

Report of the joint evaluation of the Indonesian ECB consortium's responses to the West Java and West Sumatra earthquakes

April 2010

Independent Evaluation by Pauline Wilson with the support of Budi Setiawan, Maria Josephine Wijastuti, LeAnn Hager and Yacobus Runtuwene.

Annex 1: Terms of reference

FOR EVALUATION OF ECB CONSORTIUM RESPONSES TO THE WEST JAVA EARTHQUAKE 2 SEPTEMBER 2009 AND WEST SUMATERA EARTHQUAKE 30 SEPTEMBER 2009

BACKGROUND

On Emergency Capacity Building (ECB) project:

The Emergency Capacity Building (ECB)¹ Project is a global initiative implemented jointly by six international humanitarian organizations (CARE International, Catholic Relief Services, Mercy Corps, Oxfam GB, Save the Children and World Vision International) with the main purpose to improve the speed, quality, and effectiveness of the humanitarian community's emergency preparedness and response by building capacity at the field, global organizational and humanitarian sector levels for staff development, accountability, and disaster risk reduction. The global ECB project management has selected four countries and one region that will be implementing the ECB Phase II field level project activities.

In Indonesia the ECB consortium consists of CARE International, Catholic Relief Services, Mercy Corps, Oxfam GB, Save the Children and World Vision International), with CRS as the lead agency. The Indonesia consortium also includes the International Medical Corps (IMC) and a national partner Masyarakat Penanggulangan Bencana Indonesia (MPBI) or the Indonesian Society of Disaster Management. The Indonesian ECB consortium worked together formally from 2005 to 2008. It began a second phase in early 2009. It is the only ECB country consortium to have participated in ECB phase I and phase II.

Joint Emergency Response Activities:

On September 2, 2009 a 7.4 Richter Scale (USGS) earthquake hit some areas in West Java province at 2:55 PM local time, with the epicenter at 30 km depth, 142 km southwest of Tasikmalaya city in West Java province (this city is located about 265 km southeast of Jakarta, or about 5 hours drive from Jakarta). A second 5.1 RS earthquake followed at 15:15 at a depth of 38 km; and a third 5.4 RS earthquake struck at 16:28 at a depth of 15 km. Cities and districts most affected by the earthquake included Tasikmalaya, Garut, Bandung, Cianjur and Sukabumi in West Java; and Cilacap in Central Java.

On September 3, 2009, some of the ECB Indonesia consortium members (CRS, Mercy Corps, Oxfam – GB, World Vision and Save the Children) deployed their respective emergency team members to conduct a joint assessment in the affected areas. Although this joint effort did not materialize into compiled data or a joint response, the consortium members implementing responses in the affected area in West Java did so in consultation with each other in regards to geographical target areas.

On 30 September, 2009, a 7.6 Richter Scale magnitude earthquake struck off the coast of West Sumatra at a depth of 71 km, followed by a second one (6.2 RS) 20 minutes later. A third earthquake of 7.0 Richter Scale hit Jambi and Bengkulu provinces (south of West Sumatra province) in the morning of

¹ More information on ECB can be found on www.ecbproject.org.

October 1st. As of the 15th of October 2009 the National Disaster Management Agency (BNPB)² confirmed that the earthquakes had killed 1,117 people, 2 people were missing and 2,902 people were injured. Housing was the most severely damaged sector. The GOI's initial estimate was that 200,712 houses were severely or moderately damaged³. This was later reduced to 181,066 houses.⁴ The Sumatra Humanitarian Response Plan was issued by the United Nations in coordination with the GOI on the 9th of October. This estimated that 250,000 families (1,250,000 people) were affected by a total or partial loss of their homes and livelihoods.⁵ This is approximately 25% of the population of the province of West Sumatra.⁶ The estimated cost of earthquake and subsequent landslide damage was US \$2.3 billion.⁷

On 1 October 2009, the ECB Indonesia Consortium members met in Jakarta and agreed to conduct a joint need assessment, led by Mercy Corps with participation from CARE, Save the Children and World Vision teams. Other organizations also collected information using the JNA tool. The results were compiled into a database designed by Mercy Corps and the information was presented to the UNOCHA and humanitarian organizations responding to the emergency in West Sumatera.

While all the agencies pursued funding individually, three grants were made to the consortium as a whole, all of them with Mercy Corps as lead agency for the grant: one from USAID for 300,000 USD and one from OFDA for 3,000,000 USD for coordinated responses, and one from the Bill and Melinda Gates Foundation for 200,000 USD (part of which is being used to fund this assessment).

The purpose of this evaluation is to examine the results of the different types of joint action – ranging from joint assessment only in West Java, through the different processes and structures of the joint actions in West Sumatra – in terms of the objectives of the ECB program, with the objective of recommending improved degrees of and methods for collaboration among ECB partners in future emergencies (specific recommendations for the Indonesia consortium and more general recommendations for future joint actions of ECB consortia).

OBJECTIVES OF THE EVALUATION

- 1) Review the ECB Indonesia consortium in emergency responses in West Java and West Sumatera earthquakes, measured in terms of the ECB goal to improve the speed, quality and effectiveness of the humanitarian community to save lives, protect the livelihoods, and defend the rights of people in emergency situations. This review will include both the *process* of collaboration and the *results* of the actual program in West Sumatra.

² UNOCHA Indonesia Earthquake Situation Report #15, 15 October 2009.

³ UNOCHA Indonesia Earthquake Situation Report #17, 23 October 2009

⁴ IASC Indonesia Shelter Cluster, District Level Summary of Shelter Support, 17 February 2010.

⁵ UNOCHA – Earthquake Situation Report # 14, 13 October 2009.

⁶ West Sumatra Earthquake Humanitarian Response Plan in Coordination with the Government of Indonesia, 9th October, p.1.

⁷ BNPB, West Sumatra and Jambi Natural Disasters: Damage and Loss and Preliminary Needs Assessment, 30 October p. xii.

- 2) Review the levels and degree of coordination of the consortium members as a group with the National, Provincial and District governments and the BNPB, and other key stakeholders including other INGOs, national NGOs, UN agencies and donors.
- 3) Define recommendations for improving the collaboration in emergency response in the future. The recommendations will inform future protocol and guidelines of collaboration and joint response for both the Indonesia consortia and other ECB country level consortia.

SPECIFIC ISSUES FOR CONSIDERATION

Speed: The evaluation will examine to what extent the joint nature of the response (from initial assessment to delivery of assistance) and funding mechanism affected the speed at which beneficiaries received needed assistance.

- Did the assistance provided achieve the anticipated changes for the affected population in a reasonable amount of time?

Quality: The evaluation will examine the quality of the actual joint assessments and the assistance provided to affected communities

- Joint assessments: Did the agencies produce quality joint assessments, given the coordination, training, execution, and use of assessment data?
- Assistance: Did the responses meet Sphere standards? Did the responses incorporate beneficiary accountability measures, **transparency, participation, design/monitoring/evaluation, feedback, and leadership/governance**⁸? Were the interventions and resources provided relevant to the need, context, and culture of the affected populations? What changes (positive and negative) did the assistance bring about for the beneficiaries?

Effectiveness: The evaluation will examine the effectiveness of the response in light of the agencies working in consortium.

- How did the joint evaluations and responses benefit from previous joint preparedness planning?
- How did the consortium define and follow clear roles and responsibilities in its joint actions?
- How effective was coordination of response operations among the consortium members (including communication and information management) as well as with other governmental and non-governmental stakeholders?
- How did support from ECB beyond the consortium (agency managers, advisor groups, and ECB project staff) support or hinder the consortium joint efforts? What additional support may have been useful?

For the West Java response, these issues will be applied to the joint assessment, and for the West Sumatra response, these issues will be applied from the assessment through program implementation phases.

METHODOLOGY

The evaluation team leader will propose the methodology for meeting the objectives defined above, in consultation with the evaluation team and the consortium. This will include formulating the evaluation

⁸ See ECB working paper "[Accountability: Key Elements/Core Understanding for ECB Agencies](#)"

questions that will be answered to meet the evaluation objectives and issues for consideration. Data will come from at least the following sources:

- Review of relevant literature, including that related to ECB project, the grant proposals, minutes of meetings, etc. This includes the ECB publication, [“What We Know About Joint Evaluations of Humanitarian Action Learning from NGO Experiences”](#) and ECB consortia guidance materials.
- Field observation
- Key informants interviews and/or focus group discussions with key stakeholders, including : i) country directors of the ECB consortium agencies; ii) ECB Indonesia Field Facilitator; iii) members of ECB Indonesia Program Management Team; iv) OFDA representatives; v) UNOCHA representatives.

The evaluation team will take all reasonable steps to ensure that the security and dignity of affected populations are not compromised and that disruption to on-going operations is minimized. All documents and data collected from interviews will be treated as confidential and used solely to facilitate analysis. Interviewees will not be quoted in the report without their express permission.

MANAGEMENT OF THE JOINT EVALUATION

The evaluation will be organized by CRS Indonesia that will also serve as the primary point of contact for the evaluation team. CRS will work with MC as the direct grantee of the Gates Foundation that funds and supports this activity, and with Oxfam – GB who will take the lead in following up with the development of ECB Indonesia contingency plan or protocol/guideline for joint emergency response.

Coordination, administration, and funding support: Mercy Corps, as the grantee of the Gates Foundation, will cover the costs of evaluation activities. As the lead agency in this evaluation, CRS will sign a sub – grant contract with Mercy Corps and manage the funds for this event, as well as recruit and hold the contract with the evaluation team leader/consultant. An **evaluation steering committee**, composed of representatives from CRS and 3-4 other Consortium members, will oversee the evaluation, specifically: finalizing the TOR, selection of the evaluation team and leader, inform the methodology, name key informants, review of the draft evaluation report, and develop an evaluation management response.

Technical support: The ECB global Accountability and Impact Measurement (AIM) Advisors will support the evaluation as necessary, such as reviewing the TOR and assisting in the selection of the evaluation team.

Focal Points In – country (steering committee members noted with an *):

Name	Agency	Contact Information
Yenni Suryani*	CRS	ysuryani@id.seapro.crs.org
Malka Older*	Mercy Corps	molder@id2.mercycorps.org
Tess Bayombong*	CARE	Tess_bayombong@careind.or.id
Jimmy Nadapdap	World Vision	Jimmy_Nadapdap@wvi.org

Maharani Hardjoko	Save the Children	mhardjoko@savechildren.org
Antonia Potter*	Oxfam – GB	apotter@oxfam.org.uk
Jonathan Hodgdon	IMC	jhodgdon@imcworldwide.org
Faisal Djalal	MPBI	Faisal.djalal@gmail.com

TEAM COMPOSITION

This evaluation will be led by an external consultant who will be responsible for the overall evaluation process, including the production of the evaluation report. The remainder of the team (4-5 people in total) will be Indonesian staff from one or more ECB Indonesia consortium agencies and may also include ECB AIM Advisory or Standing Team members and from ECB Focal Points from each ECB member agencies if they have the appropriate qualifications.

Team members will be selected by the steering committee in consultation with the ECB Indonesia consortium on the basis of impartiality and their abilities to fulfill the tasks outlined in this TOR, with suitable balance of appropriate knowledge of ECB and emergency response programming, sector specialties related to the responses, and gender balance.

The evaluation team lead should have the following skills and experience:

- At least five years of managing, implementing and/or evaluating humanitarian programs, with evidence that s/he has evaluated at least three other large scale emergency programs.
- Demonstrated understanding of the nature of working in consortia.
- Demonstrated oral and written communication skills (writing sample needed).
- Demonstrated cross-cultural skills.
- Experience of planning and facilitating interactive review meetings.

Other team members will have as many of the above qualifications as possible, and in addition bring local language skills.

SCHEDULE AND MILESTONES

The proposed calendar of activities is as follows:

- Final TOR approved by the ECB Indonesia Consortium: 15 January 2010
- Recruitment of evaluation team leader: 18-24 January 2010
- Selection of evaluation team leader and team members: 25-29 January 2010
- Evaluation : 15 February-March 5 (tentative) [with anticipated 10 days in the field]
- Draft evaluation report review by steering committee: 8-10 March 2010
- Final report : March 15, 2010

DELIVERABLES

From the evaluation team:

1. Finalized evaluation team scope of work, detailing methodology (including interview protocols, key informant list, etc.), specific schedule, roles and responsibilities of team members, incorporation of

relevant [OECD/DAC Evaluation Quality Standards](#) and the checklists in the [ALNAP Quality Proforma](#), etc.

2. Draft and final evaluation report.
3. Feedback from evaluation team on feedback any suggested modifications or additions to the [ECB guidance on joint evaluations](#) based on their experience.

From the steering committee:

1. Management response on how evaluation results will be used for future joint activities.
2. Bahasa Indonesia translation of final evaluation report, distributed to appropriate stakeholders.

In order to maximize the utility of the evaluation, the evaluation team will ensure the following:

Communication of Results: The evaluation team will present the preliminary findings and recommendations to key stakeholders in order to provide immediate feedback to the consortium members and other ECB players, and to afford the evaluation team opportunity to validate findings. The evaluation team will consider the input but produce an independent report, acknowledging steering committee disagreements if necessary and as appropriate.

The final report will consist of an Executive Summary of no more than 5 pages that covers the main findings of the evaluation. The main text should consist of no more than 30 pages, covering methodology, findings and recommendations, with annexes. The primary audience of the evaluation is the ECB Indonesia consortium, and the secondary audience is the ECB Project agencies and other stakeholders involved in the joint actions.

The report will be produced in English, and at the minimum the executive summary will be translated into Bahasa Indonesia to enable National and Local Government, partner agencies and the local community to read and understand the findings. An appropriate budgetary provision will be made for translation.

Following publication of the evaluation results, the ECB global team may share this with other ECB consortiums in other countries and upload this to the ECB sharepoint and/or website. It will be up to the ECB consortium to share it with other agencies and stakeholders in Indonesia.

Use of Results: The results of this joint evaluation are intended not only to increase the quality of the joint response and collaboration, but also to guide similar joint activities in the future. The findings of the evaluation will be placed in the public domain to promote improved evaluation quality throughout the wider humanitarian community. Stakeholders targeted by specific recommendations will be expected to outline plans of action wherever appropriate and agency focal points listed below will be responsible for monitoring follow-up at a country and institutional level as appropriate.