



United Nations Development Programme

Government of Indonesia

Aceh Emergency Response and Transitional Recovery (ERTR) Programme

Programme Summary

This Emergency Response and Transitional Recovery (ERTR) Programme builds on the proposal submitted by UNDP in the United Nations Indian Ocean Earthquake/Tsunami Flash Appeal which was launched by the UN Secretary General in Indonesia on 6 January 2005. The programme is designed to serve as a crucial link between immediate short-term and longer-term recovery and development activities. The programme includes four key outputs: (1) Immediate employment and rehabilitation through cash for work; (2) Recovery of livelihoods; (3) Recovery of housing, settlements and associated infrastructure; and (4) Strengthening governance capacity for sustainable recovery and risk-reduction.

This programme will be undertaken through partnerships with local and national authorities, national NGOs, civil society groups, the private sector, and international organizations. In particular, implementation of specific components will be undertaken with UN specialized agencies, including the International Labour Organization (ILO), UN Habitat, the Food and Agricultural Organization (FAO), the UN Environment Programme (UNEP), as well as UN Volunteers, to ensure that the full technical capacity of the UN family is brought to bear in recovery efforts. The overall target budget figure for the programme is USD 72,100,000.

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Section I – Situation Analysis and Strategy

Part I. Situation Analysis

The magnitude 9.0 earthquake and resultant tsunami have caused a massive disruption to the productive infrastructure; has destroyed or damaged a large portion of the housing in coastal areas; seriously disrupted local administrations and public services; has destroyed the livelihoods of hundreds of thousands of people dependant on home-based enterprises in rural and urban areas, and severely traumatized the surviving populations. Mortality is confirmed in excess of 160,000. An initial estimate by the Government has set the damage at over USD \$4.45 billion. Early assessments by local authorities, NGOs and UN Agencies suggest that over 500,000 people have been displaced or lost their homes as a result of the earthquake and tsunami. It is estimated that as many as 560,000 people in Aceh and Nias, around a quarter of the total working population, may have lost their jobs as a result of the disaster. These figures will likely rise when more detailed surveys of the west coast have been completed.

Prior to the tsunami, the situation in the province was such that progress in achievement of development goals related to poverty reduction has been limited and the incidence of poverty amongst Aceh's people was high. The province's natural resources generate considerable export earnings, but the province also lags behind most other provinces on key non-income indicators of poverty including the indicators of the Millennium Development Goals (MDGs). A key constraint to achievement of the region's development potential has been the long-running conflict between the Government of Indonesia and the Acehese Independence Movement. Poverty in Aceh is particularly severe among those directly affected by the conflict, including widows and IDPs. The conflict has caused a large gap of quality of delivery of social services (such as public health and education) between urban areas and remote areas. School attendance and coverage of public health programmes are low in remote areas. The conflict had also lead to limitations on civilian governance and a significant decline in capital investment in the region, exacerbating the main woes faced by business community in the region – lack of security, poor infrastructure, and unresponsive local government authorities. Prior to the tsunami, the region faced considerable challenges in strengthening regional governance so as to better achieve the region's development potential.

Engagement with and support for the peace process in this region of the long-running conflict involve many challenges. This is particularly the case in working with local communities towards recovery. Many of the existing governmental and non-governmental structures are perceived to have low transparency, accountability, and credibility by ordinary Acehese. Additionally, within the context of decentralization and local autonomy, the local government's record on public expenditures and service delivery has been poor. Delivery mechanisms are not firmly established, participation of civil society in the development process is limited, and there is little meaningful consultation with target communities. Capacities in both the non-governmental and governmental sectors require considerable strengthening.

Part II. Strategy

From Emergency Response to Transitional Recovery

Response to the emergency has been rapid. Local authorities have swiftly mobilized themselves despite the trauma that has left few untouched, and donor support to the relief effort has been outstanding. However, the transition from the emergency to recovery must now begin and run parallel to the ongoing relief interventions. Full recovery will take years and strategies for the longer-term will be developed over the coming months by the Government with the support of the major financial institutions and development agencies, including UNDP. In the interim, the immediate post-disaster rehabilitation and early recovery

needs must be addressed in order to lay the foundation for meeting long-term development goals.

The assistance outlined in this document is seen as both short-term (beginning immediately and continuing over the next six months) and medium-term (beginning in the next few weeks and extending over a two-year time frame). The programme is designed to serve as a crucial link between immediate short-term and longer-term recovery and development activities currently being strategized by the Government and its development partners (including the World Bank, ADB, UNDP, ILO and UN Habitat). The programme will also incorporate, as much as possible, assistance through UNDP's ongoing Indonesia country programme, which focuses on promoting achievement of the Millennium Development Goals through support in the areas of governance, crisis prevention, poverty reduction and environmental management. Capacity building initiatives, including the mobilization of UN Volunteers, will support the continued participation of affected communities in the longer-term recovery and development activities.

This document describes the Emergency Response and Transitional Recovery (ERTR) Programme, and identifies a range of activities that are needed, commencing immediately or as soon as implementing arrangements and the necessary funding can be secured. It builds upon the proposal submitted by UNDP and the ILO in the United Nations Indian Ocean Earthquake-Tsunami Flash Appeal, and outlines four areas where UNDP together with its partner agencies have comparative advantage for assuming the lead in response and transitional recovery, namely: (1) Immediate employment and rehabilitation through labour intensive works; (2) Recovery of livelihoods; (3) Recovery of housing, settlements and associated infrastructure; and (4) Strengthening governance capacity for sustainable recovery and risk-reduction. The overall budget figure for the programme is USD 72,100,000.

The programme outlined in this document is for a two-year duration, albeit many of the projects will be completed during 2005. A number of the activities described below have already begun, while others are being further technically defined and consulted with local authorities, and/or require further assessments.

The above mentioned four components, together with cross cutting themes of gender mainstreaming, conflict sensitivity, mainstreaming environment and a rights based approach constitute the basic strategy of the ERTR programme. This strategy can best be described as supporting three main pillars of rehabilitation – livelihoods, shelter and governance – through a large number of interrelated activities which incorporate all or some of the above mentioned cross cutting themes and which feed into the rehabilitation of social and economic life in the affected areas. This is shown diagrammatically in Figure (I) below.

Programme Approach

Planning for recovery needs to be based on consultative and participatory processes. The programme is developing mechanisms to enhance participation of communities in planning for recovery, including through community consultations and dialogues, to ensure that programming is based on a greater understanding of community needs. Initially, these are being undertaken through consultative assessment processes being undertaken jointly with other international organizations through local NGO and other networks to assess priorities and preferences related to the issue areas the programme will be supporting, such as livelihoods and shelter/housing. As the situation moves from the emergency to the recovery phase, multi-stakeholder committees and forums will be employed at various levels to provide guidance to the various components of the programme and to ensure ownership of communities, local Government and civil society on activities supported through this programme, and to ensure that these activities effectively complement other recovery initiatives being undertaken.

West Timor. It has also partnered with the State Electricity Company (PLN) in line rehabilitation. UNDP has worked on post-conflict social-economic recovery in Central Sulawesi with the Coordinating Ministry for Social Welfare (Menko Kesra). UNDP has also developed a strong working relationship with the Indonesian Society for Disaster Management (MPBI) and the Indonesian Institute for Disaster Preparedness (IIDP), the latter of which has recently conducted disaster management training with the Coordinating Body for Disaster and IDP Management (BAKORNAS PBP) and its provincial units (SATKORLAK) in Aceh. UNDP has also worked with an NGO forum in community recovery programming and income generating activities.

UNDP's recent experience in Aceh covers humanitarian, recovery and longer-term development activities. In 2000-2001, UNDP was invited by the Government to coordinate international humanitarian assistance, as well as to provide logistical support to the Humanitarian Pause. UNDP has worked closely with and supported the Community Recovery Programme, which has since 1999 provided grants to local civil society organizations (such as Aceh NGO Forum, WALHI, NGO forums for Gender Issues and Human Rights). Furthermore, UNDP has also before the Tsunami crisis initiated programming in Aceh in the areas of governance and poverty reduction, including notably a programme through the Coordinating Ministry of People's Welfare (Menko Kesra) to support the development and application of local poverty reduction strategies.

Programme Outputs

The programme seeks to support an effective transition from immediate emergency relief activities towards sustainable recovery from the crisis. The programme has a four-prong strategy addressing the following development outputs: (1) Immediate employment and rehabilitation through cash for work; (2) Recovery of livelihoods; (3) Recovery of housing, settlements and associated infrastructure; and (4) Capacity-building of Government and civil society for sustainable recovery and risk-reduction.

Output 1. Immediate employment and rehabilitation through "cash for work"

The programme has already commenced efforts to remove debris and bodies from the worst affected areas of Banda Aceh. These efforts have included provision to local authorities of heavy equipment (dump trucks, bulldozers, back hoes, loaders, etc.) plus operating crews. Support has also included labour intensive clearing of public service facilities through deployment of work teams drawn from IDP camps and provision of manual equipment to remove debris for public service facilities that remain structurally sound but have compounds and ground floors inundated with light debris. These include several local authority departments, hospitals and educational facilities in Banda Aceh. These activities rehabilitate and improve access to these facilities, inject cash into IDP populations and ameliorate trauma among victims through the provision of work.

These activities will be scaled up substantially in the upcoming weeks. Heavy equipment will be scaled-up with further crews and equipment. The labour intensive works will also be scaled-up to provide employment for up to 50,000 persons (approximately one work-month each) for other areas of Banda Aceh, other affected urban areas, as well as rural areas. The programme will include gender-sensitive approaches in work/wage distribution, and will seek to ensure that both women and men are targeted according to their productive activities and needs. Other types of cash-for-work activities targeting the specific productive activities and needs of women and men are also required. Furthermore, the ILO will apply its particular expertise in labour intensive road and bridge construction with an emphasis on assisting small-scale contractors to manage such works. This will further ensure that maximum economic benefits from such works remain within the local economy in Aceh.

A waste disposal expert has also been deployed to advise local authorities on waste disposal of debris cleared from the city. Currently, waste is being dumped along roadsides outside the city. Technical assistance efforts will seek to ensure proper and environmentally friendly waste management, including resumption of municipal solid waste management in areas such as Banda Aceh and Meulaboh, as well as initiation of waste recovery and recycling, through labor intensive separation of rubble that is re-useable/re-cycling. Support will also be provided for site preparation costs for sustainable waste disposal systems in selected areas.

Output 2: Recovery of Livelihoods

Priority must be given to the recovery of livelihoods and of the local economy through an emphasis on immediate activities which can help to kick-start local economic recovery. The programme's focus will be on both rural and urban livelihood creation which can be restored through interventions such as rehabilitating markets and transportation to and from markets, access to grants and other financial services for micro and small scale enterprises, and short-cycle vocational skills training. The programme is expected to require at least two years to meet all the expected needs. Start-up of activities may initially be constrained by high levels of trauma among the population which may take several months to ameliorate.

The assets of many self-employed persons, micro enterprises, fishermen and women vendors have been largely wiped out by the Tsunami. Their recovery needs are not well reflected in most appeals as their assets were never registered and their businesses were home-based. Special programmes to replace their working capital and materials are envisaged.

Activities in this component will be undertaken in collaboration with a range of partners, including notably ILO and FAO, with whom UNDP has already been engaged in developing partnership agreements. Indicative activities in this component include the following:

- a. **Livelihoods Assessments and Community Grants:** Planning for recovery needs will be based on consultative and participatory processes within an integrated livelihoods framework. UNDP is collaborating with other international organizations, Government and civil society (with technical support from DFID) on generating common standards for livelihoods assessments that will facilitate community consultations and dialogues to build a greater understanding of community needs and enhance participation of communities in planning for recovery. These assessment processes will employ a methodology based on an abridged version of DFID's sustainable livelihoods approach. Consultations also need to look at specific gender issues related to livelihoods. These assessment processes will link directly into a funding framework for NGOs to support recovery of livelihoods, including activities to address issues described below related to micro-finance, small enterprises, agriculture and fisheries.

Activities under this section include:

- **Rehabilitation of fisheries:** The most devastated of all industries has been that of fisheries. Along both the east and west coast, the fishery industry has been brought to a standstill. Along the west coast especially almost all boats have been wrecked. Many fishermen and women supplying fisheries support activities are dead or missing, and among survivors the trauma remains deep.

Notwithstanding the above, the fishing industry will revive and inputs in support of this will be an important incentive for its rehabilitation. An immediate strategy is for appropriate grants to be made available that will allow those fishermen who have working or repairable boats to resume fishing as soon as possible. The existing small-scale fisheries sector has been dominated by few boat owners employing the majority of the fishermen as wageworkers or as "share croppers". The destruction of boats and

death of many fishermen is an opportunity to convert the crises into a more equitable form of economic activity. By supporting the surviving fisherfolk to acquire appropriate scale boats and nets on an ownership (or joint ownership) basis, the fishing industry can be emancipated from the client patron relations. The resumption of fishing, even on a small scale will act as a demonstration effect to encourage others to return to the industry. For the majority of fishermen wanting to resume fishing, finance will be required to replace destroyed boats and equipment. This will be provided under the “Access to Micro-Finances” component mentioned below that will be implemented together with ILO.

So as to expand fishing activities beyond the initial pilot activities, the programme will strengthen fish marketing networks, especially those for recapturing former markets outside the region. Technical support to local authorities and the Traditional Fishermen’s Association will be provided to advise on how marketing can be rehabilitated. UNDP will collaborate with FAO in the implementation of activities in the fisheries area.

- ***Rehabilitation of agricultural activities:*** Agricultural activities were also disrupted by the tsunami. Heavy livestock losses were experienced in all coastal areas. An assessment must be made of how alternate small-scale agricultural activities, such as vegetables or poultry, can be expanded until there is a full resumption of paddy cultivation. A six weeks technical assessment will determine options and inputs for enhancing agricultural output for both local food security and possibly also for income. Support will include technical advisory support and small-scale start-up grants. UNDP will collaborate with FAO in the implementation of this component.
 - ***Support to establishment of women’s enterprises:*** The special needs of women, especially women headed households, must be addressed through support to micro-enterprises. Funding for such activities will be supported through micro-credit activities noted above. However, technical support to assist women’s groups organize themselves and define appropriate income generating activities is required, as are skills development in financial management and project formulation. This can be provided through a local or ‘imported’ regional NGO. UNDP will collaborate with ILO in the implementation of this component.
- b. ***Rehabilitation of Economic Infrastructure.*** A necessary incentive for the resumption of economic activity is the rehabilitation of essential economic infrastructure that has been destroyed or badly damaged by the earthquake and subsequent tsunami. This will include the rehabilitation of ports, and associated port facilities such as fish markets, cold storage/ice making facilities, general cargo facilities etc. All ports along the west coast have been severely damaged and will require rehabilitation works.

Several local market sites for agricultural and other domestic products have also been severely damaged. A fund will be established to assist local authorities in rehabilitating such market sites as an incentive for reactivating local small market enterprises. This could also be undertaken on a “cash for work” basis.

To allow for the full development of economic activities, including the supply of reconstruction materials, attention needs to be given to the rehabilitation of sea transport facilities such as docks and dock facilities. UNDP will undertake surveys of such needs on the west coast and will assist in the design and rehabilitation of some of these facilities.

- c. ***Emergency Employment Services:*** The recovery and reconstruction phases in Aceh will require people to fill jobs that were not part of the traditional labour market in Aceh. In

addition some people will not want to or be able to return to the type of work they did prior to the disaster. Thus support for rebuilding institutions and services that enable people looking for work to be effectively matched with job opportunities is required. The programme will work with ILO in partnership with the Ministry of Manpower to establish an emergency public employment services network. The core functions of an emergency employment assistance service include registering and advising job seekers on employment opportunities, matching jobs and job seekers, collecting and disseminating labour market information, and planning and managing special employment and training measures. Initially, a single Emergency Employment Services (EES) centre will be established in Banda Aceh, which will be followed by smaller satellite services across the Province. This component will be managed by ILO together with the local Government's Manpower Agency, with support from UNDP.

- d. ***Micro-enterprises – Better Access to Micro-Finance:*** Access to finance is a key input to generate and regenerate livelihoods after the tsunami hit Aceh. Access to small loans is cited amongst the most critical bottlenecks to generate income and employment. Based on (potential) business opportunities, reinforced by market access, entrepreneurial and technical skills, access to financial services is crucial to an employment-friendly rehabilitation and reconstruction of Aceh province. UNDP will cooperate with ILO in the implementation of this component.

In the coming 12 months, there is a significant need to (re-)build the capacity of existing and potential new providers of different microfinance products and services. Training has already been designed to cater for the need to build the capacity of organisations providing microfinance to generate incomes. Capacity building of existing and new microfinance institutions needs to be accompanied by monitoring of the development of microfinance in Aceh, to cater for capacity building through working with individual microfinance providers, to facilitate identification and selection of potential candidates of financial support and for purposes of transparency and accountability

The specific context of Aceh requires adaptations of general microfinance products and services. A combination of a devastating earthquake, followed by the tsunami has resulted in the loss of land and other assets that could be used as collateral to secure access to capital. The respect for Islamic finance principles is an additional reason to consider alternatives to collateral-based lending, in addition to loan guarantees. (micro) Leasing offers one alternative that could cater for the need to recapitalise assets lost to generate income and create the jobs to rehabilitate and reconstruct the Aceh economy.

- g. ***Skills training programmes:*** Many survivors have lost all their assets and will not be in a position to resume their previous activities. Likewise, many former fishermen may not want to return to their former livelihoods. Consequently, retraining for new skills is required. Given the enormous reconstruction needs that exist throughout the affected areas, such training should, in the first instance focus upon construction related skills such as masons, carpenters, electricians and plumbers. A series of short-cycle vocational training activities will be made available as determined through consultations with both the local authorities and with the private sector, and as identified in the ILO managed Employment Service Centers. The new National Vocational Training System will be taken into account to ensure portability and certification of new skills acquired. UNDP will cooperate with ILO in the implementation of this component.

Output 3: Recovery of housing, settlements and associated infrastructure

Overall, it is estimated that about 19% of the approximately 820,000 building units (about 151,600 units) in the affected districts suffered an average of about 50% damage while about 14% (about 127,300) were completely destroyed. People who have lost their homes are

currently accommodated in numerous temporary settlement locations, in public buildings, or are living with host families. Some survivors have left the region altogether. The programme's support to the rehabilitation and reconstruction of housing is based on an underpinning principle that, where feasible, the displaced be re-housed at or close to their original place of residence as early as possible in order to reduce time spent in camps remaining dependant upon relief. There is clearly an inextricable linkage between the programme's interventions for rehabilitation of livelihoods and its support to Re-housing. This would include considering reconstruction process as an additional field of livelihood as a source of employment and local business opportunity.

The housing programme will primarily be community-based and owner-driven. It aims to pave the way for the long-term reconstruction and rehabilitation of the housing sector, reduce the vulnerability and increase the resilience and social recovery of communities. The programme will be based on disaster-resistant approaches and technologies, labour intensive methods of construction, and where possible the use of local materials. The targeted beneficiaries will be the most vulnerable section of the population, including women-headed households and poor and marginalized people. Women will be involved in decision-making to ensure that housing design, location, and construction are better suited to their needs.

Activities in this component will be undertaken in collaboration with a range of partners, including notably UN Habitat, with whom UNDP is developing a partnership agreement. Indicative activities include the following:

- a. ***Emergency shelter support:*** The programme has already begun provision of emergency shelter support. Some 6,200 family tents (including 3,700 from UK-DFID) are being delivered together with 40 large tents. While not normally addressing such need, UNDP chose to do so in Indonesia because of the chronic need. A team of national NGO staff, together with UN Volunteers, is overseeing the allocation of tents and is using the opportunity for data collection on the IDP situation. Some of these tents will be provided to returning IDPs for temporary shelter until their houses are restored or rebuilt. The large tents are being used to provide shelter for the authorities while their premises are cleared of debris, are allocated to IDP camps where they are used by basic service providers and are used as base camps for the labour intensive debris clearing programme. The direct involvement of women in provision of supplies of blankets, clothing, heating and cooking fuel, basic water facilities and basic hygiene items is an critical requirement in temporary camps or displaced population settings.
- b. ***Rehabilitation/reconstruction of housing and community infrastructure:***

This component will address the housing and community infrastructure needs of the ERTR programme. It will be managed by UN-Habitat. UN Volunteers will be mobilized to support the process. It aims to assist approximately 5,000 households in 40 communities affected by the Tsunami disaster in five local government jurisdictions. The programme will support a process of community action planning (CAP) to ensure a needs-driven, participatory approach to rehabilitating and reconstructing houses and community infrastructure damaged or destroyed by the tsunami. The programme will provide financial support to meet rehabilitation and reconstruction of housing and community infrastructure requirements resulting from the CAP outcomes in the affected communities – both rural and urban.

The funding mechanism at the community level will be community block grants or Community Infrastructure Fund (CIF) for reconstruction of community infrastructure – such as minor roads, footpaths, tertiary drains, community water and sanitation provision, and community buildings (meunasah). In exceptional cases, the size of the grant could be

increased to include funds needed to purchase land for relocation to allow for group relocation and the mitigation of resettlement risks.

In order to bring some degree of equity and transparency in the assistance effort, the size of the grant is determined based on the number of households in the community, the levels of destruction which the tsunami has wrought, and the costs of providing basic services per plot. Experience from past projects has also provided an indication of this cost. A planning figure of 444 USD per household will be used for reconstruction of the above community level infrastructure, not including land/relocation. The actual grant size to a specific community will be based on the outcome of the community-led assessment constrained by the above parameters. The CIF aims to not only reconstruct what was lost, but also to bring improvements to the settlements beyond what existed prior to the disaster. Operational planning criteria will be laid down in a community infrastructure standards and planning guideline to be used in the CAP process.

Households themselves will play a central role in the process of rebuilding their houses. While many households may not have the skills to construct their own houses, they are accustomed to managing or over-seeing the process. The programme is designed to support this process, so that households will continue to play a central role both in the design and the management of the housing construction process.

Households, or collectively on community-basis, will be responsible for purchasing construction materials and ensuring they are transported to the site. This will facilitate the optimum use of locally-produced building materials, such as bamboo, coconut tree, and bricks, and ensure costs are kept down. This approach will also enable a flexible approach to design, based on individual household needs and varying plot sizes.

Cash will be provided on an installment basis as work progresses to each household which will be responsible for overseeing the management of the process. Where female headed households and widows are participating, their role in reconstruction should be identified but additional labour assistance should be discussed through consultation so that these groups are not excluded. For example, additional assistance to cover the cost of labourers could be included. Engineering support assistance will ensure that houses are earthquake-resistant. Artisans will be provided engineering assistance through guidelines on earthquake-resistant construction practices.

- c. **Support to local authorities and communities in dealing with housing, land and property rights (HLPRs) resolution:** It is widely recognized that many residents in both urban and rural areas did not possess legal title to lands, or such titles were lost during the tsunami. It is anticipated that returning survivors or the kin of victims may encounter competing claims for title to houses or land or to property. This is likely to be more of an urban than rural problem as in the case of the latter such disputes are normally resolved through traditional mechanisms. This sub-project aims at building a dedicated capacity within local authorities that can address HLPRs issues and establish effective restitution mechanisms, as well as at strengthening community-level capacities for dispute resolution. Technical support will be provided together with the necessary training and infrastructure inputs.

Output 4. Strengthening governance capacity for sustainable recovery and risk-reduction

Public administration capacity in Aceh has been severely degraded as a result of the crisis, through loss of life, displacement, damage to Government buildings and assets, and so on. Focus needs to be placed on restoring the basic functions of state institutions to pre-disaster levels, while sowing the seeds for structural and functional improvements in the longer term. Similarly, the capacities of NGOs have been severely affected and support is required to assist

them to fill the urgent role they need to play in implementation of community-based activities as well as providing crucial checks and balances in the delivery of assistance.

At the time of the earthquake and the tsunami Aceh was under civil emergency due to the intensification of a 20 year long conflict. The conflict had profound effects on the governance dynamics of the province be it in the executive, legislative or the judicial systems. The Special Autonomy Law for Aceh (U18/2001) had not been fully implemented. While challenges placed to governance systems varied between the districts, there was an overall decline in service provision. The capacity of local governments was diminished in part due to difficulties by local authorities in recruiting, deploying and retaining civil servants. Additional challenges were also partly due to unclear and overlapping authorities of command in matters of administration and lack of public transparency. Representative bodies were not immune to these challenges, their effectiveness and ability to fully engage with their constituencies was also compromised. The combined impacts of these dynamics lead to low levels of trust between the state and the community and within community itself. The impact of the earthquake further reduced the already stretched government capacities, through loss of life, displacement, damage to Government buildings and assets.

Paradoxically, this unprecedented disaster provides an opportunity, through the rehabilitation and reconstruction processes, for the local authorities and the community to work together to improve systems of governance (including administration) which reflect core modern Indonesian and Acehnese principles of transparency, accountability, and responsiveness. Further key principles fully recognized by national and local governments and being applied as part of the humanitarian response are participation and consultation.

The proposed transitional recovery strategy for governance will follow the principle of phased re-functioning of governance and public services. This would entail the normalization of core public service and governance functions necessary to facilitate more meaningful and substantive participation of the impacted communities in the reconstruction planning and implementation. Such a phased approach is important in recognizing the fact that population landscape may have been altered hence changing the demand structure for the services. Another important element of this normalization strategy is to capitalize on the opportunity for stronger community engagement to rebuild trust and confidence on the public sector that is necessary for sustainable development in Aceh.

- a. **Support to Longer-Term Policy and Planning for Reconstruction:** UNDP is working with the Government, multi-lateral banks, UN agencies and others on the formulation of plans for longer-term recovery. The programme is already providing technical assistance and institutional support to planning for reconstruction, and is posting specialist advisors in Badan Pelaksana Rehabilitasai dan Rekonstruksi (BAPEL) and the National Development Planning Agency (BAPPENAS). The programme will also support participatory planning processes to ensure that affected communities are involved in decisions concerning reconstruction. This will employ both support for Government planning and consultative processes, networks and forums of NGOs and religious organizations, and seeking to strengthen relations between local governments and communities.

The programme will also support participatory planning processes in selected districts, to help affected communities to be involved in decisions concerning reconstruction and efforts of the Government of Indonesia (expressed in the Master Plan for Reconstruction). Initiatives will support networks and forums of NGOs and religious organizations to strengthen relations between local governments and communities.

UNDP will support the executive and the legislatives bodies in policy development based on knowledge and lessons learned from practices in Indonesian and elsewhere. Policy

analysis work on key issues of concern to governments and legislatures will also be undertaken.

In addition, UNDP will support disaster management legislation. UNDP has already been active in this area supporting the National Coordination Board for Disaster Management and IDPs (BAKORNAS PBP). This project will strengthen capacity at both the national level and address the special needs in northern Sumatra. A series of workshops are envisaged, support to the development of stronger preparedness and mitigation legislation, and dissemination of best practices for construction in areas of high hazard potential.

- b. **Strengthening the capacity of civil servants:** Local authorities are currently constrained by the loss of some personnel. The programme will support the authorities through the provision of technical assistance and short intensive training/upgrading of personnel, especially those that will be supporting the reconstruction and recovery process. Local authorities will determine priorities and the project will provide training support. UNDP will work together with national and district level authorities and other development partners in undertaking a comprehensive assessment of needs that can be used as a building block to support the rebuilding of local governments in the reconstruction process. UN Volunteers will be assigned to selective government institutions and NGO consortiums in the short/medium term to supply skills that are most required, i.e. operation coordination, information coordination, recovery planning, urban planning, rural development planner, construction/architecture skills, livelihood planning, fisheries development and psycho-social counseling.
- c. **Rehabilitation and Reconstruction of Public Administration Buildings:** An assessment will be taken of damages to priority Government buildings, including their classification as “repairable” or as having structural damages requiring their demolition. Repairable public buildings of local government institutions will be prioritized for repairs so that multiple local governance functions can be restored. Subsequently, critical offices of the Kabupaten and Kecamatan offices will be taken up for repairs in consultation with the Government.
- d. **Strengthening local NGO capacity:** The demand on local NGOs as implementing partners by the international community is enormous and many of the NGOs, especially those affected by the disaster and new ones spawned by the emergency, need their operational and technical capacities reconstructed and strengthened. Their initial priorities for assistance include training (for trauma healing, community organizing and livelihoods programmes), monitoring of aid effectiveness, consolidation and coordination meetings, and operational support (including office spaces, computers, communication equipment, living allowance for staff and volunteers, vehicles for operational and relief distribution purposes and other related operational support needs). All this support will enable the local NGOs to play a role in the emergency response as well as to bridge to longer-term recovery efforts. The programme will provide technical and financial assistance (including human resources through UN Volunteers).
- e. **Support to Government in Coordinating Support:** The GOVERNMENT OF INDONESIA aims to ensure that NGOs, Government and International Agencies have a synchronized, coherent and coordinated approach to rehabilitation activities. UNDP is already assisting these activities through the provision of technical assistance in both national planning agencies (BAPPENAS), local planning boards (BAPPEDA) and, in particular, through technical support to the new coordination agency of BAPEL as well as the provision of services provided by the Humanitarian Information System.

- f. **Public Information and Communication Strategy:** The functioning of local media was disrupted by the devastation of the tsunami, and affected persons are now largely without access to crucial information that will assist them to make informed decisions about their options. UNDP will support the GOVERNMENT OF INDONESIA and NGOs and other media agents to support information and communication campaigns for its human settlements rehabilitation and reconstruction strategy. This will entail public information campaigns based on informing all affected communities and stakeholders. The campaigns will be conducted through radio programmes, local language press, posters and pamphlets on social and economic recovery issues and prospects. This also be complimented with the provision of radios to affected populations that they can receive information updates on all aspects of the relief and recovery operations.
- g. **Community based disaster risk management:** This sub-project will enhance community capacities related to risk management for crisis events associated with both natural hazards and conflicts. The strategic focus will be to shift from a partial state-based response and relief emphasis to a comprehensive community risk management culture with formal integration within development planning. The outputs seek to establish best practice models of community risk management, pilot community risk management models, and educate the stakeholders concerning community risk management. A massive information campaign to disseminate disaster risk awareness and community preparedness and response to early warning will be undertaken. This support is fully formulated and can be implemented immediately.
- h. **Multi-hazard, people-centered early warning system:** This sub-project will support the installation and operationalization of a multi-hazard, people-centered early warning system. UNDP, with its partner institutions including UNESCO, will support the development and operationalization of a multi-hazard, people centered early warning system. District and province level government Agencies will be provided capacity support to receive, interpret and get the message out to potentially affected communities, as well as develop and implement pro-active improvement programs in shelter and community facilities design and construction. Public awareness programs will be prepared and presented through local radio stations. Training will increase local government capacity to understand multi-hazard vulnerabilities to establish and operate local, people-centered EWS, and to undertake community-based preparedness and awareness campaigns, multi-hazard disaster simulations to establish appropriate escape routes, safe havens and response capacity.
- i. **Monitoring Aid Effectiveness:** UNDP will engage with third party organizations and institutions in a capacity to monitor aid effectiveness, in order to generate information on how funds channeled by UNDP are translating into impacts for affected populations and local institutions on the ground. This information will feed into ongoing programme development and refinement, and will complement the monitoring systems being established both within the UNDP supported programme and the wider UN system. Interlinked with the component on strengthening local NGO capacity, this component will also support the cultivation of community self-reporting and collective supervision on reconstruction progress in each locality.

Linkages to UNDP's Core Practice Areas

ERTR will help to coordinate and link up with activities of other UNDP projects and programmes, in order to draw in the technical competencies of these programmes and maximize the impact of UNDP support. These programme areas include;

- **Governance:** The Governance Unit of UNDP has developed a range of governance programmes addressing local services delivery, deepening democracy, civic

education and access to justice. Options for expanding these programmes into Aceh will be consulted with national executing partners, including BAPPENAS. The Governance Unit has posted a technical advisor to facilitate the design and implementation of the ERTR programme maximizing linkages with existing programmes.

- **Community Initiatives:** The Community Initiatives Unit supports UNDP's civil society development and capacity-building programming. Already, the CIU is supporting a civil society capacity building needs assessment and formulation mission to support the development of ERTR's civil society support programme. Complementary support to the ERTR is also being provided through the national NGO network CRP (Community Recovery Programme) with funds from New Zealand.
- **Environment:** The Environment Unit supports a range of environmental management programming, including capacity-building supports to the Ministry of Environment. ERTR's environmental mainstreaming strategy, as well as specific environment activities, will build on the technical resources and experience of the Environment Unit.

Cross Cutting Issues

There are a number of cross cutting issues that will be mainstreamed through the implementation of governance, shelter and livelihoods activities. In order for mainstreaming to be effective, UNDP will partner with specialist organizations to ensure its own programme meets objectives outlined on each of the cross cutting issues. In addition, there will be specific activities aimed at strengthening the mainstreaming of activities and such as capacity building, technical assistance to partners, and development of guidelines/tools. The key cross cutting issues for the programme are: gender, peaceful development, environmental management and rights based approach to the projects and sustainability.

a. Gender:

UNDP will work with agencies such as UNIFEM, UNFPA, gender focal points in partner UN agencies, national and local NGOs in the design and implementation of a gender mainstreaming strategy. Given that the impact of both conflict and earthquake/tsunami are gendered, there will be a need to ensure that inputs from programmes equality benefit men and women, women's special needs are taken into consideration and women's agency/leadership is strengthened. UNDP acknowledges that mainstreaming gender will pose many challenges and thus efforts will be made to ensure both UNDP staff and implementing partners (be them UN agencies, private sector and/or national or international NGOs) are clear on the objectives that UNDP would like to achieve in their efforts to mainstream gender and are able to meet them. The programme will seek to mainstream gender sensitivity into all programme components outlined above, including immediate rehabilitation, livelihoods, shelter, and governance, as well as to develop specific initiatives to address gender issues in the post-tsunami environment. Under the broader rubric of civil society capacity-building (governance component), the programme will also support efforts to strengthen capacities of women's civil society groups and NGOs in Aceh.

The objectives of a gender mainstreaming include:

- Ensuring the application of gender sensitive approaches in the ERTR programme. This includes looking at gender throughout the project cycle from designing activities to address specific needs, capacities and vulnerabilities or women and men to ensuring women and women's groups participate in the implementation, to finally

assess the project's impact on gender relations and gender empowerment as part of monitoring and evaluation.

- Promoting empowerment of women to play leadership roles in the reconstruction phases and ensure women's interests are reflected in policy and programming.

UNDP will work in the design of a gender mainstreaming strategy for implementing partners and will provide technical assistance throughout the entire programme cycle to partner organizations. The strategy will include a range of interventions such as assessment(s) of gender needs, development of practical guidelines for implementing agencies, agreement of principles for gender empowerment and provision of gender awareness and gender mainstreaming training. Additional efforts will be made to support the development of women's networks and provide institutional support to women's organizations pushing for a gender sensitive policy agenda.

b. Strengthening the conflict sensitivity of rehabilitation programmes

The Government of Indonesia has recognized the importance of integrating conflict mitigation and conflict mediation strategies as part of the rehabilitation and reconstruction processes and has made this of its strategic priorities for the province. Extensive efforts lead by Bappenas have gone into designing a community resilience strategy aim at ensure a greater interface between local government and people and generating a greater sense of national identity within the province. The strategy, to be presented as part of the reconstruction master plan combines initiatives that that will support immediate responses to people needs, strengthening education services and quality and ensuring communities take a leading role in the implementation of the rehabilitation programmes.

As part of the efforts of the Government of Indonesia in general to prevent the re-emergence of conflict across the archipelago, UNDP has been supporting Bappenas and local governments in some post-conflict areas in the implementation of the Grand Strategy for Conflict management and the design of development programmes that support peace through development. This has been done through the Peace and Development Analysis (PDA) programme and the design of a series of pilot initiatives to mainstream conflict sensitivity into decentralized planning. This initiative will be extended to the province of Aceh and implemented in partnership with Bappenas and the provincial Bappeda. The main activities could include the adaptation of the PDA participatory planning tools, conduction of PDA consultative workshops at Kecamatan level in districts where UNDP will be programming, support to local universities to undertake conflict risk analysis and monitoring of programme impact to ensure it does not increase the potential for conflict.

c. Mainstreaming Environment:

There is a clear need to ensure that the results from recovery activities are environmentally sustainable. Mainstreaming ecological issues into efforts to rebuild settlements, livelihoods and governance systems will be central to ensuring long-term sustainability of results for victims of the tsunami and the future generation. An Environmental Management Strategy (EMS) for the programme is being designed in this regard. The Environmental Management Strategy would include integrating ecosystem approaches into recovery activities, re-establishing environmental governance capacities, and environmental monitoring and evaluation.

- **Integrating ecosystem approaches into recovery activities:** An ecosystem approach promotes appreciation of the role of natural systems in meeting settlements needs for construction material, water and energy, livelihood needs related to agriculture and fishery recovery, and in buffering communities from future hazards. It also takes into account links between upstream and downstream users within

watersheds to prevent conflicts over resource use and development impacts such as pollution. Distributive issues are at the core of an ecosystem-based analysis of the impact of recovery policies.

While rapid environmental assessments have been undertaken to support the basic design of rehabilitation and reconstruction plans, more in-depth analysis is needed to understand linkages to ecosystem change, and to select specific measures for immediate application. Efforts would be undertaken with various agencies represented in the Government Working Group on Environment and Natural Resource including Bappenas, Bappeda, the Ministry for Environment and local environmental agencies (Bapedalda) and environmental NGOs.

- **Re-establishing environmental governance capacities:** With major devastation to local environment related institutions, new environmental laws, policies and institutions will be needed to regulate development and enforce standards over the next several years. Success of capacity development in this area will be highly dependent on the synergy achieved between national, provincial and local scales. Needs for capacity development in this area would be assessed based on a stocktaking of pre-existing capacities at levels systemic (laws and policy), institutional and individual capacities and based on such assessments, new systems, institutions and human resource capacities could be developed. Efforts would be undertaken with UNEP, the State Ministry for Environment, Bappenas and local Bappeda, local environment agencies, and environmental NGOs and related local institutions.
- **Environmental monitoring and evaluation:** Special attention would be given to improved access to information on environmental impacts from recovery efforts - a critical foundation for meaningful participation in decision-making processes and for resolving disputes. Access to information includes the ability to monitor local ecological trends and recommend response options that could be incorporated into government-led recovery efforts. UNDP would support the development of regular Environmental Monitoring Reports with academic institutions and/or networks of civil society groups in affected areas. A series of high quality, independent monitoring reports could serve as a critical foundation for maintaining links to ecological change during medium terms recovery efforts and ensuring civil society participation.

d. Rights Based Approaches:

The programme will seek to apply rights based approaches. This entails:

- Identifying specific results that the should be pursued in line with a human rights framework (such as the right to housing, right to work, non-discrimination, etc.)
- Identifying who are the claim-holders and duty-bearers in that particular situation, and identifying their specific claims and obligations respectively.
- Identifying specific capacity problems they face to exercise those claims or fulfill those obligations.
- Designing capacity development strategies accordingly.
- Ensuring the process respects basic human rights principles.

Guiding principles to ensure application of rights-based approaches include:

- **Participation:** Claim-holders and major duty-bearers will be involved in the assessment, decision-making and implementation of the various components of the

programme. Special attention will be paid to creating channels of participation of those whose claims are most affected in the post-tsunami context.

- **Accountability:** To ensure accountability, rights-based programming starts by assessing specific obstacles that duty-bearers face to exercise their obligations. This analysis sets a baseline to formulate capacity development strategies to remove them, building on claim-holders and duty-bearers' existing strengths and solutions. Additionally, in order for accountability to be effective, it needs to be demanded, and this calls for the inclusion of civil society oversight elements in programme design and implementation. Furthermore, a fundamental implication of accountability is the need to strengthen risk analysis in development programming. As empowering disadvantaged people is likely to face resistance by some groups, such an analysis should include assessing the conflict potential of development activities, and establishing strategies to manage it.
- **Non-discrimination, equality and attention to vulnerable groups:** The principles of non-discrimination and equality require paying special attention to those who are more discriminated against, or those who are more negatively affected by the unequal distribution of economic, social and political resources. This includes not only those most directly affected by the tsunami disaster, but also the poor and those with specific vulnerabilities, including women, orphaned children, the elderly, ethnic minorities, persons living with HIV/AIDs, etc.
- **Empowerment:** People are "empowered" when they are able to claim and exercise their rights more effectively. Rights-based programming starts by analyzing what specific capacities are needed to claim and exercise rights in a particular situation, in order to target them. Participation is linked to empowerment in the sense that, when participation is active, free and meaningful, the mere fact of being able to take and implement decisions is an indicator of empowerment.

e. Sustainability:

One of the most important questions to be considered in implementing each of the above programme of activities will be "what next"? The purpose of this question is not intended merely as a basis for identifying the "follow-up project", but rather as a check to ensure that activities being undertaken will have long term relevance and utility.

The rehabilitation and reconstruction processes must form the foundations for long term development of Aceh, in particular, in terms of the modes of implementation being used. In this regard, programme implementation will be sensitive to any unintended consequences such as undermining local capacity by "crowding out". For example with respect to physical reconstruction activities, special consideration will be given to ensuring that the local private sector is provided opportunities to participate as contractors etc., while civil society organizations are able to concentrate on their mandates and areas of specialized concerns.

In addition to the ensuring that programme implementation will not undermine those very social, economic, political and administrative structures which UNDP aims to strengthen, appropriate programme components will look beyond the proposed programme support and assess whether and what follow up is required and what are the expressed needs of partners. UNDP will then give consideration to the nature and extent, if at all, of future UNDP engagement in the subsequent programme. Subsequent engagement would be on the basis of appropriate requests from Indonesian counterpart agencies.

The process of identifying what, how and or if UNDP maintains an ongoing interest in any of the specific activities contained in this programme will be undertaken in an open and participative manner and engaging all relevant stakeholders particularly from the Government and regional authorities across Aceh.

Part III. Management Arrangements

Governing Principles

The following principles will govern management and implementation arrangements:

- The programme provides grant and technical support to enhance the response and transitional recovery efforts of Government and civil society in Aceh;
- UNDP is responsible to the Government of Indonesia and contributing donors for the overall execution of this programme, including monitoring and reporting of funds channeled through the programme;
- The initial focus of the programme is on rapid delivery of assistance within the context of meeting immediate and transitional recovery needs of affected communities. However, from the outset the programme will promote approaches and activities that go beyond initial recovery towards more sustained social and economic recovery and reconstruction. In this respect the programme will be directed by government planning as represented in the Master Plan and as dictated by BAPEL;
- A flexible approach to programme development and implementation will be employed, through partnerships with Government and UN agencies, and with options for engaging a range of implementing partners including national and local NGOs, international NGOs, the private sector and others;
- Implementation of the programme will seek to employ modalities that strengthen sustainable provincial and local capacities, within government, civil society and the private sector;
- The management of the programme will promote strong collaboration and complementarity with other national and international assistance in Aceh through joint priority setting, project formulation, implementation and monitoring/evaluation, this will be achieved partly through close co-operation and coordination with BAPEL;
- Implementation of the immediate emergency response and transitional recovery programme will be complemented with direct technical assistance and support for Government to undertake participatory and consultative planning for longer-term recovery and reconstruction, in order to ensure an effective bridge from relief to development;
- Significant attention is being placed on monitoring aid effectiveness.

Role of UNDP under Direct Execution:

The need for quick and effective delivery of assistance to Aceh province, and the special development circumstances that presently characterize the area (including disruption to local public administration capacities as well as local civil society and the private sector) call for direct execution of the programme by UNDP, in collaboration with various partners including specialized UN Agencies. Direct execution provides the flexibility UNDP and UN partners require to collaborate with National, Provincial and local authorities, and with a range of other development agencies. This role of UNDP will:

- Increase UNDP's ability to provide overall management and technical support to the programme as a whole, enhancing direct responsibility to the Government and donors to ensure effective and transparent execution of the programme;
- Provide flexibility to implement programme activities through a variety of implementation arrangements as the context requires (such as Letters of Agreement for implementation of specific components or activities by Government departments and UN partners; provision of technical assistance and capacity building to

Government and civil society; and implementation of services through international NGOs, national and local NGOs, the private sector, others);

- Provide flexibility to respond to donor priorities in terms of implementing arrangements and more ready means of accountability and monitoring of the programme and its resources;
- Enable a wider space for programme consultation with a variety of stakeholders through a range of formal and informal consultative mechanisms.

It is important to note that the Direct Execution modality is selected based on the consideration of flexibility to meet the varying needs of partners at different levels and sectors, and recognizing that their existing capacity to undertake project management tasks would have already been far overstretched. Capacity strengthening and empowerment approach as outlined in the governing principles above will ensure national ownership and decision making.

Oversight Arrangements:

Oversight mechanisms are in process of being established to ensure programme activities best support Government transitional recovery efforts. At the outset of the programme, flexibility is required in defining and putting these mechanisms in place. In the longer-term the aim is to support community-level planning, priority-setting and decision-making capacities within the context of an integrated, area-based development initiative. Emphasis will be placed on joint management of the components of the programme with core partners so that they have joint ownership and responsibility for implementation of specific components.

The Badan Pelaksana Rehabilitasai dan Rekonstruksi (BAPEL) will be the counterpart agency for ERTR. The programme will report regularly to BAPEL which will in turn provide strategic policy guidance and advice to ensure the relevance of the programme to Government recovery priorities, to ensure that Government is engaged in establishing priorities and strategies, and to oversee and monitor programme directions, results and lessons learned. Other line agencies will be engaged in programme planning and implementation as relevant.

In addition to the mechanisms supporting this programme, a number of coordinating forums are being supported by the UN and UNDP to ensure effective coordination of inputs. Inter-agency efforts for Aceh programming are being supported through a series of sectoral and thematic coordinating forums in Banda Aceh, Meulaboh and Jakarta, which are participated in by Government, UN agencies, other international organizations, and civil society organizations. These forums are charged with formulation of common coordinating and strategic frameworks, including practical operating principles to be applied by agencies working in support of specific sectors and thematic activities.

Programme Management

UNDP has already established an operational presence in Banda Aceh, Meulaboh, Calang and Pidie. Additionally, UNDP has established a logistics office for itself and other agencies in Medan to facilitate procurement, transport and other logistical processes. These facilities will also provide project implementation support for core UN partners (including co-location of offices where appropriate). The programme teams in Banda Aceh and Meulaboh are responsible for overall supervision, monitoring and provision of technical assistance to field programme activities in Aceh. The team is comprised of programme coordinator and managers, project support officers, monitoring officers, technical personnel, as well as logistical, administrative and finance staff. The implementation teams of UNDP and relevant partners will be co-located as appropriate in order to achieve coordination and coherence in the implementation of the programme.

In addition to the core management team of the programme, a technical team is being assembled to provide technical support across a range of cross-cutting issues, including gender, youth and children, community participation, and others, to ensure that such issues are appropriately addressed as core parts of implementation.

A UNDP Indonesia interdisciplinary team coordinated by the Crisis Prevention and Recovery Unit (CPRU) will support the consolidation, management and successful implementation of the Emergency Response and Transitional Recovery Programme. The team is being supported by seconded technical expertise in transitional recovery programming from UNDP's Bureau for Crisis Prevention (including, amongst others, the Regional Disaster Adviser and from the Disaster Reduction Unit of BCPR, Geneva).

UN Agency Partnerships and Coordination:

A number of UN agencies are providing assistance in Aceh province or planning to do so. To date, UN agency engagement has focused on addressing the emergency conditions precipitated by the disaster. As the emergency context has begun to ameliorate, agencies are increasingly addressing issues of restoration of livelihoods. The programme will include partnerships with a number of UN agencies, including UN-HABITAT, ILO and FAO, as well as others, for their collaboration with the ERTR programme through provision of substantive support, technical services, and advisory support in line with their respective mandates, and/or on implementation of specific activities of the ERTR programme. The roles of specialized UN agencies in the ERTR programme include:

- Substantive inputs to programming, project design and implementation of various components;
- Mobilizing donors support either in the form of increased funding or access to expertise or both;
- Enhancing the implementation capacity of the Programme;
- Advocacy;
- Provision of technical assistance in areas of specialized competence;
- Complementary programming.

UN Agency partnerships include:

- Implementation of activities: In instances indicated in the Framework, specific activities within the ERTR programme will be undertaken and managed by other UN agencies. In these cases UNDP would channel financial resources to agencies for them to implement components and/or provide technical services in line with the objectives of the ERTR programme. Where actual transfer of funds is involved, UN agencies will be engaged through inter-agency Letters of Agreement that will stipulate the activities to be undertaken and results to be achieved within the framework of the ERTR programme.
- Parallel and complementary programming: In some cases, agencies have already mobilized funds through their own mechanisms, and are planning programming that is complementary to the objectives of the ERTR. The ERTR programme will engage such agencies to develop joint parallel programming. Coordination will be undertaken through the programme's steering and technical committees, as well as established coordination forums (such as UNDAC, and the working groups, including the livelihoods ones chaired by UNDP). This UNDP programme does not replace other forms of agency collaboration and joint programming above and beyond the remit of this specific programme.

Agreements with a number of agencies are being established, while in other cases UNDP is working with agencies to identify opportunities for parallel and complementary programming.

- **UN-HABITAT:** Implementation of specific activities in the “Recovery of housing, settlements and associated infrastructure” component, including rehabilitation and reconstruction of housing and technical assistance for governance issues for housing, land rights, and urban planning.
- **ILO:** Implementation of some activities in the “recovery of livelihoods” component, including employment services and skills training, and provision of appropriate technical assistance.
- **FAO:** Activities by FAO that could be supported by the ERTR include assessments, project identification, and implementation of technical assistance in the areas of agriculture and fisheries.
- **UN Volunteers:** The mobilization of volunteers to enhance the implementation capacity of the programme and to strengthen local capacity and participation in programme activities.
- **Others:** A number of other UN agencies may be engaged as part of implementation of the ERTR programme, which could include UNIDO (technical assistance for industry planning), UNESCO (possibly technical assistance for early warning), and UNEP (environmental programming).

Implementation Arrangements:

Management of the various components of the programme will be based on shared responsibilities with substantive partners. Implementation of this programme will be undertaken through partnerships with local and national authorities, national NGOs, civil society groups, the private sector, and international organizations. In making decisions about what implementation approach or partner to use, priority will be given to prospects for efficiency and effectiveness in delivery. However, whenever possible, local and provincial capacities will be directly engaged, although the best approach in this respect would be to match local partners with national or international partners to augment implementation of activities with capacity-building support. Implementing partners are selected through a range of mechanisms as appropriate, including competitive processes (requests for proposals, invitations to bid, etc.).

Part IV. Monitoring and Evaluation

An overall monitoring framework is being designed to ensure effective multi-stakeholder (UNDP, Government, civil society, community) monitoring of activities supported through the programme, through on-site monitoring, regular reporting, and financial expenditure tracking, to ensure accountability and transparency in the use of programme resources, and to ensure that lessons learned are distilled and shared between stakeholders. Participatory community committees will be employed to monitor implementation. The monitoring framework will involve observation and complaint registers where members of the community can provide feedback. Additionally, teams of national and international UN Volunteers have been fielded to support effective monitoring of programme implementation and delivery. The objectives of the monitoring and evaluation system for the programme are to:

1. Monitor programme delivery to identify issues that need corrective action and ensure that additional assistance is provided early;
2. Identify key lessons learned and successes stories from programme implementation in relation to post-crisis recovery to feedback into planning and implementation processes of UNDP, the Government and development partners;

3. Effectively monitor the development situation to inform future programming;
4. Provide an effective overall evaluation of programme performance; and,
5. Ensure financial accountability and transparency in the use of resources.

The programme's financial resources will be managed through a series of controls at various levels. All financial transactions are monitored, recorded, analyzed and reported through UNDP's newly introduced ATLAS Enterprise Resource Planning (ERP) system. Approved project budgets and expenditures will be publicly posted in project areas, as well as on the UNDP website. The operation of the Country Office, along with all projects implemented within UNDP's country programme, are audited on a regular schedule by the Office of Audit and Performance Review internally and the UN Board of Auditors externally.

UNDP's programme monitoring framework will also be linked into the monitoring framework being established by UNDAC/OCHA for the purpose of monitoring activities funded under the Flash Appeal. This will include joint monitoring by UN agencies and both local and international NGOs, using indicators developed collectively by all parties.

As indicated above (see Output 4. e. Monitoring Aid Effectiveness), UNDP will engage with third party organizations and institutions in a capacity to monitor aid effectiveness, in order to generate information on how funds channeled by UNDP are translating into impacts for affected populations and local institutions on the ground. This information will feed into ongoing programme development and refinement, and will complement the monitoring systems being established both within the UNDP supported programme and the wider UN system.

Part V. Legal Context

This Project Document shall be the instrument envisaged in Article 1 of the Agreement between the Government of Indonesia and the United Nations Development Programme (UNDP) concerning the assistance under the Special Fund Sector of the UNDP, signed by the parties on 7 October 1960 and endorsed in a letter form the Ministry of Foreign Affairs of the Government of Indonesia dated 25 January 1967.

The standard procedures for accounting and financial reporting for direct execution, as provided for in Financial Regulation 17.5 of the UNDP Financial Manual, will apply to this Programme.

The following types of revisions may be made to this Programme Document, with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the Programme Document have no objections to the proposed changes:

1. Revision in, or addition of, any of the annexes of the programme document;
2. Revision which does not involve significant changes in the immediate objectives, outputs or activities of the programme, but are caused by the rearrangements of inputs already agreed to or by cost increases due to inflation, and;
3. Mandatory revisions that re-phase the delivery of programme inputs or increased experts or other costs due to inflation or take into account expenditure flexibility.

Section II – Results and Resources Framework

Intended Outcome as stated in the Country Programme Results and Resource Framework: Crisis prevention approaches integrated into Government recovery, development and planning frameworks.				
Applicable MYFF Service Line: Recovery				
Partnership Strategy: Implementation of this programme will be undertaken through partnerships with local and national authorities, national NGOs, civil society groups, the private sector, and international organizations. At the UN agency level, partnerships with specialized development agencies will be required, and UNDP is already developing agreements with ILO, UN-Habitat and FAO. Others are expected to join so that the technical resources of the UN are brought fully to bear in recovery efforts. UNDP is operating in close interaction with other agencies currently in the area including UNHCR, UNICEF, WFP and WHO.				
Project title and ID (ATLAS Award ID): Aceh Emergency Response and Transitional Recovery Programme (00038024)				
Intended Outputs	Output Targets ¹ (Two Year Programme)	Indicative Activities	Responsible parties	Inputs
1. Immediate employment and rehabilitation through “cash for work”	<ul style="list-style-type: none"> Provision to local authorities of crews of heavy equipment Provide temporary employment for up to 30,000 persons Establishment of waste recovery facilities 	<ol style="list-style-type: none"> Provision of heavy equipment plus operating crews Labour intensive clearing of rubble and public service facilities Other “cash for work” activities targeting the specific productive activities and needs of women and men Provision of technical and fund assistance for waste management Support for local Tsunami waste recovery facilities Supervision, technical assistance and monitoring 	<ul style="list-style-type: none"> UNDP ILO Local and national authorities Private contractors Local, national and international NGOs TA providers 	<ul style="list-style-type: none"> ALD Employee Costs International Consultants (TA) Local Consultants (TA) Contractual Services (Individuals) Travel Costs Contractual Services Rental of premises IT Equipment Other Equipment
2. Recovery of livelihoods	<ul style="list-style-type: none"> Common coordinating framework for livelihoods agreed with local governments 	<ol style="list-style-type: none"> Formulation of common coordinating framework and common tools between 	<ul style="list-style-type: none"> UNDP ILO FAO 	<ul style="list-style-type: none"> ALD Employee Costs International Consultants (TA) Local Consultants (TA)

¹ Output targets are indicative and depend on further assessments and budget availability.

Intended Outputs	Output Targets ¹ (Two Year Programme)	Indicative Activities	Responsible parties	Inputs
	and relief/development actors <ul style="list-style-type: none"> • Over 150,000 clients including small and micro-enterprises, petty traders, fishermen and farmers benefiting from financial capital 	agencies <ol style="list-style-type: none"> 2. Livelihoods assessment activities 3. Community grants programmes 4. Rehabilitation of economic infrastructure 5. Emergency Employment services 6. Technical assistance and capacity-building for microfinance institutions 7. Skills trainings for livelihoods 8. Supervision, technical assistance and monitoring 	<ul style="list-style-type: none"> • Local and national authorities • Private contractors • Local, national and international NGOs • Micro-finance institutions • TA providers 	<ul style="list-style-type: none"> • Contractual Services (Individuals) • Travel Costs • Contractual Services • Premises • IT Equipment • Other Equipment
3. Recovery of housing, settlements and associated infrastructure	<ul style="list-style-type: none"> • 10,000 families benefiting from housing packages and/or community infrastructure 	<ol style="list-style-type: none"> 1. Provide grant funds for housing rehabilitation and reconstruction 2. Provide grant funds for reconstruction of associated infrastructure 3. Provide technical assistance for hazard resistant shelter rehabilitation 4. TA and capacity-building activities to deal with housing, land and property rights 5. Supervision, technical assistance and monitoring 	<ul style="list-style-type: none"> • UNDP • UN-HABITAT • Local and national authorities • Private contractors • Local, national and international NGOs • TA providers 	<ul style="list-style-type: none"> • ALD Employee Costs • International Consultants (TA) • Local Consultants (TA) • Contractual Services (Individuals) • Travel Costs • Contractual Services • Rental of Premises • IT Equipment • Other Equipment
4. Strengthening governance capacity for sustainable recovery and risk-reduction.	<ul style="list-style-type: none"> • Local government offices in target areas re-established and functioning • Functioning of NGO forums strengthened • Regular independent reports 	<ol style="list-style-type: none"> 1. Technical and advisory support to participatory planning and assessment processes for recovery and reconstruction 2. Institutional support to strengthen public administration and civil society 	<ul style="list-style-type: none"> • UNDP • UNV • Local and national authorities • Private contractors • Local, national and international NGOs 	<ul style="list-style-type: none"> • ALD Employee Costs • International Consultants (TA) • Local Consultants (TA) • Contractual Services (Individuals) • Travel Costs

Intended Outputs	Output Targets ¹ (Two Year Programme)	Indicative Activities	Responsible parties	Inputs
	<p>issued on aid effectiveness</p> <ul style="list-style-type: none"> • Radios distributed to internally displaced and Tsunami-affected persons • Disaster response mechanisms at the local level established and strengthened 	<p>capacity</p> <ol style="list-style-type: none"> 3. Short intensive trainings for civil servants, private sector and civil society 4. Support to multi-stakeholder aid monitoring processes, including provision of information for E-Aceh and enhancing information dissemination 5. Support to reestablish and enhance functioning of media 6. Support legislation on disaster management and disseminate best practices for construction in areas of high hazard potential 7. Enhance capacities for community based disaster risk management 8. Design of gender mainstreaming strategy, project tools for partners, gender training workshops and monitoring by local women's organizations 9. Supervision, technical assistance and monitoring 	<ul style="list-style-type: none"> • TA providers 	<ul style="list-style-type: none"> • Contractual Services • Rental of Premises • IT Equipment • Other Equipment

Section III – Total workplan and budget

Project ID	Expected Output	Key Activities	Timeframe ²				Responsible Party	Planned Budget				
			Q1	Q2	Q3	Q4		Fund	Donor	Budget Description	Amount	
00041743 00042308	UNDP Support to Aceh Recovery	<ul style="list-style-type: none"> Operational support Establishment of field offices and logistical hubs Enhancing country office capacity Monitoring and supervision 	X	X	X	X	UNDP	04120/30	UNDP	71200	International Consultants	91,200
							UNDP	04120/30	UNDP	71300	Local Consultants	103,800
							UNDP	04120/30	UNDP	71400	Contractual Services – Individuals	68,250
							UNDP	04120/30	UNDP	71500	UN Volunteers	90,351
							UNDP	04120/30	UNDP	71600	Travel	48,066
							UNDP	04120/30	UNDP	72100	Contractual Services-Companies	7,000
							UNDP	04120/30	UNDP	72200	Equipment and Furniture	59,588
							UNDP	04120/30	UNDP	72300	Materials & Goods	78,087
							UNDP	04120/30	UNDP	72400	Communic & Audio Visual Equip	12,000
							UNDP	04120/30	UNDP	72500	Supplies	3,150
							UNDP	04120/30	UNDP	72800	Information Technology Equipmt	13,125
							UNDP	04120/30	UNDP	73100	Rental & Maintenance-Premises	13,394
							UNDP	04120/30	UNDP	73400	Rental & Maint of Other Equip	4,150
							UNDP	04120/30	UNDP	74200	Audio Visual&Print Prod Costs	4,150
						UNDP	04120/30	UNDP	74500	Miscellaneous Expenses	3,689	
		Sub total									600,000	
00042897	Immediate employment and rehabilitation through “cash for work”	<ul style="list-style-type: none"> Heavy equipment and crews Labour intensive clearing Other cash for work Technical Assistance Supervision and monitoring Others 	X	X	X	X	UNDP	TBD	Multi-Donor	71100	ALD Employee Costs	220,000
							UNDP	TBD	Multi-Donor	71200	International Consultants (TA)	60,000
							UNDP	TBD	Multi-Donor	71300	Local Consultants (TA)	32,000
							UNDP	TBD	Multi-Donor	71400	Contractual Services - Indivd	100,000
							UNDP	TBD	Multi-Donor	71600	Travel	20,000
							UNDP	TBD	Multi-Donor	72100	Contract. Services (Heavy Equip. & Lab)	8,500,000
							UNDP	TBD	Multi-Donor	72200	Equipment and Furniture	55,000
							UNDP	TBD	Multi-Donor	72800	Information Technology Equipmt	25,000
							UNDP	TBD	Multi-Donor	73100	Rental & Maintenance - Premises	10,000
							UNDP	TBD	Multi-Donor	73400	Rental & Maint of Other Equip	25,619
							UNDP	TBD	Multi-Donor	75000	GMS	452,381
		Sub total									9,500,000	
00042897	Recovery of livelihoods	<ul style="list-style-type: none"> Coordinating framework Assessment activities TA Supervision and 	X	X	X	X	UNDP	TBD	Multi-Donor	71100	ALD Employee Costs	220,000
							UNDP	TBD	Multi-Donor	71200	International Consultants (TA)	300,000
							UNDP	TBD	Multi-Donor	71300	Local Consultants (TA)	200,000
							UNDP	TBD	Multi-Donor	71400	Contractual Services - Indivd	128,000
							UNDP	TBD	Multi-Donor	71500	UN Volunteers	50,000
							UNDP	TBD	Multi-Donor	71600	Travel	80,000

² Detailed workplan being developed per component as part of implementation.

Project ID	Expected Output	Key Activities	Timeframe ²				Responsible Party	Planned Budget				
			Q1	Q2	Q3	Q4		Fund	Donor	Budget Description	Amount	
		<ul style="list-style-type: none"> monitoring Micro-finance Others 					UNDP	TBD	Multi-Donor	72100	Contractual Services	21,000,000
							UNDP	TBD	Multi-Donor	72200	Equipment and Furniture	50,000
							UNDP	TBD	Multi-Donor	72800	Information Technology Equipmt	25,000
							UNDP	TBD	Multi-Donor	73100	Rental & Maintenance - Premises	15,357
							UNDP	TBD	Multi-Donor	73400	Rental & Maint of Other Equip	74,500
							UNDP	TBD	Multi-Donor	75000	GMS	1,107,143
		Sub total										23,250,000
00042897	Recovery of housing, settlements and associated infrastructure	<ul style="list-style-type: none"> Labour intensive clearing and rehab Reconstruction of associated infrastructure Tool kits and construction mat's TA and capacity-building activities Others 	X	X	X	X	UNDP	TBD	Multi-Donor	71100	ALD Employee Costs	220,000
							UNDP	TBD	Multi-Donor	71200	International Consultants (TA)	300,000
							UNDP	TBD	Multi-Donor	71300	Local Consultants (TA)	350,000
							UNDP	TBD	Multi-Donor	71400	Contractual Services - Individ	128,000
							UNDP	TBD	Multi-Donor	71500	UN Volunteers	150,000
							UNDP	TBD	Multi-Donor	71600	Travel	100,000
							UNDP	TBD	Multi-Donor	72100	Contractual Services	31,000,000
							UNDP	TBD	Multi-Donor	72200	Equipment and Furniture	50,000
							UNDP	TBD	Multi-Donor	72800	Information Technology Equipmt	32,000
							UNDP	TBD	Multi-Donor	73100	Rental & Maintenance - Premises	10,000
							UNDP	TBD	Multi-Donor	73400	Rental & Maint of Other Equip	40,952
							UNDP	TBD	Multi-Donor	75000	GMS	1,619,048
		Sub total										34,000,000
00042897	Strengthening governance capacity for sustainable recovery and risk-reduction	<ul style="list-style-type: none"> Trainings Institutional support Media support Legislative development Participatory planning Aid monitoring Others 	X	X	X	X	UNDP	TBD	Multi-Donor	71100	ALD Employee Costs	220,000
							UNDP	TBD	Multi-Donor	71200	International Consultants (TA)	500,000
							UNDP	TBD	Multi-Donor	71300	Local Consultants (TA)	211,310
							UNDP	TBD	Multi-Donor	71400	Contractual Services - Individ	256,000
							UNDP	TBD	Multi-Donor	71500	UN Volunteers	50,000
							UNDP	TBD	Multi-Donor	71600	Travel	150,000
							UNDP	TBD	Multi-Donor	72100	Contractual Services	2,900,000
							UNDP	TBD	Multi-Donor	72200	Equipment and Furniture	100,000
							UNDP	TBD	Multi-Donor	72800	Information Technology Equipmt	44,000
							UNDP	TBD	Multi-Donor	73100	Rental & Maintenance - Premises	10,000
							UNDP	TBD	Multi-Donor	73400	Rental & Maint of Other Equip	82,500
							UNDP	TBD	Multi-Donor	75000	GMS	226,190
		Sub total										4,750,000
		TOTAL										72,100,000
		UNDP Funds										600,000
		TOTAL REQUIRED										71,500,000

Annex 1: Assets and Equipment

UNDP will keep separate records for equipment and vehicles purchased for the purposes of this project. As per UNDP rules and regulations, equipment purchased with project funds will remain UNDP property until formally transferred or otherwise disposed of at the end of the project. Pursuant to Government of Indonesia procedures, transfer/disposal of equipment at the completion of the project will be decided by the Coordinating Committee for International Technical Cooperation (CCITC) in consultation with other relevant Government stakeholders.