

**Oxfam Building Resilience Program**

**Mid Term Review**

**Final Report**

**June 2011**

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## Terms and acronyms

Term	Meaning
AIFDR	Australia Indonesia Facility for Disaster Reduction
AusAID	Australian Agency for International Development
BDR	Building District Resilience (a local name for BR)
BNPB	Badan Nasional Penanggulangan Bencana (National Disaster Management Agency)
BPBD	Badan Penanggulangan Bencana Daerah (Regional Disaster Management Agency)
BR	The Building Resilience Program
Camat	The sub-district administrative head
CAP	Community Action Plan
CBDRM	Community Based Disaster Risk Management
CCA	Climate change adaptation
CO	Community organiser
CSO	Civil society organisation
Dinas	Regional government service office
DinSos	Dinas Sosial (Social Welfare Office)
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EWS	Early warning system
FGD	Focus group discussion
M&E	Monitoring and evaluation
MOU	Memorandum of understanding
MTR	Mid-term review
Musrenbangdes	The village development planning consultation process
NGO	Non government organisation
NTB	Nusa Tenggara Barat (West Nusa Tenggara Province)
NTT	Nusa Tenggara Timur (East Nusa Tenggara Province)
ORARI	Indonesian Amateur Radio Organisation
PCVA	Participatory capacity and vulnerability assessment
PNPM	Program Nasional Pemberdayaan Masyarakat (Mandiri) a major GOI anti-poverty program
PO	Program Officer
PRIME	<u>P</u> reparedness and <u>R</u> esponse, <u>R</u> isk reduction, <u>I</u> nfluencing policy: a <u>M</u> odel for <u>E</u> mergencies
SDN	Sekolah dasar nasional (national primary school)
Sekda	Sekretaris Daerah, Regional Secretary and head of administration
SKPD	Satuan Kerja Perangkat Daerah (Regional Work Units, formerly Dinas offices)
SOP	Standard operating procedure
TOR	Terms of reference
UK	United Kingdom

## Executive summary

The Australia Indonesia Facility for Disaster Reduction (AIFDR) as a partnership between AusAID and the Indonesian National Disaster management Agency (BNBP), is currently managing an Oxfam initiative in Building Resilience (BR) in 105 villages, in 16 districts and 6 provinces of Eastern Indonesia. The program is being implemented by local Partner NGOs and focuses on disaster risk reduction (DRR) and community based disaster risk management (CBDRM) in villages, schools and district governments. The Building Resilience program is projected to cost \$4,085,368 over the three year period from June 2009 to June 2012.

The objectives of the BR Program as per its June 2009 design are:

**Objective 1. To strengthen government, civil society, and community action for disaster risk reduction in order to enable communities, government and CSOs to identify, plan and act for reducing the vulnerabilities of communities to disasters.**

**Objective 2. To improve capacities of Oxfam partners in implementing DRR projects through training and ongoing coaching in order to enable partners to work with the government, civil society and communities to plan and implement DRR models to reduce the vulnerabilities of the communities, especially women.**

This report results from a mid-term review of the BR program, conducted between April and June 2011 under contract to AIFDR. The team concludes that Oxfam and its Partners are managing BR well and utilising appropriate methods and tools for village, school and government work on DRR. The program is being delivered effectively and efficiently and is stimulating considerable interest in DRR at all levels in which it works.

BR offers AIFDR and AusAID good value for money and wide coverage for the relatively modest investment made. It also offers major experience relevant to other AusAID funded activities including within AIFDR. It should develop links in the future with other CBDRM projects and in a wider sense with other AusAID programs, for instance in poverty reduction and basic education. Oxfam is developing a climate change adaptation focus that also has significant potential. This partnership with Oxfam deserves a major place in AIFDR's future portfolio.

With excellent Oxfam efforts in training and supporting the local NGO Partners, BR has already achieved Objective 2. For Objective 1, major achievements have been made in the villages and the MTR concludes that this work is on track. While excellent work is being done in schools, the MTR concludes that progress to date has been variable and more focus on this is required in the future. In the district governments, the coordinating agencies (the BPBDs) have only recently been formed, have little operational funding and need to further develop their capacities. More work is needed here too. More work also needs to be done on climate change adaptation through BR. The program has yet to consolidate for long-term impact, although we believe it will. The major challenge is to fully implement DRR activities with the BPBDs in districts and provinces. We conclude that despite a very comprehensive range of work in the districts to date, BR will not fully achieve Objective 1 within the remaining timeframe.

The major recommendation of the MTR is therefore:

**BR should be extended in the districts in which it is currently working, with the view to more solidly institutionalizing DRR in district government systems and providing more sustained capacity building support to BPBDs. This will allow scope for continued support to villages and schools already participating in BR (even if this is on a reduced basis), while at the same offering opportunities to replicate the successes of the program in other villages.**

More detailed recommendations are given in Section 10 of this report.

# 1. Introduction

## 1.1 The BR Program

The Australia Indonesia Facility for Disaster Reduction (AIFDR) is a partnership between the Badan Nasional Penanggulangan Bencana (BNPB, Indonesia's National Disaster Management Agency) and the Australian Agency for International Development (AusAID). The Facility is currently managing an Oxfam initiative in Building Resilience (BR) in Eastern Indonesia, which is being implemented by local Partner NGOs. The Building Resilience program is projected to cost \$4,085,368 over the three year period from June 2009 to June 2012.

The objectives of the BR Program as per its June 2009 design are:

**Objective 1. To strengthen government, civil society, and community action for disaster risk reduction in order to enable communities, government and CSOs to identify, plan and act for reducing the vulnerabilities of communities to disasters.**

**Objective 2. To improve capacities of Oxfam partners in implementing DRR projects through training and ongoing coaching in order to enable partners to work with the government, civil society and communities to plan and implement DRR models to reduce the vulnerabilities of the communities, especially women.**

BR focuses on ensuring consolidation and scale-ability through partnerships and collaboration with communities, government, other stakeholders and programmes in Community-Based Disaster Risk Management (CBDRM). The program utilises Oxfam's own CBDRM approaches, methods and tools, developed from its earlier PRIME<sup>1</sup> program in Indonesia. The BR program is delivered through local NGO Partners in the six provinces of Nusa Tenggara Barat (NTB), Nusa Tenggara Timur (NTT), Papua Barat, Papua, Sulawesi Tengah and Sulawesi Utara. It has three main design elements: working with 1) selected communities and 2) schools to develop participatory CBDRM outcomes; and working with 3) district governments to enhance local government capacity for Disaster Risk Reduction (DRR). Local government disaster management activities are coordinated at district and provincial level by the recently formed Badan Penanggulangan Bencana Daerah (BPBD or Regional Disaster Management Agencies).

The logical framework as agreed at design is given as Appendix 5. Key outcomes for the BR Program are given immediately below. We have commented on progress against and achievement of these outcomes in Section 3 of these document. The sub-sections in this report where they are specifically addressed are given in parentheses:

**Outcome 1.1: By 2012, target communities in 80 villages of targeted districts are acting to reduce their risk, to identify disaster risk, to plan and to take actions to reduce community vulnerabilities to disasters especially the vulnerabilities of women, by themselves and with support from government, CSOs and private sector (Section 3.2);**

**Outcome 1.2: By 2012, district governments, CSOs and other stakeholders are able to identify disaster risk, to plan and to take actions to reduce community vulnerabilities to disasters (Section 3.4);**

**Outcome 1.3: By 2012, through improved understanding of programme effectiveness and appropriate approaches in a changing context, DRR model is developed for other districts based on KAP surveys and cost-benefit analysis, and implemented in districts other than the programme universe (Section 3.4); and**

**Outcome 2: Management Support - Oxfam Partners are able to work with the government, civil society and communities to plan and implement DRR models to reduce the vulnerabilities of the communities, especially women (Section 3.1).**

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<sup>1</sup> PRIME = Preparedness and response, Risk reduction, Influencing policy: a Model for Emergencies

Each of the outcomes above have outputs which were considered at design to be essential to outcome achievement. We have not exhaustively commented on each of these, but have mentioned them where appropriate.

## 1.2 Key issues for the Mid Term Review

Two key issues identified in the Terms of Reference (TOR) (Appendix 2) provide the rationale for the MTR. Firstly BR entered the 18th month of the three year program period in February 2011. As BR's supervisory management has been recently handed over to AIFDR, only one field visit was completed up to that time. The program has reached half way and it is a good opportunity to review what has been achieved and whether the program is going along the right track. In addition, learning and best practices need to be extracted so that the implementation in the remaining period can be improved.

Secondly BR reports indicate consultation with Indonesian government in the implementation of CBDRM. With the possibility for the Facility to provide support to DRR initiatives at the sub-national level in the future, the experiences of government consultation provided by BR will be valuable to design future activities. Thus the Facility can learn what factors to consider when it becomes more involved with sub-national government in the future.

The MTR team were Mike Freeman and Robert Sulistyo, with Dian Octarina as translator/interpreter.

## 1.3 Introduction to the MTR report

This report uses AusAID's draft "Standards for Monitoring and Evaluation" of November 2010.

Section 2 provides information on the methodology of the MTR. Sections 3 to 9 provide the team's findings against each of the major areas called for in the TOR. Section 3 summarises key achievements. Section 4 comments on the appropriateness of methods and tools used in BR. Section 5 examines factors that have affected program performance. Section 6 comments on program monitoring. Section 7 places current progress and achievements within the context of AusAID's DRR programs and policies. Section 8 draws lessons learned to date from the design and implementation of BR. Section 9 examines risks. Recommendations are given in section 10 and are referenced throughout the document.

We have used text boxes to quote selected people met during our field visit to illustrate issues. We have also included as Appendix 1 nine Case Studies of good practices and lessons noted from the field visits. Reference to Case Studies is made as relevant throughout this report.

## 2. Conduct, purposes and methods

### 2.1 Conduct of the MTR

The MTR commenced on 11/4/2011 with initial discussions with AIFDR and Oxfam, document reading and mission preparations. The field phase was conducted in NTB, NTT and Papua from 17/4/2011 to 7/5/2011. The team was variously accompanied by Oxfam Jakarta and Area Office staff, Oxfam provincial Program Officers and the AIFDR BR Program Manager. Consolidation, analysis and document writing in Jakarta commenced on 16/5/2011 with this final MTR report submitted on 27/6/2011. Please refer to Appendix 8 for the team's schedule of activities.

### 2.2 Purposes of the MTR

Following on from the key issues raised in the TOR (Section 1.2), the MTR has two broad purposes:

**Purpose 1:** Measure how the Building Resilience Program has progressed over its plan and how it contributes to AusAID's goal in building community resilience in Indonesia, within AusAID's DRR policy framework.

**Purpose 2:** Extract learning, best practices and seek feedback for the betterment of program implementation.

## 2.3 Methods used for the MTR

Field data was collected during visits to six BR districts using the key questions given in the TOR. These are used as reference in Sections 3 to 9 of this report. Detailed questions (Appendix 3) were developed in consultation with Oxfam and AIFDR for use in focus group discussions and meetings with Oxfam's NGO Partners, district government agencies, communities and schools. The MTR field data is based on a sample of 6 of the 105 BR villages, 6 of the 12 districts and 3 of the 6 provinces. Oxfam's own records and documentation are used to extrapolate findings from the field into wider findings and recommendations for the whole BR program. Further information has been provided by Oxfam after field visits. We are confident that the sampling and extrapolation of findings are appropriate.

Prior to the field portion of the MTR, the team prepared a Bahasa Indonesia "Terms of Reference" for Oxfam's Partners who were sampled. The English version of this document is given as Appendix 4.

The MTR team has undertaken background reading of design, reporting, baseline assessment and methodological documents provided by Oxfam. We also used Oxfam's most recent "Project Tracking Spreadsheet", in which detailed information is recorded on participating villages, schools and government agencies and the people involved in BR by its various activities. We have also used Oxfam presentations for a recent Oxfam internal review and for a meeting with BNPB, as well as a summary of the internal review's initial findings. A range of Government of Indonesia laws and regulations relating to disaster management, and AusAID policy documents were also used (see Appendix 6).

Table 1 below provides a summary of the methodology employed in the field portion of the MTR:

**Table 1: Summary of field methods for the MTR**

<b>1. Choice of location for visits</b>
It was realistic to sample programs in 6 districts (4 provinces). In discussion with Oxfam and AIFDR, NTB, NTT and Papua were chosen as they offered a reasonable mix of known positive and problematic results. Villages were chosen by Oxfam and its Partners based on the terms of reference provided to Partners. The time available allowed us to visit one village per district.
<b>2. Oxfam Partner Focus Group Discussions (FGDs)</b>
The MTR conducted FGDs with Oxfam Field Officers and their CSO Partners. This looked at progress made to date, lessons learned, issues and concerns that have been encountered in implementation and opportunities for the future.
<b>3. Discussions with Regional Government</b>
District Government meetings focused largely on BPBD organisations, but also where possible officers from other SKPD (Dinas) organisations and those involved in DRR forums. The MTR met officers who have been and have yet to be involved in BR. Meetings discussed district involvement in BR, plans and programs to build resilience in the future and capacity building. In NTB we met the Provincial BPBD.
<b>4. Visits to village locations</b>
The MTR conducted visits to one village per district. Methods varied from an FGD to a gentler more discursive approach. Discussions with community organisers (COs) and villagers looked at progress made to date, lessons learned, issues and concerns that have been encountered in implementation and opportunities for the future.
<b>5. Visits to schools</b>
The MTR Team visited 4 schools participating in BR. Discussions with schools focused on progress to date, lessons learned, issues and concerns arising from implementation and opportunities for the future. Where possible, students were involved.
<b>6. Debriefing opportunities</b>
Before leaving each district, the team provided preliminary feedback to Partners and Oxfam Field Staff through an informal meeting for Oxfam field staff and Partner managers and field staff. The team stressed that this feedback was on initial observations and that findings and recommendations would come later.
<b>7. Data collection, collation/triangulation and analysis</b>
Using the detailed questions, we facilitated and noted discussions with Partners, villages, schools and government agencies. The team undertook informal reflection at regular intervals. While the team intended to collate notes prior to debriefing with Partners, time was not available for this in all locations. Detailed questions were used to triangulate different or alternative viewpoints. On return to Jakarta the team reflected on and consolidated initial findings and recommendations with notes on each meeting/visit in a standard tabular format. Notes are available from AIFDR as a separate document.



After the field segment of the MTR we prepared initial findings and recommendations from the field (Appendix 7) using the same format as used for individual meetings. We also prepared an Aide Memoire for AIFDR, and a slideshow presentation which has been used as the basis for feedback to and discussion with AIFDR, Oxfam and BNBP.

Limitations to our methodology for this MTR are threefold: Firstly, the MTR team was not charged specifically with examining financial monitoring systems. We can only say we do not perceive any systemic problems in this area. Secondly, the team did not observe regular BR activities in the field, as activities were geared towards the MTR discussion. In future MTR activities of this nature, this could be considered as a valuable element of methodology. Thirdly we have not reviewed any training needs analysis or evaluation documentation, but given that most of the training in villages, schools and district governments is geared towards the production of DRR outputs, we are confident that where these outputs have been achieved that the training has been effective.

### 3. Key achievements to date

The MTR was asked to address the following key question:

**Key question: What are the achievements of the program and how far have they progressed against the proposed objectives, including the achievement of the cross-cutting issues?**

#### 3.1 Implementation periods in BR districts

The following table shows the districts, partners and implementation periods for BR locations.

**Table 2: The BR implementation schedule**

Province	Districts	Partners	From	To	Months
<u>NTB</u>	Bima	LP2DER	1/10	3/12	27
	Lombok Timur	Kosepsi	1/10	3/12	27
	Lombok Utara	Koslata	1/10	3/12	27
<u>NTT</u>	Belu, Timor Tengah Selatan (TTS), Timor Tengah Utara (TTU)	PMPB	12/09	11/11	24
	Manggarai, Lembata, Ende	FIRD	12/09	11/11	24
	Flores Timur, Sikka	YPPS	12/09	3/12	28
<u>Papua Barat</u>	Manokwari	PERDU	1/10	3/12	27
<u>Papua</u>	Nabire	KOMPAK	1/10	8/11	20
	Jayawijaya	Tangan Peduli	1/10	8/11	20
<u>North Sulawesi</u>	Sangihe	KELOLA	4/10	4/12	13
<u>Central Sulawesi</u>	Donggala	JAMBATA	7/10	7/11	13

While BR is ostensibly a three year program, in no location will three years of implementation have been provided and in some significantly less. There are various reasons for this, including historical implementation in former PRIME locations, and time taken to select and negotiate with new Partners in new locations not formerly covered by PRIME. We conclude in various sections below that there will be insufficient time to complete all BR activities (see Recommendation 1 in Section 10).

The remainder of Section 3 provides the analysis of achievements to date of BR (sections 3.2 to 3.8).

#### 3.2 Good progress against objectives

We repeat the objectives of BR:

**Objective 1. To strengthen government, civil society, and community action for disaster risk reduction in order to enable communities, government and CSOs to identify, plan and act for reducing the vulnerabilities of communities to disasters.**

**Objective 2. To improve capacities of Oxfam partners in implementing DRR projects through training and ongoing coaching in order to enable partners to work with the government, civil society and communities to plan and implement DRR models to reduce the vulnerabilities of the communities, especially women.**

The progress against objective 1 is analysed in detail in sections 3.4 to 3.8. We conclude that community action for disaster risk reduction is well advanced, although progress in schools is variable (please see recommendation 7). Government action for DRR has been established and major inroads are being made by BR, but further time is needed to complete actions and consolidate in the districts. Within the time constraints of this round of BR, we conclude that there has been good progress against objective 1.

CSO involvement in DRR has been through Oxfam's Partner agencies. Other CSOs have been involved variously in district level activities alongside government colleagues. The capacities of Partners to facilitate DRR have in the large part been excellently facilitated by Oxfam, and we view that Objective 2 has been achieved. Please see section 3.3.

### 3.3 A well managed program

In addition to the outcomes intended for districts and communities in BR, the program design also contains an important outcome relating to the capacity of Partners to work with stakeholders on CBDRM and DRR. We cover this first, as it is a precursor to the achievement of all other BR outcomes. The outcome is stated as:

**Outcome 2: Management Support - Oxfam Partners are able to work with the government, civil society and communities to plan and implement DRR models to reduce the vulnerabilities of the communities, especially women.**

"Thanks to Oxfam for the program (through the Partner). We have seen that the organization has provided assistance to people in (the villages). We are glad that Oxfam has encouraged formation of the BPBD and (the forum). (This) is an independent forum for DRR issues."

*Forum member*

From our field visits and report reading, we conclude that BR has been well managed and that Oxfam and its Partners have largely achieved this outcome. This is a major achievement for Oxfam in extending its CBDRM methodologies to local NGOs and it bodes well for future Oxfam BR type programs in Indonesia. The partnerships between Oxfam and the NGOs have for the most part worked well and are moving towards the achievements of aims. It is impossible to make an exhaustive judgement of this for all BR areas, and so we draw upon Oxfam's documentation, which shows that Partners are moving towards targets, particularly in the villages. In general the schools

program is lagging and we have commented on that in section 3.5. We have seen clear indications that many government targets will not be met in the remaining time, but note good reasons for this in section 3.6.

Oxfam and Partners are implementing very similar programs and methodologies in each district that we visited. This is appropriate, given that DRR needs for local government, communities and schools respectively are quite similar in each location. Certainly we conclude that Oxfam is applying its methodologies and approaches with rigour (Section 4). If anything the logical framework has been applied too rigorously. We comment further on this in Section 6.

The Partners we met have been trained well in the tools and methods of BR. All report using the same tools and methods, although some local variations have emerged. Four of the five Partners visited are working well and have achieved a large part of the phase in and scale up work for BR (constraints in the schools and government elements notwithstanding). The remaining Partner in Jayawijaya, Papua is experiencing management problems, which has resulted in Oxfam taking a much more hands-on role in implementation. Our sampling method, available Oxfam

documents and the rigour seen in program implementation during visits, lead us to conclude that BR Partners across the program have been well trained and supported by Oxfam.

### 3.4 Village activities on track

Progress in the community context is impressive, and in most villages visited Partners demonstrate that most of the range of intended CBDRM measures have been implemented. We note that the program has covered significantly more villages (105) than originally proposed (80). One additional district (Sikka in NTT) has been added to the original proposed number (15). We conclude that village activities, while work remains to be done, are very much on track. Oxfam and its Partners are very likely to attain Outcome 1.1 of BR which is:

**Outcome 1.1: By 2012, target communities in 80 villages of targeted districts are acting to reduce their risk, to identify disaster risk, to plan and to take actions to reduce community vulnerabilities to disasters especially the vulnerabilities of women, by themselves and with support from government, CSOs and private sector.**

Village respondents in all six villages visited confirmed to us that risk assessments have been carried out. Oxfam reports that all 105 villages have undertaken risk assessments. We have reviewed a number of the village risk analyses and conclude that they are using sound methodologies, which with some local variation are based on Oxfam's Participatory Capacity and Vulnerability Assessment (PCVA) methodology. We note that disaster risk mapping (the visual presentation of results) has been completed for over 80% of villages.

Community organisers (COs) have been selected in all BR villages and all the villages we visited have both male and female COs. Oxfam's gender policy for the deployment of COs has been well implemented by most Partners and this is a program achievement in its own right (and commended in Recommendation 15). Of the 374 COs reported by Oxfam, 159 or 42.6% are women. Partners in Lombok and Sumbawa, parts of Flores and in Jayawijaya have operated a strict 50% policy. The small programs in Sulawesi have a majority of female COs. There has been some difficulty in this in Timor Tengah Selatan (TTS) and Timor Tengah Utara (TTU) where 21% of COs are women and where the tracking sheet indicates that 9 of 14 villages do not have female COs (this also applies to a small number of villages elsewhere). We note that some female facilitators have left the Partner in Timor, with toughness of getting to and from villages given as the reason. This may have impacted on the number of female COs.

"In our village, there are more women (in the team) mostly because men are invited to meetings but they are busy working in their fields and they send their wives instead. These housewives become very active and remain team members"

*Female CO*

Oxfam records 27 different types of CO training. We have not reviewed all of these, neither have we read training evaluation reports. Partners use various titles for their training events and individual COs have quite widely varying training exposure. However, Oxfam reports that 45% of all COs have completed CBDRM, gender and climate change adaptation training. There has also been reasonably wide coverage of resilience team formation, small project management, first aid and contingency planning. We conclude that the BR program has to date delivered extensive training for COs. All villages visited said that they have received training in PCVA and CBDRM and in most places we saw clear evidence that COs are active, enthusiastic and knowledgeable in CBDRM. They understand their roles and responsibilities. We were encouraged by their stories and their visible contributions to CBDRM.

As at April 2011 Oxfam reported that 3263 village people are members of village preparedness teams of whom 892 are women (27%). This percentage reflects the component level of the BR logical framework that aims at "30% of women involved in making decisions about how to reduce their vulnerability". While the percentage of female team members is a proxy for the total number of women involved in CBDRM, it does reflect a reasonable gender balance.

Oxfam reports that all villages have village preparedness teams. Oxfam is unable to say how many of the large number of team members are active. However, teams have been formed in all the villages we visited. Training of the teams has been largely completed in four of the six villages visited and teams are well organised for and enthusiastic in the CBDRM work. All were clearly active, with the exception of the village in TTS where the process appears to have stalled. Further training is required in the Jayawijaya village, although the team there is enthusiastic and functioning. The active teams met were all able to articulate the CBDRM process and their roles in it.

"...we give opportunities for women to speak up. We raised questions that women should answer and when men started to answer we would stop them to give women opportunities."

*Partner field staff member*

We were particularly encouraged to find that for all the active teams visited women had plenty to offer in discussion and were not inhibited in their DRR work by gender traditions. They needed little, if any, prompting to speak. Furthermore, in two of the six villages visited female COs demonstrated leadership and clearly articulated CBDRM concepts and issues on behalf of male and female colleagues (please see Case Study 1 in Appendix 1 and Recommendation 15). If these

trends are indicative of the aggregate BR program, it is very encouraging and shows a major achievement of the BR program in meeting gender aims.

Community action plans (CAPs) are an essential element of CBDRM. Oxfam reports that CAPs have been produced by all villages and 80% demonstrate gender inclusiveness. All villages visited have either draft or final CAPs. In TTS the CAP is currently being revised by the Partner and the community does not have a copy. In four other locations villages were able to show copies of plans (in Belu we did not see one, but it has been produced). We did not extensively review CAPs. But again, this element of BR shows major program achievements.

Downstream from CAP preparation activities include incorporation of CBDRM activities into routine annual village development plans sent to district governments. Oxfam does not report on this as an indicator (it was not in the design), so we cannot say how prevalent this logical extension to the CAP is across BR. But most villages visited have made or are making efforts to incorporate CAPs into wider village planning, although they have yet to receive any substantial support from local government as a result of this. This is largely because most CAPs were produced after the most recent round of village development consultation meetings (Musrenbangdes). (Please see recommendation 1 in Section 10).

Downstream activities also include the development of early warning systems (EWS) and evacuation procedures.

"From the training we have had, I know that when an earthquake hits one of us will have to check the sea level to predict tsunami possibilities. Last night (after an earthquake), I saw almost all windows were open so I assumed they were aware too. People know where to run to in case of tsunami or earthquake".

*Village CO*

Oxfam reports that 31 villages (30%) have established EWS and conducted simulation for evacuation routes (15 villages in Flores Timur and Sikka, 14 village in TTU and Sikka, and 2 villages in Donggala). There is still work to do on this important output, although Oxfam's records may not be entirely up to date as we noted that EWS have been established in 2 villages in NTB, 1 in Belu and 1 in Nabire. These take various forms, mostly using traditional methods such as bamboos, shells and drums (by contrast in Nabire megaphones are used). EWS has not yet been instituted in TTS or Jayawijaya. Evacuation drills and routes have been instituted in both locations visited in NTB, and in Belu and Nabire. These have not yet been instituted in TTS or Jayawijaya.

### 3.5 School progress variable

The BR logical framework does not have a separate outcome for the sequence of activities carried out in schools. Instead results are focused only at the output level (within the scope of outcome 1.1):

**Each targeted village school develop standard operating procedure regarding school safety and measures.**

## 60% of students and parents in targeted village schools know safety measures for major hazards.

The BR program is making inroads into school based CBDRM using sound methodologies parallel to those used in villages. It is reaching school children (please see Case Study 5). It was heartening for the MTR team to hear children in Air Mandidi in Nabire District singing a song about not panicking when a flood occurs and what to do when an earthquake strikes. This says a lot about the enthusiasm of teachers to use the training they have received through BR and to try to incorporate what they have learned into fun activities for students. This was true for all the other schools visited (2 in Lombok and 1 in Timor) where teachers are active in teaching students about CBDRM.

CBDRM processes in schools are complementary to those in villages. Oxfam says that BR is working in 67 schools, all of them having Standard Operating Procedures (SOPs) for CBDRM developed as a result of school risk analysis (although we did hear of one SOP still in draft form). This exceeds the target of 55 schools. The SOP has 3 main components: early warning and communication, mobilization and evacuation of the children and first aid assistance.

The extent to which the CBDRM processes have been internalised in schools and teachers, parents and students fully aware of the safety measures that CBDRM brings appears variable at this stage (see Recommendations 1 and 7). Despite SOPs being in place in all schools, we have not gained as clear a picture of progress in schools as we have for villages.

Teachers variously talked about school action plans or standard operating procedures, and we suspect that there may be some confusion as to the difference between the two documents. By contrast, in villages this was more clearly articulated. Teachers in all 4 schools visited stated that risk analysis has been done. We saw a well developed school action plan in North Lombok, and heard of the development of an SOP in East Lombok. We met teachers who told us of classroom activities and students who recounted simulation exercises.

A long-term benefit of including schools in the CBDRM process is that they become a focus for DRR in the village. Progress is excellent in the school visited in Nabire, with the village opting to use the small grant from BR for drainage works at the school (see Case Study 4 in Appendix 1). But one of the constraints to focusing on CBDRM in the school is that teachers often come from or live in other locations, and their links with villagers including parents are less solid than for local teachers. Also clear is that CBDRM can be pushed down the list of priorities within a school when the over-riding concerns are a lack of general educational and infrastructural resources.

It is good to hear from Oxfam of an innovation being in tried in Donggala District in Central Sulawesi in incorporating CBDRM into the local element of the curriculum. This is not included formally in the BR design and other Partners have not worked on this. It offers an important case study for future actions (although the MTR team has not documented this as a Case Study). In the schools visited teachers do try to include CBDRM in their lesson plans, but we concluded that with considerable competition for scarce "curriculum space", teachers in isolated schools will not spend time on this by themselves.

"I perceive that education is the key to disaster mitigation. We can teach children about this like Japan does. (We can) prepare a curriculum that integrates disaster mitigation."

*Health official.*

"We do integrate the DRR elements into Science subjects. For instance, we teach them about the importance of keeping the forests, which will prevent flood and erosion."

*Teacher.*

### 3.6 More time needed with Government

#### DRR capable districts

There are two BR program Outcomes most closely associated with the work with regional governments: The first is:

**Outcome 1.2: By 2012, district governments, CSOs and other stakeholders are able to identify disaster risk, to plan and to take actions to reduce community vulnerabilities to disasters.**

The MTR team has seen in the field that BR can and is moving towards the first outcome of DRR capable district governments. However, progress is variable and we think that the program will not fully meet this outcome in the time available (see Recommendation 1). We do not apportion blame for this, as it simply reflects that the primary government disaster management coordination organisations, the BPBDs, have only just been established. With this in mind we report the following overall achievements against outputs for this outcome in tabular form.

**Table 3: Summary of progress with district governments**

BR output as per Outcome 1.2	No of districts	Notes
Districts with BPBD in place	16	<u>This is on track.</u> All districts in BR have BPBDs. Please note that this is largely outside the control of BR <sup>2</sup> , although BR has assisted in the creation of BPBDs.
Coordination mechanism operational in each district.	14	<u>This is on track.</u> This refers to DRR Forums and/or working groups. Forums variously consist of representatives from government Satuan Kerja Perangkat Daerah (SKPD), CSOs, academia, the media, community leadership and others. DRR forums encourage the formulation of regional action plans for DRR and Contingency Plans. Manokwari and Nabire have yet to establish these.
60 government and CSO staff from each newly targeted district are trained on 3 relevant topics of DRR <sup>3</sup>	1	<u>This is not on track.</u> Oxfam records indicate that around 475 people have received district level training with about 37% of these having attended 3 training sessions. Progress is variable across districts. Only 5 districts have currently had training for 60 or more people with none of the newly targeted districts having yet fully attained the aim of 60 people having received training in 3 relevant topics. We used the tracking spreadsheet for this, which we understand is not fully up to date, so more progress may have been made than is reported here.
15 District gender inclusive risk analysis completed and disseminated	0	<u>This is not entirely on track.</u> Oxfam reports that this will be conducted in the third year and will include a gender perspective/ mainstreaming. BR may not fully achieve this output in the time available, given that programs are due to come to an end in TTS and TTU in November 2011. Nabire and Manokwari Districts have undertaken this and Jayawijaya will complete this in August 2011.
District contingency plans completed and simulated	4	<u>This output is on track.</u> The logframe only requires reporting against the number of completed and disseminated contingency plans, and gives no numerical target. 4 districts (Ende, Belu, Donggala, and Sangihe) have completed and tested contingency plans, actually developed with funds from the PRIME program. 5 districts (Lombok Utara, Lombok Timur, Bima, Manggarai and Nabire) are finalizing contingency plans which will be tested through simulation exercises. 7 districts (Lembata, Flores Timur, Sikka, TTU, TTS, Manokwari and Jayawijaya) are currently preparing draft contingency plans, in cooperation with key stakeholders, including local government and CSOs.
Districts in which disaster management legislation enacted	3	<u>This output is being achieved in some locations.</u> The logframe only requires reports against the number of districts with legislation, and gives no numerical target. 3 districts (Manggarai, Flores Timur, Sangihe) have district regulations for Disaster Management. While this is outside the control of BR, BR has been able to assist district governments in this regard.
Districts having operational budgets for DRR	Not known	<u>Unclear, but almost certainly not on track.</u> This is based on our own observations in only four districts, with no BPBD met having operational funds. However it is noted that Jayawijaya District has commenced institutional planning work on DRR including budget preparation with the aim to attain approval in June 2011 for 2012 budget allocations.

“Hopefully we can work toward encouraging district government to pass a Perda on DRR. Once this happens, all SKPD will have to implement it. Resources will be allocated to support activities.”  
*Partner manager*

Oxfam and its Partners are implementing DRR processes for district government in 16 districts. These processes are appreciated by district government and are parallel and similar in methodology to the processes used in participating villages. Recognising that for some local NGO Partners working with government is a relatively new environment in which they needed to rapidly gain experience, this is an excellent

<sup>2</sup> And thus should probably not have been included as a program indicator.

<sup>3</sup> This indicator refers only to the newer districts in BR: Lombok Utara, Lombok Timur, Flores Timur, Sikka and Manokwari.



achievement. With BPBDs in place in all 16 districts, the essential coordination building block for district DRR is now in place. We were able to see in Lombok and Nabire that the Partners have been instrumental in assisting the district governments to form BPBDs through training, awareness raising and capacity building activities.

BPBDs are newly formed, some as recently as February 2011. We met with BPBDs in all six districts and they all showed a keen interest in DRR. However, they all admit their primary initial focus is disaster response. None of them report significant non-routine activity budgets being available, although to be fair for most this is their first year of activity. All are negotiating for national funding through BNPB with indications that this will be forthcoming. BPBDs are also eligible for and where necessary have received disaster relief funding from BNPB's on-call fund.

Capacities of BPBDs are generally low. Many BPBD officers have modest experience in DRR (and some none). All are keen to develop their skills along with their organisations. All BPBDs met expressed concern that BR will shortly come to end and made recommendations to us that BR be extended in their districts. BPBDs are still trying to carve out a niche for themselves from the broader range of roles fulfilled by other Satuan Kerja Perangkat Daerah (SKPD or Regional Work Units, formerly called Dinas), many of whom are uneasy about a coordinating role in disaster management that may overlap with their own roles and reduce their funding. (See however the Case Study 7 in Appendix 1).

"I have to be honest that prevention and mitigation do not get sufficient attention and concern from government, including BPBD. We haven't had time to do simulation, for example. I am glad that NGOs have played their role to raise awareness on DRR, although it may not be enough. I am aware we have to play our role too."

*BPBD official*

Oxfam reports that some 475 persons have attended DRR training aimed at district governments, of whom the vast majority are government officers (some local CSO participants have also been involved). A large proportion of these officers are not from BPBDs (more than 90%). This is not surprising given the very recent formation of BPBDs, but it does clearly show that there is a challenge for BR to provide more comprehensive training for BPBD personnel. Approximately 16% of participants in all BR government related training have been female. It is not appropriate to suggest that this figure simply be increased in the future, as the involvement of women in government programs is outside the control of non-government stakeholders such as BR Partners. However, BR Partners have clearly made significant efforts to involve women from district government agencies. Please see Recommendation 15.

The bulk of trainees have come from a wide spectrum of local agencies, including district planning and administration, physical infrastructure, health, education, social welfare, search and rescue, and security. Prior to establishment of BPBDs in districts Partners have faced a major task in bringing together relevant agencies. Training has been wide ranging with considerable focus on CBDRM, PCVA, disaster management and gender. Reasonable inroads have also been made into contingency planning, climate change and HIV issues.

We are unable to provide a definite assessment of the effectiveness of government training provided by BR (see the last paragraph in section 2.3). However, the proof of training effectiveness in local governments is likely to be in 1) the production of quality DRR documentation; 2) the establishment of local regulations; 3) the further strengthening of BPBDs and 4) the extent to which district government and village DRR efforts can be effectively linked. There is evidence that inroads are being made in these areas.

Exemplary work is being undertaken with nascent BPBDs in both Lombok districts visited with Partners coping with immense pressures to meet targets (please see Case Study 6 in Appendix 1). Many of the written outputs have either been produced or are in draft form and work is underway to try to meet all targets. Partners do have some doubts about completing the work in the time available, but have made special efforts to coordinate and work closely with the newly formed BPBD. The BPBDs are very appreciative of this NGO/Government partnership approach. One Partner has negotiated an MOU with the Bupati and has assisted a local DRR forum (see Case Study 7 in Appendix 1). This is helping considerably to cement DRR activities and plans.

A lot of work with local government has been undertaken by the Partner in Timor, but unfortunately the establishment of the BPBD comes either after BR completion (Belu) or close to it (TTS). The BPBDs, as the principal disaster management offices, have had very little exposure to BR, and unless BR is extended, they will not have this in the future. The Partner has worked consistently with Dinas staff in the past, but few are now in BPBDs (the "mutasi"<sup>4</sup> issue). Both BPBDs visited expressed some concern at not being fully aware of current BR activities.

In Nabire, BPBD really appreciates what the Partner has done. BPBD has limited capacity to work at the community level, so they are happy the Partner can facilitate the production of CAPs. The BPBD has concerns about the sustainability of funding for CBDRM once BR is complete, but wishes to adopt the Partner approach, including village preparedness teams. BPBD has requested the partner to provide a list of team members so they can coordinate with them in the future. BPBD is working with the partner to produce an earthquake contingency plan. They intend to produce contingency plans for tsunami and flood.

In Jayawijaya, the Partner is struggling to develop a productive working relationship with local government, although has been instrumental in the very recent establishment of an NGO/local government forum, for which the district government hopes to provide a budget in 2012. However, we are unsure whether the forum will continue for long in its current form, as major differences of opinion were evident between NGO and Government players (probably a reflection of the local political situation). The BPBD is in quite a weak position.

The second outcome related to districts and their governments is:

**Outcome 1.3: By 2012, through improved understanding of programme effectiveness and appropriate approaches in a changing context, DRR model is developed for other districts based on KAP surveys and cost-benefit analysis, and implemented in districts other than the programme universe.**

Oxfam clarified the intention of this outcome. It is expected that by 2012, provincial level governments will have an improved understanding and recognition of program effectiveness and its approaches based on KAP survey and cost-benefit analysis<sup>5</sup>. This means that the DRR model is considered by them as a good model to implement and replicate in other districts. This outcome provides a mechanism through which BR can be extended or expanded.

"We also have a draft contingency plan for earthquake, which (the Partner) and Oxfam initiated. We are finalizing the draft and will finish it soon. We are going to make .. contingency plans for tsunami and flood once the first draft is finalized."

*BPBD official*

Districts we visited have shown considerable enthusiasm for DRR. The potential for scale-up through use in other districts is there, and we see no reason that this is not the case throughout the whole of BR. We are not sure of the extent to which BR has involved provincial BPBDs across the six provinces as the logical agencies through which expansions to other districts can be facilitated. Provincial BPBDs are not at this stage formally involved in BR. We were only able to visit one Provincial BPBD (NTB) but were encouraged to see a new agency gearing itself up for disaster management. While the agency is significantly oriented towards

disaster response and has recently received major tranches of equipment from BNPB<sup>6</sup>, it is showing keen interest in being involved in DRR work. Partners in Lombok have made sustained efforts to involve Provincial BPBD and this has been appreciated. It is also understood that the provincial authorities in Papua have developed a provincial disaster management plan (under Bappeda leadership), and have been involved in BR supported district risk mapping in Jayawijaya, Nabire, and Manokwari. The approach of continuing to fully inform Provincial BPBDs and involving them in district and village activities is warranted in the remaining time.

<sup>4</sup> "Mutasi" is the Indonesian term for postings or career transfers particularly for government officers. Please see Recommendation 5.

<sup>5</sup> Although Oxfam needs to more formally involve Provincial BPBDs in BR (see Recommendation 4).

<sup>6</sup> Provincial BPBDs also have radio and on-line equipment for real time disaster communications. In Mataram, this is operated on a voluntary 24 hour basis by ORARI, the Indonesian Amateur Radio Organisation.



Within the six BR provinces one further district, Sikka, has been added to the original 15. Furthermore, Oxfam is negotiating with the Province of West Sumatra and with AusAID for an additional program. This will be based on Oxfam's experience in BR (and in PRIME before it). In a wider sense therefore, this outcome is being achieved.

### **3.7 Low impact from small grants**

We have not surveyed the use and impact of all small grants throughout BR. This brief analysis is thus based on our visits. Most grants in BR are being used for mitigation type activities. However, we are convinced that the small grants allocated to villages are too small to be of major impact in their own right. There is no real evidence from what we have seen (except in East Lombok) that they are helping to leverage significant funding from other sources to meet the generally high expectations of village people for mitigation infrastructure (please see Recommendation 9).

In Sembalun Bumbung in East Lombok the BR small grant was used to shore up the banks of a small river in a location where frequent flooding has caused abrasion and a danger to nearby houses. The community provided labour and was able to leverage funds from district Public Works to considerably extend the project. This is a commendable outcome for the village, although we note that ongoing maintenance will need to be considered. We also note that the village has other vulnerable locations that have not received mitigation support.

In Mumbul Sari in North Lombok, the small grant has been used to construct a beachside washing facility that takes the pressure away from a source of water that was instrumental in causing damage to a local river bank. The river has recently flooded causing damage and loss of income. Villagers have significantly larger flood mitigation needs, including fords. Ongoing maintenance needs to be considered here. This small project is considered of low impact.

In Konbaki, TTS we saw a small water supply close to the village office that helps to meet local health concerns. In this location water borne diseases are considered to be a disaster in their own right, so the project aims at prevention rather than mitigation. As TTS Public Works has installed a considerable number of similar water supplies in some nearby village locations, we wonder why this was not automatically extended to the location we visited.

Lowalu in Belu district reports long-term success of flood proof wells constructed under PRIME. These highly valued wells use a filtering system that allows the community to draw fresh water regardless of frequent floods. We suspect however that significantly more funding was utilised by PRIME for small village projects than by BR.

In Nabire the small grant was used by the village for drainage at the local school (please see the Case Study 4 in Appendix 1). This is an appropriate and quite innovative use of small grant funds, although as for all other BR grants, the emphasis is on "small", with the village expressing needs for other mitigation measures.

In Jayawijaya the three communities near Pyramit are using their small grant to construct river bank protection, although given that they are now facing some pressure to relocate, we suspect that what they are doing may be too little and too late (please see Case Study 3 in Appendix 1).

### **3.8 Climate change confusing**

Climate change has confused everyone we met in villages and governments. People are aware of it but don't know what it will mean in the long-term or what to do about it. BR has not substantially addressed it locally at this stage in program implementation, although a reasonable level of training on this has been given for government officers and COs. BPBD officials consulted do not yet know what to do about climate change. Given the current need to deal with recent local disasters, it is probably not perceived as a major priority for them at this stage.

"It used to rain in December, which means farmers could plant corn in March. Now, it rains all the time. Is there a way we can change this weather or the climate?"

*Village FGD Participant*

"People complain about the impossibility of predicting the weather. They used to be able to know when to plant and when they would harvest, or when the best time was to fish. Now, no prediction is accurate."

*Partner staff member*

In Lombok and in Belu we met villagers who are trying to adapt to changed weather patterns, with mixed success to date, in areas like adaptation of cropping patterns. In Lombok a flood prevented access to markets and produce including recently harvested corn was ruined, leading to significant loss of income. Villagers there are considering changing planting and harvesting calendars. In Belu the village had adapted from dry upland to wetland rice cultivation. However they learned a hard lesson: additional fertiliser costs need to be factored in; and because cattle are not suitable for ploughing and they do not have buffalo, they needed to hire mini-tractors. They made a loss.

There is an opportunity to utilise small grants to help communities solve problems like these with a livelihoods approach to climate change adaptation (CCA) coupled with training on climate change. Oxfam UK is developing approaches and methods for CCA, which is becoming a major focus within development assistance. In the broad context of development assistance, there will be significant resources

available for CCA in the future, so Oxfam is in a good position to promote it through BR. Please see Recommendations 9 and 10.

## 4. Appropriateness of tools and methods

The MTR was asked to address the following key question:

### Key Question 2. Are the approaches, methodologies and tools used appropriate to the local context?

The participatory approaches, methodologies and tools developed and used by Oxfam and BR for village, school and government DRR work are very appropriate to the local context and should be continued in the future (please refer to Recommendation 2 in Section 10). The methods used are well thought out, and partners are showing a disciplined approach. Oxfam uses manuals and guidelines for training COs and communities, a selection of which were provided for the MTR. They are well documented, appropriate and comprehensive.

The following gives justification for our conclusion.

### 4.1 Methods in the villages appropriate

"We have a drainage system of 1,552 meters along the streets. This is a realization of integrating PNPM and risk analysis."

*Village CO*

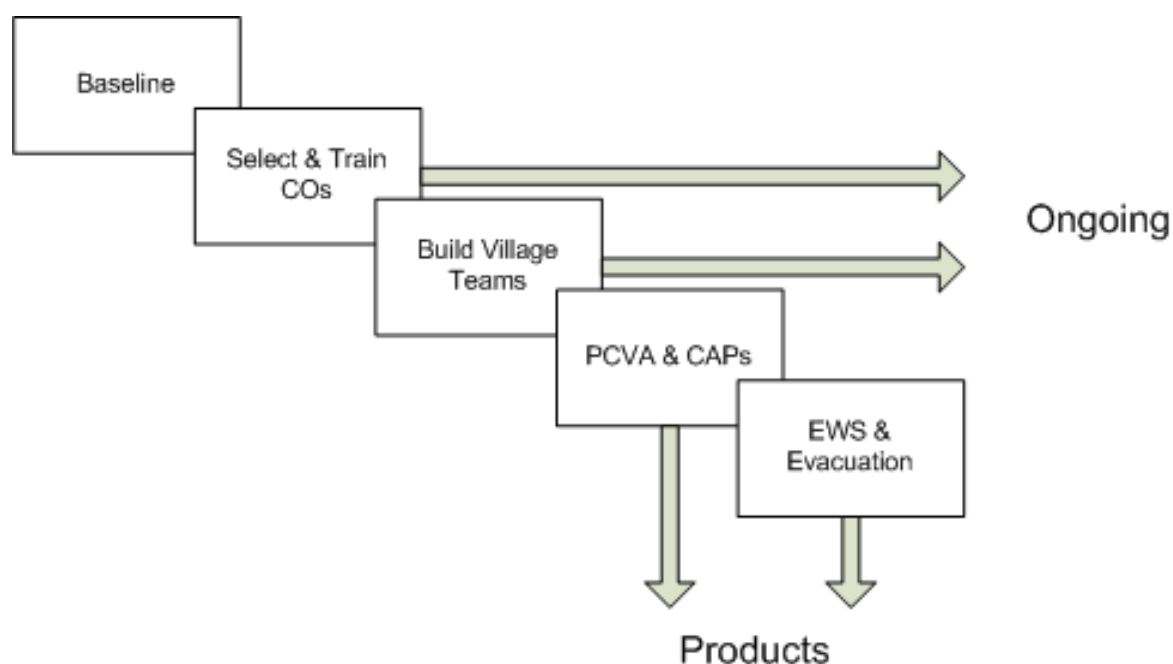
The sequencing of work in the villages is good (please see figure 1 below). The establishment of a baseline is a sound practice and has been well carried out in all locations. The appointment and training of COs as a precursor to other work is appreciated in most locations visited, with a gender balance among COs a sound and well proven practice (please see Recommendation 15). Building village teams around the COs is also appropriate and again this has largely been

achieved with the underpinning of good gender principles. Involvement of village teams in the development of CAPs is a logical next step in CBDRM, although it is noted that written outputs are of less use in villages where literacy rates are not high (although the oral tradition can be and is being exploited). The development of EWS and evacuation procedures is a practical and logical use of village teams and most villages consulted are appreciative of these measures.

BR will experience mixed success in the short term in leveraging resources through wider village development plans. This is to be expected in the context of nascent BPBDs and in situations of poor district resource availability, so there

are no guarantees at this stage that district governments will respond positively to village requests for disaster management support. Nevertheless, with the exception of North Lombok (where Program Nasional Pemberdayaan Masyarakat - PNPM - funding had been obtained for drainage works) no villages visited have yet had a full cycle of development planning in which to see concrete results through local budgets. The MTR team concludes that this is a potential vulnerability for BR's long-term impact.

Figure 1: The BR village process



Partners have largely chosen to focus their attention on villages that have recently experienced local disasters. This is a good strategy as the relevance of DRR work is clearly evident to the people concerned.

There are local variations in the approaches, methods and tools used for BR. In North Lombok the Partner and the village team organised a competition for evacuation route socialisation (see Case Study 2); there have been additional village team sessions for women in Lombok Timur; in NTT the Partner has translated DRR terms into local language; in Nabire tools were adapted to the local context by the COs; in Jayawijaya an adaptation was made to the PCVA facilitation process (i.e. using storytelling and discussion rather than using a matrix as per other locations).

The team has noted that it is important in the CBDRM process that ownership of outputs is built at all stages. Thus for instance village action plans need to be produced by the village teams with facilitation from the Partners. In one location the team noted that the village and school were not in possession of copies of their documents, which were being further processed in the Partner's office. Thus the village and school were not active in further developing their own documents. In all other locations the communities are fully involved in processing their own documents.

## 4.2 Methods in schools less intensive

The methodologies used in schools are very similar to those used in villages and are appropriate to the local context. However, they are less intensively applied, in that Partner facilitators spend significantly more time in villages. It is possible in some locations to provide more intensive resources in schools in the time available. Given that we have seen that progress in schools is variable, there is certainly a case for this in any future extensions of BR (Recommendation 7). There is also a case for more clearly and strongly linking CBDRM work in schools with work in nearby villages.

"I have received lessons from (the Partner) for a year but we need to learn more. I've learned about disaster preparedness from them. In fact, a small disaster took place not long after we had the first discussions with (the Partner) so we got to apply what we already learned. (The Partner) also encourages us to engage with school, principal, teachers and students. Now I also know how to communicate with my village apparatus."

*School committee and preparedness team member*

Training for teachers inspires them to teach students about hazards and disasters as we observed in the field. Although formal policy for integration of disaster education into the school curriculum does not exist in any of the districts visited, it's obvious that teachers have tried their best to incorporate disaster related content and DRR messages into existing subjects in a formal approach, or informally through extra-curricular activities (see Case Study 5).

In Nabire a key factor for success in linking DRR measures between community and school was the use of the small grant for structural mitigation activities at the school. This experience can be used as an excellent reference (see Case Study 4) for the future. It shows the partner's facilitation process with people at the village in which the school becomes an emergency shelter during a disaster. This is a clear

example of the PCVA being used as a tool to focus on real local needs.

### 4.3 Consultations and methods in district governments appropriate

In addition to key question 2 on the appropriateness of methods and tools the MTR team was also asked the following key question, specifically in regard to work with governments:

#### **Key Question 5. What consultation has been done with the government and how is the consultation done?**

The methods and tools used with district governments parallel those for villages and schools. We consider them to be very appropriate to the context of district level regional autonomy and the current district capacities for disaster management. BR consultations conducted with district governments have been very appropriate and effective.

"(The Partner) always engages my agency. They empower community members to identify disaster possibilities because they will be the first people to see the signs. Now, there are 30 PMI volunteers spread in all villages ready to assist (the Partner's) program".

*Indonesia Red Cross (PMI) official*

There are constraints when dealing with newly formed government agencies in which personnel may not yet be familiar with DRR. There are also local political factors at play - e.g. where there are existing tensions between local government and the NGO community. However, given existing constraints, BR partners (and by extension Oxfam) have managed relationships with government well. The MTR team has stated above that the BR consultations and relations in Lombok have been exemplary and are good practice (Case Study 6). The assignment of a government liaison officer within the NGO, and

the involvement of Oxfam's provincially based Program Officers (POs) in this process are very sound approaches.

Most partners see the value of encouraging a local forum process initially within government and in the longer term involving civil society and private sector actors. This has been a notable element of BR to date. Partners will need to maintain the momentum as part of their exit strategies. However the involvement of other NGOs that may not have established or cordial relations with their district government counterparts will require sensitive handling.

Regular formal or informal meetings with local government are sound practice, and where the local NGO has been able to fully inform and involve local government and other agency officials in BR activities this pays dividends. Districts have received a significant amount of training and workshops under BR and its predecessor PRIME (although more needs to be delivered). This increases liaison, cooperation and involvement of local government. Importantly it increases ownership of the program by local government and encourages direct DRR activity.

The challenge remains to make linkages between village and government activities under BR in the time remaining (as is noted above). Where partners have also involved the Camat, this is most effective (please refer to Recommendation 3 in Section 10). Although the MTR team did not have the opportunity to meet any Camats during its visits, we feel this aspect needs more attention. All partners met showed a clear focus on involving village heads and their administrations. At minimum this is an essential courtesy, and at maximum a powerful approach for cementing CBDRM within village affairs and plans.

The contingency plan drafting process at district level also has a strategic function that BR can offer to newly established district BPBDs. The drafting process can be used to clarify the BPBD role and mandate as the leading agency without neglecting the existing roles and functions of other SKPDs at district level. This is possible because contingency plans always mention available resources (manpower, equipment, etc.) that can be mobilized from various sources if a disaster happens (please see Case Study 7 in Appendix 1).

## **5. Factors that have affected program performance**

The MTR was asked to address the following key question:

**Key Question 3. How effective and efficient is the program implementation and in what ways can it be improved?**

### **5.1 Effective methods are stimulating interest in DRR**

In Section 4 we said that the methods and tools used in BR are appropriate to the local context. For the same reasons they are also effective and have thus significantly aided program performance. We are unable to comment as to how efficient tools and methods are, because we have not reviewed the resources required for individual events or observed activities in the field to see whether those resources have been used with a minimum of waste (a reasonable definition of efficiency for training and capacity building activities).

The views given here are in addition to those in Section 4 and cover a range of factors that have positively or negatively affected program performance. There are constraints to program effectiveness. However, BR has been effective to date (in most places) in stimulating community and government interest in CBDRM and DRR. Particularly in the village context, the program has been effective in putting into place processes and mechanisms to which village people have responded well. They see clear reasons for modifying their practices (behaviour) to accommodate CBDRM goals. They need continued support in the future to sustain this. Recommendation 1 in this MTR (see Section 10) calls for more time to spent working with government. Oxfam and Partners can play a facilitating role in bringing together the range of DRR actors (district, provincial and national). We note in particular that efforts to involve the provincial BPBDs will likely bear fruit (Recommendation 4), as they are in a better position to coordinate between national agencies than their district counterparts<sup>7</sup>.

### **5.2 Good coverage for the investment made**

Program coverage within the regional administrative context is a measure of program effectiveness and efficiency. BR's program coverage is appropriate for a program of its scale and financial scope. It reflects value for money because it brings a good level of penetration of the CBDRM and DRR approaches being used for a reasonable investment by AusAID. It also offers a significant sample from which national and regional stakeholders can assess the appropriateness of the approaches when considering their wider adoption in the future.

Table 4 below summarizes the coverage and average costs per administrative area. BR is spending around \$35,000 per village to cover 4% of villages in each district. This is sufficient to stimulate district interest, which we have seen

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<sup>7</sup> Examples of relevant national programs are Desa Siaga (Ministry of Health), Desa Mandiri (Ministry of Energy and Mineral Resources) and Kampung Siaga Desa (Ministry of Social Welfare).

during field visits. An average of 16% of districts in each province are covered. If in the future BR is to work more closely with provincial administrations it will have a demonstrable basis with which to do this, particularly in NTB and NTT (see table 5 below). Oxfam is exposing 18% of provinces in Indonesia to CBDRM, thus trialling the methodology in a wide range of geographical and cultural circumstances. This should be of interest to national authorities.

Table 4: Coverage and value for money<sup>8</sup>

Administrative areas	Number covered	Total number within the next larger area	%age coverage within the larger area	Average cost per administrative area A\$
Provinces	6	33	18.2	618,995
Districts	16	97	16.5	232,123
Villages	105	2611	4.0	35,371
Total program cost				<b>3,713,971</b>

Targeting CBDRM to poorer villages and districts is also a measure of effectiveness as the poor in disaster vulnerable areas usually bear the brunt of disaster impact. Table 5 gives the district exposure to CBDRM/DRR within provinces, by calculating the percentage of districts in each province in which BR has a presence. This provides a further illustration that provincial exposure to BR methodologies is sound. With the inclusion of the relative poverty ranking of each province covered within Indonesia, this also shows an appropriate targeting of poorer areas.

Table 5: Exposure of provinces to BR methods<sup>9</sup>

Provinces	Districts covered	Total number of districts	%age exposure by province	Province position in poverty ranking
NTB	3	10	30.0	14th
NTT	8	21	38.1	4th
Papua	2	29	6.9	1st
Papua Barat	1	11	9.1	2nd
Sulawesi Tengah	1	11	9.1	10th
Sulawesi Utara	1	15	6.7	26th

"Many people have been through disasters. We have written proposals to government asking for their assistance but nothing has come so far. Flood is something that people are used to. However, the last flood (February 2011) was different from those that happened earlier. The water contained sand, which ruined crops. We sent the proposal six months ago and haven't heard anything until now. This last flood hit villages for a whole week. Crops were ruined, people got sick, three newborns died."

*Villager*

Between provinces, exposure varies from modest to excellent. However care is needed when comparing provinces. Papua is a large, logistically difficult province with many districts, in which local programs require extensive time and resources. Starting with 2 of 29 districts is appropriate. By contrast, villages in NTB are in easy reach of the provincial administrative centre and programs are logistically simpler to establish. A 30% coverage in NTB is also appropriate.

Coverage of villages by district varies between a modest 1.4% in Donggala, Central Sulawesi, where the program may have scope for expansion in the future, to a hefty 30.3% in North Lombok, which is a small district with relatively few villages, where it may be possible in the future to reach all disaster vulnerable villages. Care is needed in using this data, which is not presented in full because sizes of districts

<sup>8</sup> The data here has composite sources: Coverage of provinces, districts and villages is sourced from Oxfam's April 2011 reports; total numbers of administrative areas are sourced from the post code database "Indonesia Kode Pos 2011" (<http://kodepos.nomor.net>); and the total project cost from Oxfam's Consolidated Budget Sheet of December 2010 which shows actual allocations for the three financial years of the program. Please note that projected cost varies from the \$4,085,368 in Oxfam's agreement of June 2009.

<sup>9</sup> Districts covered are sourced from Oxfam. Total number of districts is from Indonesia Kode Pos 2011. Poverty rankings are from the BPS 2010 Census.



and the numbers of villages in them vary widely.

BR has targeted 3 of the poorest 4 provinces in Indonesia. Sulawesi Utara appears an anomaly, but Sangihe, the district in which BR works, is by far the poorest in the province<sup>10</sup>. In NTB, North Lombok is visibly one of the one of the poorest districts, although poverty data for the district is not available as it has only recently been split from West Lombok. All areas chosen are subject to high levels of disaster occurrence as was demonstrated in Oxfam's proposal for BR. The MTR team concludes that BR working in appropriate provinces and districts.

### 5.3 Long-term effectiveness not guaranteed

Long-term effectiveness of BR (essentially an impact and sustainability issue) is not guaranteed. The time frame for this phase of BR is too short to guarantee sustainability. No districts will have had full three year implementation periods (and some considerably less - see table 1). However, it is most encouraging that the program is being effective in establishing an appropriate village team approach to CBDRM which in one location (Belu) has survived program completion (and is being given further support by the MenSos Kampung Siaga Bencana program)<sup>11</sup>.

For reasons as above, the effectiveness of BR in encouraging pro-DRR government processes, policies and activities still remains to be seen. Initial results in places like Lombok and Nabire are very encouraging with officials very keen to be involved. But they request additional resources and to a great degree expect donor programs to help them.

Ultimately the effectiveness of BR will depend on the extent to which village and government processes can be productively linked. The program will not show the extent to which this has been achieved until 2012 because a) the BPBD agencies are in their early stages of development; and b) village and local government budgets have yet to reflect DRR needs. The jury is out on this question. However national, provincial and local government commitment to DRR is on the rise, which bodes well for longer term effectiveness of the BR approach. But Oxfam and its Partners need to prioritise the necessary linkages between government and villages (and schools) in the time available.

This is essentially an issue of linking village demand and district supply (although note from the box here that sometimes this can work the other way). Villages visited generally showed good awareness of the potential for the CAP to be fed into Musrenbang Desa and Museranbang Kabupaten planning processes. But for the reasons above this is not guaranteed at this stage. In many ways more importantly, the challenge remains for district governments to be more fully involved in the village CBDRM process and to understand what it means practically for village people. Conversely, village people are often unaware of what district governments are doing and what they can provide, with the result that requests for support are often unrealistically high and disappointment results.

"The programs that (the Partner) has implemented should be informed to us, and as I know NGOs will not be here forever, we will try our best to follow up on them. BPBD still has time to learn more about DRR and disaster mitigation while (the Partner) is still here. We hope that we will be ready to continue the work when (the Partner) has to leave. I know that people think that NGOs have so much money that they can work in an area forever, but we are preparing our agency for the worse possibility."  
*BPBD official*

"Our TSBK raised funds for (another village). We raised Rp4 million, food and 19 sacks of used clothes and sent them to BPBD."  
*Village CO*

<sup>10</sup> Sourced from SMERU: Developing a Poverty Map for Indonesia, 2005.

<sup>11</sup> Disaster prepared villages. We have been unable to access a lot of information on Kampung Siaga Bencana, however, please refer to <http://www.depsos.go.id/modules.php?name=News&file=article&sid=15061>

BR should ramp up its resourcing support for local government. At the very least the approach by some Partners of not supporting public servants to visit villages should be reviewed. While this is a principled approach, the reality is that local government officials cannot or will not travel to villages without some financial support, and they currently

“Government officials are reluctant to go to the communities because they don’t want people to fire them with requests to build this and that. I think if they could sit with the people and tell how government could help, the people can understand. Just like we do with them. Maybe the forum can also help to bridge the communication.”

*Partner field staff member*

do not have large allocations for this. Oxfam has in place sensible precautionary measures to ensure that funding for government official travel is correctly used. A pragmatic approach may improve effectiveness (see Recommendation 6).

We also consider it is highly appropriate in the future to encourage village heads, COs and preparedness teams to visit their district and sub-district governments to discuss CBDRM with officials (see Recommendation 3). BR has the capacity to facilitate advocacy of this nature this in a structured manner to allow fruitful interchange of views and discussion of practical ways in which villages and district governments can work together in the DRR context. Innovative

approaches to these linkages might include the facilitation of village CBDRM competitions to be judged by BPBD officials, CBDRM exhibitions at the district capital and CBDRM road-shows run by district officials (please see Case Study 2 in Appendix 1).

While these linkages are a challenge, there is considerable potential for fruitful linkages and for village CBDRM programs and mitigation requirements to be channelled to district budgets in the future. We view this is a critical factor for CBDRM and DRR approaches through BR in the future.

## 5.4 An efficient program

Is BR efficient in the way it is working? We believe that it is. We have stated above that BR is good value for money and has efficiently covered a significant portion of each level of government within which it works. The use of a well established and experienced international NGO with trusted and skilled local partners is a good and well tried basis for development processes, with BR no exception. Alternative approaches to a DRR program, for instance using contractors, are unlikely to be more efficient and certainly will not be as cost efficient as the current BR model.

Individual partner performance does vary and we have seen management problems in some places that are clearly not conducive to overall program efficiency, although on a statistical basis, this is not unlikely. Broadly speaking, the dedication and hard work of local partners in BR for modest remuneration is to be commended. The fact that they are all local people (or have lived in the area for a long time) and are very well aware of the cultural and political context within which they work brings its own efficiencies.

In future rounds of BR, Oxfam should consider at design the time needed to select and negotiate with and Partners, as this has impinged on the actual implementation time available in some districts. Oxfam should also establish more uniform implementation periods for districts. We consider that these have been negative factors for efficiency in BR.

## 6. Program monitoring

The MTR was asked to address the following key question:

### Key Question 4. Has the monitoring mechanism been effective?

#### 6.1 Need for more effective flow of M&E data

Oxfam Jakarta uses a hands off approach to monitoring in BR, in which local partner reports are channelled through Area Offices and are compiled upwards to Jakarta. While the MTR has neither the mandate or the inclination to comment upon Oxfam's internal organisational arrangements, we feel that this is not the most effective approach to



monitoring. It would be more effective and efficient to have M&E information directly under the responsibility of M&E specialists in Jakarta. To allow quick, considered reaction to problems and opportunities that emerge, this would be better handled directly by Oxfam Jakarta. We have noticed Partner related problems in the field of which Oxfam Jakarta was not aware. While we do not deliberate on these problems, this systemic issue was very apparent. Please see Recommendation 11.

This aside, the current use of POs in the field and the assignment to them of a monitoring as well as supporting role is sound practice, and is commensurate with a partnership approach. POs are close enough to problems to see them on a daily basis. A combination of this approach and a central specialised monitoring approach is sound. The specialist role then becomes to put a wider context to monitoring data that the local PO may not immediately see.

However, Partners have endeavoured to meet their monitoring responsibilities to the best of their abilities within the spirit of BR agreements. Partner capacity for monitoring and reporting is somewhat variable, with the staff of one partner openly stating they need more support in this regard.

## 6.2 Strengthening village monitoring

The MTR team notes that CBDRM monitoring processes at the village level may need some strengthening. It is noted that partners do collect significant stories from activities in the community and these are collected by Oxfam and its partners. However the MTR team feels that these stories could be more effectively utilised in the villages. The need for embedded participatory monitoring and learning systems within CBDRM is critical to maintain knowledge gained through the process by communities themselves. Please see Recommendation 12.

## 6.3 Logframe issues

The logframe for BR is a given for Partners. They report that they were not able to negotiate either output or outcome level indicators, or to adapt them to local circumstances. Partners will respond better to a negotiation process for outputs and outcomes. The MTR team feels that the choice of quantitative output indicators in BR has been excessive. The program would have benefited from a measure of qualitative indicators at this level as well. These points should be borne in mind for future programs. It would be counter-productive to attempt to build a new monitoring framework at this stage.

As a general comment, it is becoming less predominant to use a complex logical framework with large numbers of quantitative indicators for program designs, especially in cases where flexibility is required because of widely varying conditions in program locations. We would advise for future BR rounds that designs take a more flexible approach, using for instance "theories of change" or outcome level logical frameworks, focusing more on outcomes and less on outputs. This will encourage an approach that will more easily focus on long-term results (particularly among Partners) as well as leave space within the design for innovation and change as program implementation progresses. Please see Recommendation 13.

# 7. Relevance to AusAID's policies and programs

## 7.1 Links with other AusAID programs

The MTR was asked to address the following key question:

**Key Question 6. What linkages have been built with other AusAID-funded initiatives and how this can be improved?**

The linkages between BR and other AusAID funded initiatives have yet to be well developed. At this stage they focus on individual activities. In North Lombok the local CO is a member of the local PNPM team and was able to obtain PNPM funding for local mitigation work (please refer to Case Study 9 in Appendix 1). A similar arrangement is

bringing benefit to the village visited in Nabire. But in the districts visited there are no formal coordination arrangements between BR and other AusAID funded projects, and Oxfam has not advised us of other districts in which they exist. It is not realistic to expect major changes in this regard in the remaining time available to BR. However in future phases or programs this should be borne in mind and AIFDR could take an active lead in this (Recommendation 14).

## 7.2 Wider AusAID policy and program linkages

The first purpose of the MTR was to measure how the Building Resilience Program has progressed over its plan and how it contributes to AusAID's goal in building community resilience in Indonesia, within AusAID's DRR policy framework. There are no specific recommendations made here regarding links with AusAID's wider program and policy frameworks. We have made no comments on links with other donor programs. However, this section gives suggestions for reference and reflection as pointers for AIFDR.

Clearly BR occupies a valuable place within AIFDR's overall program, bridging the training and outreach and vulnerability streams of AIFDR's work. BR is making a significant contribution to building community resilience to disaster. It has excellent coverage, is good value for money and offers significant opportunities for extension and expansion in the future. The partnership with Oxfam deserves a major place in AIFDR's future portfolio.

Oxfam has developed significant expertise in CBDRM in Indonesia since the inception of PRIME and offers a major methodological contribution to AIFDR's (and AusAID's) current portfolio. There are plenty of lessons to be taken on board from BR. Oxfam is not AIFDR's only partnership in CBDRM in Indonesia, but it is a major one. We have not been asked to review other programs and methodologies, but we believe that BR offers major experience through which AIFDR can refine elements of the its overall program.

Conversely the AIFDR program encompasses major expertise areas that Oxfam and BR do not have, for example the hazard risk assessment work, which AIFDR states should be "applied and successfully integrated into disaster risk reduction practice". The MTR Team is not competent to comment specifically how links between this and BR might

be developed in the future, but the input of science based hazard mapping into BR would be a plus. Similarly, other training and outreach elements of AIFDR's program, for instance the disaster management centres, would offer complementarities with BR. BR Partners have skills and training expertise that would prove useful.

(The Partner) always invites (our NGO) staff to any of their meetings and they engage community members. (The Partner) has built good relations with village people (so) that the people would not hesitate to propose activities or infrastructures that (the Partner) cannot fund to (the PNPM program). (The Partner) links to (us) in a very good way."  
*NGO representative involved in PNPM*

BR offers inputs into and can draw inputs from other AusAID funded programs in Indonesia. The links with PNPM and programs like ACCESS have been analysed (section 7.1 and Case Study 9), and they need more focused effort under the guidance of AIFDR (Recommendation 14). The exploration of collaborative efforts with other community oriented programs could bear fruit. Links are also feasible with AusAID

infrastructure programs. The extent to which disaster preparedness currently plays a part in roads programs is not clear, but we are convinced that schools programs offer a major vehicle for CBDRM to be extended in the future (particularly as programs in basic education have school based capacity building elements). There are also useful links to be built with health programs, particularly those dealing with epidemiological issues, given that epidemics are both consequences of disaster and disasters in their own right. Examples like these, raise the opportunity to see DRR introduced as a logical element of a wide range of AusAID programs, both as a way of saving lives and property more widely, and of protecting development investments.

With climate change a major factor in donor development programs everywhere, CCA methodologies will rapidly gain in importance in a wide range of rural, livelihoods and poverty oriented programs. If Oxfam is able to fully

develop its CCA methods and approaches within BR, we envisage major potential for linkages in the future (see Recommendation 10).

## 8. Lessons learned and good practice

### 8.1 Good practice examples

The MTR team was asked to address the following key question:

**Key Question 1. What has worked well and what factors made it possible? What enabled the positive achievements?**

#### Good practice CBDRM model

The CBDRM model used by Oxfam and its partners is good practice. The sequence of activities is logical and well thought out. The approaches, methods and tools can easily be adapted into the local context. The training system gives opportunities to various stakeholders to build the basis for collaboration in DRR. Governments, villages and schools are essentially learning the same approach to DRR. After training, the partners offer coaching to build further technical capacity and this is important. In terms of advocacy, the BR approach encourages links between stakeholders which can be further built upon in the future.

#### Exemplary approach in Lombok

The team has noted the exemplary nature of partner/local government consultations in Lombok. This is partly due to excellent timing in that the BR program there has had sufficient time to work with the newly created BPBD. The partners have also adopted a highly consultative approach that builds local government ownership of BR at the same time as offering support in capacity building. Local government liaison officers in the partner organisations play a key role in this, and have had excellent support from Oxfam's PO in Lombok. This is a good example of a NGO/local government partnership approach (see also Case Study 6).

#### The key role of forums

Further development of a common DRR approach can be greatly facilitated through the use of forums. While the forums reviewed are yet to be fully developed, their use will be a key factor in developing DRR in districts in the future. There is considerable scope for this strategy to reach out to and involve other CSOs and the private sector (although we have seen no examples of private sector involvement). Where the partners have chosen to assist in the formation of a government (SKPD) forum as the first stage this has proven to be good practice as it encourages a local whole of government approach to DRR. This recognises the role of BPBD as the coordinator, but also recognises that considerable resources are available through other SKPDs.

The challenge remains to build upon government forums to bring in a wider CSO and private sector involvement and to explore the resources that these organisations can bring to DRR. In particular we note that the private sector is often seen as being a potential significant funder of DRR efforts. However it is often overlooked that they can also bring significant expertise. The example of ORARI providing radio expertise and time on a voluntary basis is relevant here. We

“Well, there used to be ego among the sectors. (The) good thing about the forum is now they can sit together and feel a part of something. Before the forum existed, all agencies worked individually and wouldn’t care what others did. Sometimes assistance overlapped. Now that the forum exists, everybody acknowledges each other and starts to share the work load. The ego is gone and all SKPDs agree to work together.”

*Official from BPBD*

“We have the SKPD forum where coordination meetings are directly led by Sekda. We also have informal meetings with SKPD members. This helps identifying prominent actors in (the district).”

*Partner manager*

envisage, for instance, that companies and associations with communications, construction, engineering, health, education or distribution expertise may have a lot to offer. Please see Case Study 7 and Recommendation 8.

DRR forums are also a good way of reporting point back to BNPB. Different actors can be brought together by seeking to bring in the higher level strategic focus of the province or the national DRR platform, which can act as a guidance mechanism for the districts.

#### Solid support for Partners essential

Oxfam support for capacity building within Partners was an essential factor during start up of BRR. The deployment of Oxfam POs in the areas concerned has been a useful method to allow day to day support of partner organisations and to facilitate monitoring. We particularly note the excellent level of support being offered by Oxfam's PO in Jayawijaya. We understand that Oxfam knew from inception in the district that the local partner needed additional support. It was obvious to the MTR that the partner concerned has significant management problems. While solution to these problems is still under consideration, the Oxfam PO has stepped into the breach to provide day to day planning, coaching and management support for partner field staff, and this is clearly highly welcomed.

#### Linking villages and schools through small grants

While it is noted below that the school element of BR is the weakest of the three elements at this stage, we do note the excellent practice in Nabire of utilising the community small grant to assist in building DRR linkages between community and school (see Case Study 4).

#### PNPM linkages have major potential

The PNPM program, also supported by AusAID, offers opportunities for significant resources for village DRR and mitigation work. There are excellent approaches to this in Nabire and Lombok. In Nabire local PNPM staff are invited to BR activities as a matter of course. This has resulted in community willingness to propose DRR related activities to PNPM. In Lombok this has gone further with PNPM funding being provided to one village for drainage works. Please refer to Case Study 9.

#### Gender balance form COs good practice

The use of male and female COs in villages is good practice. This has resulted in considerable participation by women in village DRR activities and is encouraging female leadership in DRR (see Case Study 1 and Recommendation 15). This was particularly noticed in the village visited in Lombok Timur. In both Belu and Nabire it was clear that women's involvement in DRR was significant.

#### Oxfam development of climate change adaptation approaches

Oxfam UK is developing approaches to climate change adaptation and risk reduction as part of DRR. The BR program has in some places promoted discussion of climate change issues (mainly on changes in weather patterns) and with further technical support from Oxfam UK this could be developed into good practice in the future. However at this stage most local stakeholders are not clear as to the long-term implications of climate change.

## **8.2 Lessons from problems**

The MTR team was asked to address the following key question:

### **Key Question 2. What hasn't worked well and what are the inhibiting factors?**

#### No guarantees from Musrenbang

There are no guarantees that Musrenbang will result in significant resource allocation for DRR and mitigation in villages. This is a vulnerability within BR in terms of long-term sustainability and impact. The key to this is to build strong linkages between DRR processes in the village and the district. While the building blocks for this are in place, the linkage itself is mostly weak. This is because BPBDs are young organisations struggling to find resources, because government officials are not resourced to travel to villages (Recommendation 6) and because local government has yet to develop village level structures for DRR. The major opportunity here is for local government to use the BR structures in the villages as their own. In the time remaining the BR program should make this a high priority. BR also needs to prioritise work with the sub-district level of government), which is noted as being responsible for government's initial reporting and relief distribution during disasters. The linkage with the Camat has not been fully exploited within BR (see Recommendation 3).

“... I don't know how the NGO worked and who it worked with before BPBD was established but now I want all the programs to synergize. In a meeting with Oxfam and its local partner I emphasized this. I raised a concern about sustainability once the program ends. Will they be able to continue the work when there is no funding support?”

*BPBD official*

#### Weak linkages with other AusAID funded programs

Linkages between BR and other AusAID supported initiatives are at this stage weak with no evidence of formal coordination arrangements. Linkages at the local level have occurred on an ad hoc basis. The strongest potential for linkages in the future is with PNPM, because villagers have the opportunity for direct access to PNPM funds for DRR and mitigation (Case Study 9). In addition, PNPM documentation already refers to DRR as a potential area for PNPM funding. We are uncertain at this stage whether higher level policy documentation from PNPM contains explicit reference to DRR. There are some useful linkages with PNPM/Respek in Nabire where regular involvement of their staff in BR activities occurs. This is a useful model. The team saw no linkages between BR and either ACCESS or ANTARA.

#### Monitoring issues

While the BR monitoring system is capable of collecting and compiling basic monitoring data against output level indicators, it has yet to embrace the need for outcome level monitoring, which Oxfam says is now being planned. Particularly at output level the choice of indicators has been excessively quantitative, and future programs should look more closely at qualitative indicators for DRR activities. Furthermore, the channelling of monitoring information via Oxfam Area Offices to Oxfam Jakarta is unwieldy. A better approach would be for partners and POs to provide monitoring information directly to M&E specialists in Jakarta. Please refer to Recommendations 11, 12 and 13.

“... the officials get transferred easily. Officials that (we have) trained could easily be transferred to other divisions, sometimes outside the district, which means (we have) to train the new people. This takes so much time. Hence, (we are) aiming at the strengthening policy infrastructure so in the future, despite the individual in the position, DRR measures will work.”

*Partner manager*

"Let me tell you this, in case of disaster there are teams formed. What we want to happen in the future is (that) the same people should remain in the team regardless their new position. In other words, no matter what position they hold at the time, when a disaster hits, they could be summoned to help BPBD."

*BPBD official*

#### "Mutasi"

Frequent change in local government personnel is a major constraint to institutionalising technical capacity for DRR at the district level. With the recent establishment of BPBDs it is hoped that this problem will reduce. However BR has only a limited time frame in which to address this issue, in some cases only a few months. Clearly long-term building of capacity within local government will remain a challenge after the completion of the current round of BR. We note that several things can be done - please see Recommendation 5 in Section 10 and Case Study 8 in Appendix 1).

### More flexibility in implementation

There is limited flexibility in the program schedule to cater for delays in implementation, as for instance seen in Jayawijaya district. In this case the program has been significantly delayed by management difficulties in the Partner organisation. While Oxfam is commended for providing hands-on assistance to the Partner, the program there is due to close in August 2011 and in reality requires further time for key outputs to be achieved. In future rounds of BR it is advisable to build in more flexibility to cater for problems such as this. This might mean providing contingency funding for extension or making provision for the Partner to focus only on a limited range of key outputs.

## **8.3 Evidence of adaptability**

The MTR team was asked to address the following key question:

### **Key Question 3. What steps have been taken to change approaches and activities in order to take advantage of successes or to overcome problems?**

Given our comments above on the need for flexibility within BR type programs in the future, we have concluded that adaptability is not a strong point within BR. However, please note the following:

#### Proactive approach to supporting a struggling partner

Oxfam has taken a proactive approach to assisting the partner in Jayawijaya in response to management difficulties.

#### Involvement in the PNPM process

In some locations partners have encouraged COs to link into the PNPM process, because Community Action Plans have not to date been able to link into regular village development planning processes (Case Study 9).

#### Village adaptability to climate change

The village visited in Belu has attempted to adapt cropping patterns to changing weather conditions.

#### Including livelihood elements

In Timor, the Partner has adapted analysis techniques to include a livelihoods element, and to take account of food security as a major local issue. Disasters in Timor are recognised as having impact on livelihoods and food security.

## **9. Main program risks**

The MTR was asked to address the following key question:

### **Key Question 4. What are the future program risks and what ways are identified in which these risks can be mitigated?**

The predominant risk for the current round of BR is not fully institutionalizing DRR at the district level (policy, capacity building, technical capacities etc). The BR program should be extended to enable more work to be done on this. At the village level capable villages may not receive funding from the district government for important DRR and mitigation efforts in the future. This risk is related to the previous one, and would also indicate that further time is required to fully cement DRR processes as promoted by BR. Furthermore not fully institutionalizing links between village and district DRR processes in the time available is a critical risk. Again this would indicate further time is needed.



When working with government, the frequent transfer of local government staff is a major risk to institutionalization of DRR at the district level. While BR cannot directly deal with this, it can 1) encourage government officers who have been trained and since moved to remain active in local forums; 2) encourage measures for knowledge management within BPBDs; 3) encourage BPBDs to establish regular DRR training and familiarisation programs for themselves and other SKPDs; and 4) maximising involvement of camats, who tend to stay in place longer. Please also refer to Case Study 8).

## 10. Recommendations

### 10.1 Recommendations point by point

The following are the MTR team's recommendations for the remainder of BR and for future program extensions, with summaries of conclusions and references to sections in this report given beneath each recommendation:

**Recommendation 1 - Extend BR in current districts:** BR support through its existing partners should be extended in current districts, particularly to take account of the capacity building needs of BPBD, to build village-district DRR links (including access to budgets), to complete vital EWS and evacuation work where this has not yet been finalised, to complete work in schools, and to finalise where necessary local BR documentation.

In section 3.1 we noted that there will be insufficient time to complete all BR activities. There is still work to do in the villages, particularly to ensure that CAP activities get into village development plans (section 3.4) and to finalise EWS and evacuation plans. Section 3.5 notes that school progress is variable and that development of village-school links needs more work. As per section 3.6, more time is needed with district governments. There are a significant number of people in BPBDs who have yet to be trained. There is a clear case for continued support for district disaster management legislation and the establishment of operational budgets for BPBDs.

**Recommendation 2 - Base future activities on existing approaches:** Future BR type activities should be based on the existing methodologies and approaches to NGO/local government partnership that have been tried and tested by Oxfam and its Partners.

Section 4 notes that BR methods are appropriate and effective for the contexts in which they are being applied. In section 5.1 we note that they are stimulating interest in BR. In section 5.2 we state that the approach is good value for money. While methods and approaches will continue to be developed and refined in the future, Oxfam's methods are appropriate for future AIFDR support for Oxfam CBDRM and DRR activities in districts.

**Recommendation 3 - Prioritise sub-district links:** Oxfam and its partners should prioritise the building of links with sub-district administrations, recognising their key role in disaster response.

Involving the Camat (sub-district head) is effective (Section 4.3). There is a lesson here that they are in the front line of government disaster response (section 8.2) and they provide a government link between village and district.

**Recommendation 4: - Involve Provincial BPBDs:** If extension to the current BR program is granted, Oxfam and its partners should attempt to have more formal involvement of Provincial BPBD, to take into account Provincial BPBD roles in linking districts to the national government and to familiarise Provincial BPBDs with CBDRM methods and encourage their future involvement in DRR.

As noted in section 3.6, Output 1.3 of BR aims to encourage adoption of CBDRM approaches in additional districts in the provinces in which it is working. Provincial BPBDs can play a key role in facilitating this. They also provide a further link to national government (in addition to the links districts have). Their involvement in BR will also help districts to coordinate disaster management.

**Recommendation 5 - Work to reduce impact of staff transfers:** To help mitigate problems associated with frequent transfer of staff in district governments BR should (in the time available and in future extensions) take measures such as 1) encouraging government officers who have been trained and since moved to remain active in local forums; 2) encouraging measures for knowledge management within BPBDs; 3) encouraging BPBDs to establish regular DRR training and familiarisation programs for themselves and other SKPDs; and 4) maximising involvement of camats, who tend to stay in place longer.

Frequent transfers of government staff have been mentioned in Sections 3.6 and 8.1 and recognised as a source of program risk in section 9. The four measures above are examples of ways in which BR could mitigate the risk. (See also Case Study 8).

**Recommendation 6 - Travel support for officials:** The BR program should be flexible regarding the provision of travel support for district government officials, particular in the light of BPBDs currently not having operational budgets. Furthermore these officials should be encouraged to adopt innovative approaches to engagement with communities, either in the village or in district headquarters by linking through the district and village DRR planning processes.

In section 5.3 we note that district officials are often constrained by lack of travel resources, with some Partners operating policies that prevent them supporting official travel costs. More importantly district officials often balk at discussions with villagers because they know they cannot meet village needs. A more innovative and realistic approach should be adopted to overcome constraints like these (as an example please refer to Case Study 2). This links to DRR planning processes that clarify aims and clearly articulate available budgetary resources.

**Recommendation 7 - More emphasis on schools:** Oxfam and its partners should place more emphasis on the schools element of BR in the time available (and in any extension), particularly to build better linkages between villages and schools, and to ensure that students are more familiar with DRR measures that schools can adopt.

With a sound methodology for working in schools in place there still needs to be more intensive focus on schools within BR. This may require additional staff and funding resources. The challenge to complete the schools element of BR remains. While SOPs are in place, BP now needs to ensure that schools (teachers, students and parents) have internalised the procedures (however please refer to Case Study 5). The CBDRM links between schools and villages need to be better exploited and innovative approaches to curriculum development should also be explored based on the Sulawesi experience (Sections 3.5 and 4.2). The use of village small grants for school needs is a lesson learned (section 7 and Case Study 4).

**Recommendation 8 - Importance of the private sector in DRR:** With the forum approach now gaining momentum within BR, and the growing awareness of the role that the private sector can play in DRR, it is important to ensure that the private sector and its associations become involved, bearing in mind that they can offer expertise as well as funding.

In Section 8.1 the crucial role of forums in the DRR process is noted. BR has done very well in fostering the establishment of forums (for example Case Study 7). We think there has been no private sector involvement in forums to date. They have a lot to offer in both resources and expertise.

**Recommendation 9 - Modify small grants approaches:** In the future, if small grants are to be used within the BR approach (and they should) allocations should be larger than the current level because community expectations for practical mitigation measures are very high and needs in this area emerge from the BR analysis process. Recognising that BR funding for this will always be limited, small grants in the future should be better focused on leveraging wider government and community funding for these measures. In addition (and in the light of Recommendation 7 on climate change) Oxfam and its partners should consider the use of small grants for livelihoods activities that reduce community vulnerability to disaster.



In Section 3.7 we have concluded that small grants in BR have been too small to produce major impact. With some exceptions they are not leveraging wider resources from government or helping to develop CBDRM links with schools, and these aspects need further work. In addition Oxfam is in a great position to develop climate change adaptation methods through small grants aimed at livelihoods (Section 3.8). See also Recommendation 10.

**Recommendation 10 - CCA is a key activity for the future:** Oxfam should utilise and further develop its international capacity in climate change adaptation for use within future BR activities at the local level, but should recognise that this will need further investigation on measures to be used at the local level. Furthermore, Oxfam should investigate the inclusion of a more comprehensive approach to livelihoods within future BR activities, beginning with its inclusion in PCVA methodology.

With climate change a most pressing challenge, and with CCA methodologies being developed by Oxfam, the BR program offers a major opportunity for practical CCA activities in villages and districts. BR training on climate change has been provided for COs (Section 3.4) and for district officials (Section 3.6). But people still do not know what to do about it. Further work is needed on this and we suggest that the development of a livelihoods approach is appropriate within BR in the future (Section 3.8). Please also see Recommendation 9.

**Recommendation 11 - More responsive monitoring:** Oxfam should adapt its current monitoring processes to be more responsive to issues and concerns that arise in the field. This should be done by making a direct linkage between POs and Partners in the field and Oxfam's Jakarta office to better exploit specialist expertise in Jakarta and to provide a clearer understanding of overall program trends and issues.

BR would benefit from more effective flows of information within the BR M&E system (Section 6.1). We believe this is best achieved by directly linking Partners and Oxfam Program Officers with M&E specialists in Jakarta.

**Recommendation 12 - Strengthen village participatory monitoring:** Oxfam and its partners should examine the potential for strengthening participatory monitoring and learning processes within CBDRM at the village level if time is available.

We have not been entirely convinced that local monitoring or reflection processes have been fully developed or utilised. The collection and use of significant stories is a useful technique but feedback needs to be given to the people who originate the stories, so that they have a more structured environment for learning from their experiences. (Section 6.2).

**Recommendation 13 - Flexibility in design:** In future rounds of BR, it is recommended that more flexibility and variation be allowed within the design process and during implementation, by for instance allowing partners a clear role in design and negotiation of outcomes for their programs. Furthermore, future BR programs would benefit from the use of more qualitative indicators, particularly at the output level.

Section 6.3 examines a number of design issues. We conclude that in the future BR will benefit from encouragement of flexibility in design and implementation.

**Recommendation 14 - Formal links with other AusAID funded projects:** In future rounds of BR it is recommended that more formal linkages are explored and if feasible developed with other AusAID funded initiatives at an earlier stage in program implementation. AIFDR should play an active role in this. Of particular value are the building of further links with PNPM.

In Section 7.1 we note that formal links between BR and other AusAID funded projects have been weak to date, although they do exist in villages, especially between BR and PNPM (Case Study 9). It is in the interest of AIFDR program development to foster these links (Section 7.2).

**Recommendation 15 - Support women's leadership in CBDRM:** Oxfam is commended on its overall approach to gender in BR. Oxfam should continue to develop this approach in future rounds of BR. In particular Oxfam should examine the lessons it has learned regarding the empowerment of women as village leaders in the CBDRM process, as it is clear that women can be very effective in this role. There is significant potential for sustained support through facilitation and training in the future. We do not recommend that BR should develop a quantitative indicator for women's leadership in CBDRM, but that where women show emerging leadership potential they should receive training and support to encourage them. This will also provide encouragement for female government officers involved in DRR to fully develop their own roles.

In section 3.4 we noted that Oxfam and its Partners have managed the gender balance among COs very well and that gender has been well incorporated into CO training and community action plan preparation (and noted as a sound and well proven practice in sections 4.1 and 8.1). There is a reasonable gender balance in the selection and training of village preparedness teams. Women's roles in CBDRM are examined in more detail in Appendix 1, Case Study 1.

In particular we note in section 3.4 that in some locations women are emerging as leaders in CBDRM. This should be firmly encouraged in the future, as women's voices and roles in the BR program at the village level are strong, effective and appropriate. In section 3.6 we note that female participation in government related training has been around 16%. It is not appropriate to suggest that this figure simply be increased in the future, as the involvement of women in government programs is largely outside the control of non-government stakeholders and we do note that BR has made significant effort to involve female government officers where possible. However, it is suggested that the encouragement of women's roles in leading CBDRM in the villages can act to encourage women to take wider roles in DRR in district government agencies.

## **10.2 Overall recommendation**

The above recommendations lead to an overall recommendation for the BR program, which is:

**BR should be extended in the districts in which it is currently working, with the view to more solidly institutionalizing DRR in district government systems and providing more sustained capacity building support to BPBDs. This will allow scope for continued support to villages and schools already participating in BR (even if this is on a reduced basis), while at the same offering opportunities to replicate the successes of the program in other villages.**

This does not preclude the expansion of BR to other districts within existing program provinces willing to try CBDRM. It does not preclude the establishment of programs in new provinces. Oxfam and AusAID will no doubt discuss these possibilities. We conclude that Oxfam needs to extend BR in current districts, and is ready to work elsewhere, provided Oxfam and local Partner capacity is there to do this.

## Appendix 1: Building Resilience - Case Studies From The Field

This appendix consists of 9 brief case studies from the field that illustrate good practices and lessons learned through Oxfam's Building Resilience Program. Case studies 1 to 3 relate to village activities, 4 and 5 to schools, 6-8 to government and 9 to linkages with other AusAID funded projects. These case studies have been researched and prepared by MTR Team Member Robert Sulistyo.

### 1. Women's roles in building community resilience to disaster

Before conducting field visits, the MTR Team anticipated the possibility of needing to conduct separate FGD sessions with women at village meetings. The team was concerned that women might not be allowed to express their thoughts openly in public for cultural reasons. Oxfam and their Partners were alerted to this beforehand. Surprisingly, during the field visits, the MTR Team didn't find this to be a constraint at all. In fact, women's participation was excellent.

In Mumbul Sari, Lombok Utara, we met Endang, village resilience team member and CO. She and other women in the village conducted door to door visits to socialize DRR. They did this together with other socialization by the TSBD to save the costs of organizing community meetings.



Figure 2: The MTR meeting in Sembalun Bumbung

In Sembalun Bumbung, Lombok Timur, there were more than 30 community participants who attended the MTR meeting of whom half of were women (see picture). The woman speaking is Sumiati, an active member in the Sembalun Bumbung Village Preparedness Team. The MTR Team noted that Sumiati was able to share her views and feelings regarding BR activities despite the presence of men (including village officials). The way Sumiati explained VPT activities showed that she has been playing a significant role in BR implementation in the area. She said "The team has been formed. We identified Jorong and Bayet as the

most vulnerable hamlets, then surveyed the number of people that might be affected. We have had discussions about what the team can do. We also coordinate with all team members about what to do during disasters. Who will be responsible for EWS? We talk to people about disaster hazards too,"



Figure 3: Women members of the team in Lowalo

During a discussion with Lowalo village resilience team, Malaka Tengah, Belu District, the MTR team also noted that women's participation in disaster risk reduction has gone beyond women's traditional domestic roles. There are no limitations for women to participate in the team i.e. not only in the field kitchen. In daily life, it is the women who prepare meals for the family. The woman in the blue shirt in the picture (taken by an Oxfam staff member) clearly mentioned that women like her also have the opportunity to become members of the evacuation task force. This is a good example of how a village level disaster preparedness team not only considered gender balance but was also sensitive to the specific needs of vulnerable groups. They noted that pregnant women need female and as well as male

assistance during evacuation processes.

The MTR team found that local division of labour encourages women's participation in BR program activities in Nabire. Betty, Bumi Raya team member said, "In our village, there are more women (in the team) mostly because men are invited to meetings but they are busy working in their fields and they send their wives instead. These housewives become very active and remain team members". Women were involved with other community members at Bumi Raya, West Nabire Distrik, for instance participating in discussions, training, risk analysis, planting trees, mobilizing funds and other resources for the recent Wasior flood response. They documented their experiences and activities by writing a journal and taking pictures etc. And in Jayawijaya, the MTR team also noted that women's participation in the community process has helped to overcome previous practices that prevent women from speaking freely in a discussion or community gathering in front of tribal leaders and elders.

## **2. Organizing a "Lomba" (competition): How to maintain people commitment to BR**

After conducting the risk analysis process in Mumbul Sari village, community facilitators of Koslata, Oxfam's partner in North Lombok took time for reflection and evaluation of their facilitation process. They were aware of the fact that many village team members felt bored with the series of community meetings required during risk analysis, especially in the PCVA sessions. They knew this from community member feedback. This was also noted in the reflection process in Koslata's 2010 annual review. Koslata needed to find a new and attractive activity to effectively convey messages to wider audiences.

Koslata organised a competition for people in sub-village groups, to help them understand the evacuation route they had identified and how to conduct safe transfer procedures during evacuation. The 1st prize for the winner was a goat provided by Koslata. The community facilitator and village team members also managed to get sponsorship for prizes from a local cooperative (Koperasi Karya Bahari), Telkomsel, Taman Sari Cottage and Dinas Sosial for other winners. People liked the competition very much, as did Koslata staff. They managed to get people's feedback and get better visibility for BR and its results from other stakeholders. After the competition, many requests came from sub-villages to the village resilience teams to give them sessions about disasters and how to cope with floods and landslides in their village. This has significantly built team member confidence as their neighbours acknowledged them as important sources of disaster related knowledge and skills at the local level. Furthermore, the competition clearly shows the capacity of local communities to mobilize local resources and the private sector. This can be used in the future to encourage resource mobilization for DRR.

## **3. Relocation story from Wamena**

Relocating people after a disaster is not easy task. People's connection with the land is strong. People have lived in their area for generations, and their assets, properties and livelihoods have grown significantly over the years and are determined by where they live. For people living along the Baliem river bank in Jayawijaya, land ownership can trigger tribal conflict. Every tribe has its own proprietary cultural land and it is difficult to move people.

In Asologaima sub-district, Jayawijaya, people from 3 villages, Kosili, Waima, and Bambak, successfully relocated after a devastating flood on February 11th 2011. For them, this is their first experience of relocation. The CO from Waima village approached different tribal leaders and elders about relocation. After the leaders and elders made agreement, the CO assisted them by preparing the land for resettlement. The agreement was also a justification for using 3 hectares of cultural land in Bambak as the relocation site. According to the people and Tangan Peduli foundation what made this possible is the fact that tribal leaders are aware of the impact of the flood that caused people to lose their houses, assets, and fields, and also killed 3 children. Tribal leaders reached an unanimous agreement for this relocation decision. The ability of men and women in those 3 villages to cope with disaster through relocation strategy is extraordinary. They were able to have the wisdom and openness to listen to the CO and make a collective decision.

## **4. Story from Nabire: Small grants project at school**

The BR program has provided small grants to communities in order to finance activities resulting from their action plans. The small grant provisions in some places can trigger people to give their own resources (financial, labour, and materials) for action plan implementation. The small grant funds, as part of program implementation, are designed as an embedded element in the community intervention.



Figure 4: Mitigation work at Air Mandidi school

In Nabire, the MTR Team observed that in several areas, the community decided to use their small grant to finance construction activities at local schools. In SD Kristen Siloam, Teluk Kimi distrik for example, the community used their small grant funds to construct a water reservoir, pipeline systems and water taps.

How did Kompak Nabire facilitate the process? According to Kompak, the linkage between community and school level intervention was made possible through the risk analysis process using PCVA. The area where the community lives and the schools are located is prone to earthquake. Within the analysis, the community factored in the school as their resource for

temporary shelter during the emergency situation after an earthquake. Based on this analysis, Kompak facilitated the community to plan preparatory actions to make the school ready as a temporary shelter. Being aware of the lack of water facilities at schools, people included this in their plan.

Kompak's ability to facilitate this process clearly shows their capacity to use PCVA and risk analysis as tools to build community and school linkages without necessarily adding separate resources for schools or resourcing schools and communities separately. Kompak's method can be used as a role model in the future. From Kompak experience, we learn that through PCVA, schools can be use as an existing community resource for disaster preparedness and that they do not necessarily need separate inputs.

## 5. What do teachers do for their students after receiving BR training?

During field visit to schools, the MTR team noted that in all of schools visited, teachers admitted that they don't have any formal policy or curriculum for disaster education. That's why it is interesting to find out how teachers use their knowledge about disaster and DRR to teach their children. Muhammad Yamin, the principal of SDN Filial Munder (SDN = National Primary School), Mumbul Sari, North Lombok told the MTR team how his school used the BR process as a basis to raise their student's awareness about hazards, disasters and what should they do to prevent them.



"Based on the risk analysis, we identified that the forests up there (on the hill) have been cut down and this causes vulnerability to flood. What can be done is a kind of mitigation effort, by asserting to our students about disaster risks and how to prevent them," he said.

Murdan, teacher at the same school said, "You can see that the land is unstable. As a part of disaster mitigation efforts, we tell the students about this condition and relate it to (formal) subjects they study. Students now have a plan to plant teak trees."

A similar experience was recounted at SDN III Belanting, East Lombok. Marwadi, teacher at SDN Belanting III said, "In regard to DRR integration, while there is no fixed curriculum, we have inserted some DRR elements into subjects. I suggest that in the Self-Development subject we teach students to respond to disasters based on the past experience of the school being flooded. It was as high as 1 meter.

Figure 5: Students sing a disaster song in Belanting



We also tell them that they are not to litter. We tell them stories about disasters so they can relate to them". In Belanting, the MTR Team also found that one of the teachers in the school visited, Mustaan, uses a song that he wrote to teach children not to panic if the school gets flooded (see picture).

Further future school activity was seen by a community member in Sembalun Bumbung, East Lombok as important to ensure sustainability. "Early awareness raising, even to the younger generation, will be a good key to ensure sustainability," said a man during the FGD with the community at Sembalun Bumbung, Lombok Timur. "Maybe it's time to utilize a more informal approach when working with schools, given the fact that formalizing a policy on disaster education curriculum takes a longer time than teachers have available in their daily activities at schools. If many teachers do various things to teach children about disaster and DRR, it will be easy to organize a village teacher meeting in the district that might be invaluable for future advocacy for a disaster curriculum".

## **6. Building productive relationships with government: Lessons from Lombok**

Oxfam partners in Lombok, Konsepsi (Lombok Timur) and Koslata (Lombok Barat) are highly valued in their role in supporting district BPBDs. Konsepsi was even able to negotiate an MOU with district government in 2010. The MOU stated the district government's acknowledgement of Konsepsi's role in supporting district agencies in the implementation of CBDRM. In discussions with Konsepsi and the East Lombok BPBD, we were told that the MOU will be extended in 2011. The draft of 2011 MOU was still being reviewed by the District Legal Office. In Lombok Utara, Koslata is treated by Lombok Utara BPBD and other SKPDs in the district as their strategic partner in DRR. What makes these productive relationships possible?

Rahmat Sabani, Executive Director of Konsepsi said, "We always adapt to local bureaucracy and wisdom. In terms of bureaucracy, we make informal approaches to the heads of divisions in addition to the formal ones." According to him, this informal communication needs to be done to keep top figures in the district administration aware of the progress of the activities in which their staff are participating. It will prevent the staff being judged as making decisions without proper consultation with supervisors and/or conducting activities outside their roles and responsibilities. Both Konsepsi and Koslata started with stakeholder analysis involving various district SKPDs. Koslata followed this process with further consultative meetings with the District Secretary (Sekda) and key officials. Konsepsi helped to establish an SKPD forum directly led by the Sekda.

Both Oxfam partners in Lombok engaged district SKPD and BPBD in BR program activities. They invited representatives from district SKPDs to attend training, risk analysis and contingency planning. They also invited them to participate in evaluation of Partner activities. Koslata invited BPBD to evaluate the implementation of an evacuation route competition for sub-villages (see Case Study 2). North Lombok district BPBD was formed in February 2011. Their current priorities are human resources and capacity building. BR through Koslata provided resources for technical assistance, activity implementation and limited equipment support (Handy Talky radio provision). Similar resources were provided by Konsepsi in East Lombok Timur. It must be noted that both Koslata and Konsepsi have government liaison officers as leading actors in building their organization's productive relations with the government at district and provincial level. The MTR team is also aware of significant support from the Oxfam PO to Partners in Lombok. This helps considerably in building very productive relations with government.

## **7. Strengthening BPBD position through contingency planning and forums**

The establishment of a new government agency with a special role in coordination and command at the time of a disaster has frequently resulted in reluctance from other well established agencies to be part of the mechanism. "At the beginning of its establishment, officials from other Dinas questioned why BPBD has to be the focal point, or a leader for that matter, when the (managers) are of same echelon level. It took a while to assert that BPBD acts as

coordinator and takes instructions from its head, which is actually the Sekda (i.e. everyone's boss)<sup>12</sup>. They eventually understood the situation,” said Rahmat Sabani, Konsepsi Executive Director, East Lombok.

Oxfam Partners undertake various consultations with district government. They also engage district officials in training and technical capacity building to produce district contingency plans. The contingency planning process requires participation from other district SKPD in several meetings. “We are drafting the contingency plan. We meet regularly to follow up on the draft and discuss other issues. Each sector meets individually, then all of them will convene and meet as a big group. The forum has 9 sectors (Main Command Post, Education, Health, Public Kitchen, Logistics, Evacuation, Recovery, Security and Shelter),” said Sugiarto, DinSos (Social WElfare Dinas) representative in FGD with DRR Forum in Nabire.

Contingency planning has also created an important communication channel. David Bawias, Oxfam PO in Nabire said, “... we are working with BPBD to draft the contingency plan. This actually serves as a good communication method. Previously, we had to send a formal letter to government officials to attend forum discussions. Now, we can send them an SMS and they will show up to have formal and informal discussions.” The contingency planning in Nabire enabled the DRR forum to clarify misunderstandings and strengthen relationships between different stakeholders. F. Revi Dara, Head of the Emergency and Logistic Division of Nabire BPBD confirmed this, “Well, there used to be ego among the sectors. (The) good thing about the forum is now they can sit together and feel a part of something. Before the forum existed, all agencies worked individually and wouldn’t care what others did. Sometimes assistance overlapped. Now that the forum exists, everybody acknowledges each other and starts to share the work load. The ego is gone and all SKPDs agree to work together.”

## **8. Mutasi**

Most of the Partners that the MTR team visited have concerns about government official transfer or “mutasi”, especially if this is to another post or agency which has nothing to do with disaster management/disaster risk reduction. Most of the BPBDs are newly established, and their staff have just been appointed. Significant capacity building support is being provided to BPBD but if there are further personnel transfers, partners will have to build or adjust the process, sometimes from the very beginning.

One partner in NTB suggested that a key solution for the situation is the enactment of district regulations to ensure continuous policy and direct budgetary support for DRR in the districts. This can be effective to maintain day to day operations regardless of “mutasi”, especially, in terms of sustainability of existing knowledge on participatory approaches to DRR. This capacity has been transferred through activities like district risk analysis, and district contingency planning. The fact that Partners have limited time remaining for them to implement the program may bring more pressure to maintaining good levels of consultation and collaboration with government. For the time being, coordination and consultation through inter-SKPD or DRR forums involving different government agencies may help to ensure that knowledge and information stays within government agencies within the time available. But in the future, Partners do need assistance on this so that they will be able to address the “mutasi” issue effectively.

## **9. Linking with PNPM**

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<sup>12</sup> The Sekretaris Daerah (or Sekda) is the highest level public servant in a district or province, and reports directly to the Bupati or Governor. The Sekda is the titular head of BPBD and this emphasises the whole-of-government approach to disaster management. The day to day heads of BPBD who report to the Sekda are titled "Kepala Pelaksana", or implementing head, as opposed to "Kepala Badan" or agency head as is normal in SKPDs. This distinction is important as it legally provides the "Kepala Pelaksana" a role in coordinating other agencies.

During its visit, The MTR Team asked partners and communities about their linkage to other AusAID funded initiatives such as PNPM, ANTARA, RESPEK and ACCESS. In Lombok Utara, the communities of two villages shared their experiences in linking their community DRR action plan with PNPM.

Oxfam's partner in North Lombok, Koslata, said that in Rempek Village, the community included repair of a bridge in the village within their DRR Action Plan. This bridge was hit and damaged by a flood early this year. Repair of the bridge was then submitted to PNPM and funding was approved.

Endang, community organizer in Mumbul Sari village, Bayan Sub-district, shared her story during the MTR Team discussion with Mumbul Sari village resilience team. Endang is the team member with first aid as her main responsibility. She is also a PNPM facilitator in the village and was able to show PNPM the BR activity planning process, the existing community DRR action plan and proposed activities. One of the activities within the action plan is building a drainage system along the village road. This drainage system is needed to make the road usable during flood and heavy rainfall. The proposal was approved during PNPM's activity planning process and it will be implemented in 2011. The drainage to be built is 1500 meters long and will cost approximately Rp332 million to build.

In Nabire, Kompak has slightly different approach by facilitating the linkages between community initiatives and PNPM Mandiri - RESPEK. In Teluk Kimi, Kompak linked the school action plan with PNPM planning. During the school's BR action planning process, Kompak invited PNPM, Bappeda and local government in order to facilitate access to resources for the school. Structural mitigation in the school is funded under Respek. Kila, one of Kompak's facilitators said, "The people there suggested many activities but funding was limited. The activities that Kompak cannot fund were referred to Respek, which has funded water catchment infrastructure."



## Appendix 2: Mid Term Review Terms of Reference

### Consultant for Mid-Term Review

#### of OXFAM's Building Resilience Program in Eastern Indonesia

##### 1. AIFDR BACKGROUND

The Australia-Indonesia Facility for Disaster Reduction (AIFDR) represents Australia's largest bilateral commitment to reducing the impact of disasters and is a key part of Australia's development program in Indonesia. The AIFDR works in close partnership with the Indonesian Disaster Management Agency, BNPB, and focuses on enhancing Indonesia's capacity to identify, mitigate and respond to risks from natural disasters.

As one of the most hazard-prone and densely populated countries in the world, Indonesia faces significant risk of loss of lives and challenges to development progress as a result of natural disasters. This is why disaster risk reduction has been recognized by the Government of Indonesia as one of their top eleven priorities in the Medium-Term Development Plan (2010-2014). In recognition of the impact of disasters on developing economies, AusAID's policy on disaster risk reduction highlights the importance of investing in disaster reduction<sup>13</sup>.

AIFDR aims to reduce the devastating impacts of natural disasters by *"strengthening national and local capacity in disaster management in Indonesia, and promoting a more disaster resilient region"*. Four work streams form the basis of the AIFDR:

- **Training & Outreach:** Works with BNPB to develop, standardise and deliver training materials to help build the capacity of national and sub-national governments to manage disaster risks. This program also develops materials to promote disaster reduction across Indonesia.
- **Risk & Vulnerability:** Works with Government of Indonesia by facilitating partnerships between Australian and Indonesian scientists to develop and demonstrate risk assessment methods, tools and information for a range of natural hazards.
- **Research & Innovation:** Promotes a culture of disaster risk reduction research in Indonesia and the region, as well as support linkages between community and government.
- **Partnerships:** Supports key risk reduction partners of Indonesia and the Southeast Asia region. By fostering stronger linkages between these partners, this program ensures that the AIFDR adds value to Indonesian and regional efforts to make communities safer.

AIFDR has been operational since April 2009 and was officially launched by the Australian and Indonesian Foreign Ministers in July 2010. Since the establishment of AIFDR, gradually some AusAID funded-disaster risk reduction programs were shifted from the dissolved Disaster Management Unit to AIFDR.

##### 2. BUILDING RESILIENCE IN EASTERN INDONESIA

###### 2.1. Background of the Program

The Facility is currently managing an OXFAM initiative in Building Resilience in Eastern Part of Indonesia. The Building Resilience (BR) program focuses on ensuring consolidation and scalability through partnerships and collaboration with communities, government, stakeholders and other programmes in the Community-Based Disaster Risk Management. The capacity building at the community, CSO partners and government levels will aim at transfer of the skill to

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<sup>13</sup> <http://www.ausaid.gov.au/keyaid/disasterriskreduction.cfm>

implement the model and learning to government, communities and stakeholders, and ensuring ownership of approach and the process, thus contributing towards sustainability. Linkages with the other programmes like PNPM, ANTARA and ACCESS, and RESPEK in Papua will also contribute towards awareness generation, coordination and networking to ensure scale-up and scalability. During the course of the project all activities and process will be planned in coordination and consultation with the communities, government, CSOs, and other programmes to ensure complementarities and avoid any possible overlaps.

## 2.2. Objectives of the Program

**Project Goal:** Communities in the most disaster prone areas in Sulawesi, NTB, NTT and Papua are more resilient to disasters

**Project purpose:** To contribute to substantial reduction in disaster losses – lives, and social, economic, and environmental assets through strengthening the capacities of communities and government in 15 disaster prone districts of Eastern Indonesia

**Objective 1:** To strengthen government, civil society, and community action for disaster risk reduction in order to enable communities, government and CSOs to identify, plan and act for reducing the vulnerabilities of communities to disasters.

- Outcome 1: by 2012, targeted communities in 80 villages of targeted districts are able to identify disaster risk, to plan and to take actions to reduce community vulnerabilities to disasters especially the vulnerabilities of women, by themselves and with support from government, CSOs and the private sector.
- Outcome 2: Improved capacities of district governments, CSOs and other stakeholders to identify disaster risk and to plan and to take actions to reduce community vulnerabilities to disasters.
- Outcome 3: by 2012, through improved understanding of programme effectiveness and appropriate approaches in a changing context, DRR model is developed for other districts based on KAP surveys and cost-benefit analysis, and implemented in districts other than the programme universe

**Objective 2:** To improve capacities of Oxfam partners in implementing DRR projects through training and ongoing coaching in order to enable partners to work with the government, civil society and communities to plan and implement DRR models to reduce the vulnerabilities of the communities, specially women

The activities to achieve this objective include providing training, coaching and technical support to partners on project cycle management; PCVA, PRA (Participatory Rural Appraisals), cost and benefit analysis, climate change and gender, proposal and report writing, terms of references (TORs) and so on. There will also be the provision of financial management support in the form of trainings and coaching. The capacity building of the partners will contribute to the consolidation, scale-up and sustainability of DRR in the communities.

## 3. The Mid Term Review of OXFAM's Building Resilience (BR) in Eastern Indonesia

### 3.1. Key issues

#### 3.1.1. Finger on the Pulse

BR has entered the 18<sup>th</sup> month of the three year program period. As BR's supervisory management has been recently handed over to the Facility (AIFDR), only one visit was done up to date. The program has reached half way and it is a good opportunity to review what has been achieved and whether the program is going along the right track. In addition to that, learnings and best practices need to be extracted so that the implementation in the remaining period can be improved.

### 3.1.2. Level of Consultation with Indonesian Government

BR reports indicate some consultation with Indonesian government in the implementation of CBDRM. With the possibility of the Facility to provide support to DRR initiatives at the sub-national level, the experiences of government consultation provided by BR will be valuable to design the Facility future activity. Thus the Facility can learn what factors to consider when it becomes more involved with the sub-national government in the future

### 3.2. Purposes of the Mid Term Review

Therefore, the review will focus on the last 18 months of the program period, and it aims to:

1. Measure how the Building Resilience Program has progressed over its plan and how it contributes to AusAID's goal in building community resilience in Indonesia, within AusAID's DRR policy framework.
2. Extract learning, best practices and seeking feedback for the betterment of the program implementation.

#### Purpose 1. Measuring the Progress over the Proposed Plan

BR is working towards the achievement of the outcomes previously elaborated. At the mid-term point of the 3 year-program, it is an opportune time to look back and reflect on what have been achieved by BR and whether the achievements have gone as planned. That includes how cross-cutting issues have been integrated at the different stages of the program cycle and how the program complements and strengthens other AusAID initiatives, such as PNPM, ANTARA, ACCESS and RESPEK as well as similar government programs.

The mid-term review is expected to investigate the following key components of the program: the compatibility/relevance of the program, its efficiency and effectiveness, and the sustainability of BR. In understanding how the program has progressed and measure positive outcomes, the relevance of the program itself needs to be reviewed, as well as the compatibility of the tools, methodology and approaches used in all stages of the program. The efficiency and effectiveness needs to be measured, especially in relation to the program's achievement towards the proposed objectives.

#### Purpose 2. Extracting Learning, Best Practices and Recommendations

The review is not intended to look only at the progress, but also to learn from the first 18-month period of implementation for the improvement of the second term of implementation. While learning can derive from what has worked well, it can also derive from what hasn't. Understanding both the enabling and inhibiting factors will provide the arguments for the existing program methodology and for the basis of future program design, if needed. If the first objective also aims at investigating how cross cutting issues have been integrated in the program cycle, a cross-examination needs to be done at the community as well as district levels as to whether the cross-cutting issues established by the implementing organizations are also considered important by the targeted groups. This will help future program design to be able to serve the real needs and thus improve the sustainability of the program.

## 4. SCOPE OF SERVICE

### 4.1 Reviewing Process

In conducting the consultancy, the international consultant will be expected to work together with a selected national consultant who is separately contracted. The international consultant will function as the team leader, will have strong Monitoring and Evaluation (M-E) qualifications and will be responsible for the following:

- Ensuring that a solid methodology is employed in the review by taking a lead in the development of the review methodology and tools.

- The quality of the findings and reports.
- Conducting a desk review of existing materials relating to OXFAM activities in Indonesia.
- Based on discussions with various stakeholders, including OXFAM and AIFDR staff, selecting project areas to review and when considered useful for the project, select areas for case studies.
- Taking a lead in the FGDs facilitation with the assistance of the national consultant.
- Providing guidance on geographic areas and sectoral areas to be targeted as part of the wider review process.
- Meeting with various stakeholders involved in the BR program including but not limited to community beneficiaries, local government beneficiaries, local NGOs and CSOs, local disaster management agencies, other actors in the DRR space including international NGOs, UN agencies etc.
- Completing the final report in English.

## 4.2 Key Questions

To achieve the first purpose of the review, the review will try to answer the following questions (numbering show priority):

1. What are the achievements of the program and how far have they progressed against the proposed objectives, including the achievement of the cross-cutting issues?
2. Are the approaches, methodologies and tools used appropriate to the local context?
3. How effective and efficient is the program implementation and in what ways can it be improved?
4. Has the monitoring mechanism been effective?
5. What consultation has been done with the government and how is the consultation done?
6. What linkages have been built with other AusAID-funded initiatives and how this can be improved?

While to achieve the second purpose the review will try to answer the following questions (the numbering show priority):

1. What has worked well and what factors made it possible (what enabled the positive achievements)?
2. What hasn't worked well and what are the inhibiting factors?
3. What mitigation steps had been done (in relation to question 3)?
4. What are the future program risks and what ways are identified in which these risks can be mitigated?

## 4.3 Time line

The review is expected to start at the soonest in Mid of March and at the latest at the end of March 2011, with the following indicative timeline:

Activity	Allocated Time (this is indicative, not fixed)
1. Verbal Briefing ➔ Introducing the national consultant with the selected international consultant. ➔ Explain priority questions. ➔ Explain what a good evaluation report according to AusAID standards.	½ day
2. Document /Desk Top Review	4 days
3. Evaluation Plan ➔ Under the leadership of the team leader, in close	3 days

consultation with the national consultant ➔ Include methodology & timeline	
4. Evaluation Mission (3-4 areas) ➔ This include field visit which is estimated to take 6 days/area and regular communication between both consultants & project teams ➔ Meetings with relevant stakeholders in Jakarta, including AIFDR and OXFAM staff ➔ There is a possibility of attending PRIME's workshop, depending on the relevance.	Up to 18 days     3 days
5. Aide Memoire (presentation of the preliminary finding) ➔ AIFDR will be able to assist in setting up the meeting	1 days
6. Present findings ➔ Including the preparation	Up to 1.5 days
7. Data Processing/Analysis	4 days
8. Drafting Report	Up to 7 days
9. Final Reports	Up to 4 days
TOTAL number of days	Up to 46 days

The above timeline is only indicative, and emphasises the international consultant's responsibility to lead the process in the development of review plan, methodology, processing of data (analysing) and writing up aide memoire and report. An extended timeline may be proposed by the Consultant, and should supported by a clear and robust justification.

#### 4.3. Reporting

The primary users of the report of the review result will be AIFDR, OXFAM, BNPB and relevant partners. This may be extended to other users, as considered relevant.

### 5. SCOPE OF WORK – OXFAM MTR INTERNATIONAL CONSULTANT

The consultant will be involved in providing the following proposed services:

- Conduct desktop review of all key documentations (please see sub-heading '11. Reference Documents')
- Conduct meetings and dialogue with relevant AIFDR staff, OXFAM staff and key stakeholders in the field.
- Produce a pre-mission briefing based on the desktop review to present to AusAID/AIFDR and BNPB .

- Produce an aide-memoire to be presented to AusAID/AIFDR and BNPB at the exit meeting.
- Develop evaluation (mission) plan that will include methodology, analysis of findings and recommendations of the mission.
- Draft the draft report and complete the final review report.

## 6. DELIVERABLES

The deliverables will be discussed and negotiated as part of the Expression of Interest (Eoi) process. Based on the requirements identified in the Scope of Services, the Eoi will address potential deliverables and outputs.

These will include:

- a) Pre- mission briefing (3 pages maximum), outlining the methodology, tools proposed and the justification of the selected method/tools, as well as the submission of work plan in Jakarta.
- b) An Aide Memoire (5 pages maximum) summarising initial findings and recommendations of the mission. This is to be produced at exit meeting with AusAID/AIFDR and other identified invitees.
- c) A Draft Report (30) pages maximum plus annexes, outlining analysis of findings and recommendations of the mission. The draft report will be submitted to AusAID/AIFDR at the latest 3 weeks after the mission completion.
- d) A Final Report (30 pages maximum excluding annexes) is due ten working days after receiving feedback from AusAID/AIFDR and OXFAM.

## 7. DURATION AND PHASING

It is expected that these activities will be completed in up to **46 days** input over a **4 month period (March – June 2011)** with an indication timeline as follows:

Timing (indicative)	Task	Input
Mid March-April 2011	Desktop review of all key documentations of the program Development	7.5 days
April-May 2011	Review mission & Data Processing	27.5 days
May-June 2011	Develop draft report	7 days
June 2011	Develop final review report	4 days

## 8. SPECIFICATION

The OXFAM Mid-Term Review International Consultant is expected to meet the following qualifications and skills:

**Essential:**

- At least 10 years experience in monitoring, evaluation and learning development practices, preferably a well developed understanding of the Indonesian disaster management context.
- Relevant post-graduate qualifications, or substituted by an extensive amount of experience.



- Demonstrated research and analytical skills, including experience in field research and program management.
- Demonstrated community facilitation skills and the ability to interact with diverse stakeholders in various cross-cultural settings.
- Sound understanding and proven track records in gender mainstreaming are preferred.
- Excellent writing skills.
- The ability to work in a team as well as to work independently.
- A comprehensive understanding of current development and disaster reduction issues, preferably in Indonesia or the broader Asia Pacific region. Familiarity with national disaster management capacity building, the role of science in development, or community-based disaster management and preparedness programming would be beneficial.

#### Desirable

- Demonstrated ability to breakdown and communicate complex concepts simply with a range of stakeholders in the local settings in a simple language.
- Demonstrated experience in the management and delivery of development projects.

#### Languages:

- English language skills (fluent) – essential
- Bahasa Indonesia language skills – desirable

## 9. ADVISER REMUNERATION

In accordance with AusAID's Adviser Remuneration Framework, this position is categorised as a Discipline and Group C position, and is eligible for a remuneration rate of \$593-853/day (depending on experience). The Adviser Remuneration Framework available at <http://www.usaid.gov/au/publications/pdf/adviser-remuneration-framework.doc>

The Consultant will also be eligible for a daily travelling allowance and reimbursement of accommodation at prevailing government rates. In addition, as part of the Expression of Interest, the Consultant should indicate any additional support costs required. These will be discussed with the selected candidate.

## 10. EXPRESSION OF INTEREST

AIFDR is seeking expressions of interest (EoI) for the proposed Scope of Work from selected interested parties. The EoI is to be submitted in accordance with the requirements set out in the Simple Bidding Form (SBF) attached. The EoI will comprise:

- A response to these TORs of up to 4 pages in length, outlining:
  - ➔ the methodology and tools that will be adopted by the consultant to achieve deliverables and outcomes.
  - ➔ proposed additional activities that the consultant feels will help fulfil the proposed scope of work.
  - ➔ number of days required to achieve the deliverables and outcomes. The EoI should be framed in terms of a maximum **46 days** input. While extra input will be considered, solid justification will be required within the EoI. This review is expected to commence in the last second week of March.
- A CV certified as set out in the SBF; and
- A completed SBF.
- A sample of evaluation plan and report.

Technical elements of the EoI will be evaluated against the following criteria:

- a) Suitability of proposed methodology;
- b) The extent to which the consultant meets the requirements set out at Clause 8 'Specification';
- c) The consultant's nominated rates will also form a component of the EoI assessment

## 11. REFERENCE DOCUMENTS

Note that this list is not restrictive and the Program Evaluation Specialist should also draw on his/her knowledge of other relevant documentation.

- AIFDR Design Document
- Gender Equality in Australia's Aid Program: Why and How
- AusAID's Performance Assessment and Evaluation Policy
- Australian Government Policy on Disaster Risk Reduction through Development: "Investing in a Safer Future: A Disaster Risk Reduction policy for the Australian aid program"
- Building Resilience Proposal
- Project documentation, including several assessment results, such as risk analysis documents, community action plan documents, KAP survey report.
- BR Baseline survey results
- OXFAM's Project tools: PCVA (Participatory Capacity & Vulnerability Analysis); guidelines for integrating women/gender principles into the project
- OXFAM's annual review & Building Resilience reports
- PRIME's Building Resilience baseline survey and assessment results

**Division of Tasks between the Selected National Consultant and the International Consultant**

The reason behind the teaming up between an international consultant and a national consultant is aimed at expanding the pool of expertise in Indonesia and AIFDR network in disaster risk reduction. While the international consultant is expected to take a lead and share his/her expertise in monitoring-evaluation, especially in disaster risk reduction sector, the selected national consultant is expected to share his/her knowledge in Indonesian culture and cultural sensitivity, facilitate & organize the meetings with local stakeholders, conduct the field reviews and be actively involved in the discussions of the methodology and data processing.

Activity	International Consultant	National Consultant
Development of Review/Evaluation Plan	Leading the process, including: <ul style="list-style-type: none"> <li>Explaining the possible methodologies &amp; tools</li> <li>Discussing the development of the review plan with the national organisation</li> <li>Presenting to AIFDR team</li> </ul>	Actively involved in the discussion and contributing insights from the local perspective (culture, challenges, possibilities)
Review Mission	<ul style="list-style-type: none"> <li>Preparing the national consultant before the field data collection takes place and debriefing after the data collection</li> <li>Observing the process during the data collection by the national consultant and co-facilitating when needed</li> <li>Organizing meetings with the relevant stakeholders</li> </ul>	Conducting the data collection in the field (approximately 3-4 project areas)  Providing Feedback on the data collection process, especially the cultural nuances of the local context.  Providing feedback with whom the data should be triangulate in the local context.
Aide Memoire	Writing Aide Memoire	Reading and giving feedback on the Aide Memoire
Present Findings	Presenting the findings	<ul style="list-style-type: none"> <li>Providing additional information during the presentation if needed</li> <li>Organizing the meeting (assisted by AIFDR staff)</li> </ul>
Data Processing/Analysis	<ul style="list-style-type: none"> <li>Facilitating discussions with the data collection teams</li> <li>Conducting analysis based on the desk review</li> </ul>	<ul style="list-style-type: none"> <li>Being involved in the discussion, especially on data interpretation</li> <li>Providing background information, if needed.</li> </ul>
Drafting Report	Writing the report, taking into account the feedback given during	Providing further feedback, if needed

	the finding presentation.	
Final Report	Revising the report, if any feedback given	

## Appendix 3: Detailed Questions for Respondents

Before going to the field the MTR Team developed the following detailed questions from the key questions given in their TOR.

Key Questions	Partners	Government	Communities	Schools
<b>Purpose 1: Measure how the Building Resilience Program has progressed over its plan and how it contributes to AusAID's goal in building community resilience in Indonesia, within AusAID's DRR policy framework.</b>				
1. What are the achievements of the program and how far have they progressed against the proposed objectives, including the achievement of the cross-cutting issues?	What are the achievements of the program and how far have they progressed against the proposed objectives, including the achievement of the cross-cutting issues? .Are there any activities initially planned within the period but need some more time to implement? If yes, what are they? And why is more time needed? Have male and female staff been equally involved in the program and what roles have they played? To what extent has climate change adaptation been taken into account?	What government activities have been supported by BDR? Has the government recently dealt with any disasters in the district? If so, what actions were taken to deal with them and by which agencies? And how has the BDR work helped in this? Is there an agreed timeline for BDR activities being implemented with you? If so are there any activities initially planned within the period but need some more time to implement? If yes, what are they? And why is more time needed?	Can you tell us about the activities that have been supported by the Partner Agency? Have they been successful? Can you tell us the main stories of changes that have occurred? Have men and women been involved in these activities? What have been their roles? Have you discussed the effects of climate change and what you can do to help reduce its effects. Can you give examples? Have there been any recent disasters in your area? How has the work through BDR helped you to deal with them?	Tell us about the activities that have been supported by the Partner Agency? Have they been successful? Can you tell us the main stories of changes that have occurred? Is there a gender balance among the teachers, other staff and students involved in these activities? To what extent has climate change adaptation been taken into account? Is there an agreed timeline for BDR activities being implemented at your school? If so are there any activities initially planned within the period but need some more time to implement? If yes, what are they? And why is more time needed?

Key Questions	Partners	Government	Communities	Schools
2. Are the approaches, methodologies and tools used appropriate to the local context?	Can we list the tools and methodologies that have been used by the Partner Agency? Are these methods accepted by government and community colleagues? What are the differences between methods used for government and those used in the communities? Do you find difficulties to use project's methodologies and tools in local context?	Can you comment on how the activities have been implemented and how suitable these methods are for the purposes of the district government? Have there been FGD sessions, or question and answer sessions? Or training events? What other methods are used?	Tell us about the role of the CO in your community. What tasks does he/she undertake? How often do you see the facilitators from the Partner Agency? What is their role when they come? Who else has been to see you to talk about disaster planning and the things you can do? What training has done on disaster related safety?	Does your school have an SOP for disaster response and management? If so can we see it? Who coordinates disaster related activities at the school? Are specific roles and responsibilities given to individual staff members and students? What training has done on disaster related self rescue and preparedness. For the students - do you know how to protect yourself if there is a disaster, and what should you do? For instance what should you do if an earthquake occurs?
	Have you made adaptation to the existing methodologies and tools to suit the local context? If yes, why and in what steps of the process?		What do feel about the training or other activities that you have attended? How have these activities helped you to plan for and deal with disasters and climate change? Do you have suggestions for how activities could be improved to suit your needs? Also, have the activities specifically met the needs of women in the community?	Has the school found new ways of teaching students about disasters? If so can we hear about them? Have you made any changes to your SOP since adopting it? If so what and why?



Key Questions	Partners	Government	Communities	Schools
3. How effective and efficient is the program implementation and in what ways can it be improved?	What indicators do you use to tell that the program has been effective and efficient? What is the progress against these indicators? What have been the strengths and weaknesses in program implementation? Could we do our activities in a better way, for instance by making them more cost effective?	How have the program activities specifically helped with your work? Particularly in regard to planning and implementation of district government plans for DRR/DRM. Did the support from BDR come at the right time for your planning cycle? How effective have activities been in meeting your capacity development needs? What has been the gender balance of officers receiving this support?	Does the support from BDR meet the village's needs for disaster planning and management? Do you feel less vulnerable to disasters as a result of the support from BDR? If so what has improved? What physical changes have happened in your village as a result of BDR? What early warning systems do you have in place? Did the support from BDR come at the right time?	Does the support from BDR meet the school's needs for disaster planning and management? Do you feel less vulnerable to disasters as a result of the support from BDR? If so what has improved? What physical changes have happened in your school as a result of BDR? What early warning systems do you have in place? Did the support from BDR come at the right time?
4. Has the monitoring mechanism been effective?	Can we discuss the monitoring mechanisms that you use? Are these suggested by Oxfam? Or are you using your own? Do you think there are better indicators, or indicators that could be easier to measure? How do you collect the information? Does this take a lot of time, and how could it be done better? What is the system for reporting to Oxfam? Do you receive any reports from Oxfam? If so what are they?	As a result of BDR is the district government (BPBD and other agencies) now collecting any information that it didn't before? If so, what types of information are collected and how are they used? Does the government receive reports from the Partner? If so when, and could we see an example?	How do you know you have been successful in BDR activities? What tells you that you need to change activities or approaches to building resilience to disasters? What tools do you have to measure your village's progress in DRR/DRM? What information do you receive about disaster planning from the District Government?	How do you know you have been successful in BDR activities? What tells you that you need to change activities or approaches to building resilience to disasters?

Key Questions	Partners	Government	Communities	Schools
5. What consultation has been done with the government and how is the consultation done?	What consultation has been done with the government and how is the consultation done? Is there a regular coordination meeting or forum at which you discuss DRR/DRM issues with the government, politicians, the private sector, other CSOs, religious organisations? If so can we discuss the results?	What consultation has been done with BDR Partner organisation and how is the consultation done? Is there a regular coordination meeting or forum at which you discuss DRR/DRM issues with the Partner Agency, politicians, the private sector, CSOs, religious organisations? If so can we discuss the results?	Have you had the opportunity to present your DRR/DRM plan to the district government or the Camat's and Kepala Desa's offices? If so, what was their response? Are there opportunities for the government to incorporate your plans into their DRR/DRM plans? If so what has been the result?	Is the Dinas Pendidikan involved with your BDR activities? If so what role do they play? Are there any curriculum materials in use at your school on diaster management and reduction? If so, who issues them?
6. What linkages have been built with other AusAID-funded initiatives and how this can be improved?	What linkages have been built with other AusAID-funded initiatives? If so which projects do you coordinate with and how? Do you think this linkage could be strengthened, and if so, how??	Does the district government facilitate coordination meetings between donor funded projects in the area of DRR/DRM? Alternatively is the District Government invited to such coordination meetings by the agencies implementing the projects? If so what have been the results.	(Only ask if other project activity is known to be in the village). Are there any aspects of your DRR/DRM plan that receive support from more than one project? If so what has been your experience of this? What has happened as a result?	
<b>Purpose 2: Extract learning, best practices and seek feedback for the betterment of program implementation.</b>				
1.What has worked well and what factors made it possible (what enabled the positive achievements)?	What has worked well and what factors made it possible (what enabled the positive achievements)?	What has worked well and what factors made it possible (what enabled the positive achievements)?	What has worked well and what factors made it possible (what enabled the positive achievements)?	What has worked well and what factors made it possible (what enabled the positive achievements)?

Key Questions	Partners	Government	Communities	Schools
2. What hasn't worked well and what are the inhibiting factors?	What hasn't worked well and what are the inhibiting factors?	What hasn't worked well and what are the inhibiting factors?	What hasn't worked well and what are the inhibiting factors?	What hasn't worked well and what are the inhibiting factors?
3. What steps have been taken to change approaches and activities in order to take advantage of successes or to overcome problems.	What steps have been taken to change approaches and activities in order to take advantage of successes or to overcome problems?	Relating to the questions on successes and problems what steps has the District Government taken to discuss these issues with project management of implementing partners? What have been the results?	What steps have been taken to change approaches and activities in order to take advantage of successes or to overcome problems? Have you changed your plans as a result of these factors? If so how has this happened?	What steps have been taken to change approaches and activities in order to take advantage of successes or to overcome problems? Have you changed your plans as a result of these factors? If so how has this happened?
	Have these successes, constraints and mitigation steps been noted as lessons learned, and what is the process for this? For instance, do you use methods like most significant change stories? What methods do you use to capture problems and issues? How are the results of these processes disseminated and to whom?			

Key Questions	Partners	Government	Communities	Schools
4. What are the future program risks and what ways are identified in which these risks can be mitigated?	What are the future program risks and what ways are identified in which these risks can be mitigated? What are the major opportunities for the program and how can they be developed? What are the best ways of assuring sustainability of the community and government methods and activities encouraged by BDR?	What are the major risks and opportunities facing government support for disaster reduction in the district? Do you see any major opportunities and risks for BRD in the future? What are the best ways of assuring sustainability of the community and government methods and activities encouraged by BDR? How will the District Government ensure that capacities built through BDR assistance are maintained in the future, given that staff change positions? Will the District Government have funding to do this?	In terms of the future of your DRR/DRM initiatives what are the major opportunities to further develop your plans and activities? Are there any major problems that you think you might encounter? What local resources (people, funds, natural resources) do you have that can be used for new initiatives?	In terms of the future of your DRR/DRM initiatives what are the major opportunities to further develop your plans and activities? Are there any major problems that you think you might encounter? What local resources (people, funds, natural resources) do you have that can be used for new initiatives?

## Appendix 4: TOR for Partners

In order to brief and prepare the Partners to be visited, the MTR developed this "Terms of Reference", which was forwarded to Partners by Oxfam in advance of field visits.

### Background

The Australia Indonesia Facility for Disaster Reduction (AIFDR) through OXFAM is supporting an initiative in Building Resilience in the Eastern Part of Indonesia which is being implemented by Oxfam's Partners in NTB, NTT, Papua, Papua Barat, Central Sulawesi and North Sulawesi. The Building Resilience (BR) program focuses on ensuring consolidation and scalability through partnerships and collaboration with communities, government, stakeholders and other programmes in Community-Based Disaster Risk Management (CBDRM). The capacity building at the community, CSO partners and government levels will aim to transfer the skills to implement the model and learning to government, communities and stakeholders, and to ensure ownership of approach and the process, thus contributing towards sustainability.

The BR Program goal is "Communities in the most disaster prone areas in Sulawesi, NTB, NTT and Papua are more resilient to disasters". This goal will be achieved through two component objectives:

To Strengthen government, civil society, and communication for disaster risk reduction in order to enable men and women in communities government and CSOs to identify, plan and act for reducing the vulnerabilities of communities to disasters.

To improve capacities of Oxfam partners in implementing DRR<sup>14</sup> projects through training and ongoing coaching in order to enable partners to work with the government, civil society and community to plan and implement DRR models to reduce the vulnerabilities of the communities, especially women

Details of the components and activities are contained in Oxfam's program documents.

As BR is currently at its mid-term point it is a good opportunity to review what has been achieved and whether the program is going along the right track. In addition to that, learning and best practices need to be extracted so that the implementation in the remaining period can be improved. The Review Team thus wishes to meet with Oxfam's partners, communities, local government and other stakeholders involved in implementing BR. The Team will visit NTB, NTT, Papua and Papua Barat. Unfortunately the Team will not be able to visit Sulawesi.

### Purposes

The MTR will focus on the last 18 months of the program period, and it aims to:

1. Measure how the Building Resilience Program has progressed over its plan and how it contributes to AusAID's goal in building community resilience in Indonesia, within AusAID's DRR policy framework.
2. Extract learning, best practices and seek feedback for the betterment of program implementation.

#### Purpose 1. Measuring the Progress over the Proposed Plan

At the mid-term point of the 3 year-program, it is a good time to look back and reflect on what has been achieved by BR and whether the achievements have gone as planned. That includes how cross-cutting issues have been integrated at the different stages of the program cycle and how the program complements and strengthens other AusAID initiatives, such as PNPM, ANTARA, ACCESS and RESPEK as well as similar government programs.

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<sup>14</sup> DRR may have been replaced by the term "ARR"

The mid-term review is expected to investigate the following key aspects of the program: the compatibility/relevance of the program, its efficiency and effectiveness, and the sustainability of BR. In understanding how the program has progressed and measuring positive outcomes, the relevance of the program itself needs to be reviewed, as well as the compatibility of the tools, methodology and approaches used in all stages of the program. The efficiency and effectiveness needs to be measured, especially in relation to the program's achievement towards the proposed objectives.

For the first purpose the following are key questions<sup>15</sup>:

1. What are the achievements of the program and how far have they progressed against the proposed objectives, including the achievement of the cross-cutting issues?
2. Are the approaches, methodologies and tools used appropriate to the local context?
3. How effective and efficient is the program implementation and in what ways can it be improved?
4. Has the monitoring mechanism been effective?
5. What consultation has been done with the government and how is the consultation done?
6. What linkages have been built with other AusAID-funded initiatives and how this can be improved?

## Purpose 2. Extracting Learning, Best Practices and Recommendations

The review is not intended to look only at the progress, but also to learn from the first 18-month period of implementation for the improvement during the remaining period. While learning can be derived from what has worked well, it can also be derived from what hasn't. Understanding both the enabling and inhibiting factors will provide the arguments for the existing program methodology and for the basis of future program design, if needed. The first purpose aims at investigating how cross cutting issues have been integrated in the program cycle. For the second purpose, a cross-examination needs to be done at the community as well as district levels as to whether the cross-cutting issues established by the implementing organizations are also considered important by the targeted groups. This will help future program design to be able to serve the real needs and thus improve the sustainability of the program.

For the second purpose the following are key questions:

1. What has worked well and what factors made it possible (what enabled the positive achievements)?
2. What hasn't worked well and what are the inhibiting factors?
3. What steps have been taken to improve the program as a result of lessons learned?
4. What are the future program risks and what ways are identified in which these risks can be mitigated?

## Process

The MTR team will visit the following provinces, districts and Partners:

Province	District	Partner	Dates
NTB	Lombok Utara	Koslate	18th April FGD with Partner, Field visits 19th-20th April
	Lombok Timur	Konsepsi	18th April FGD with

<sup>15</sup> Key questions are given here for each purpose. The MTR team will have other questions to ask related to these.



Province	District	Partner	Dates
			Partner, Field visits 21st-22nd April
NTT	Belu	PNPB	26th April FGD with Partner, Field Visit 27th April
	TTS	PNPB	Field visits 28th-29th April
Papua Barat	Nabire	Kompak	2nd May FGD with Partner, Field visits 3rd May
Papua	Jayawijaya	Tangan Peduli plus sub-contractor	5th May with Partner, Field visits 5th-6th May

### Focus Group Discussions with Partners

The MTR Team would like to meet with Oxfam and its Partners in each location and discuss progress and issues with them through a focus group discussion (FGD). The MTR team will facilitate discussion on a number of key questions based on the questions given in the section above on purposes. Detailed questions will be prepared and shared with Oxfam by Friday 15th April. The aim of the FGD with Partners is to make an assessment with the Partners of progress made to date, lessons learned and issues and concerns that have been encountered in implementation. The FGD will also look at opportunities for the future. The results of the FGD will be correlated with information obtained during village visits. The FGD with Partners will contribute to the recommendations made by the MTR Team and presented to AIFDR.

The MTR team welcomes the involvement of Partner management and facilitation staff in these focus group discussions. The choice of participants should be made by Oxfam and its Partners and should reflect a reasonable gender balance. The Team also welcomes the involvement of other key civil society and private sector participants, provided they are active in the implementation of BR. The Team suggests the maximum number of participants should be 20.

The Team will maximise the time available for these FGD events. The schedule allows for a full day in Lombok with both Partners invited. In NTT, where there is one Partner, the schedule will allow for half a day for the FGD. In Papua Barat and Papua the schedule will allow for the FGD to take most of the day.

The team requests assistance from the Partners to obtain a meeting room in the District town and arrange for refreshments and welcomes discussions on this in advance. The Team will if necessary pay a reasonable amount for venue and refreshments. If Partners have their own venues payment for this would not be considered necessary. The Team will also reimburse reasonable land travel expenses for participants who are required to come to the District Town for the FGD. However, the Team requests that all reimbursements for venue, refreshments and travel are administered through the Partner organisation using their own systems.

### Discussions with Local Government

The Team understands that the progress in establishing BPBD offices in districts is variable, but would like to meet with District Government officials involved in disaster preparedness, reduction and management in the districts visited. We would particularly like to meet officers who have been involved in BR. Where the BPBD is established we would request a meeting at their office.

The aim of these meetings is to discuss District Government involvement in BR as well as district plans and programmes to build resilience in the future. This includes discussion of capacity building for the District

Government, especially if support for this has been provided through BR. We would like to take the opportunity to clarify the MTR mission and its aims, and to discuss opportunities and issues with District Government officials. It would be appreciated if key stakeholders from other local government agencies who have been active in BR are also invited to attend, subject to the agreement of BPBD.

### **Visits to village locations**

The MTR Team would like to meet with community members active in BR in one village in each district. The Team would like to discuss with them progress and issues through a focus group discussion (FGD). The MTR team will facilitate discussion on a number of key questions based on the questions given in the section above on purposes. Detailed questions will be prepared and shared with Oxfam by Friday 15th April. The aim of the FGD with Community Members is to make an assessment with them of progress made to date, lessons learned and issues and concerns that have been encountered in implementation. The FGD will also look at opportunities for the future. The results of the FGD will be correlated with information obtained during discussions with Partners, the District Government and other district stakeholders. The FGD with Community Members will contribute to the recommendations made by the MTR Team and presented to AIFDR.

The Team welcomes the selection of the villages to be visited by Oxfam and its Partners. The choice of village should allow discussion of both successes and problems. At a minimum the participants should include the Village Preparedness Team, a representative from the Village office and a school staff member if the village has a school active in BR. Gender balance in choice of participants is vital. We ask for advice from Oxfam and Partners on whether it will be necessary in some locations to conduct separate discussions with women's groups active in DRR/DRM. The involvement of other village members not currently active in the Village Preparedness Team is welcomed. It is suggested that the number of village participants be around 30.

The team requests assistance from the Partners to arrange with the community a meeting area in the village for the discussions and to arrange local transport for the team to get to the event. The Team is prepared to contribute a reasonable amount for transport, including if necessary the hire of vehicles and drivers. If the Partner organisation can provide this support by using their own vehicles and drivers this would be appreciated. We request advice from Partners as to their usual arrangements for refreshments at village meetings. However, the Team requests that all reimbursements are administered through the Partner organisation using their own systems.

### **Visits to schools**

The MTR Team would also like to visit schools participating in BR, where Partner projects include this element of the Program. We suggest one or two schools per district would be sufficient. The aim of these visits is see how the school communities have adopted DRR/DRM measures as promoted through the BR Program. The Team understands that progress in this is likely to be variable. The results of school visits will contribute to the recommendations made by the MTR Team and presented to AIFDR.

For the purposes of school visits the team welcomes the choice of location by Oxfam and its Partners but this should allow discussion of both successes and problems. The Team understands that schools supported by BR may not be in the same locations as villages supported through the Program. At a minimum we would hope to meet with teachers active in BR and to briefly talk with students about their understanding of measures put into place as a result of BR activities. Discussions with School Principals should be included wherever possible.

Similar arrangements for the use of transport for village visits should be made for school visits.

### **Opportunities for meeting with field staff of other AusAID supported projects**

The team will welcome the opportunity to meet briefly with facilitators and field staff from other AusAID supported projects in the district that are active in DRR/DRM activities. These include projects such as PNPM, ANTARA, ACCESS and RESPEK. The aim is to examine how the BR program complements and strengthens other AusAID initiative. We are flexible on this, and could meet them informally if they are available to meet with us.

#### **Debriefing opportunities**

The Team will welcome the opportunity to provide preliminary feedback to Partners and Oxfam Field Staff before leaving each district location. It is suggested that this be in form of an informal meeting limited to Oxfam field staff and managers of the Partner projects. The Team will liaise on this during district visits.

## Appendix 5: BR Logical Framework

For reference, we reproduce here the logical framework submitted to AusAID by Oxfam as part of its approved submission for BR. Please note that the activity level of the logical framework is not included in this Appendix.

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions
<b>Goal</b>	<b>Communities in the most disaster prone areas in Sulawesi, NTB, NTT and Papua are more resilient to disasters</b>			
<b>Purpose</b>	To contribute to substantial reduction in disaster losses – lives, and social, economic, and environmental assets through strengthening the capacities of communities and government in 15 disaster prone districts of Eastern Indonesia			
<b>Component Objectives</b>	<p><b>1.</b> To strengthen government, civil society, and community action for disaster risk reduction in order to enable communities, government and CSOs to identify, plan and act for reducing the vulnerabilities of communities to disasters.</p> <p><b>2.</b> To improve capacities of Oxfam partners in implementing DRR projects through training and ongoing coaching in order to enable partners to work with the government, civil society and communities to plan and implement DRR models to reduce the vulnerabilities of the communities, specially women.</p>	<ul style="list-style-type: none"> <li>60% households in targeted communities understand their risks to natural disasters and know how to take safety measures from related major hazards.</li> <li>60% of the trained district government staff and CSO staff understand the basics of Disaster Risk Reduction.</li> <li>At least 3 activities in each of the community action plans (CAPs - related to mitigation and preparedness measures) are implemented and addressing the vulnerabilities in 120 villages, including disaster preparedness teams developed and trained in each village.</li> <li>60% of primary school students know safety measures during major natural disasters.</li> <li>Number of DRR instruments (e.g. regulations, institutions, coordination, budget) developed by district government with participation of communities and stakeholders.</li> <li>CBDRM model is adapted and implemented by identified district government agency, and the Building District Resilience Model is</li> </ul>	<ul style="list-style-type: none"> <li>KAP survey</li> <li>CAPs and their implementation reports, photos, videos.</li> <li>Surveys to government staff and CSO staff</li> <li>District action plans.</li> <li>Government CBDRM programme proposal/plans.</li> </ul>	Refer Annex 8

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions
		implemented by identified provincial government agency.		
<b>Outcomes</b>	<b>1.1.</b> by 2012, target communities in 80 villages of targeted districts are acting to reduce their risk, to identify disaster risk, to plan and to take actions to reduce community vulnerabilities to disasters especially the vulnerabilities of women, by themselves and with support from government, CSOs and private sector	<ul style="list-style-type: none"> <li>▪ 2 Community Organisers (1 male and 1 female) from each village in 15 districts are identified and trained on 3 topics related to DRR.</li> <li>▪ At least 80% of community organisers trained on relevant skills and are able to organise and facilitate communities throughout the process.</li> <li>▪ 1 community based risk assessment is completed in each targeted village and the results disseminated.</li> <li>▪ Community Action Plans to reduce vulnerabilities of men, women, children, elderly and disabled are formulated and agreed by community themselves in each targeted village.</li> <li>▪ At least 3 CAP activities are implemented in each village through short-term community mitigation and preparedness initiatives, or through linking to local governments.</li> <li>▪ Community disaster preparedness teams composed of male and female members are established in each village, with clear roles and responsibilities.</li> <li>▪ Each targeted village school develop standard operating procedure regarding school safety and measures.</li> <li>▪ 60% of students and parents in targeted village schools know safety measures for major hazards.</li> <li>▪ Villages have completed a vulnerability capacity assessment (VCA) and developed a community action plan to reduce vulnerability;</li> <li>▪ 30% of women involved in making decisions</li> </ul>	<ul style="list-style-type: none"> <li>▪ List of COs</li> <li>▪ Activity plans and reports</li> <li>▪ Training reports</li> <li>▪ Community risk analysis &amp; Risk map</li> <li>▪ CAP &amp; implementation reports, photos.</li> <li>▪ List community preparedness teams.</li> <li>▪ Schools SOPs</li> <li>▪ Survey on students and parents.</li> </ul>	Refer Annex 8

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions
		about how to reduce their vulnerability; <ul style="list-style-type: none"> <li>▪ % Implementation of gender inclusive community action plans commenced – including community self-action, and linking to other assistance from government and CSOs;</li> </ul>		
	<b>1.2.</b> By 2012, district governments, CSOs and other stakeholders are able to identify disaster risk, to plan and to take actions to reduce community vulnerabilities to disasters.	<ul style="list-style-type: none"> <li>▪ A coordination mechanism is operational in each targeted district.</li> <li>▪ 60 government and CSO staff from each newly targeted district are trained on 3 relevant topics of Disaster Risk Reduction (e.g. DRM, DM Bill and DRR frameworks, risk analysis, and emergency response management), with specific needs and vulnerabilities of women and Climate Change integrated into the training materials.</li> <li>▪ 15 district level gender inclusive risk analyses are completed/updated and disseminated.</li> <li>▪ Number of district develop contingency plans and tested through drills participated in by communities, district governments and other stakeholders.</li> <li>▪ Number of district action plans to reduce disaster risks are developed.</li> <li>▪ Number of disaster management regulations developed by district and province governments with multi stakeholder participation.;</li> <li>▪ Number of DM Agency or mechanism established at District level with multi stakeholder involvement.</li> <li>▪ Budget &amp; other resource allocation for disaster preparedness made on the basis of analysis of where the best place for investment is at District level</li> </ul>	<ul style="list-style-type: none"> <li>▪ Minutes, work plans, evaluation of coordination forums</li> <li>▪ Training documents/reports</li> <li>▪ District risk analysis</li> <li>▪ District CP and Drill reports</li> <li>▪ District action plan</li> <li>▪ District regulations.</li> <li>▪ Photos, mass media news</li> </ul>	Refer to annex 8 risk matrix

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions
	<p><b>1.3</b> By 2012, through improved understanding of programme effectiveness and appropriate approaches in a changing context, DRR model is developed for other districts based on KAP surveys and cost-benefit analysis, and implemented in districts other than the programme universe</p>	<ul style="list-style-type: none"> <li>▪ KAP survey completed</li> <li>▪ Number of participatory cost-and-benefit analysis completed.</li> <li>▪ Number of learning documents/medias and tools produced and freely shared.</li> <li>▪ Number of participation in national/international learning events</li> <li>▪ Number of new tools/learning (from outside) translated and disseminated</li> <li>▪ Number of district lessons learnt shared at national level.</li> <li>▪ % of women and men at a community level who are involved in assessing the effectiveness and appropriateness of disaster management interventions, and are involved in adapting these to their context.</li> <li>▪ Increased understanding of disaster risk reduction issues and approaches through completion of up to 9 action research/experimental learning projects on disaster management – these potentially include cost analysis of district DRR and response initiatives, the role of the private sector, gender approaches in DRR, and community-government-CSO relationships;</li> <li>▪ CBDRM model is adapted and implemented by district governments</li> <li>▪ Number of district government officers trained on CBDRM approach</li> <li>▪ District model is adjusted and implemented by provincial governments</li> <li>▪ Number of provincial government officers</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost and benefit analysis</li> <li>▪ Adjusted CBDRM model</li> <li>▪ Adjusted district model</li> <li>▪ Government proposals</li> <li>▪ Learning documents/ medias / videos / tools</li> <li>▪ Learning event reports</li> <li>▪ Translated learning documents</li> <li>▪ District government plans/proposals</li> <li>▪ Provincial government plans/proposals</li> <li>▪ Trainings reports</li> </ul>	<p>Refer to annex 8 risk matrix</p>



	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions
		trained on District Model <ul style="list-style-type: none"> <li>▪ Number of stand-alone activities and/or infrastructure design scaled-up by district government and/or other stakeholders</li> </ul>		
	<b>2. Management Support -</b> Oxfam Partners are able to work with the government, civil society and communities to plan and implement DRR models to reduce the vulnerabilities of the communities, especially women.	<ul style="list-style-type: none"> <li>▪ Number of partner staff trained on project cycle management who can demonstrate skills and knowledge acquired</li> <li>▪ Number of partner staff trained on financial management who can demonstrate skills and knowledge acquired</li> <li>▪ Number of partner staff trained on gender and conducting participatory assessments</li> <li>▪ &gt;60% of Oxfam partner staff understand risk, hazard, and vulnerability, including gender, poverty, ethnicity, and environmental</li> </ul>	<ul style="list-style-type: none"> <li>▪ TOR and reports of trainings.</li> <li>▪ TOR and reports of secondments.</li> <li>▪ Process document</li> <li>▪ M&amp;E documents.</li> <li>▪ Lesson learnt documents.</li> <li>▪ Newsletters.</li> </ul>	Refer to annex 8 risk matrix

## Appendix 6: Documentation

The MTR Team has used the following documents for reference and data collection purposes:

No	Documentation	Date
1	<b>AIFDR documentation</b>	
	AIFDR Draft Design Document	February 2009
	Indonesian Sub National Disaster Management Capacity and Training Needs Analysis	June 2010
2	<b>AusAID and other policy level documentation</b>	
	Investing in a Safer Future - A Disaster Risk Reduction policy for the Australian aid program	June 2009
	Gender equality in Australia's aid program – why and how	March 2007
	AusAID performance management policy	June 2009
	AusAID standards for monitoring and evaluation (draft)	November 2010
	ISDR - Building disaster resilient communities	June 2007
	Sphere - Humanitarian charter and minimum standards in disaster response	2004
	Hyogo Framework for Action 2005 to 2015	January 2005
3	<b>Oxfam design documents</b>	
	Oxfam Australia funding agreement with AusAID for the BR program	June 2009
	Program proposal for BR (as annexed to the above agreement)	June 2009
	M&E plan for BR	Not known
	Indicator tracking table for BR	Not known
4	<b>Oxfam reports and presentations</b>	
	Annual report for BR	June 2010
	Semi-annual report for BR	December 2010
	Project tracking spreadsheet for BR (updatable)	March 2011
	Annual review presentation (Powerpoint)	April 2011
	Annual review sessions report	April 2011
	Membangun Ketahanan di Indonesia Timur - Powerpoint presentation for BNPB	May 2011
5	<b>BR Baselines and Assessments</b> for project areas and village locations.	
	A wide range of baseline documentation is available from the BR program, including provincial assessment reports, village risk assessments	Various
6	<b>BR Tools</b> - a wide range of documents is available from the BR program to be used as tools for various methodologies used in BR. They include PCVA and CBDRM process documents, program SOPs, manuals and guidelines, contingency planning and cost benefit analysis guidelines, and guides to climate change adaptation.	Various
7	<b>GOI laws and regulations</b> - a wide range of laws, decrees, plans, and guidelines are available from the BNPB website <a href="http://www.bnpb.go.id/website/asp/index.asp">http://www.bnpb.go.id/website/asp/index.asp</a> .	Various

## Appendix 7: Initial Findings from the Field

On return from the field to Jakarta, the MTR Team developed the following initial findings for use in discussions with AIFDR, Oxfam and BNPB. This exercise was an interim step in the production of the MTR report.

MTR Field Visit Summary of Initial Findings	
<b>Dates</b>	<b>17th April to 7th May, 2011</b>
<b>Districts Visited</b>	<b>Lombok Utara, Lombok Timur, Belu, TTS, Nabire, Jayawijaya</b>
<b>Team Members</b>	• Mike Freeman, Robert Sulistiyo, Dian Octarina (Translator)
<b>Purpose 1:</b> Measure how the Building Resilience Program has progressed over its plan and how it contributes to AusAID's goal in building community resilience in Indonesia, within AusAID's DRR policy framework.	
<b>Key Question 1. What are the achievements of the program and how far have they progressed against the proposed objectives, including the achievement of the cross-cutting issues?</b>	
<ul style="list-style-type: none"> <li>• Oxfam is through its various partners implementing very similar programs with similar methodologies in each district covered. This is in most cases appropriate, given that DRR needs for local government, communities and schools respectively are quite similar in each location.</li> <li>• Oxfam has trained its partners well in the tools and methods to be used in BR. All Partners met report using the same tools and methods, although some local variations in methodology have emerged. Four of the five Partners visited are working well and have achieved a large part of the phase in and scale up work stipulated in the logical framework. The remaining Partner in Jayawijaya is experiencing significant management problems at this stage, which has resulted in Oxfam taking a much more hands on role in BR implementation. Problems such as this cause program delays, and this is a problem because there is only a limited amount of time remaining for program implementation.</li> <li>• From our visits to six villages, we conclude that the BR program has been largely successful in instituting CBDRM measures in communities: <ul style="list-style-type: none"> <li>○ Baseline assessments were completed for all villages;</li> <li>○ PCVA including disaster mapping has been completed in all villages;</li> <li>○ Community organisers have been appointed for all villages visited and most villages have a male and a female CO (exception Belu).</li> <li>○ Village disaster preparedness teams have been formed in all villages visited, and have acceptable gender balances. The team was encouraged to see that in most villages visited women had plenty to offer in discussion and were not inhibited in their DRR work by gender traditions. Training of the teams has been largely completed in four of the six villages visited and teams are well organised for and enthusiastic in the DRR work. Team work in the TTS village has stalled and the team there is not functioning. Further training is required in the Jayawijaya village, although the team there is enthusiastic and functioning.</li> <li>○ Community actions plans have been produced for five of the six villages visited, although in some cases these are still in draft form. In TTS the community action plan is currently awaiting local government approval and the community does not have a copy. In Belu the BR program is now finished and the community did not mention a plan (and we need to check whether one was done). In other locations villages had copies of plans.</li> <li>○ Most villages have made efforts to incorporate actions plans into wider village planning systems, although they have yet to receive any substantial support from local government as a result of this. This is partly because most community action plans were produced after the most recent round of Musrenbangdes meetings.</li> <li>○ Early warning systems have been instituted for 4 of the 6 villages visited (2 in NTB, 1 in Belu and 1 in Nabire). These take various forms, mostly using traditional methods (by contrast in Nabire megaphones are used). These have not yet been instituted in TTS or Jayawijaya.</li> <li>○ Evacuation drills and routes have been instituted in both locations visited in NTB, in Belu and in Nabire. These have not yet been instituted in TTS or Jayawijaya. In the latter location a recent flood led to the loss of three children and damage to property.</li> </ul> </li> <li>• All districts visited have BPBD offices although all are very recently established (some as recently as February 2011). All have showed a keen interest in DRR work, although they all admit that their primary initial focus is disaster response. Capacities within BPBDs are variable but mostly at this stage quite low.</li> </ul>	

None of them report significant non-routine activity budgets being available from their district governments, although to be fair for most this is their first year of activity. All are negotiating for national government funding through BNPB with indications that this will be forthcoming. BPBDs are also eligible for and where necessary have received disaster relief funding from the BNPB on-call fund. In NTB and Nabire it is clear that the Partners have assisted district government to establish the BPBD through training and awareness raising activities.

- From our visits to BPBDs we conclude that in most cases the BR work with District BPBD offices will not meet all logframe targets. The MTR team does not apportion blame for this, as this simply reflects the fact that BPBDs have only just been established. With this caveat in mind we report the following broad progress (further detail will follow in the draft report):
  - Exemplary work is being undertaken with nascent BPBDs in both Lombok districts visited with Partners coping with immense pressures to meet targets. Many of the written outputs have either been produced or are in draft form and work is clearly underway to try to meet all targets, although the partners do have some doubts as to whether they will be able to complete the work in the remaining time available. The Partners have made special efforts to coordinate and work closely with the newly formed BPBD and the BPBDs are very appreciative of this NGO/Government partnership approach. One partner has negotiated an MOU with the Bupati and has assisted a local DRR forum. This is helping considerably to cement DRR activities and plans.
  - Significant amounts of work with local government have been undertaken by the Partner in Timor, but unfortunately the establishment of the BPBD comes either after BR completion (Belu) or close to it (TTS). The BPBDs, as the principal disaster management offices, have thus had very little exposure to BR, and unless changes are made to BR there, they will not have this in the future. The Partner has worked consistently with a range of Dinas agencies in the past, but the personnel trained are largely not now in BPBDs (the mutasi issue). Both BPBDs visited expressed some concern at not being fully aware of current Partner BR activities.
  - In Nabire, BPBD really appreciates what the Partner has done, especially because BPBD has limited capacity to work at community level, so they are happy the Partner can facilitate the production of community action plans. Local BPBD has concerns about the sustainability of funding for CBDRM once BR is complete, but wishes to adopt the partner approach, including the village preparedness team. BPBD has requested the partner to provide a list of team members so they can coordinate with them in the future. BPBD is working with the partner to produce an earthquake contingency plan. They intend to produce contingency plans for tsunami and flood.
  - In Jayawijaya, the Partner is struggling to develop a productive working relationship with the local government, although has been instrumental in the very recent establishment of an NGO/local government forum. The MTR team is unsure whether the forum will continue for long in its current form, as major differences of opinion are already evident between NGO and Government players. This is probably a reflection of the local political situation. Here also the BPBD is in quite a weak position.
- We were only able to visit one Provincial BPBD (NTB) but were encouraged to see a new agency gearing itself up for disaster management. While the agency is significantly oriented towards disaster response and has recently received major tranches of equipment from BNPB, it is showing keen interest in being involved in DRR work. Partners in Lombok have made sustained efforts to involve Provincial BPBD in their activities and this has been appreciated. The MTR will further consider whether to recommend that a more formal approach to provincial BPBDs is warranted, although we note that this is unlikely to bear much fruit unless BR programs are extended. Certainly the approach of fully informing Provincial BPBDs (where they exist) and involving them in district and village activities is warranted in the remaining time available.
- We were able to visit 4 schools in the six districts. Progress is somewhat variable and the schools element of BR could benefit from some further inputs. Village schools struggle to prioritise DRR approaches when their main problems are severe lack of educational resources. BR cannot address these problems in any significant manner. With this in mind we report the following:
  - Both schools visited in NTB showed a keen interest in DRR with one having a school action plan in place. Teachers are trying hard to incorporate DRR issues into routine lessons and work is

clearly underway on training children what to do in the event of disasters. The schools both asked for more resource support however.

- The school visited in TTS showed virtually no awareness of DRR and certainly has yet to grasp its relevance. We admit that we were unable to visit the school originally planned because of a landslide, and the Partner reports more progress there.
- The school in Nabire has both a School Action Plan and a disaster map. The principal is very appreciative of partner assistance. They have also benefitted from strong linkages with the local community, which used its small grant for the school. The students have yet to develop a full awareness of DRR issues but the principal said that they have taught the students to draw disaster maps.
- The small grants allocated to villages are too small to be of major impact in their own right, and there is no real evidence except in East Lombok that they are helping to leverage significant funding from other sources to meet the generally high expectations of village people for physical mitigation infrastructure. However useful work has been done in Lombok and TTS on water supply and in Lombok and Jayawijaya on strengthening of river banks. We also report significant long-term success of flood proof wells in Belu under the PRIME project. In Nabire the small grant was used for water supply.
- Some communities are showing awareness of climate change issues, although no village visited knew what the long term impacts will be. In Lombok and in Belu people are trying to adapt to changed weather patterns, with mixed success to date in areas like adaptation of cropping patterns. BPBD officials consulted also do not yet know what to do about climate change.

#### **Key Question 2. Are the approaches, methodologies and tools used appropriate to the local context?**

- The MTR team concludes that the participatory approaches, methodologies and tools developed and used by Oxfam and BR for village, school and government DRR work are very appropriate to the local context. The methods used, particularly for the village and government elements are well thought out, and partners are showing a disciplined approach to their use. In particular we conclude:
  - The sequencing of work in the villages is good. The establishment of a baseline assessment is a sound practice and has been well carried out in all locations. The appointment and training of COs as a precursor to other work is appreciated in most locations visited, and the use of a gender balance among COs is also a sound and well proven practice. Building village teams around the COs is also appropriate and again this has largely been achieved with the underpinning of good gender principles. Involvement of village teams in the development of village actions plans is a logical next step in the CBDRM process, although it is noted that written outputs are of less use in villages where literacy rates are not high (although the oral tradition can be and is being exploited). The development of EWS and evacuation procedures is a practical and logical use of village teams and most villages consulted are appreciative of these measures.
  - The BR program will probably experience mixed success in the short term in leveraging resources through wider routine village development plans. While this is to be expected within the context of nascent BPBDs and in situations of poor district resource availability, there are no guarantees at this stage that district governments will respond positively to village requests for disaster management related assistance. Nevertheless, we admit with the exception of North Lombok (where PNPM funding had been obtained for drainage works) that no villages visited have yet had a full cycle of development planning in which to see concrete results of the CBDRM process through local budgets. The team concludes that this is a potential vulnerability for BR's long-term impact.
  - Partners have largely chosen to focus their attention on villages that have recently experienced local disasters. This is a good strategy as the relevance of DRR work is clearly evident to the people concerned.
  - There are some local variations in the approaches, methods and tools used for BR. For instance in Lombok the Partner and the village team organised a village level competition for evacuation route socialisation (Lombok Utara); additional sessions for women (Lombok Timur); in NTT the Partner has translated DRR terms into local language; in Nabire tools were adapted to the local context by the COs; in Jayawijaya an adaptation was made to the PCVA facilitation process (i.e. using storytelling and discussion rather than directly using a matrix as per other locations).

- The team has noted that it is important in the CBDRM process that ownership of outputs is built at all stages. Thus for instance village action plans need to be produced by the village teams with facilitation from the Partners. In one location the team noted that the village and school were not in possession of copies of their documents, which were being further processed in the Partner's office. Thus the village and school were not active in further developing their own documents. In all other locations the communities are fully involved in processing their own documents.
- Training for teachers inspires them to teach their students about hazards and disasters as the MTR observed in schools visited in the field (with the exception of the school in TTS). Although formal policy for integration of disaster education into the school curriculum does not exist in any of the districts that the MTR team visited, it's obvious that teachers have tried their best to incorporate disaster related content and DRR messages into existing subjects in formal approach, or informally through extra-curricular activities.
- The MTR team understands that many teachers come from or live at different locations to the school. This may cause difficulties for partners to build strong linkages between schools and communities for DRR action, as observed in Lombok Timur. In Nabire a key factor for success for in linking DRR measures between community and school was the use of the small grant for structural mitigation activities at the school. This experience can be used as an excellent case study for the future. It shows the partner's facilitation process with people at the village in which the school is factored in as one of community's resource for emergency shelter during a disaster. This is a clear example of the PCVA being used as a tool to focus on real local needs.
- The contingency plan drafting process at district level also has a strategic function that BR can offer to newly established district BPBDs. The drafting process can be used to clarify the BPBD role and mandate as the leading agency without neglecting the existing roles and functions of other SKPDs at district level. This is possible because contingency plans always mentions available resources (manpower, equipment, etc.) that can be mobilized from various sources if a disaster happens.

**Key Question 3. How effective and efficient is the program implementation and in what ways can it be improved?**

- While much of the discussion on effectiveness of the program involves approaches, methodologies and tools and is covered above (which are seen as effective), the following comments are given on a more general basis:
  - Long-term effectiveness of BR (essentially an impact and sustainability issue) is not entirely clear to the MTR team. The team certainly concludes that the time frame provided for the current round of BR is too short to guarantee sustainability. However it is most encouraging that the program is being effective in establishing an appropriate village team approach to CBDRM which in at least one location (Belu) has survived program completion (and is being given further impetus by the MenSos Kampung Siaga Bencana program).
  - Ultimately the effectiveness of BR will depend on the extent to which village and government processes can be productively linked. The program is unlikely to show the extent to which this has been achieved until 2012 because a) the BPBD agencies are in their early stages of development; and b) neither village or local government budgets have yet to fully reflect DRR needs. The jury is thus out on this question. However the national, provincial and local government commitment to DRR is clearly on the rise and this bodes well for longer term effectiveness of the BR approach. Conversely Oxfam and its partners will need to focus significantly on fostering the necessary linkages between government and villages (and schools) in the remaining time available.
  - However, given the above constraints, the team concludes that BR has been effective to date (in most places) in stimulating community and government interest in CBDRM and DRR. Particularly in the village context the program has been effective in putting into place processes and mechanisms that village people have responded well to. As much to the point, they see clear reasons for modifying their practices (behaviour) to accommodate CBDRM goals. They may need continued support in the future to sustain this.
  - For reasons given above, the effectiveness of BR in encouraging pro-DRR government processes, policies and activities still remains to be ascertained. Initial results in places like

Lombok and Nabire are very encouraging with local officials very keen to be involved. They will always request additional resources and to a great degree expect donor programs to help them in this regard. The MTR team wishes to consider further the issue of whether BR could or should ramp up its resourcing support for local government. The reality is that local government officials cannot or will not travel to villages without some financial support, and they currently do not have large allocations for this. A more pragmatic approach may improve effectiveness.

- Is BR efficient in the way it is working? The MTR team believes that it is so. The use of a well established and experienced international NGO with trusted and skilled local partners is usually a good basis for a reasonably efficient development process, and we see no reason why this is not so for BR. Alternative approaches to a DRR program, for instance using contractors, are unlikely to be more efficient and certainly will not be as cost efficient as the current BR model. Individual partner performance does vary and we have seen some management problems in some places that are clearly not conducive to overall program efficiency. However on a statistical basis, the presence of some management difficulties is not unlikely. Broadly speaking the dedication and hard work of local partners in BR for modest remuneration is to be commended. The fact that they are all local people (or have lived in the area for a long time) and are very well aware of the cultural and political context within which they work brings its own efficiencies.

#### **Key Question 4. Has the monitoring mechanism been effective?**

- Oxfam Jakarta uses a somewhat hands off approach to monitoring in BR in which local partner reports are channeled through Area Offices and are compiled upwards to Jakarta. While the MTR has neither the mandate or the inclination to comment upon Oxfam's internal organisational arrangements, we do wish to state that this is not the most effective way that BR monitoring can be achieved. We believe it would be more effective and efficient to have M&E information more directly under the responsibility of M&E specialists in Jakarta. For BR monitoring to show its true benefits by, for instance, allowing quick considered reaction to problems and opportunities that emerge, we feel this would be better handled directly by Oxfam Jakarta. We have noticed problems in the field of which Oxfam Jakarta was not aware. While we do not wish to deliberate on these problems or to apportion blame for this situation, this systemic issue was very apparent to us.
- This aside, however, the current use of POs in the field and the assignment to them of a monitoring role as well as a supporting role is sound practice, and is also commensurate with a partnership approach. POs are close enough to problems to see them on a daily basis. The combination of this approach and a central specialised monitoring approach is sound. The specialist role then becomes to put a wider context to monitoring data that the local PO may not immediately see.
- The MTR team notes that CBDRM monitoring processes at the village level may need some strengthening. It is noted that partners do collect significant stories from activities in the community and these are collected by Oxfam and its partners. However it was not clear to the MTR team how these stories are utilised in the villages.
- The logical framework for BR is a given as far as local partners are concerned. They report that they were not able to negotiate either output or outcome level indicators, or to adapt them to local circumstances. While this cannot be changed at this stage in BR, it is a point to note for future programs. We conclude that local partners will respond better to an negotiation process for outputs and outcomes.
- However, notwithstanding this, partners have endeavoured to meet their monitoring responsibilities to the best of their abilities within the spirit of BR agreements. Partner capacity for monitoring and reporting is somewhat variable, with the staff of one partner openly stating they need more support in this regard.
- The MTR team feels that the choice of quantitative output indicators in BR has been quite rigid. The program would likely have benefited from a measure of qualitative indicators at this level as well. However, this is again a point to be borne in mind for future programs. It would be counter-productive to attempt to build a new monitoring framework at this stage in the current round of BR.
- We would like to make it clear that the MTR was not charged specifically with examining financial monitoring systems and therefore we have no comment to make in this regard, save to say we do not perceive any systemic problems in this area.



**Key Question 5. What consultation has been done with the government and how is the consultation done?**

- Clearly there are constraints when dealing with newly formed government agencies in which personnel may not yet be familiar with DRR. There are also local political factors at play - e.g. where there are existing tensions between local government and the NGO community. However, given existing constraints, BR partners (and by extension Oxfam) have managed relationships with government well.
- The MTR team has stated above that the BR consultations and relations in Lombok have been exemplary and should be reviewed as good practice. The assignment of a government liaison officer within the NGO, and the involvement of Oxfam POs in this process are noted as very sound approaches.
- Most partners see the value of encouraging a local forum process initially within government and in the longer term involving civil society and private sector actors. The MTR team feels this has been a notable element of BR to date. Partners will need to maintain the momentum as part of their exit strategies. However it is noted that involvement of other NGOs that may not have established or cordial relations with their district government counterparts will likely require sensitive handling.
- Regular formal or informal meetings with local government are sound practice, and certainly where the local NGO has been able to fully inform and involve local government officials in BR activities this has paid dividends.
- Local governments have clearly received a significant amount of training and have attended a large number of workshops under BR (and its predecessor PRIME). This in itself increases liaison, cooperation and involvement of local government. Most importantly it increases ownership of the program by local government and encourages direct DRR activity.
- The challenge remains however to make linkages between village and government activities under BR in the time remaining (as is noted above). Where partners have involved not only the district government but also the Camat, this seems to have been most effective. Although the MTR team did not have the opportunity to meet any Camats during its visits, we feel that this aspect overall needs more attention.
- All partners met showed a clear focus on involving village heads and their administrations. At minimum this is an essential courtesy, and at maximum a powerful approach for cementing CBDRM within village affairs and plans.
- The MTR team has not had the opportunity yet to meet with BNPB in Jakarta, but understands that Oxfam would benefit from a greater profile within the national agency at an appropriate time. AIFDR has mentioned this and this should remain a priority.

**Key Question 6. What linkages have been built with other AusAID-funded initiatives and how this can be improved?**

- Generally the linkages between BR and other AusAID funded initiatives have yet to be well developed. At this stage they tend to focus on individual activities. As an example in North Lombok the local CO is a member of the local PNPM team and was able to obtain PNPM funding for local mitigation work. A similar arrangement is believed brought benefit to the village visited in Nabire.
- In the districts visited the MTR team could not see any formal coordination arrangements between BR and other AusAID funded projects, although we will be grateful for advice from Oxfam if this has been achieved in districts not visited by the team. It is not realistic to expect major changes in this regard in the remaining time available to BR. However in future phases or programs this should be borne in mind. One approach may be for AIFDR to take an active lead in this.

**Purpose 2: Extract learning, best practices and seek feedback for the betterment of program implementation.****Key Question 1. What has worked well and what factors made it possible What enabled the positive achievements?**

- The CBDRM model used by Oxfam and its partners is considered to be good practice. The sequence of activities is logical and well thought out. The approaches, methods and tools can easily be adapted into the local context. The training system gives opportunities to various stakeholders to build the basis for collaboration in DRR. Governments, villages and schools are essentially learning the same approach to DRR. After training the partners offer coaching to build further technical capacity and this is seen as important. In terms of advocacy the BR approach encourages links between stakeholders which can be further built on in the future.
- The team has noted the exemplary nature of partner/local government consultations in Lombok. This is partly due to excellent timing in that the BR program there has had sufficient time to work with the newly created BPBD. The partners have also adopted a highly consultative approach that builds local

government ownership of BR at the same time as offering support in capacity building. Local government liaison officers in the partner organisations play a key role in this, and have had excellent support from Oxfam's PO in Lombok. This is a good example of a NGO/local government partnership approach.

- Further development of a common DRR approach can be greatly facilitated through the use of forums. While the forums reviewed are yet to be fully developed, their use will be a key factor in developing DRR in the districts in the future. There is considerable scope for using this strategy to reach out to and involve other CSOs and the private sector (although we have seen no examples of private sector involvement to date). Where the partners have chosen to assist in the formation of a government (SKPD) forum as the first stage this has proven to be good practice as it encourages a local whole of government approach to DRR. This recognises the role of BPBD as the coordinator, but also recognises that considerable resources are available through other SKPD. The challenge remains to build upon government forums to bring in a wider CSO and private sector involvement and to explore the resources that these organisations can bring to DRR.
- Oxfam support for capacity building within partners is an important factor during start up of BRR. The deployment of Oxfam POs in the areas concerned has been a useful method to allow day to day support of partner organisations. We particularly note the excellent level of support being offered by Oxfam's PO in Jayawijaya. We understand that Oxfam knew from inception in the district that the local partner needed additional support. It was obvious to the MTR that the partner concerned has significant management problems. While solution to these problems is still under consideration, the Oxfam PO has stepped into the breach to provide day to day planning, coaching and management support for partner field staff, and this is clearly highly welcomed.
- While it is noted below that the school element of BR is the weakest of the three elements at this stage, we do note the excellent practice in Nabire of utilising the community small grant to assist in building DRR linkages between community and school.
- The PNPM program, which is also supported by AusAID, can offer opportunities for significant resources for community level DRR and mitigation work. The team noted excellent approaches to this in Nabire and Lombok. In Nabire local PNPM staff are invited to BR activities as a matter of course. This has resulted in community willingness to propose DRR related activities to PNPM. In Lombok this has gone a further stage with PNPM funding being provided to one village for drainage works.
- The MTR team considers the use of male and female COs in villages as good practice. This has resulted in considerable participation by women in village DRR activities and is encouraging female leadership in DRR. This was particularly noticed in the village visited in Lombok Timur. In both Belu and Nabire it was clear that women's involvement in DRR measures was significant.
- The MTR team notes that Oxfam UK is developing approaches to climate change adaptation and risk reduction as part of DRR. The BR program has in some places promoted discussion of climate change issues (mainly on changes in weather patterns) and with further technical support from Oxfam UK this could be developed into good practice in the future. However at this stage most local stakeholders are not clear as to the long-term impacts of climate change and what to do about it.

#### **Key Question 2. What hasn't worked well and what are the inhibiting factors?**

- There are no guarantees that the Musrenbang process will result in significant resource allocation for DRR and mitigation in villages. This is a potential vulnerability within BR in terms of long-term sustainability and impact. The MTR teams notes that the key to this in the future is to build strong linkages between DRR processes in the village and the district. While the building blocks for this are in place, the linkage itself is mostly weak at this stage. This is partly because BPBDs are young organisations struggling to find resources, partly because government officials are not resourced to travel to villages and partly because local government has yet to develop village level structures for DRR. The major opportunity here is for local government to use the BR structures in the villages as their own. In the time remaining the BR program should make encouragement of this a very high priority. Within this BR needs to prioritise work with the sub-district level of government, which is noted as being responsible for government's initial reporting and relief distribution during disasters. At this stage the MTR team is not convinced that the linkage with the Camat has been fully exploited within BR.
- Linkages between BR and other AusAID supported initiatives are at this stage weak. There is no evidence of formal coordination arrangements in this regard (although we request further information

from Oxfam if this has occurred in places we didn't visit). Linkages at the local level have occurred on an ad hoc basis. The strongest potential for linkages in the future is with PNPM, because villagers have the opportunity for direct access to PNPM funds for DRR and mitigation. In addition PNPM documentation already refers to DRR as a potential area for PNPM funding. The team is uncertain at this stage whether higher level policy documentation from PNPM contains explicit reference to DRR. There are some useful linkages with PNPM/Respek in Nabire where regular involvement of their staff in BR activities occurs. This is a useful model. The team saw no linkages between BR and either ACCESS or ANTARA (and again would appreciate further information if this is happening in other locations).

- While the BR monitoring system is capable of collecting and compiling basic monitoring data against output level indicators it has yet to embrace the need for outcome level monitoring, and work on this is urgent in the remaining time available in BR. The team feels that particularly at output level the choice of indicators has been excessively quantitative, and future programs should look more closely at qualitative indicators for DRR activities. Furthermore, the channelling of monitoring information via Oxfam Area Offices to Oxfam Jakarta is unwieldy. A better approach would be for partners and POs to provide monitoring information directly to M&E specialists in Jakarta.
- Frequent change in local government personnel is a major constraint to institutionalising technical capacity for DRR at the district level. With the recent establishment of BPBDs it is hoped that this problem will reduce. However BR has only a limited time frame in which to address this issue, in some cases only a few months. Clearly long-term building of capacity within local government will remain a challenge after the completion of the current round of BR.
- There is limited flexibility in the program schedule to cater for delays in implementation, as for instance is seen in Jayawijaya district. In this case the program has been significantly delayed by management difficulties in the Partner organisation. While Oxfam is commended for providing hands-on assistance to the Partner, the program in Jayawijaya is due to close in August 2011 and in reality requires further time for key outputs to be achieved. In future rounds of BR it is advisable to build in more flexibility to cater for problems such as this. This might mean providing contingency funding for extension or making provision for the Partner to focus only on a limited range of key outputs.

**Key Question 3. What steps have been taken to change approaches and activities in order to take advantage of successes or to overcome problems.**

- Oxfam has taken a proactive approach to assisting its partner in Wamena in response to emerging management difficulties. This is covered in question 1 of purpose 2 above.
- In some locations partners have encouraged COs to link into the PNPM process, because Village Action Plans have not to date been able to link into regular village development planning processes (the village development plan was finalised before the BR Village Action Plan).
- The village visited in Belu has attempted to adapt cropping patterns to changing weather conditions. This is covered in key question 1 of purpose 1.
- In NTT, PMPB has adapted analysis techniques to include a livelihoods element, and to take account of food security as a major local issue. Disasters in Timor are recognised as usually having impact on livelihoods and food security.

**Key Question 4. What are the future program risks and what ways are identified in which these risks can be mitigated?**

- Major risks include:
  - Not fully institutionalizing DRR at the district level (policy, capacity building, technical capacities etc). The BR program should be extended to enable more work to be done on this.
  - The frequent transfer of local government staff is a major risk to institutionalization of DRR at the district level. While BR cannot directly deal with this, it can 1) encourage government officers who have been trained and since moved to remain active in local forums; 2) encourage measures for knowledge management within BPBDs; and 3) encourage BPBDs to establish regular DRR training and familiarisation programs for themselves and other SKPDs.
  - Villages may not receive funding from the district government for important DRR and mitigation efforts in the future. This risk is related to the previous one, and would indicate that further time is required to fully cement DRR processes as promoted by BR.
  - Not fully institutionalizing links between village and district DRR processes in the time available. Again this would indicate further time is needed.

- There are cases where specific technical expertise could have been provided but hasn't and this is a risk. This includes civil engineering support for mitigation, and low cost technology for early warning, (there may be more).

## Appendix 8: MTR Schedule

For reference purposes, this is the schedule for the MTR mission.

Day	Date	Location	Activities
Monday	11/04/2011	Jakarta	Meet with translator. Reading.
Tuesday	12/04/2011	Jakarta	Meet with Oxfam to discuss MTR in detail. Flight bookings.
Wednesday	13/04/2011	Jakarta	Produce TOR to provide to Partners. Update schedule. Prepare MTR Plan. Engage translator.
Thursday	14/04/2011	Jakarta	Reading and preparing TORs for visits,
Friday	15/04/2011	Jakarta	Meeting with Oxfam to discuss final schedule and to examine M&E methods.
Saturday	16/04/2011	Jakarta	Final logistical arrangements. Finalise MTR Plan.
Sunday	17/04/2011	Jakarta to Mataram	Travel and preparations for visits.
Monday	18/04/2011	Mataram/Lombok Utara	Meetings BPBD Tanjung & Koslata.
Tuesday	19/04/2011	Mataram/Lombok Utara	School and village visits North Lombok.
Wednesday	20/04/2011	Mataram	Meetings BPBD Propinsi and Konsepsi.
Thursday	21/04/2011	Lombok Timur	Meeting BPBD Selong. Travel to Sembalun.
Friday	22/04/2011	Lombok Timur/Mataram	Meeting Sembalun village, travel to Mataram and wrap up with Partners.
Saturday	23/04/2011	Mataram/Denpasar	Travel and Data consolidation.
Sunday	24/04/2011	Denpasar	Day Off.
Monday	25/04/2011	Denpasar/Kupang	Travel and Data consolidation.
Tuesday	26/04/2011	Kupang/Atambua	FGD PMPB and travel to Atambua.
Wednesday	27/04/2011	Belu	Meeting BPBD Selong. Meeting Village in Malaka.
Thursday	28/04/2011	Atambua/Soe/Kefa	Travel to Soe, meeting BPBD TTS, travel to Kefa.
Friday	29/04/2011	Kefa/TTS/Kupang	School and village visits TTS.
Saturday	30/04/2011	Kupang/Jakarta	Wrap up meeting PMPB. Travel to Jakarta.
Sunday	1/05/2011	Jakarta/Nabire	Travel to Nabire via Ambon.
Monday	2/05/2011	Nabire	Meeting BPBD Nabire, DRR forum and Partner Kompak.
Tuesday	3/05/2011	Nabire	Visit to school and village Nabire District.
Wednesday	4/05/2011	Nabire/Wamena	Travel to Wamena.
Thursday	5/05/2011	Wamena	Village Visit Jayawijaya District.
Friday	6/05/2011	Wamena	DRR Forum meeting. Discussion and wrap up with Tangan Peduli.
Saturday	7/05/2011	Wamena/Jakarta	Travel to Jakarta.
Monday	16/05/2011	Jakarta	Consolidate notes.
Tuesday	17/05/2011	Jakarta	Consolidate notes, work on findings.
Wednesday	18/05/2011	Jakarta	Preliminary findings/recommendations. Brief AIFDR.
Thursday	19/05/2011	Jakarta	Prepare presentation on findings/recommendations.
Friday	20/05/2011	Jakarta	Prepare aide memoire.
	To 6/06/2011	Jakarta	Preparation of draft MTR report. Meetings with AIFDR, Oxfam and BNPB.
Monday	27/6/2011	Brisbane	Finalisation of MTR report incorporating AIFDR comments.