareness and capacities among key stakeholders, including social dialogue, reflecting national objectives, priorities, economic and fiscal capacities.	<b>UNICEF</b>
-Inability to secure long-term funding requirements.	<b>4</b>	<b>1</b>	<b>4</b>	The Joint Programme will develop a diverse portfolio of innovative financing options to address this risk and promote the use of incentive schemes for institutional uptake (ie. social impact bonds).	<b>UNICEF/ UNDP</b>
<b>Fiduciary risks</b>					
-Trade-off between making social assistance data more accessible to external partners for reduced duplication and guaranteeing data security and privacy.	<b>3</b>	<b>1</b>	<b>3</b>	The Joint Programme will promote data partnership, which is in line with the Satu Data KKP initiative of government. The Joint Programme will leverage the expertise of the Global Pulse Lab as data policy advisor to facilitate accountability mapping.	<b>WFP/ UNDP</b>

Overall, the highest risk assessed was programmatic in nature – *"insufficient understanding of the existing information systems resulting in disjointed systems strengthening."* This was determined as the existing humanitarian and social protection systems suffer from complexity and incongruence. This is a major challenge for the PUNOs in their support to government to establish an effective forecast-based social assistance mechanism. PUNOs will build on their existing capacity (including the capacity of Pulse Lab Jakarta) and coordinate closely to leverage the expertise of social protection development partners (especially the World Bank and Mahkota) in order to ensure "a thorough, analysis based on criteria of the existing system will serve to mitigate this risk and lead to better data quality based on a strong policy vision."

Other high-ranked risks (6 points) are mentioned under 'overall strategy' (section 2.1). All risks identified by PUNOs; the Risk Management Plan will be further elaborated by the 'partnership platform' once established in Q1 2020.

Annex 8 Table - Risk Management Plan 'Likert Scale'

Likelihood	Occurrence	Frequency	Consequence	Result
Very Likely	The event is <b>expected</b> to occur in most circumstances	Twice a month or more frequently	Extreme	An event leading to <b>massive or irreparable</b> damage or disruption
Likely	The event <b>will</b> probably occur in most circumstances	Once every two months or more frequently	Major	An event leading to <b>critical</b> damage or disruption
Possibly	The event <b>might</b> occur at some time	Once a year or more frequently	Moderate	An event leading to <b>serious</b> damage or disruption
Unlikely	The event <b>could</b> occur at some time	Once every three years or more frequently	Minor	An event leading to <b>some degree</b> of damage or disruption
Rare	The event <b>may</b> occur in exceptional circumstances	Once every seven years or more frequently	Insignificant	An event leading to <b>limited</b> damage or disruption

Level of risk	Result
Very High	Immediate action required by executive management. Mitigation activities/treatment options are mandatory to reduce likelihood and/or consequence. Risk cannot be accepted unless this occurs.
High	Immediate action required by senior/ executive management. Mitigation activities/treatment options are mandatory to reduce likelihood and/or consequence. Monitoring strategy to be implemented by Risk Owner.
Medium	Senior Management attention required. Mitigation activities/ treatment options are undertaken to reduce likelihood and/or consequence. Monitoring strategy to be implemented by Risk Owner.
Low	Management attention required. Specified ownership of risk. Mitigation activities/treatment options are recommended to reduce likelihood and/or consequence. Implementation of monitoring strategy by risk owner is recommended.

Likelihood	Consequences				
	Insignificant (1)	Minor (2)	Moderate (3)	Major (4)	Extreme (5)
Very likely (5)	Medium (5)	High (10)	High (15)	Very High (20)	Very High (25)
Likely (4)	Medium (4)	Medium (8)	High (12)	High (16)	Very High (20)
Possible (3)	Low (3)	Medium (6)	High (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Medium (6)	Medium (8)	High (10)
Rare (1)	Low (1)	Low (3)	Medium (3)	Medium (4)	High (5)

## Annex 9. Summary of policy regulation related to social protection provision

Law/Regulation	Summary
<b>Law of the Republic of Indonesia No. 11/2009 concerning Social Welfare</b>	<p>The Law regulates the administration of Social Welfare and Poverty Alleviation effort in the country. It lays down the principles and purposes of social welfare implementation, outlines priority beneficiaries of social welfare as well as the type of social welfare to be provided. The Law seeks to ensure that social welfare of the public is realized for all Indonesian people as mandated in the Pancasila.</p> <p>Disaster victim is among the social problem criteria to be prioritized for the implementation of social welfare. Based on Article 5 paragraph (3), the type of social welfare to be provided include: social rehabilitation, social security, social empowerment, and social protection.</p> <p>Social assistance for disaster victims fall under the social protection type. As stipulated in Article 14, social protection is intended to prevent and manage risks from shocks and social vulnerabilities of a person, family, group, and/or community so that their survival can be met in accordance with the minimum basic needs and is implemented through social assistance, social advocacy, and legal aid. Social assistance may be temporary and/or ongoing and administered in the form of: direct assistance, accessibility provisions, and/or institutional strengthening.</p> <p>This Law clearly sets out the provision of social protection for disaster victims as part of social welfare effort which may serve as a framework for the provision of social protection programme as part of disaster management. This Law forms the basis for the subsequent Government Regulations and Ministry of Social Affair Regulation concerning the implementation of Social Welfare and the provisions of social assistance to disaster victims:</p> <ol style="list-style-type: none"> <li>a. Government Regulation No. 39/2012 on Implementation of Social Welfare,</li> <li>b. MoSA Regulation No. 1/2013 on Social Assistance for Disaster Victims, and</li> <li>c. MoSA Regulation No. 4/2015 on Direct Cash Assistance for Disaster Victims</li> </ol>
<b>Government Regulation No. 39/2012 concerning Implementation of Social Welfare</b>	<p>Following the Law No. 11/2009 concerning Social Welfare, this regulation outlines the provisions of social welfare implementation and sets out who the welfare is intended for and the type of social welfare provided for different social problem and vulnerabilities experienced by individual, households, group, and/or community.</p> <p>Many of the statement in this regulation is a re-statement of the Law 11/2009. The regulation stipulates that social welfare implementation is prioritized for those who have a life that is not humanly feasible and possesses criteria of social problems. This include disaster victims, and therefore, are eligible for social protection. Apart from managing risks from shocks and vulnerabilities, the regulation stipulates that social protection is also intended to those in an unstable state as a result of, among others, disaster and natural phenomena.</p> <p>Social protection is implemented in the form of social assistance, social advocacy, and legal aid. Social assistance can be temporary or on-going. When shocks and social vulnerabilities is caused by a disaster, temporary social assistance can be provided upon coordination with BNPB. An ongoing social assistance, on the other hand, is provided after temporary social assistance is completed/fulfilled. Continuous social assistance is given until the minimum basic needs are reasonably fulfilled as determined by the</p>

Minister on the recommendation of Regional Government.

Based on this regulation, the provision of continuous social assistance can become the basis for ASP implementation as the main objective of ASP is to ensure that individuals affected by disasters can build resilience to absorb the impact of disaster and reduce vulnerabilities. This should then contribute to the fulfilment of the minimum basic needs of the individuals.

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**Ministry of Social  
Affair Regulation  
No. 01/2013  
concerning Social  
Assistance for  
Disaster Victims**

Following the Law 11/2009 concerning Social Welfare and Government Regulation No. 39/2012 concerning the Implementation of Social Welfare where both set out that disaster victims shall be the priority beneficiary to receive social assistance programme, this regulation provides guidance and provision of social assistance to disaster victims in times of emergency and after disaster occurs.

The regulation stipulates that social assistance is to be given to individuals, group and/or the communities experiencing social shocks and vulnerabilities due to disasters. The assistance aims to fulfil their survival in accordance with the minimum basic needs through the recovery of social psychological conditions, improvement of economic capacity, and opening information and/or access to sources and potential of social welfare.

Based on this regulation, social assistance is implemented in three types:

- a. Direct assistance,
- b. Providing accessibility,
- c. Institutional strengthening.

Direct assistance provides social assistance that is reactive to disaster and ensure the provision of the immediate needs of the disaster victims as well as their needs after disaster. Most of the direct assistances are in the form of in-kind and/or services with limited cash-assistance, such as, clothes, food, temporary shelter, healthcare services, provision of public kitchen, clean water, and sanitation as well as relief on the cost of processing ID and ownership.

The cash component of the assistance are given mainly for purposes after the disaster, such as cash transfer for general purposes and/or home building materials, compensation for disaster victims as heirs condolence money and/or hospital treatment as well as cash transfer for economic recovery assistance in the form of productive economic business.

Providing accessibility as referred to in point (b) provides disaster victims with non-cash assistance, such as, connection to social welfare institutions, foreign social assistance, businesses, accessibility to transportation services, communication devices, and/or health facilities as well as ease of accessibility to obtain disaster-prone map, service agency dataset, disaster data, disaster victim data, and data on social assistance recipient which can facilitate faster recovery.

While institutional strengthening as referred to in point (c) focuses on providing strengthening services to Social Welfare Institution in the management of assistance distribution during and after disaster.

Although this regulation sets out the provision of social assistance that can well ensure the fulfilment of the basic needs of disaster victims, much of the direct assistance and accessibility provision are reactive actions, because they are provided only after disaster occurs. What is needed is assistance that builds the resilience of households from before disaster happens, which is essentially the area of Adaptive Social Protection (ASP). Nonetheless, this is not addressed in this regulation.

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**Ministry of Social  
Affair Regulation  
No. 04/2015  
concerning  
Direct Cash  
Assistance to  
Disaster Victims**

Following the regulation on the provision of social assistance for disaster victims, this regulation sets out the provision of direct cash assistance for disaster victims, outlines beneficiary criteria for each assistance needs, stipulates the amount of assistance, and the mechanism for assistance disbursement.

Direct assistance is given to disaster victims in the form of cash for recovery and social strengthening. The regulation stipulates that direct assistance is to be given in a form of cash and to be used for the financing of:

- a. Home building materials,
- b. Life assistance/guarantee,
- c. Temporary or permanent residences furniture/instruments,
- d. Heirs compensation,
- e. Strengthening of victims economic recovery,
- f. Social strengthening of former combatants,
- g. Village inclusion facilitation.

The cash assistance is intended for after disaster occurs (after emergency response). Life assistance/guarantee (Jaminan Hidup - Jadup) provides temporary cash transfer to individual affected by the disaster for 30 days with possible extension of up to 90 days and can be used according to needs. While the rest of the cash transfers are intended as compensation, economic recovery, as well as funding for house needs.

Economic recovery strengthening is intended to provide assistance to disaster victims whose businesses are affected or to disaster victims that are from poor socioeconomic conditions. It aims to support the creation or increase in income of victims and their families. Similar cash transfer for economic recovery is also set out under MoSA Regulation No. 01/2013. This assistance would support the creation of livelihood after disaster and promote victims' recovery.

**Ministry of Social  
Affair Regulation  
No. 01/2018  
concerning  
Programme  
Keluarga  
Harapan**

This regulation stipulates the purpose of PKH programme, implementation guidance, institutional structures and roles and responsibilities of different stakeholders.

PKH is a social assistance programme with the main aim of reducing vulnerability among poor households by encouraging investment in health, education, and social welfare activities. The programme is intended for operation during normal time and play no role in disaster management. However, Article 33 paragraph (2) of the regulation stipulates that potential beneficiaries of PKH programme is obtained from the unified database of poor and vulnerable households (handling of the poor). Article 33 paragraph (3) then specifies that this data source may be excluded for the targeting of:

- a. Natural disaster victims,
- b. Social disaster victims,
- c. Remote indigenous communities.

The targeting of disaster victims imply that PKH has the capacity to provide assistance to disaster victims that become eligible (i.e. those becoming vulnerable and falling poor due to disaster) after the disaster. Consequently, PKH should be able to serve as a foundation for the adoption of Adaptive Social Protection that provides cash assistance to vulnerable population as well as disaster victims in times of emergency, thus, playing bigger roles in disaster management.

**Law of the  
Republic of  
Indonesia  
No. 24/2007  
concerning**

The Law ensures that fair and equal services are provided to all Indonesians in disaster management. The law describes that response be quick, appropriate, efficient, effective and involve all stakeholders in all phases of disaster management process. The Law guarantees that disaster management are well planned and executed, encourage cooperation,



**Disaster Management** respect local culture, and protect communities. In relation to the provision of social assistance, the Law stipulates that grief and disability compensation to disaster victims are provided to national and regional government.

**Law of the Republic of Indonesia No. 23/2014 concerning Local Government** The Law stipulates that Regional Authority of the regional government consists of Mandatory Government Affairs and Optional Government Affairs. Mandatory Government Affairs consists of Government Affairs related to basic services and Government Affairs that are not related to basic services. As part of the Mandatory Government Affairs related to Basic Services, this consists of:

- a. Education,
- b. Health,
- c. Public work and spatial planning,
- d. Public housing and residential areas,
- e. Peace, public order and protection of society; and
- f. Social.

The Law sets out that the Local Government is to prioritize the implementation of Mandatory Government Affairs related to Basic Services and is guided by the Minimum Service Standard stipulated by the Central Government.

On budget allocation, the Law further stipulates that Regional Expenditure shall be prioritized to fund Mandatory Government Affairs related to Basic Services as guided by the Minimum Service Standard.

**Government Regulation No. 02/2018 concerning Minimum Service Standard** The Government of Indonesia (GoI) created this regulation to set out the provision of Minimum Service Standard to be provided by the local government as stipulated in Law 23/2014 concerning Local Government. This regulation stipulates the type and quality of Basic Services that entitles all citizen to receive and is part of the Mandatory Government Affairs.

Peace, public order, and community protection are among the Mandatory Government Affairs that shall be provided to all citizens. This affair entails the provision of:

- disaster-prone information services,
- prevention and preparedness to disaster,
- rescue and evacuation services for disaster victims.

All citizens living in the disaster-prone area and who are disaster victims shall be the recipient of these basic services. The rationale behind the provision of disaster-prone information services. as stated in the regulation is that the provision of this information would allow citizen to acknowledge disaster threat that can occur and which may harm the safety of the population at a particular region and time.

The regulation also stipulates that social affair is among the Mandatory Government Affairs that shall be provided to all citizens. This affair entails the provision of social protection and security in times of and after disaster response for disaster victims in the province and regency/city region. The recipient shall be all citizens who are disaster victims in the province and regency/city region.

Additionally, the regulation also sets out community protection as part of disaster management and response which entitle disaster victims to receive disaster-prone information services, disaster prevention and preparedness services, as well as recue and evacuation services.

**Ministry of Home Affairs Regulation No. 101/2018** In response to Government Regulation No. 02/2018 concerning Minimum Service Standard, MoHA established regulation that sets out guidelines on the technical standard for the provision of basic services in the minimum service standard.

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**concerning  
Technical  
Standard for  
Basic Services on  
Minimum Service  
Standards for  
Disaster Sub-  
affair in the  
District/City  
region.**

This regulation specifies the types and standard of basic services that must be provided before disaster and in times of emergency as well as the technical standard for the fulfilment of these services by the Regional Disaster Management Agency (BPBD) and the regency/city government or apparatus.

Restating the provision in the Government Regulation No. 02//2018, the type of basic services for disaster sub-affair in regency/city region include:

- a. Disaster-prone information services,
- b. Disaster prevention and preparedness services,
- c. Rescue and evacuation services for disaster victims.

The recipient criteria for the basic services is all citizens living in disaster-prone area and those that are the victims of disaster in the regency/city region.

This regulation and MoSA's regulation lays out the foundation for the need for closer coordination between disaster management and social assistance programme as both sides are responsible to provide minimum basic services for disaster victims in the region.

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**Ministry of Social  
Affair Regulation  
No. 09/2018  
concerning  
Technical  
Standard for  
Basic Services on  
Minimum Service  
Standards for  
Social Functions  
in Provinces and  
Regency/City**

In response to Government Regulation No. 02/2018 concerning Minimum Service Standard, MoSA establishes the technical standard for the provision of basic services in social functions in the province and regency/city area. Basic service in the social function entails the provision of social protection and security during and after disaster and are to be received by disaster victims in the province and regency/city area.

The regulation further stipulates that the product and/or services to be received by disaster victims are of basic needs. These include: food, clothes, evacuation shelter, special handling of vulnerable groups, and psychosocial support.

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