



Public Private Partnership in Disaster Reduction in a Developing Country: Findings From West Sumatra, Indonesia

Jonatan A. Lassa

(Institute of Resource Governance and Social Change, Kupang)

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Author(s): Jonatan A. Lassa
(Corresponding author: jonatan.lassa@irgsc.org)
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Institute of Resource Governance and Social Change
RW Monginsidi II, No 2B Kelapa Lima
Kupang, 85227, NTT, Indonesia
www.irgsc.org

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Jonatan A. Lassa

Abstract

Local governments in developing countries often experience fiscal gaps in resource to address overall stock of risks and vulnerabilities because there are many other competing priorities. Alternative risk reduction financing is necessary to fill the gaps. This justifies the need for a new form of risk governance by inviting non-state actors such as civil society and private entities to collaborate in risk reduction. This collaboration emerges as form of risk governance namely public-private partnership. This paper asks what drives local firms participate in public-private partnership in reducing risks in Indonesia? The case presented here is based on the empirical work of Public Private Partnership for Disaster Management (P3DM) in West Sumatra, Indonesia. The paper concludes that the nature P3 in West Sumatra is characterized by high degree of informality and flexibility in their partnership.

1. Introduction

'It takes two to tango' is the basic principles in building partnership among any two (and more) organizations to achieve certain societal goals. Partnership models in disaster risk reduction (DRR) are many. For instance, formal partnership between a national disaster management office with local level disaster management office or local government offices is often manifested in traditional hierarchy of vertical governance. Once upon a time in Indonesia the model was dominated by strong central government command and control, while under political decentralization today, one may argue that the relationship has been much more based on partnership. A United Nations agency formally work in partnership with government and/or local governments in a member state; Bilateral and multilateral form of partnership are the most known form of partnership for international disaster reduction. North to South NGOs' cooperation are another examples of partnership.

Recently, public private partnerships (P3) has been reinvented for sustaining efforts in DRR. It has its origin in the United States where it was used as joint 'public and private' ventures. Prior to 1950s, it was used to fund educational programmes, during 1950s it was used as

mechanism to fund for public utilities and during 1960s it became a mechanism for urban renewal (Yescombe 2007). Some literature claim that the P3 as a governing mechanism in construction services has been around 100 years, but only the last 15 years it regains its popularity in UK(Carlidge 2006).

In the liberal democracies of the North, P3 often manifests as a partnership engagement between government (or a local government) with a private firm based on a legally binding agreement. A local government may experience fiscal gaps that prevent it from investing in community safety and protection of its citizens. It is a distinct public governance model because it qualifies as 'organisational hybrids' as both world government and private firms intersect in a form of cooperation (Andersen 2004). The main reason for such a cooperation is local economic development.

In DRR context, this form of co-operation is focused on efforts to bring down the level of risks using private sources with a win-win returns. Therefore, P3 is now seen as a potential source for addressing funding gaps in DRR financing.

In developing country, public private partnership (P3) for disaster risk reduction is hypothetically built on the assumption that DRR can be sustained amid weak government financial. In the context like Indonesia where market based risk transfer such as disaster insurance penetration is still low, some options may be available from the existing private firms. However, in order to create demand for DRR from within private sectors, internally driven change from within the local companies has low possibility.

Drawing from empirical evidence in Padang (West Sumatra, Indonesia), this paper asks what makes local private firms in developing countries decide to join public private partnership in regards to risk reduction?

2. Risk Context of West Sumatra, Indonesia

The origin of international and local disaster reduction intervention in Padang, West Sumatra is unique in Indonesia disaster risk management context because the intervention have been made as an *ex ante* intervention (or after the Indian Ocean Tsunamis (IOT) 2004) or prior to two subsequent devastating earthquakes in 2007 and 2009 in West Sumatra. The 2004 IOT and the March 2005 devastating earthquakes in Nias, North Sumatra have been alarming events at least for some civil society actors in Padang who also joint as volunteers in Aceh (Patra 2011).

Scientists have been expecting the occurrence of big Sumatran earthquakes prior to the Indian Ocean Tsunami 2005 and March 2005 earthquakes in Nias. There have been high degree of confident that likelihood of the imminent geological events that may create

tsunamis that hit the whole coastal of West Sumatra (Borrero et. al. 2006, Natawidjaja et. al. 2007).

There have been efforts to create a paradigm shifts from the narrative that “disasters are from the hands of God that punish the sinners” towards what science has predicted: the plate movements, the mega thrust that sits below the Mentawai Island is near fatigue and it is about to release its giant energy with huge catastrophic implication. Not much can be done with ‘the will of the nature’ but to prepare for the worst.

There have been diverse actors from school children to seniors, from local to international, from nongovernmental organizations, private business, from village level to national governments have been preparing for the coming danger to West Sumatra coasts notably since the beginning 2006. The multi-stakeholders’ response to risk information as geo-science suggests in West Sumatra is spectacular in the context of Indonesia. The level of preparedness among actors has been varied. It is valid to assume that each actor has different risk perception that shapes their risk priority. Since there is uncertainty in the future events, no one knows when the catastrophe will occur. It can be very soon but it can be much longer than tens of years. While long term (and sustained) investment in preparedness and warning systems is not cheap.

For the vulnerable people at risks, their only rational option is to prepare for the upcoming calamity as much as they can amid their limitations. The local people may have to decide in advance to reduce the risks. Recent earthquake events in Padang including the catastrophic effect of 30 September 2009 earthquakes provide a great deal of self-fulfilling prophesy that future catastrophe is a not a science fiction and preparedness can save life. The risks are real even though unseen by the naked eyes.

This paper is based on field interviews, phone interviews, email communication and literature reviews of a recent initiative of public private partnership between Cement Padang Ltd. with local government and NGOs. The field interviews and email communication during occurred during August 2011.

3. Public Private Partnership for Disaster Management in West Sumatra

Mercy Corps received co-finance grants from OFDA-USAID and Boeing Corporation that officially started a project entitled ‘Public Private Partnership for Disaster Management’ (hereinafter P3DM) September 2008 and ended December 2010. P3DM aimed to facilitate coordination among 'local communities, local governments, and private sector actors' so they could plan, mitigate, and respond to natural disasters in the Padang Pariaman and Pesisir Selatan districts. In total, the P3DM project provided disaster risk reduction trainings

for 156 staff of local governments, 129 private sector personnel, more than 14000 students and more than 1500 community members.

The project anticipated what is needed to be anticipated, that was to prepare for disasters that really happened in the middle of the project timeframe – the 30 September 2009 earthquakes killed more than 1100 people with a total 249,000 houses affected: almost 115,000 heavily damaged/collapsed (Rehabilitation and Reconstruction Action Plan 2009-2011). Total economic losses is almost Rp. 20 billions. Yet, science informs that bigger tsunami-genic earthquakes is expected to come in the future, probably not too long.

The P3DM project had touched many sectors and distributed a lot of trainings and workshops. It built the capacities of individuals which includes at-risk communities, teachers, school administrators, and elementary to high school students, local government officials at different levels, local disaster management offices, private sector stakeholders and so on. Apart from aiming at changing risk knowledge and behavior towards tsunamis, the P3DM project also built evacuation roads including bridges and one evacuation building to reduce the evacuation time so people can avoid tsunami traps.

This paper focuses on one of the P3DM targets namely the facilitation of public-private-partnership for disaster management in the region. P3DM facilitated DRM training sessions for “interested private sector actors” and “five DRR ‘road shows’ were provided to private companies in West Sumatra by request”.¹ Before discussing the progress of the P3DM project in building P3, Section 4 discusses the policy context of disaster reduction policy in the region.

4. Local Government Disaster Reduction Policy

West Sumatra Province have complied with the national Disaster Management Law 24/2007 very early in June 2007.² The provincial government started its strategic plan (2008-2012) for disaster reduction since November 2007 and finalized in November 2008.³ Unfortunately, the strategic plan was approved without a clear institutional landscape. Later on, the Provincial disaster management office (a.k.a. BPBD) was established in 2009 based on the West Sumatra’s Local Regulation (PERDA) No 9/2009 concerning the Formation of Organization and Executive Agency of the Local Disaster Management Agency (BPBD) of West Sumatra.

One of the identified non-physical vulnerability is that the local governments at different levels lack financial capacity in regards to disaster reduction. Development planning are not

¹ Final report. Public-Private Partnership for Disaster Management (P3DM) Program Sep 2008 – Dec 2010.

² Peraturan Daerah Propinsi Sumatera Barat Nomor : 5 Tahun 2007 Tentang Penanggulangan Bencana.

³ West Sumatra (2007). Disaster Risk Management Plan 2008-2012. West Sumatra Province

sensitive to disaster risks. In addition, there is no standard operational procedures for natural hazards such as tsunami. In general, there is lack of technical capacity and training for the local government staff. This is exacerbated by the lack of coordination among local institutions.

There is a specific vision of the West Sumatra DRM Plan 2008-2012 concerning the roles of private firms. It argues that “Private or business institutions in West Sumatra have the obligation to help its surrounding communities to be able to develop and to tackle environmental problems including natural hazards. The form of activities is known as corporate social responsibility (CSR) - this means local private firms allocate funds and human resources in order to solve social problems, aid distribution, education and other activities that increase communities’ capacity. Private firms network are seen as potential power for disaster management.

The 30 Sep 2009 earthquake triggered the local government to initiate a new plan namely “Rehabilitation and Reconstruction Action Plan 2009-2011” in West Sumatra. While the total available budget for reconstruction is less than half of the total losses. These huge funding gaps need to be filled by certain funding mechanism from outside the governments. Therefore, private firms (both government owned or pure private firms) are considered as other potential source of local disaster financing.

5. Padang Private Companies DRR Forum

Under the P3DM support, in cooperation with local NGOs, Mercy Corps invited private firms to attend a meeting regarding “the formation of specialized DRR Forum for Private Firms.” It was an invitation for directors' level. Lately in March 2010, Kogami and Mercy Corps jointly organized a “DRR Workshop for Private Sector Engagement in West Sumatra.” The actors agreed formulate a ‘grand strategy’ for DRR in private sectors. The strategy has been formulated based on the disaster risk management components (a.k.a cycles) as seen in Table 1. The problem is that these all ‘grand strategy’ may not be strategic enough for every company or firm because the strategy has large implication on the budget allocation. Only big corporate are likely to adopt the strategy.

However, only a few big firms are still committed. The ability to pay for a comprehensive disaster preparedness is varied between firms. Of the 20s local companies including PLN (National Electricity Companies), INKINDO (National Association of Indonesian Consultants), PT Semen Padang, APINDO (Indonesian Business Association), Coca Cola and so on, only a few still stick together with Mercy Corps and Kogami. Coca Cola Bottling Plant for instance used to kindly ask for Kogami to facilitate tsunami simulation in their plants

location. INKINDO is National Association of Indonesian Consultants – mainly for construction and engineering business. In Padang, INKINDO’s members is about 150.⁴ West Sumatra Chamber of Commerce (APINDO) has 47 ordinary members and 58 outstanding members.⁵

Forum Saudagar Minang (Minang Business Forum - a Minang business diasporas) shares the vision to advance Minang people’s welfare. Other potential force of private firms is their heavy weight tools that can be source of help during emergency.” [West Sumatra 2007, p. 30].

The involvement of PT Semen Padang in the forum started when they were invited to the formation of DRR Forum of Padang Private Companies. It is the head of Occupational Health, Occupational Health, Safety and Environmental Unit (K3LH) from PT Semen Padang who represented PT Semen Padang. The Head of K3LH Semen Padang later selected as the head of DRR Forum of Padang Private Companies. After that, they financially support some of NGOs activities including Mercy Corps.

Table 1 Identified ‘Grand Strategy’ for DRR Planning at private sectors

No.	DM Component	Specific DRR activities
1	Disaster prevention and mitigation	<ul style="list-style-type: none"> • DRR communication and simulation for private firms • Designing standardization and regulation for prevention and mitigation related to private sectors • Design capacity building agenda firms and corporate • Promotion of the earthquake resistant buildings by private firms
2	Disaster Preparedness	<ul style="list-style-type: none"> • Hazard mapping and evacuation planning • Disaster drilling and simulation at the firms and local communities • Establishing and strengthening the disaster preparedness in private firms • Disaster preparedness capacity building for private sector • Design and preparing the contingency plan for private sector
3	Emergency Response	<ul style="list-style-type: none"> • Private actors are to support government and community during emergency response • Strengthening coordination from private sectors to support disaster survivors during emergency response
4	Recovery – rehabilitation and reconstruction	<ul style="list-style-type: none"> • Fundraising for DRR and Disaster Management activities in West Sumatra • Promotion of disaster mitigation such as earthquake resistant construction • Recovery and empowerment of the community economic development • Promote other recovery activities such as trauma healing

Source: Minutes of meeting, DRR Workshop for Private Sector Engagement in West Sumatra Organized 10-11 March 2010.

⁴ <http://www.inkindo-sumbar.or.id/daftar-anggota/5/>

⁵ <http://www.kadin-sumbar.or.id/>

Mercy Corps has been providing a specific labor input by having a ‘public relation’ for DRR Forum of Padang Private Companies. PT Semen Padang, Coca Cola Bottling Plant and APINDO (Indonesian business association) often provide some supports such as facilitation of community meetings. The private firms also attended the Incident Command System training.

The Private Sectors DRR Forum has no secretariat. It operates in a rather liquid way and so far most of the interaction is based on emails and SMS. The participation is still low. Self-mobilizing private firms towards DRR is still a challenge. According to the head of K3LH, local government should focus on encouraging private firms (as the local government have recognized in their DRM Plan 2008-2012). There is strong view that the existing CSR regulation can be used by local government to encourage private firms to have a clear CSR policy concerning disaster management.

6. PT Semen Padang and Disaster Risk Reduction

PT Semen Padang has internal demand for disaster management (See Table 2). The company has a long history of compliance with the safety regulation required by the Work Safety Law No 1/1970 which regulates accident prevention measures such as chemical accidents, general accidents (including fire especially chapter 2, 3 and 9) at office and industrial sites. Interestingly, its Standard Operational Procedure (SOP) for Fire Management has just recently been developed in 2010. Its SOP for Emergency (dated Nov 2004) referred to some international standards such as the “Occupational Health and Safety Assessment 18001:1999” and International Standard Organization (ISO) 14000 concerning Environmental Management especially Clause 4.4.7 on Preparedness and Emergency Response.⁶

Table 2 also indicates clear governance structures in terms of emergency response and fire management. The Occupational Health and Safety (K3LH) division plays central roles in all the SOPs concerning emergency management^{7, 8} and fire management. Its head of K3LH later on resume a voluntary leadership at the Disaster Reduction Forum of Padang Private Firms.

Table 2 Semen Padang Internal Policy Concerning Disaster Risk Management

No	Different dimension of risk management in Semen Padang	SOP for Emergency	Instruction for	SOP for Fire Management
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⁶ Standard Operational Procedures (SOP) Pemadam Kebakaran, PT Semen Padang 2010

⁷ Standard Operational Procedures (SOP) Emergency Response, PT Semen Padang 2004

⁸ Working Instruction, Emergency Response, PT Semen Padang 2008

		Response	Emergency Response Simulation	
1	Date of signature	1 Nov 2004	11 Aug 2008	15 Mar 2010
2	Hazards that cause emergency situation			
	• Fire	X	X	X
	• Explosion	X	X	X
	• Lightening	X		
	• Earthquakes		X	
	• Landslides		X	
	• Others	X		
3	Scale of Emergency to be handled			
	• Small emergency	X	X	
	• Large emergency (need external intervention)	X	X	
4	Responsibility			
	• Team Coordinator K3LH	X	X	X
	• PKTD			X
	• Bureau of K3LH (responsibility for money)	X	X	X
	• Semen Padang Fire brigade team as implementer			X
	• Security bureau	X		
5	Regulatory reference			
	• Work Safety Law No 1/1970	X	X	X
	• Regulation of Ministry of Labor 05/1996 on Work Safety (SMK3)	X	X	X
	• Ministry of Labor Decision 186/199 on Fire Management Unit		X	X
	• Occupational health and safety assessment 18001:1999	X		X
	• Management System of Semen Padang		X	X
	• Law 24/2007 on disaster management		X	
	• ISO 14000 (Environmental Management) – Clause 4.4.7 on Preparedness and Emergency Response	X		

PT Semen Padang involvement in disasters management significantly started when it supplied Portland cements for Aceh's reconstruction since 2005. It later opened a Packing Plant of 6000mt Silo in Malahayati Seaport (Aceh). It indirectly helped rebuild Aceh through consistently supplying Portland cement to meet Aceh's reconstruction need. It recently experienced direct losses in recent disasters. For instance, one of its tower cranes stationed at its Cement Packer collapsed in the 30 September earthquake in 2009. It is not clear how many staff of PT Semen Padang experience households' losses during the recent earthquakes. However, its internal policy concerning in Emergency Management is synonymous with disaster risk management.⁹

Risk reduction and emergency management have become 'new' priority of the company. "Why PT Semen Padang (hereinafter Semen Padang) would like to play role in disaster reduction? And why Semen Padang is willing to take a leadership in the DRR Forum for

⁹ Working Instruction, Emergency Response, PT Semen Padang 2008

Private Companies?” The answer was: “We are on the same boat” – argued by Mr. Ahmad Firdaus, the head of K3LH (Occupational Health and Safety and Environmental Management) division at PT Semen Padang (Firdaus and Rafli 2011). Its SOP for fire management also is also committed to help surrounding communities and local governments in case of the stakeholders run out of resources and instruments for fire engines.

Semen Padang has complied with the national Law on Corporate Social Responsibility (CSR). CSR Law requires corporate to create their CSR policy. Semen Padang’s compliance to CSR Law is based on Director’s Decision PT Semen Padang 540/SKD/DEJKP/10.2010 regarding the technical implementation of CSR. It does not explicitly elaborate what it is to do with disaster reduction but “it needs to be proactive to disaster issues.” It also has adopted business risk management strategy, mainly for financial risk management. This adoption of policy is based on the local innovation at the PT Semen Gresik (the owner of Semen Padang)

A firm cannot have a totally separated systems in regards to tsunami warning systems and disaster preparedness. Table 3 shows that disaster preparedness at private firms level depends on the local governance context. The cement company's performance in disaster preparedness depends very much on the warning services from the government. In addition, we also found that the knowledge of disaster risk and warning systems among the private firm is limited hence externally driven supports (e.g. from NGOs) is justified.¹⁰

Table 3 Component of Tsunami/Earthquake Early Warning System at Factory Level

Factory Level tsunami warning systems	Factory’s existing components	Added components Government	Added components Mercy Corps
Risk governance at factory level			
• Emergency Management Instruction	X		
• Emergency Management SOP	X		
• Fire management SOP	X		
• Compliance with CSR Regulation	X		
• Established practice of disaster responses	X		
• CSR Law		X	
• Disaster management law		X	
• Local DRM regulation		X	
Risk Knowledge and governance			
• Disaster risk reduction training	-		X
• Incident command system training	-		X
• Capacity building/trainings	-		X

¹⁰ Minutes of Meeting 20 July 2011 at Packing Plant, PT Semen Padang Teluk Bayur (20 PT Semen staff, Mercy Corps and BPBD)

• Establishing community level preparedness			X
• Factory evacuation plan	X		X
Monitoring hazards and vulnerability			
• PUSDALOPS hazard monitoring BPBD Padang		X	
• Communication Radio Stationer (Rig),			
• BMKG hazard monitoring VHF 143.400		X	
• VHF 143.900		X	
• Handy Talki	X		
• telephone 778775	X		
• Radio FM RRI,	X		
• Classy, Rabab : 99.9	X		
Warning transmission and communication			
• Warning sirens			
• HT	X		
• mobile phones	X		
• Sirens and loud speaker			
Response and preparedness at power plants			
• Self Identification of critical unit	X		
• Horizontal evacuation to safe haven	X		X
• Mapping the meeting point for earthquake scenario and tsunami scenario	X		
• Workers evacuation plan	X		
• Community evacuation			X
• Warning cancelation	X	X	

7. Conclusion

The genesis of P3 in developing world as exemplified by the case of Padang above suggests that the institutions of private firms requires transformation from risk ignorant to risk sensitive. Such a transformation is driven by the risk contexts and the existence of DRR mandated organizations whose vision is to make both public and private sectors become resilience to natural catastrophe. Therefore, in order for P3 to occur, it needs partnership (from or with) civil society organization such as NGOs/INGOs (Kogami/Mercy Corps) to facilitate awareness not only on the potential roles of private firms but also to make the local private firms become responsive to the local needs of risk management. This suggest that P3 depends on strong collaboration from public and private in partnership with NGOs/INGOs (abbreviated as P3+ or P4).

Expanding local private firms DRR investment from simply being prepared to natural hazards towards active players by creatively engaging with local governments to invest in DRR is still a future challenge. The capacity of local firms is widely low. In addition, apart from expecting 'free lunch' supports through CSR, local governments in general have not created sufficient conditions for the local firms to see the benefit of engaging in P3 format as being exercised

in the USA context over the last 100 years. The situation may be hard to change in the near future. Therefore the decision to work hand in hand with the ones like PT Semen Padang is indeed a necessary first steps.

The practice of P3 in the P3DM project context was rather unique as the DRR facilitators (NGOs) did not work only with the rich companies such as Semen Padang and Coca-Cola. Moral imperative from the NGOs to enhance the capacity of private businesses (small and big) is justified. For the big firms, internal CSR policy seems to provide rooms for the firms to engage with wider stakeholders. Semen Padang views its business sustainability depends on three main factors such as corporation image, safety of its assets (including human resources) and operational (business) continuity. These factors provide a great deal of energy from Semen Padang to buy-in disaster management concepts from the external stakeholders.

What should also be highlighted is that the proponents of P3 from NGOs sectors such as Mercy Corps are driven by its institutional vision and vision on stakeholders. Its vision is 'creating secure, productive and just communities'. While its vision on stakeholders includes civil society, public sector and private sectors. This vision enables the organization to creatively engage with wider stakeholders especially the P3 stakeholders in order to achieve good outcomes in DRR.

The rather loose model of P3 in Padang is not unique in both Indonesia context in particular and developing countries in general. In general, local and central governments may rely on the dominant model of development governance through the supports of international aid, and international financial institutions. Existing Indonesian private firms may have little incentives to play roles as new powers that can contribute to risk reduction such as the World Bank and Asian Development Bank. This is simply in contrast with the case of P3 in the USA or in Europe in general.

At the national level, similar experiment has been pursued such as the "Disaster Resource Partnership Indonesia Network" recently formed in Jakarta in 2011 is indeed part of the international alliance of Engineering & Construction community companies support by the World Economic Forum. One of its aims is to 'facilitate the coordinated engagement of the private sector, before, during and after natural disasters'.¹¹ This is to create a buy-in from the national firms to participate more in risk reduction initiatives.

The paper concludes that the nature P3 in West Sumatra is characterized by high degree of informality and flexibility in their partnership. External drivers include regulatory context such

¹¹ Please read the detail at: www.weforum.org/issues/disaster-management. Last access 12 Dec 2012.

as the push for complying with corporate social responsibility (CSR) regulation and NGOs' facilitation. Internal drivers include the existence of internal SOPs on emergency management, past experiences and the inclination towards social reputation of the firms.

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