



WFP/Rein Skullerud

The Past, Present and Future: Aceh Tsunami Response, Recovery and Preparedness




**World Food
Programme**



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Introduction

WFP's role in Aceh from the emergency response following the December 2004 earthquake and the resulting tsunami has evolved tremendously over the years. WFP stayed on in Aceh to work on recovery and reconstruction following the massive relief efforts. WFP played a key role in recovery and reconstruction, and more recently focused its efforts on capacity development to enhance preparedness. Along the journey, sustainable operational and capacity development of both the people and assets of Aceh province have been achieved. It is important that the positive developments are incorporated into a lasting legacy to have a continuing impact on the region.

Kuntoro Mangkusubroto

Banda Aceh, 28 December 2004 - a convoy of trucks interrupt an atmosphere of horror permeating a city formerly known as "Kutaraja". The trucks' engines shattered the smell of death and left behind them a panorama of such enormous destruction that no one could ever have imagined. That was the second day after the world's most devastating tsunami this century and that memory will remain with me for all eternity.

The trucks were one convoy of many from the first wave of aid from WFP - a part of 403 thousand kilograms of food sourced domestically. That food supply, containing energy-biscuits and instant noodles, was distributed to 200 thousand survivors of the tsunami.

Still a part of my recollections, WFP played a significant role during the first days after the tsunami. Most of all was its commitment to provide food aid for six months to two million survivors spanning Sri Lanka, Indonesia, and the Maldives Island. Undoubtedly, WFP's swift action after the tsunami helped to avoid hunger and malnutrition. This assistance was a very important foundation for the people's recovery and it opened the way for a better and faster reconstruction effort.

The scope of work was extensive. Furthermore, with quite significant damage to land infrastructure, it was impossible for transportation to reach isolated spots. Because of this, WFP provided all of its sea and air transportation. Clearly, it was impossible for WFP to work alone. WFP collaborated with international logistic companies including, among others, TNT, World Vision, Save the Children, CARE, Mercy Corps, and Action Contre la Faim, in order that aid was distributed and monitored. The donation flowed from various sources both government and private. The principle donors, among others, were Australia, Japan, United States of America, American Red Cross, European Union, Canada, Germany, and the United Kingdom.

The Government of Indonesia completely supported WFP. This support was emphasized by the country's top leader. "We appeal to the nation's compassion and fellowship, and international solidarity in facing this extraordinary natural and humanitarian event," said President Yudhoyono several days after the tsunami.

Overall, for the people of Aceh and Nias, WFP provided food and technical assistance including logistical support and air transportation to the value of more than US\$220 million. Its role was very meaningful. So meaningful that we believe that it would be impossible for Aceh and Nias to be where it is today without WFP's contribution.

This book, hopefully, will become a window for all of us to understand the uncompromising work WFP provided. From us, the people of Indonesia, thank you WFP.

Kuntoro Mangkusubroto was the former Director of Aceh Nias Reconstruction and Rehabilitation Body, now the President Special Advisory for Development Monitoring and Evaluation (UKP4) of Republic Indonesia

Kuntoro Mangkusubroto

Banda Aceh, 28 Desember 2004 - sebuah konvoi truk memecah keheningan kelam yang mencekam di sebuah kota yang sebelumnya dikenal sebagai "Kutaraja". Suara mesin-mesin truk mengalihkan perhatian dari bau kematian dan seakan mengajak bergerak meninggalkan kehancuran besar yang tak terbayangkan. Itu adalah hari kedua setelah tsunami dunia yang paling dahsyat di abad ini, memori yang akan saya kenang selamanya.

Truk-truk tersebut merupakan salah satu konvoi dari rangkaian bantuan gelombang pertama WFP - membawa sebagian bantuan pangan dari total 403 ribu kilogram makanan yang dibeli dan didatangkan dari dalam negeri. Pasokan makanan tersebut, terdiri atas biskuit energi dan mie instan, dan didistribusikan kepada 200 ribu korban yang selamat dari tsunami.

Masih segar dalam ingatan saya, peran penting yang dijalankan WFP pada hari-hari pertama setelah bencana tsunami. Terutama akan totalitas komitmen WFP dalam menyediakan bantuan pangan selama enam bulan kepada dua juta korban tsunami, termasuk di daerah Sri Lanka, Indonesia, dan Pulau Maladewa. Tidak diragukan lagi, respons cepat WFP setelah tsunami sangat membantu menghindarkannya daerah bencana dari kelaparan dan kekurangan gizi. Bantuan awal saat darurat bencana merupakan fondasi penting bagi pemulihan masyarakat dan membuka jalan bagi upaya rekonstruksi yang lebih baik dan lebih cepat.

Ruang lingkup kerja tersebut sangat luas. Dengan tingkat kerusakan signifikan pada infrastruktur darat, tidak memungkinkan dilakukan upaya transportasi darat dalam mencapai tempat yang terisolasi. Karena itu, WFP menyediakan semua transportasi laut dan udara. Jelas, dalam pelaksanaannya WFP tidak bekerja sendiri. WFP bekerja sama dengan perusahaan logistik internasional termasuk, di antara lain, TNT, World Vision, Save the Children, CARE, Mercy Corps, dan Action Contre la Faim, agar bantuan kemanusiaan tersebut dapat segera terdistribusikan dan terpantau dengan baik. Sumbangan bagi Aceh dan Nias mengalir dari berbagai sumber baik pemerintah maupun swasta. Para donor utama, antara lain, adalah Australia, Jepang, Amerika Serikat, Palang Merah Amerika, Uni Eropa, Kanada, Jerman, dan Inggris.

Pemerintahan Indonesia sepenuhnya mendukung misi kemanusiaan WFP. Dukungan ini ditegaskan oleh pemimpin negara, "Kami berterima kasih atas kebaikan, persahabatan, dan solidaritas internasional yang kami terima dalam menghadapi bencana alam dan kemanusiaan yang luar biasa," kata Presiden Yudhoyono beberapa hari setelah bencana tsunami terjadi.

Secara keseluruhan, bagi masyarakat Aceh dan Nias, WFP telah menyediakan bantuan pangan dan bantuan teknis termasuk diantaranya dukungan logistik dan transportasi udara dengan nilai lebih dari US\$ 220 juta. Kontribusi yang sangat berarti. Sedemikian bermaknanya bantuan tersebut sehingga kita percaya bahwa Aceh dan Nias tidak mungkin seperti sekarang ini tanpa kontribusi WFP.

Semoga buku ini dapat menjadi jendela bagi kita semua dalam memahami totalitas kontribusi yang diberikan WFP kepada kita. Terima kasih WFP, dari kami rakyat Indonesia.

Kuntoro Mangkusubroto adalah Kepala Badan Pelaksana -Badan Rehabilitasi dan Rekonstruksi Aceh-Nias tahun 2005 - 2009, kini menjabat sebagai Kepala Unit Kerja Presiden bidang Pengawasan dan Pengendalian Pembangunan (UKP-PPP)

Governor of Aceh Province dr. H. Zaini Abdullah

The tsunami disaster on December 26, 2004 is far from forgotten by the people of Indonesia and the people in South East Asian, South Asian, and East African countries. Aceh was the most affected region with tsunami shattered facilities and infrastructure, more than 170,000 deaths, and multi-dimensional destruction in various sectors.

Although the tsunami is not forgotten, it does not mean the people of Aceh have to constantly relive it. On the contrary Aceh's people should rise up and catch up. Through the support of the Indonesian Central Government, our fellow friendly countries and international donor agencies, Aceh continues to improve. I would like to convey our gratitude to all parties that have helped Aceh bounce back from the disaster.

The United Nations World Food Programme (WFP) was the first UN agency present to arrive in the tsunami area and one of many institutions who were concerned about Aceh's recovery. The people of Aceh had enormous support from WFP during the emergency and recovery process. WFP fed 582,000 displaced people living in tsunami-affected areas, provided lunches to school children and delivered fortified food products to new mothers, pregnant women and children under the age of five.

Over a three year period, from January 2005 to April 30, 2008, a total of 1,200,000 beneficiaries received food aid. During that time, WFP distributed 175,000 tons of nutritious foods to 5,000 distribution points benefiting approximately 500,000 people from Aceh and Nias annually.

During this time WFP developed more comprehensive emergency operations in Aceh. The Sea Delivery and Logistics Programme (SDLP) was established in 2005 to coordinate the transport and shipping of an impressive and timely amount of food aid and reconstruction materials to the province of Aceh and Nias island. The affected areas also benefited from the operations of the United Nations Humanitarian Air Service (UNHAS), comprising a fleet of two helicopters and three fixed aircraft which carried 40,000 passengers and transported 1,000 metric tons of cargo. In addition WFP's Shipping Service was fully operational in 30 locations serving 84 UN and government agencies, NGOs and other international organizations, and transported over 98,000 metric tons of construction materials.

In collaboration with the Government of Aceh, WFP also ran an education programme designed to train port operators, and provided guidance on disasters preparedness and management. As a result, Aceh now has 232 personnel trained in port management with the skills to run a small to mid-sized shipping facility. The Port Management Programme inspired us to develop a new master's degree programme in Shipping, Logistics and Maritime Studies at the University of Syriah Kuala in Banda Aceh. WFP provided the University with the learning materials used in its courses such as training manuals to videos.

Through the tsunami disaster experience, we have learned that Aceh's physical recovery must be complemented with our readiness to respond to threats of natural disaster. To achieve this, local government through the Aceh Disaster Management Agency (*Badan Penanggulangan Bencana Alam*) worked closely with WFP on an in-depth logistics capacity assessment of Aceh. The resulting outcomes were combined with additional consultations and workshops to produce recommendations for logistics operations in disaster preparedness and response planning which have since been adopted by the Government of Aceh Province.

Banda Aceh, October 2012

Gubernur Provinsi Aceh dr. H. Zaini Abdullah

Bencana tsunami 26 Desember 2004 merupakan peristiwa yang tidak mungkin dilupakan masyarakat Indonesia dan masyarakat di berbagai Negara di kawasan selatan Asia dan barat Afrika. Bencana itu telah meluluhlantakkan berbagai sarana dan prasarana yang ada di negeri kita. Aceh adalah wilayah yang paling menderita akibat bencana tersebut. Tercatat lebih dari 170.000 korban meninggal, serta terjadinya kehancuran multi-dimensional di beragam bidang.

Meski tidak mungkin dilupakan, namun bukan berarti rakyat Aceh harus terus menerus mengenang peristiwa luar biasa itu. Malah yang terjadi, bencana ini justru memicu rakyat Aceh untuk cepat bangkit mengejar ketertinggalannya. Lewat dukungan Pemerintah Pusat, negara-negara sahabat dan berbagai lembaga donor internasional, Aceh terus berbenah. Untuk itu kami mengucapkan terimakasih kepada semua pihak yang selama ini telah membantu Aceh bangkit kembali dari keterpurukan akibat bencana tersebut.

Dari sekian banyak lembaga yang begitu peduli dengan kebangkitan Aceh, salah satunya adalah Badan Pangan Dunia (WFP) yang merupakan Badan PBB pertama hadir di lokasi bencana Tsunami. Rakyat Aceh telah merasakan betapa besarnya dukungan WFP pada saat bencana tersebut terjadi hingga proses *recovery* berjalan beberapa tahun berikutnya. Sebagai contoh, WFP telah memberikan bantuan pangan kepada 582,000 pengungsi yang tinggal di daerah terkena dampak Tsunami. Lembaga ini juga menjalankan program Pemberian Pangan di Sekolah (School Meal Programme) dan memberikan produk-produk makanan terfortifikasi untuk para ibu baru, wanita hamil dan anak di bawah usia lima tahun melalui program Ibu-Anak dan Nutrisi (Mother Child and Nutrition Programme).

Selama periode tiga tahun, dari Januari 2005 hingga 30 April 2008, total 1,200,000 penerima manfaat telah menerima bantuan pangan. Selama waktu itu, WFP berhasil mendistribusikan 175,000 ton makanan bergizi di sekitar 5,000 titik distribusi dan sekitar 500,000 rakyat Aceh dan Nias mendapatkan manfaat setiap tahunnya.

Selama kehadiran WFP di Aceh, lembaga ini punya catatan panjang dalam menjalankan misi kemanusiaannya. Sea Delivery dan Logistic Programme (SDLP) yang didedikasikan untuk mengkoordinasikan transportasi dan pengiriman bahan-bahan pangan rekonstruksi di Provinsi Aceh dan Kepulauan Nias, telah berhasil menuntaskan misinya dengan pengiriman bantuan kepada korban pada saat yang tepat. Rakyat Aceh juga menyaksikan hadirnya Layanan Penerbangan Kemanusiaan (United Nations Humanitarian Air Service/UNHAS), yang telah mengoperasikan dua angkatan armada helikopter dan tiga *fixed wing aircraft*, yang membawa 40,000 penumpang dan mengangkut 1,000 metrik ton kargo bantuan kemanusiaan. Sementara itu misi WFP Shipping Service sepenuhnya beroperasi di 30 lokasi melayani 84 organisasi dan institusi; dari Badan PBB, Pemerintah, LSM, dan organisasi internasional lainnya, dan telah mengirimkan lebih dari 98.000 metrik ton bahan bangunan.

Selain bantuan, WFP juga menjalankan program edukasi pemberdayaan pelatihan pelabuhan (WFP Port Management Training) serta pembinaan tentang persiapan dalam menghadapi dan mengelola bencana, bekerjasama dengan Pemerintah Aceh. Hasilnya, Aceh kini telah memiliki 232 personil tenaga trampil dalam manajemen pelabuhan untuk skala kecil dan menengah. Bahkan program pengelolaan pelabuhan ini member inspirasi kepada kami untuk melahirkan kurikulum baru di jenjang Master dalam bidang Studi Pengiriman, Logistik dan Maritim (Shipping, Logistics and Maritime Studies) di Universitas Syiah Kuala, di mana program tersebut akan menggunakan materi pembelajaran Pelatihan Pelabuhan WFP dalam bentuk manual pelatihan dan video.

Melalui pengalaman bencana Tsunami, kami telah belajar bahwa upaya pemulihan fisik aceh juga harus diikuti kesiapan dalam menanggapi ancaman bencana. Untuk itu, Pemerintah Provinsi Aceh melalui BPBA (Badan Penanggulangan Bencana Aceh) telah bekerja sama dengan WFP, berkolaborasi mengadakan evaluasi kapasitas logistic Aceh. Hasil evaluasi tersebut dikombinasikan dengan konsultasi dan pelatihan telah menghasilkan rekomendasi untuk operasi logistic dalam kesiapsiagaan bencana dan perencanaan respon, dan telah diadopsi oleh Pemerintah Aceh.

Atas nama Pemerintah Aceh, kami sangat berterima kasih atas dukungan yang telah diberikan WFP selama ini. Sekaligus, kami juga mengucapkan terimakasih kepada Multi Donor Fund (MDF) atas dukungan pendanaan pada pelatihan-pelatihan yang dikoordinasikan oleh WFP. Semoga kerjasama yang baik ini bisa kita tingkatkan di masa-masa mendatang.

Banda Aceh, 16 Oktober 2012



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Coco Ushiyama, World Food Programme Representative Indonesia

The Indian Ocean tsunami of December 2004 was one of the biggest humanitarian challenges that the international community faced more than eight years ago. The impact and scope of this natural disaster was without precedent; affecting Indonesia, Thailand, Sri Lanka, the Maldives and the east coast of Africa. More than 230,000 lives were lost and homes, property and livelihoods were destroyed. In Indonesia, Aceh province was the worst affected with more than 170,000 lives lost and over 2.8 million people directly or indirectly affected. To this day, images of vast devastation still haunt many.

The World Food Programme (WFP) was among the first on the ground to provide food aid to those in need, as well as logistics and telecommunications support to the entire humanitarian community. In the initial phase of the emergency, WFP was also one of the largest food aid providers, ensuring that we reached the most vulnerable groups, young children and women. While the speed of our response was critical, so was scale. By December 2005, we were reaching close to 1.2 million beneficiaries.

What is very unusual in WFP's story in Aceh is the speed, scale and extent of support provided. This publication documents our evolution, from immediate food aid phase to the recovery and reconstruction phase, to providing backbone assistance through the Shipping Service to rehabilitating bridges and other much needed infrastructure. WFP gradually invested in the soft infrastructure as well including training of port managers and other emergency preparedness and response support.

As President Bill Clinton, the UN Special Envoy for Tsunami Recovery stated "simple reconstruction is not enough. We must build back better". WFP is proud to have contributed to Aceh's efforts to build back better, together with our counterparts in the government and other stakeholders. WFP remains committed to working together with the Government and other stakeholders to build a strong and resilient nation.

We hope that this experience - from the emergency operation to current collaboration on capacity development - is something that others can learn from and models be replicated across Indonesia, one of the world's most disaster prone countries.

Coco Ushiyama, World Food Programme Representative Indonesia

Bencana Tsunami di Samudera Hindia pada Desember 2004 merupakan salah satu tantangan kemanusiaan terbesar yang dihadapi masyarakat internasional delapan tahun yang lalu. Dampak dari bencana alam yang tak terduga ini mempengaruhi banyak negara, diantaranya, Indonesia, Thailand, Sri Lanka, Maladewa, dan Pantai Timur Afrika. Lebih dari 230,000 jiwa meninggal, dan hancurnya beragam infrastruktur, rumah, *property* dan mata pencaharian. Di Indonesia, Provinsi Aceh merupakan provinsi yang mengalami dampak bencana terbesar, lebih dari 170,000 jiwa meninggal dan lebih dari 2,8 juta orang terkena dampak bencana, baik langsung maupun tidak langsung. Hingga saat ini, wajah kehancuran bencana tsunami masih menghantui banyak orang.

Badan Pangan Dunia, Perserikatan Bangsa-Bangsa (WFP) merupakan salah satu organisasi pertama di lokasi kejadian dan memberikan bantuan pangan kemanusiaan kepada yang membutuhkan, serta bantuan logistik dan telekomunikasi kepada seluruh organisasi kemanusiaan. Pada fase awal saat darurat bencana, WFP merupakan salah satu penyedia bantuan pangan terbesar, yang memastikan bahwa kelompok paling rentan dalam bencana, seperti anak-anak dan ibu, mendapatkan bantuan yang diperlukan. Kecepatan respon dan skala bantuan WFP saat darurat bencana tsunami Aceh sangat penting. Pada bulan Desember 2005, kami mampu mencapai sekitar 1.2 juta orang penerima bantuan.

Hal yang sangat tidak biasa ditemukan dalam perjalanan WFP di Aceh adalah tingkat kecepatan, jumlah dan besarnya bantuan serta dukungan yang diberikan. Publikasi ini didedikasikan untuk mendokumentasi evolusi perjalanan WFP dari fase pemberian bantuan pangan saat darurat bencana hingga fase pemulihan dan rekonstruksi – melalui layanan WFP *Shipping Service* yang menyediakan sarana transportasi untuk proses rehabilitasi jembatan-jembatan dan infrastruktur lainnya. Secara bertahap, WFP juga melakukan investasi di bidang infrastruktur lainnya – melalui pelatihan manajer pelabuhan dan pelatihan kewaspadaan saat darurat dan penanggulangan bencana.

Presiden Bill Clinton, sebagai Utusan Khusus PBB untuk Pemulihan Tsunami, menyatakan “Rekonstruksi yang sederhana tidak cukup. Kita harus membangun kembali dengan lebih baik.” WFP bangga telah berkontribusi dalam pembangunan kembali Aceh yang lebih baik bersama dengan mitra kami di pemerintah, dan pemangku kepentingan lainnya. WFP berkomitmen untuk bekerjasama dengan pemerintah dan pemangku kepentingan lainnya untuk membangun bangsa yang lebih kuat dan tangguh.

Kami berharap pengalaman ini, yang telah dilaksanakan secara menyeluruh dan komprehensif, sejak fase darurat bencana ke fase kolaborasi dalam hal pengembangan kapasitas, menjadi pengalaman yang dapat dipelajari beragam pihak, dan dikembangkan menjadi model-model yang dapat direplikasi di seluruh Indonesia, sebagai salah satu negara yang paling rawan bencana di dunia.



Indonesia, Banda Aceh, 18th January 2005

The images show the amount of devastation that the tsunami left after its passage in the area on December 26 2004. The images are aerial shots of Banda Aceh and of the west coast, where 800 kilometers of coastline in Aceh were destroyed. In some instances severe damage to the infrastructures is visible such as 2,618 kilometers of road, 3,415 school facilities, 517 health facilities, 669 government buildings, 119 bridges, and 22 ports. All were destroyed (Photo: WFP/Rein Skullerud
Copyright: WFP/Rein Skullerud)

Just before eight a.m. local time on 26 December, 2004, an earthquake measuring 9.0 on the Richter scale took place beneath the ocean floor off the Northwestern coast of Indonesia. A massive volume of water was displaced resulting in a giant wave, or tsunami. Minutes later, waves up to 35 metres high crashed onto the shores of Indonesia. The tsunami reached Thailand, Sri Lanka, the Maldives and India within a few hours. Some seven hours later, it hit the eastern shores of Africa. It was a natural disaster of epic proportions; the deadliest tsunami in recorded history.

REMEMBERING 2004 INDIAN OCEAN TSUNAMI

Aceh Province and the Northwest part of North Sumatra Province experienced devastation along the coast and up to 8 kilometers inland. The damage and loss from the earthquake and the following tsunami affected 17 out of the 21 districts of Aceh, and two districts in North Sumatra. These areas also included the islands of Sabang on the north tip of the province, the island of Simeulu, off the west coast and the north-western part of North Sumatra Province, including Nias island.

Banda Aceh, the provincial capital of Aceh Province was the most affected in terms of casualties and damages as the wave cut deeply into the densely populated areas of the city. The death toll and physical damages were also very high in the neighbouring district of Aceh Besar and the districts along the west coast, in particular West Aceh and Aceh Jaya.

Over 170,000 people died. Out of the 2.8 million people that were directly or indirectly affected, 2 million people needed support of which over 700,000 were homeless and displaced as their houses were completely destroyed or severely damaged and required major reconstruction or clearing of debris. The homeless had to seek refuge either in camps established by the government with the support of partners or in temporary shelters, such as school, mosques and other buildings.



EMERGENCY RESPONSE 2004 – 2006

Prior to the tsunami, WFP's presence in Aceh was very limited. The President of the Republic of Indonesia had issued a decree on a state of emergency after peace talks failed in May 2003. UN staff movements in Aceh were limited to the provincial capital, Banda Aceh. The Acehese conflict which lasted over two decades cost 10,000 lives and resulted in the displacement of 35,000 persons dispersed over the province. The conflict also had an impact on physical infrastructure, in particular the road network and social services such as health and education.

After the tsunami hit, one of the first steps WFP took within a few days was to set-up a headquarters in Banda Aceh, from which to manage the relief operation. In December 2004, WFP mobilized its assets to support the government's efforts in delivering life-saving food aid to the victims in Aceh.

During the first weeks of operation, WFP established a Tsunami Operations Centre in Jakarta, a base camp in Banda Aceh, and a sub-office in Medan as a main logistic hub for the emergency operation.

The first UN team to enter Banda Aceh was WFP led by the Country Director who secured food pipeline availability. Subsequently WFP was able to deliver food from Medan to Banda Aceh, three days after the catastrophe using trucks provided by our corporate partners.

In the first days and weeks WFP carried out airlifts of first response food items. In the week following the tsunami, WFP had already provided emergency food aid to more than 500,000 survivors in the worst affected areas in Aceh, established surface corridor, storage facilities and internal hubs. WFP requested the Combined Support Group for Indonesia military assets, to provide WFP food to the western shore by helicopter. The Indonesian army (TNI) and the Pakistani army cleaned up Banda Aceh port so it could receive incoming shipments. The TNI was assisted by the Australian army to repair the bridges on the road from Medan to Singil. By the end of January the food pipeline was established, stocks were being drawn from Bulog warehouses across Aceh Province, the floating warehouse was in place to supply the west coast and two landing craft were shuttling food to the coastal storage bases at Meulaboh, Calang, Lamno and Teunom.

WFP was also the first agency on the scene to install VSAT systems – a satellite communication device which allowed for the worldwide transfer of data, voice and video – at multiple sites throughout the disaster zone. Within 48 hours, computer and communications facilities were installed in key food distribution points around the area to track distribution of rice, biscuits and canned fish.

WFP expanded its operation to cover 1.2 million vulnerable people with essential life-saving food assistance in 14 districts across Aceh and Nias. Over the three year period, over 250,000 tons of nutritious food was distributed at more than 5,000 distribution points in Aceh and Nias valued at more than USD 200 million.

WFP also mounted three Special Operations valued at USD 74 million for essential logistic support, inter-agency coordination through the United Nations Joint Logistics Centre (UNJLC), and regional air services through the United Nations Humanitarian Air Service (UNHAS).

This was one of the largest operations WFP has ever mounted.

"I joined WFP in February 2005, one month after the tsunami and was involved in general food distribution. The infrastructure was badly damaged. For more than a year after the tsunami, many roads to affected areas were still inaccessible and we couldn't use the land or roads as food distribution channels. We needed to use helicopters provided by UNHAS for food drops to targeted areas, especially in remote areas"



WFP/Reza Fikri

(Muliadi, IFRC officer, former WFP programme assistant in charge in general food distribution, beneficiary of United Nations Humanitarian Service/UNHAS)

EMERGENCY RESPONSE 2004 – 2006

Effective Logistic Network to Immediate Food Assistance Distribution

In the immediate aftermath of the disaster, the food pipeline was immediately established to cover basic needs of the victims, including local purchases of rice, fortified noodles, fortified biscuits and vegetable oil.

In addition to the food pipeline, an effective logistic network was rapidly established. WFP purchased 20,000 metric tons of rice from the Indonesian Government's Logistic Coordinating Body (BULOG) and immediately faced an enormous challenge; with 1,585km of road and 1,880 bridges damaged after the tsunami, food distribution by land was totally inaccessible. Responding to the challenge, WFP intensified the utilization of helicopters and landing crafts along the west coast to ensure timely delivery to isolated communities.

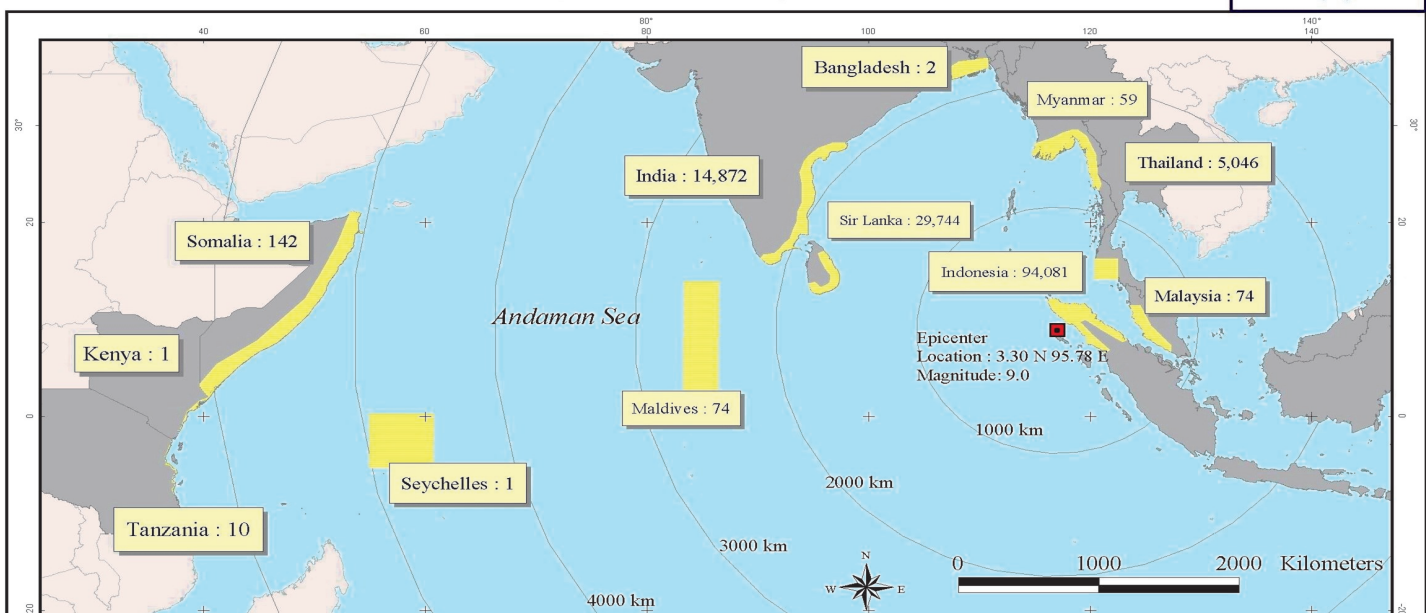
WFP field offices were established in four strategic locations in Aceh, namely, Lamno, Calang, Meulaboh and Lhokseumawe, where one-month buffer-stock was positioned. An additional office was established in Nias, North Sumatra Province. WFP food commodity tracking (COMPAS/ Commodity Movement Processing and Analysis System), a database to track the commodity movement, was immediately established and operational throughout Aceh province.

To move quantities of goods on that scale amidst the ruins of Aceh, with minimal land, sea and air transport facilities, WFP established an airline and created World Food Programme Shipping Service in 2005. The aim was to transport not only WFP's food and personnel but over 98,000 metric tons of non-food items that were required by the entire humanitarian community to help rebuild the shattered province.

Helicopters and landing crafts from the United Nations Humanitarian Air Service (UNHAS), under WFP operations, were intensively utilized along the west coast to ensure timely delivery to isolated communities. By introducing a fleet of dedicated aircrafts, UNHAS also become an essential component of the international humanitarian response to the devastating March 2005 earthquake on the islands of Simeuleu and Nias, Indonesia. The locations serviced were Meulaboh, Simeuleu, Nias and special flights to other destinations in the North Sumatra region. In case of a medical emergency, UNHAS provided rapid and life-saving medical evacuations to Medan.

Countries Affected by Asia Tsunami

Death Figures as of 3 January 2005



EMERGENCY RESPONSE 2004 – 2006

As aid from UN agencies and NGOs around the world piled into Banda Aceh, the airport became impossibly congested. The airport was small and not used to such heavy traffic, usually receiving only one or two flights a day before the tsunami.

In the early stages of the operation, air support was mainly provided by national Air Forces from various countries.

UNHAS managed a fleet of both military and civilian aircraft ranging from IL-76, C-130, Mi-8, DHC-6, DHC-7, F-27, BELL-206, BELL-212, SA330J, CN235, HS125, which enabled passengers to travel to locations in South East Asia such as Medan, Banda Aceh, Meulaboh, Subang and Nias.

One year after the shock, WFP's air operation assisted movement to close to 5,000 metric tons of relief cargo and provided free passenger air transport to close to 48,500 humanitarian aid workers and donor representatives. In addition, 49 medical evacuations, about four per month, were carried out. In total, almost 7,000 hours were flown.

WFP/Rein Skullerud



EMERGENCY RESPONSE 2004 –2006

WFP/Rein Skullerud



The World Food Programme Shipping Service (the Shipping Service) was established in the third quarter of 2005 and was part of the Sea Delivery and Logistics Programme (SDLP) funded by the Multi-Donor-Fund for Aceh and Nias (MDF). SDLP's task was to coordinate the transport and shipping of reconstruction materials in the province of Aceh and Nias Island. The service offered both actual shipping options for agencies involved in reconstruction and the capability to coordinate the associated landside logistics task.

The Shipping Service served 80 organizations, NGOs, UN and Government agencies. Nine Landing Craft (LCTs) and three Coasters were chartered; cargo-handling equipment procured for the project included 16 Manitou shore-handling units. The Shipping Service HQ was based in Banda Aceh, with port offices in Belawan (Medan), Calang, Nias, Sibolga and Simeulu and helped to overcome the serious logistical challenges posed by limited port capacity and poor infrastructure. Ships and landing craft chartered by the Shipping Service were Indonesian flagged and registered, thus funds went back into the Indonesian shipping industry.



WFP/Reza Fikri

EMERGENCY RESPONSE 2004 – 2006

Temporarily Disconnected from the World

With local telecommunication infrastructure collapsed and electricity sources down in many areas where the tsunami struck, the role of the World Food Programme's Information and Communications Technology (ICT) division was critical. "The first guy on the ground in an emergency is almost always ICT," says Mike Fletcher, the ICT Advisor at WFP's regional bureau in Bangkok, Thailand. "There's no bravado meant in this; we simply need to do our work first so that everyone else can do theirs."

WFP was the first agency on the scene to install VSAT systems – a satellite communication device which allows for the worldwide transfer of data, voice and video – at multiple sites throughout the disaster zone. Staff working out of the extreme environments in Aceh could be connected to WFP's regional bureau in Bangkok, headquarters in Rome, and the rest of the world.

Food Distribution

Within a week after the tsunami hit Aceh province, WFP had already mobilized food to the worst affected areas - providing emergency food aid for more than 500,000 survivors in Aceh. Rice, fortified noodles, biscuits, vegetable oil and canned fish were distributed monthly.

The distributions were a massive challenge as many areas that had to be reached were cut off because of the extensive damage. The prompt response was a major contribution to preventing a deterioration of the nutritional status of vulnerable children and mothers.

In late March 2005, following the major earthquake which occurred off the west coast of Northern Sumatra, WFP's emergency operation was intensified in the remote islands of Nias in North Sumatra Province. Given the level of food insecurity coupled with the trauma and distress experienced by the entire population, WFP targeted all sub-districts with a blanket approach. In April, WFP's assistance reached to 1.1 million people in Aceh and Nias, of which 562,000 beneficiaries were in Nias alone.

The implementation phase of WFP's emergency operations in Aceh lasted three years. With a total budget of USD 200 million a total quantity of over 250,000 metric tons of food required in Indonesia and reached of 1.2 million beneficiaries.



*WFP Food Distribution in Pidi region, Banda Aceh, 11th January 2005
Pidi three hours drive from Banda Aceh where IDPs affected by the Tsunami were transferred. One of WFP's implementing partners distributed 20,000 kgs of WFP rice to cover 1,975 IDPs redeployed in the area. Each beneficiary received 12 kgs per month.
Photo:WFP/Rein Skullerud Copyright: WFP/Rein Skullerud*

EMERGENCY RESPONSE 2004 – 2006

"After the tsunami, we were homeless and traumatized and had no idea how to get food and without aid, we would have died" Darni and her son received a monthly food aid ration of rice, vegetable oil and canned fish from WFP over the course of 2005

Darni was interviewed in 2005)



My children and I survived the tsunami waves by running all the way up to Peurada (village in Aceh, located at 11 meter above sea level). I later evacuated to Lhoksumawe and returned to Banda Aceh seven months afterwards. At that time, various humanitarian agencies were already operational and provided help in many ways, from food, health to logistic assistance.

I remember that my family and I received WFP food aid assistance because I asked my son to regularly queue to receive food aid for the whole family at the nearest food distribution point. My grandchildren also benefitted from WFP's School Feeding Programme, where they regularly received fortified biscuits in their schools.



Ibu Ramlah, WFP General Food Distribution Beneficiary



I became a WFP beneficiary shortly after the tsunami struck in 2004. I received all kinds of WFP food: rice, noodles, biscuits, vegetable oil and canned fish. The food aid saved my life. My family and I were fed by WFP food aid for at least one year. In July 2005, I worked at Medecins du Monde as Base Logistician in Calang where I had to travel by UNHAS flight every week. On one UNHAS flight, I was the only NGO staff on-board among all UN officials. The experience motivated me a lot and had me wishfully thinking "I wish one day I can be part of the UN as well"

"And now, here I am, having my wish come true.... I was recruited by WFP in February 2006 as a Radio Operator in Calang. Back then, WFP had more than one thousand staff working for tsunami operations in different capacities; from emergency operations, recovery programmes, UNJLC-Shipping Service and UNHAS.

Ikhsanuddin, Former WFP General Food Distribution beneficiary, officer in charge of WFP Banda Aceh Sub Office

RECOVERY PHASE 2006—2008

The focus of WFP's assistance in Aceh and Nias gradually shifted to recovery and rehabilitation oriented projects. Two major programmes established in the recovery phase: (1) Nutritional Rehabilitation Programme delivered nutritional education and fortified food to school aged children, children under five years old and pregnant and lactating women, and (2) targeted food for recovery which included food for work activities for food insecure families.

Investing in the future of Aceh through mothers and children

The Nutrition Rehabilitation Programme (NRP) was targeted to mothers and younger children, because they were the most vulnerable and key actors of future generations.

NRP in Aceh aimed to prevent mothers and children under five years old from becoming under-nourished. The Programme aimed to give them the opportunity to reach their full developmental potential, health and nutrition support needs to start during pregnancy and continue during the first years of life. NRP consisted of two major initiatives: mother and child nutrition and school feeding programme.

Under the mother and child nutrition project (MCN), nutrition education activities and fortified noodles and biscuits were delivered to approximately 122,000 pregnant and lactating women and 189,000 children under five years old across 1,800 *posyandus* (health posts) in nine districts. These activities contributed towards the reduction of anemia levels by more than five percent for children under five.



MCN programme at Posyandu Gp. Pineung in Banda Aceh, October 30, 2007



Photo copyright: Cut Alya

I loved it, when WFP biscuits were given and distributed at my school. WFP biscuits were tasty and made me full during my time at school. My parents and teacher were happy to see me and my friends receive WFP biscuits regularly in school. I happened to read WFP biscuit's ingredients and composition and realized that it was filled with complete and nutritious ingredients. I hope that WFP continues its support to ensure children's nutrition sufficiency in Indonesia because investing in the younger generation is an investment for the future

Cut Alya Monika, WFP School Feeding Programme beneficiary (WFP beneficiary when she was a fourth grade student, a nine years old child, and she is 17 years old now and in 11th Grade high school)

RECOVERY PHASE 2006—2008



WFP/Barry Came

Under the school feeding programme, nutritional education activities, as well as fortified biscuits, were delivered across 1,700 schools; covering more than 469,000 schools aged children. Teachers saw a consistent improvement in students' concentration and performance levels, which increased by over 10 percent. In addition, attendance rates remained above 90 percent. The WFP biscuits (fortified with 9 vitamins and 5 minerals) also acted as an incentive for children to attend schools.



*School Feeding programme at elementary school
Keude Meureudu, Pidie, October 30, 2007*

WFP/Keumang

RECOVERY PHASE 2006—2008

Investing in Communities

The focus was on capacity building of local counterparts and cooperating partners through a series of activities. These included disaster preparedness, contingency planning and training; and engaging cooperating partners in the management and distribution of food, and recovery and reconstruction efforts to get the people of Aceh and Nias back on their feet and on the road to recovery.

An additional activity, the food-for-work programme which used food as an incentive for communities to rehabilitate abandoned land, clear up canals and start independent agricultural initiatives such as the rehabilitation of coffee plantations. The 13,000 families involved in food for work programme have become more food secure and independent of WFP assistance.

To help increase sustainability, more than 7,000 government, local Red Cross and NGO counterparts received training on improved nutrition, project planning and implementation. To invest into local markets, all food provided was produced within Indonesia with value more than USD 55 million.

Through an intensive consultation process, WFP also contributed to the formulation of the Government's long-term strategy – The Master Plan for the Rehabilitation and Reconstruction in Aceh Province and Nias.

In April 2008 WFP handed over its food operation to the provincial government, thus phasing out its three-year food assistance programme in Aceh and Nias. The handover process of WFP's Recovery programme in Aceh and Nias went smoothly and received strong support from Agency for the Rehabilitation and Reconstruction of Aceh and Nias (BRR NAD-Nias), district and sub-district authorities. The partnerships and close co-operation with local authorities led to seven districts agreeing to continue the NRP programme.



“The WFP food distribution and programme implementation system were well organized; consistent and implemented timely. Two crucial factors in WFP programme implementation; information were transparent and involvement of and support by local people. Those two factors helped ensure that suspicion and fear were avoided among Aceh people who had just escaped from traumatic political conflict and disaster.”

WFP technical assistance to farmers in public infrastructure rehabilitation initiatives such as irrigation canals, drainage, roads, farming, provided direct benefit to the people of Aceh, especially in Pidie district, which was under the coordination of the Keumang Foundation”

Yusri Yusuf, Keumang Foundation Chairman, WFP Implementing Partner for General Food Distribution, School Feeding, Mother Child and Nutrition and Food For Work Programmes



PREPAREDNESS AND CAPACITY DEVELOPMENT 2008–2012

Port Capacity Development

Indonesian authorities asked WFP to continue providing logistics support to the Aceh recovery mission even after the shipping service had been wound down. In addition, the government's Aceh Rehabilitation and Reconstruction Agency (BRR), responsible for supervising rebuilding efforts in the province, requested WFP to train Aceh's port staff, many of whom were replacing personnel who died in the tsunami.

The task was taken on by WFP's Logistics Support Unit (LSU), whose team members taught 138 courses to the equivalent of more than 2,000 trainees between December 2008 and September 2010. The courses, in both English and Bahasa Indonesia, covered a wide range of shipping-related subjects, from port safety and security to human resources, budgeting and accounting.

Through port capacity development operations funded by the Multi Donor Fund (MDF), WFP Logistics Support Unit provided infrastructural support by developing and maintaining cargo forecasting databases. Strategically linking up and planning cargo movements, this tool was intended to assist port and harbour staff to plan port operations in an efficient and sustainable manner. The training component being delivered to port staff will be carried out by Syiah Kuala University, in Banda Aceh.



"Previously, in UleLheue Port there were inefficiencies in port traffic and arrangement of incoming and out-going goods and passengers. After I took control of UleLheue Port and implemented all training materials provided by WFP's Port Management Training, the flow of traffic and port activities became more effective and efficient and port staff were more professional"

**Naziruddin (Ampon),
Head of UleLheue Port, Aceh Province,
beneficiary of WFP Port Management Training**



Photo Copyright: Shamima Khan

"After the tsunami, many areas were completely isolated, and impossible or extremely difficult to reach overland, and even by air. The SDLP opened up access to these areas, and relief and reconstruction materials from the government as well as from many other partners could be delivered to hard-to-reach areas. The enabling effect this had on the reconstruction was phenomenal, greatly enhancing the speed and scope of relief and response activities. The later focus of the project on capacity building also promotes sustainability of investments made by the MDF, by ensuring that the necessary skills have been transferred to properly operate and maintain the improved systems and facilities created. By having this training curriculum housed at UNSYIAH after the closure of the project, and thereby transferring this role to the relevant local institution, we trust that the training can continue to benefit port staff, not only in Aceh and Nias, but also across Indonesia."

Shamima Khan, Manager, Multi Donor Fund for Aceh and Nias

PREPAREDNESS AND CAPACITY DEVELOPMENT 2008—2012



Syiah Kuala University is currently in the process of incorporating and institutionalizing the training programme into its existing faculty course for sustainable impact. Another longer-lasting legacy was the creation of a new master's degree programme in Shipping, Logistics and Maritime Studies. WFP contributed the learning materials used in its courses, from training manuals to videos, to the University of Syiah Kuala in Banda Aceh.

A study of supply chain optimization of logistical processes in Aceh was undertaken with the joint participation of the provincial planning department and the State University of Syiah Kuala. The study provided specific key recommendations for the provincial government on supply chain matters related to Aceh.



"We are proud to be partnered with WFP to facilitate the port management training education. We received very good feedback from the participants and the training materials provided were practically implemented. We even received requests to continue the training from 100 more participants which unfortunately we cannot facilitate at this time. There is a plan to institutionalize the training into a higher master degree programme in Syiah Kuala University, helping to ensure a sustainable impact in capacity development"

**Professor Darusman, Universitas Syiah Kuala,
Implementing Partner of WFP Port Management Training**

PREPAREDNESS AND CAPACITY DEVELOPMENT 2008–2012

In addition to transferring a wealth of knowledge and skills, the LSU also handed over equipment needed to run the ports, including 16 forklifts, two reach-stackers for unloading ships, six trucks and office equipment and computers. Both the training and the office equipment were financed through a cost recovery scheme the Shipping Service had earlier instituted which raised close to USD 2.4 million in shipping fees from NGOs, private partners and other agencies that used the service.



"The strong collaboration that the WFP SDLP fostered with various relevant government agencies greatly enhanced the ownership and, maybe more importantly, the sustainability of the investments. From the start all the way up to project closure, the SDLP built strong partnerships with central, provincial and local governments to support program implementation. The project also smoothly managed the program focus shifting from transport and shipping services to providing comprehensive training programs for port management, logistics support and disaster preparedness."

Safriza Sofyan, Deputy Manager, Multi Donor Fund for Aceh and Nias

Photo copyright: Safriza Sofyan



PREPAREDNESS AND CAPACITY DEVELOPMENT 2008–2012

Disaster Risk Reduction

As the port training programmes concluded, WFP's focus in Aceh shifted from building the province's maritime capacity to enhancing disaster risk reduction activities. In particular focus was the emergency preparedness and response capability of Aceh's Disaster Management Agency (BPPA) and its affiliates.

The strategic focus of the WFP Disaster Risk Reduction is on developing the preparedness capabilities of the host government to enable them to independently respond to any future disasters.

When WFP was asked to enhance the humanitarian logistics and telecommunications capacities of Aceh's disaster management unit (BPBA), it chose to forge an unusually close relationship. It moved into the same premises and embedded staff within BPBA's ranks. The result was to bring the staff of both organizations into daily intimate social and professional contact, greatly facilitating coordination, communication and especially mentoring.

In 2010 WFP launched a two-year project fully funded by the MDF that, among other measures, involved:

Logistics Capacity Assessment

WFP and BPBA jointly conducted an in-depth logistics capacity assessment of Aceh and Nias. The resulting outcomes were combined with additional consultations and workshops to produce recommendations for logistics operations in disaster preparedness and response planning.

I have learnt how to manage all aspects of logistics, how to differentiate them based on priority and needs before and during disaster; and how to distribute the supplies to the disaster victims efficiently and effectively.

When disasters occur, you are faced with very limited time to prepare things.

The training developed our response skills to manage logistics for emergency response"

Safrizal SP M.PA, BPBA official, beneficiary of WFP DRR training for Humanitarian Logistics

Augmenting DRR Coordination

As coordination is such a critical factor in disaster responses, WFP focused on augmenting the coordination within the DRR community in Aceh in order to improve communications and cooperation. To this end WFP directly implemented multiple workshops or seminars on related issues throughout the project lifecycle.

Radio Communications

WFP established a radio communication facility for Aceh and Nias disaster management units to improve coordination and communication during emergency responses. This involved the provision of Emergency Mobile Telecommunication Kits for disaster management agencies in Aceh and Nias. To supplement the telecommunications equipment; WFP is also providing "mobile logistics hubs" (including customs built prefabricated warehouses and offices) for deployment with the telecommunications equipment in emergency responses.

"We received WFP DRR training both in theory and implementation. We did a simulation drill for disaster rescue acts and received guidance on how to use of telecommunications equipment. I think the simulation practice is very important for us since during disaster telecommunications are often paralyzed.

The training prepares us to face the real thing ahead"

Derial Novriandri, BPBA official, beneficiary of WFP DRR training for Emergency Telecommunications

PREPAREDNESS AND CAPACITY DEVELOPMENT 2008—2012

DRR Training Programmes

WFP Indonesia developed and delivered Emergency Preparedness and Response Training Programmes for disaster management agencies in Aceh and Nias. These were delivered to 395 participants over 79 training days.

The core of the training programme was focused on humanitarian logistics and emergency telecommunications. Feedback from participants was positive and indicated that they wanted further training for themselves and other members of their respective departments.

Asset Management

The projects mechanical handling assets were maintained through cost recovery mechanisms and were pre-positioned in preparedness for use in emergency responses. As a part of the projects exit strategy all project assets are gradually being transferred in a phased transition to government agencies. Transfers are conducted in accordance with donor mandates and government regulations.



“Public Advocacy for disaster risk reduction and management is an on-going process and must be implemented to prepare the people and to reduce potential loss of disaster. WFP with the expertise and experience in disaster handling management, helped to prepare the BPBA team with the needed DRR capacity which are very useful for us in setting up the foundation of emergency preparedness and response capability of people in Aceh”

Dr. Asmadi Syam, Head of Aceh’s Disaster Management Agency (BPPA)

WFP considered the Disaster Risk Reduction initiatives as a pilot for future programmes across Indonesia. A series of internal and external analyses clearly identified potential demand for the continuation of the capacity development approaches developed in Aceh. WFP pioneered a new kind of relationship to strengthen the capacities of the Disaster Management Office in Aceh.



“Simple reconstruction is not enough. We must build back better. The tsunami recovery effort is the best chance we have to show that we can create a better life and new opportunities for communities in the wake of human tragedy.”

President William J. Clinton, UN Special Envoy for Tsunami Recovery

Eight years after the tsunami: Moving Forward from Emergency Responses to Sustainable Capacity Development

Following the Indian Ocean tsunami of December 2004, the immediate response was to save survivors. Despite enormous obstacles, through the humanitarian efforts, generous contributions, collaborations and partnerships, and the resilience of Aceh-Nias people, the foundation for much improved disaster preparedness have been laid.

WFP’s support to the tsunami and earthquake affected populations of Sumatra extended far beyond the usual logistical services to encompass an array of capacity building initiatives. Among its achievements was the establishment of an extensive network of well-managed, modern seaports in Aceh that now contribute to the development of the province. It further reinforced the capacity of provincial disaster preparedness and response institutions with a focus on logistics and emergency telecommunications in Aceh province.

Indonesia remains one of the most vulnerable countries to natural disasters and continues to face large impact disasters such as earthquakes, tsunamis and volcanic eruptions. Learning from the experience, we hope that Aceh Province is now better prepared to respond to natural disasters and emergencies.

Capacity building, strengthening the government’ capacity to respond and mitigate the impact of disasters and continuous public advocacy are important components to ensure that post tsunami developments are sustainable for the benefit of Aceh People.

All of the WFP programmes during emergency, recovery and capacity development of Aceh were made possible through generous contributions of the country donors:



ACRONYMS AND REFERENCES

Acronyms

BULOG	Indonesia's national logistics/procurement agency
BPBA	Disaster Management Agency of Aceh Province
BRR	Aceh Rehabilitation and Reconstruction Agency
COMPAS	Commodity tracking system
DRR	Disaster and Risk Reduction
FFW	Food for work
LSU	Logistic Support Unit
MCN	Maternal-Child nutrition
SDLP	The Sea Delivery and Logistics Programme
TNI	Indonesian military
UNHAS	United Nations Humanitarian Air Service, managed by WFP
UNJLC	United Nations Joint Logistics Centre
WFPSS	World Food Programme Shipping Service

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