



Enhancing resilience and restoring agricultural productive capacity and food security through social protection in Indonesia

Emergency assistance for post-earthquake and tsunami recovery through cash assistance in Central Sulawesi

Context

On 28 September 2018, a series of strong earthquakes struck Indonesia's Central Sulawesi Province, the strongest of which recorded a magnitude of 7.4, a depth of 10 km and an epicentre close to the provincial capital, Palu. The earthquake triggered a tsunami with waves that reached up to three metres in some areas and led to liquefaction of terrain and landslides that caused considerable damage and loss of life in affected areas. Buildings were submerged and hundreds of people died, with many more missing. Aside from the damage to housing and critical infrastructure, agriculture was severely affected, accounting for around 40 percent of the total loss. The Humanitarian Forum Indonesia (HFI)-led Joint Needs Assessment (JNA), conducted in early October 2018, found that nearly half of the surveyed population faced food shortages. The earthquake also caused damage to the irrigation system. Before the earthquake, Central Sulawesi Province was one of the major agricultural production centres of the island, especially for food crops and vegetables. However, the damage caused to agriculture vastly deteriorated horticulture and the production of other food crops. Farmers lost their production capacity and livelihoods, and became reliant on food aid.

In the context of the severe impact of the earthquake and related tsunami, FAO implemented an intervention that sought to address food insecurity, loss of livelihoods and destruction of agricultural and fishing assets among affected households, including pregnant and lactating mothers with children under 5 years of age. **This intervention was part of the programme Emergency support to restore food production and livelihoods of vulnerable households affected by the earthquake and tsunami in Central Sulawesi, Indonesia.** The project ran from October 2018 to June 2019 and aimed to address immediate nutritional needs and restore food production and livelihoods after the earthquake, while also strengthening community resilience to shocks, and climate change in particular, through the cash+ approach.

Key facts



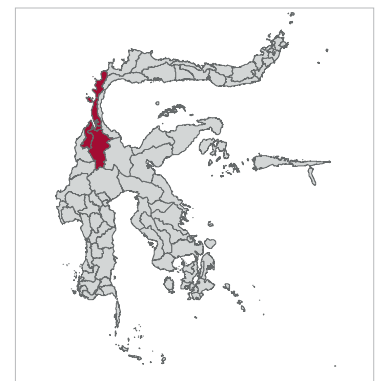
Social protection intervention

- cash assistance to farming and fishing households affected by the 2018 Sulawesi earthquake and tsunami
- in-kind distribution of vegetable seeds and fertilizer
- implemented by leveraging the beneficiary list and cash delivery mechanism of the Family Hope Programme



Geographical coverage

Indonesia, Central Sulawesi, districts of Palu, Sigi and Donggala.



Source: United Nations. 2004. *Map of Indonesia*. [Cited 07 June 2023]. reliefweb.int/map/indonesia/indonesia-location-map-2013



Target group

The project benefited a total of 11 855 households, which amounted to 59 275 direct beneficiaries.



Gender

The intervention gave precedence to households with pregnant and lactating women aligning the cash transfer to the Family Hope Programme, and 27 percent of the beneficiary households were women-headed households.

Cash+

Cash+ is an approach that combines the delivery of cash transfers with productive inputs, assets and/or technical training, aimed at supporting beneficiaries to address immediate needs while also engaging in productive activities. In this case, cash assistance was coupled with the provision of agricultural inputs for horticultural production and the supply of fishing equipment. This promising practice explores how the cash+ approach in Indonesia contributes to enhancing resilience and restoring agricultural productive capacity through linkages with the social protection system.



Adapted from: FAO. 2018. *Cash+: Cash and voucher toolbox*. Rome. <https://www.fao.org/3/i7644en/i7644EN.pdf>

Methodological approach

Coverage

The intervention targeted the districts worst affected by the earthquake. In these areas, beneficiary households were selected based on food insecurity, vulnerability and climate vulnerability criteria, following a joint needs assessment led by the Humanitarian Forum of Indonesia. The assessment was conducted shortly after the earthquake, in October 2018, and revealed that nearly half of the surveyed population was facing food shortages.

Initially, the cash transfers were to target only those households that were also receiving agricultural or fishing inputs. However, only 608 of those households met the selection criteria for cash assistance. Thus, in collaboration with the Provincial Office for Social Affairs, the cash beneficiary list was expanded to include households registered within the Family Hope Programme and affected by the disaster, even if they were not reliant on agriculture and fishing for their livelihood. As a result, the project reached a total of 11 855 households (59 275 people). Of these, the cash assistance intervention reached 3 866 households with pregnant or lactating women and children under five years of age, of which 27 percent were female-headed households. These beneficiaries were located across 166 villages within 22 subdistricts in Palu, Sigi, and Donggala. Of the total households reached: 608 received both horticultural inputs and cash transfers; 2 650 received both fishing inputs and cash assistance; 7 989 received only horticultural inputs; and 608 received only cash assistance. These groups partially overlapped, with farming and fishing households also receiving cash transfers, while some cash-recipient households were identified among non-agricultural households through the beneficiary registry of the Family Hope Programme (FAO, 2020). The final list of recipients was reviewed and endorsed by local government counterparts before beneficiaries were informed.

The beneficiary list was expanded to include households registered within the Family Hope Programme and affected by the disaster.



© FAO/Adek Berry

In general, targeting was carried out using food security vulnerability criteria, based on the social registry that supported the social protection programme in question. In fact, FAO, in consultation with local authorities, developed selection criteria to include additional households that were not present in the social registry. Data from the social protection beneficiary list of affected farmers provided by the provincial government needed to be complemented through an ad hoc needs assessment conducted by FAO field staff. This was followed by surveys and in-depth interviews to obtain further information on the needs of affected communities, as well as a field verification exercise. The needs assessment was conducted on 12 October 2018, while the field verification was carried out from 17 to 28 February 2019 by the Karsa Institute, in collaboration with extension officers and village authorities.

Comprehensiveness

The project delivered the cash assistance by leveraging elements of the national social protection system namely, the registry and delivery mechanism of the Family Hope Programme. Households were registered using the existing data registry system, and the cash was distributed through the same bank used by the government to deliver regular social protection assistance. The amount of cash was not the same as that disbursed by the social protection programme. The cash transfer was considered a top-up to the regular social assistance by targeting the same households, also referred to as a **vertical expansion**. The project was part of a broader UN-wide rapid response effort led by the



Resident and Humanitarian Coordinator in the country, and funded by the Central Emergency Response Fund (CERF) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). This aimed at complementing the national response to the earthquake and resulting tsunami in the three worst affected districts.

At the national level, the Director of Food and Agriculture of the National Agency for Development Planning (BAPPENAS) provided overall coordination for the multi-agency rapid response. The project, instead, was implemented in close collaboration with the Central Sulawesi Provincial Agriculture Office and the District Social Services, which supported the identification and verification of beneficiaries in partnership with the following two local non-governmental organizations:

- the Karsa Institute, which facilitated the coordination with local authorities to verify beneficiary households and distributed agricultural inputs; and
- the Institute Studi Informasi dan Komunikasi Publik Sulawesi Tengah (SIKAP Institute), which contributed to the process of surveying the impact of the earthquake on fishing and aquaculture in target districts, and supported the delivery of fishing inputs.

Adequacy

The intervention sought to restore agricultural production, livelihoods and food security after the severe shock. To do so, it adopted a cash+ approach, by complementing cash transfers with in-kind assistance, including fishing tools, vegetable seeds, fertilizer and plastic mulch.

Cash assistance was delivered through Bank Sulteng, which is normally used to deliver regular social assistance and features the Central Sulawesi Provincial Government as its majority owner. Beneficiaries who already had an account at Bank Sulteng received the transfer directly into their existing bank account. Those who did not have an existing bank account with Bank Sulteng were helped by FAO to open one.

The intervention adopted a cash+ approach, by complementing cash transfers with in-kind assistance, including fishing tools, vegetable seeds, fertilizer and plastic mulch.

Results and impacts

The type of agricultural and fishing inputs to be distributed were identified through group discussions with target communities and thanks to the results of the livelihood assessment survey. The results of these processes also informed the identification of distribution points, although the final decision on their location was made together with local government and the implementing partner.

The cash distributed was used primarily to buy food and other basic needs items, while households used in-kind assistance towards recovering their livelihoods. The close coordination between FAO, village and community-level authorities, and local partners in order to manage social risks had a positive impact in the implementation of the project, particularly in avoiding social tensions.

To better capture the impacts, the project conducted post-distribution monitoring and an endline assessment. The added value of the approach included improved coordination with government counterparts at the provincial level. This collaboration facilitated the use of the same financial service provider as the government's Family Hope Programme to deliver the cash transfers, whilst also allowing the intervention to leverage already available information on eligible households, to support targeting and registration activities of FAO's cash+ assistance.

Sustainability

The emergency assistance intervention was part of a short-term, early recovery project to address immediate needs. However, national ownership and institutional sustainability were ensured by the capacity development conducted with government counterparts on targeting, needs assessment and verification. This enhanced the provincial government's ability to quickly respond to similar shocks in the future through this approach. FAO handed over the list of project beneficiaries, maps and intervention areas, as well as the activity report to the provincial government to enable them to conduct future planning processes and build on this experience.



Key learnings

Leveraging national social protection systems to address immediate needs can contribute to achieving a stronger impact while simplifying and accelerating some of the preparatory steps for delivering assistance.

The intervention showed how leveraging elements of national social protection systems to address immediate needs can contribute to achieving a stronger impact in terms of restoring livelihoods and agricultural production, and simplifying and accelerating some of the preparatory steps for delivering assistance.

The government's engagement and the positive relations developed with local officials had a key role in securing commitment to support the recovery of the agricultural sector as well as its long-term sustainable development. The active coordination between the FAO field team and provincial and district extension officers guaranteed the project's access to secondary data and the possibility of conducting timely surveys to identify needs and target beneficiaries. Coordination with government counterparts and other stakeholders was also crucial to avoid overlaps with other UN agencies and external partners. Finally, the intervention showed how the triangulation and validation of various sources of data, including those from social protection information management systems and village heads, can support beneficiary selection and validation, whilst also possibly contributing to minimizing social tension among community members.





Bibliography

References

FAO. 2020. *End-of-mission report of the Emergency Response Officer to Central Sulawesi*. FAO Representation in Indonesia. Internal document.

Additional resources

UN CERF. 2018. *Resident/Humanitarian Coordinator report on the use of CERF funds: Indonesia Rapid Response Earthquake 2018*. https://cerf.un.org/sites/default/files/resources/18-RR-IDN-32543-NR01_Indonesia_RCHC.Report.pdf

Partners

Resource partner

- Central Emergency Response Fund of the United Nations Office for the Coordination of Humanitarian Assistance

Technical partners

- National Agency for Development Planning
- Central Sulawesi Provincial Agriculture Office
- Central Sulawesi District Social Services
- Karsa Institute
- Institute Studi Informasi dan Komunikasi Publik Sulawesi Tengah
- Bank Pembangunan Daerah Sulawesi Tengah (Bank Sulteng)

Acknowledgements

This publication was developed by FAO and written by Ettore Lancellotti, Meron Dori, Emmanuel Moncada, Wayan Tambun and Fahmi Abdullah, under the coordination of Federico Spano in FAO's Inclusive Rural Transformation and Gender Equality Division, and Lucia Palombi and Frédérique Matras in FAO's Office of Emergencies and Resilience, with inputs from Mark Johnson, Fabiana De Giorgio, Natalie Bwalya, Thomas Richard and John Jackson.

Contact

FAO Representation in Indonesia

FAO-ID@fao.org

Jakarta, Indonesia

Inclusive Rural Transformation and Gender Equality Division

social-protection@fao.org

www.fao.org/social-protection

Rome, Italy

Office of Emergencies and Resilience

KORE@fao.org

www.fao.org/in-action/kore

Rome, Italy

**Food and Agriculture Organization
of the United Nations**

This product, developed by the Knowledge Platform on Emergencies and Resilience (KORE), in FAO's Office of Emergencies and Resilience is available on its [portal](#). KORE provides normative and methodological guidance and supports the generation of learning, documentation of good practices and dissemination of evidence-based knowledge to inform strategic and programmatic decision-making.

The boundaries and names shown and the designations used on the map(s) featured in this information product do not imply the expression of any opinion whatsoever on the part of FAO or the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers and boundaries. Dashed lines on maps represent approximate border lines for which there may not yet be full agreement.

© FAO, 2023
CC9210EN/1/12.23



Some rights reserved. This work is available under a CC BY-NC-SA 3.0 IGO licence.