

# Coordinated Assessment Preparedness Workshop

## Introducing the IASC Multi-Cluster Initial Rapid Assessment in Indonesia

### Workshop Summary & Agenda

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#### [Background to the Workshop](#)

An IASC mission was undertaken from 13-17 February 2012 to support the Humanitarian Country Team (HCT) and Government of Indonesia (GoI) in assessment preparedness. The IASC mission was recommended by OCHA-Indonesia, in response to interest expressed by the BNPB (the Indonesian National Disaster Management Agency) to improve the in-country capacity for disaster needs assessments. With support from OCHA-Indonesia, the IASC mission undertook a two day workshop (see agenda at end of document) to introduce the IASC-approved MIRA to the HCT and the GoI and to explore ways in which it might bring the Government, UN Agencies, NGOs, and others together towards the joint identification of needs in a sudden-onset emergency. The IASC mission team comprised members of the IASC Needs Assessment Task Force, including ACAPS, ECB (represented by Save the Children), OCHA, UNICEF, and WFP. A member of the WASH Rapid Assessment Team (from Oxfam GB) was also an integral part of the mission.

#### [Workshop – Day 1 – February 14<sup>th</sup> 2012](#)

##### Welcoming Remarks

**Ignacio Leon, Head of Office, OCHA Indonesia**, gave opening remarks, underscoring the importance of assessments in producing the evidence-base that informs humanitarian action. Mr. Leon highlighted the importance of developing an assessment methodology owned first and foremost by the Government, and adapted to Indonesia. He invited workshop participants to come together to consider what an “Indonesian Multi Cluster Initial Rapid Assessment” might look like.

**BapakDoddy, Deputy of Emergency Response, BNPB**, gave welcoming remarks, highlighting the existing work undertaken by the BNPB on initial rapid assessment, while noting that the development of an agreed and shared methodology could help improve the coordination of assessments in Indonesia. Mr. Doddy noted that all assessments should be coordinated under the Government (BNPB) and that the initial rapid assessment produced should be well adapted to Indonesia, taking into account local culture.

##### Workshop Agenda, Approach and Objectives

**Michel Lepechoux, UNICEF**, provided background on the IASC Needs Assessment Task Force (NATF) and presented the workshop agenda. Mr. Lepechoux highlighted the challenges in enhancing the coherence, timeliness and quality of assessments, and the efforts to address these through improved coordination and policy and tools developed by NATF (the Operational Guidance, the MIRA). Mr. Lepechoux noted that the goal of the mission was to support the work of humanitarian actors in Indonesia by raising awareness of what is happening at the global level, by identifying existing assessment capacities in Indonesia, and by working together to identify challenges to be addressed. Michel introduced the IASC team.

##### Assessments in Indonesia

Three presentations were made to provide an overview of existing assessment work in Indonesia, and additional comments were provided by key actors in the workshop. While not exhaustive of the capacities that exist, these presentations were able to illustrate how Indonesia is both a “data rich” and “assessment rich” environment. This set the basis for looking at the MIRA in terms of its ability to bring together, and build on existing capacities and assets.

**Mr. Ridwan, PMI**, described the two main types of assessments undertaken by the Indonesian Red Cross, notably the:

- “rapid” assessment. The rapid assessment is undertaken within the first seven days of a sudden onset crisis, and is intended to scope the initial effects of a disaster. The rapid assessment relies heavily on existing secondary data, given the operational challenges (i.e. time, access, etc.) related to collecting first-hand information at this time.
- “detailed” assessment. The detailed assessment is undertaken between weeks 2 and 4, with more time and better access, and collect primary data through field visits. Following these detailed assessments, sectoral assessments are undertaken for sectoral purposes and decision making.

The results of all assessments undertaken by the PMI (whether rapid, detailed or sectoral) will be the basis for operational planning, review, and evaluation.

**Mr. Olivier Franchi, Save the Children**, presented the work undertaken on the Joint Needs Assessment (JNA) by the ECB Consortium. He provided background on the development of the JNA and on the lessons learned from Jogjakarta Earthquake, underscoring that ECB members identified opportunities for improving their assessment practices and for working together in a coordinated manner around assessments. Mr. Franchi also described the work undertaken by the ECB consortium in Indonesia to further develop the JNA with partners.

**Mr. Heri Heriadi, Government of Indonesia**, presented the Government response mechanisms involved in rapid assessment, and underscored the need for international humanitarian actors to link into these. The Rapid Response Unit, established by the BNPB (the National Agency for Disaster Management) was developed for deployment *to any size disaster*, upon the request from the local BPBD (provincial and/or district agency for disaster management) to support emergency response on the ground (for the large part, the first emergency responders are those at the very local/ grassroots level). In addition, and *for major disaster emergency response only*, the President of Indonesia established two Rapid Response Task Forces (one based in Jakarta City, responsible for the western regions of Indonesia, and one based in Malang City, responsible for the eastern regions of Indonesia) comprised of different ministries and government agencies, as well as the military. One of the main functions of these Task Forces is the undertaking of rapid assessments after a major disaster.

**Mr. Fauzi, Operations Division of Indonesia Military (TNI)**, commented that the TNI has a non-war mandate (according to Law 34/2004 of the TNI) including responding to natural disasters. The TNI is traditionally one of the first emergency responders. Given its presence in all provinces and at all levels (from village to national), It can mobilize its personnel and equipments to reach, assess and respond to affected areas, even when remote. Most of the emergency shelters and bridges in emergency operations are prepared by the TNI engineering unit.

**Mr. Beni Sujanto, Ministry of Social Affairs**, commented that his office usually sends a rapid response team to assess post-disaster situations, particularly those concerning child protection issues. In times of emergency, the Ministry of Social Affairs distributes basic needs to the affected people, based on these assessments.

**Mr. F. Mulia Harefa, Ministry of Public Works**, commented that his office is dealing mostly with rehabilitation and reconstruction during emergency response operations. His team usually assesses the damage to public buildings and structures. The Ministry has a wide range of development data and has been working together with the Meteorological, Climatological and Geophysical Agency as well as the Coordinating Agency for National Survey and Mapping to identify areas with potential floodings from month-to-month.

### **Introducing the NATF Operational Guidance and the MIRA Approach**

**Alice Sequi, OCHA** introduced the IASC Operational Guidance on Coordinating Assessments, the overarching policy framework for coordinated assessments, placing the MIRA in context. Ms. Sequi described the different approaches to assessment coordination (joint and harmonized), the roles and responsibilities for coordinating assessments, and the key principles behind the coordination of assessments. She noted in particular the recommendation to implement a joint multi-cluster/sector initial rapid assessment (MIRA) in the first two weeks

following a sudden-onset disaster to rapidly understand broad humanitarian priorities, key vulnerable groups and affected areas; and to inform further assessments. She also noted the recommendation that Cluster/Sectors undertake in-depth assessments thereafter and do so in a “harmonized” manner, in order to gain more specific understandings of humanitarian needs and capacities. Ms. Sequi made note that the initial rapid assessment proposed did not in any way seek to eliminate the need for further more in-depth sectoral assessments – but rather to inform them. Finally, Ms. Sequi underscored that one of the key recommendations of the IASC was to ensure that coordinated assessments were part and parcel of in country-level contingency planning and preparedness efforts.

### **The MIRA: Key Components**

**Susan Erb, ACAPS** introduced the MIRA approach in greater detail, highlighting its role in supporting a shared identification of strategic humanitarian priorities, in guiding in-depth sectoral assessments, and in providing decision-makers with adequate, sufficiently accurate and reliable information at the appropriate time. Ms. Erb outlined the timeframe for undertaking a MIRA (14 days) and the key components involved in the approach (Reviewing Secondary Data, Undertaking a Community Level Assessment, Engaging in Joint Analysis). Ms. Erb noted the importance of the analytical framework in defining information needs, and outlined the information requirements proposed by the NATF. Ms. Erb also underscored the importance of reviewing secondary information following disasters (whether from maps, census, past lessons learned, satellite imagery), in order to better understand pre-existing vulnerabilities and to obtain an initial understanding of the crisis. Ms. Erb also described the approach to the Community Level Assessment, in particular, the collection of data at the community level, using purposive sampling and a mix of key informant interviews and assessment team observation. Ms. Erb outlined the key outputs of the MIRA process (the Preliminary Scenario Definition and the MIRA Report) and noted the value of the MIRA in helping put together a shared, composite image of the situation, one “pixel at a time”.

Following this, **Michael Sheinkman, WFP** lead workshop participants through an exercise on the MIRA components. **Luca Salone, Inter-Agency RAT Team** facilitated the debriefing of the working groups on:

- I) The use/sources of secondary data in Indonesia.** This exercise highlighted that while a number of sources of secondary information exist<sup>1</sup>, such information is not used to the fullest, because of i) the perception that primary data is better, ii) the insufficient sharing of the secondary data, and iii) the fact that no organization has the clear responsibility to coordinate the sharing of secondary information.
- II) The undertaking of Community Level assessments in Indonesia.** This exercise highlighted the wealth of assessment teams/initiatives that exist in Indonesia<sup>2</sup> while underscoring that coordination between agencies remains challenging. Gaps observed in previous emergencies included i) coordination, ii) existence of a shared assessment tool and methodology, iii) existence of “even” capacity, and iv) the existence of ethical protocols.

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<sup>1</sup>**Mentioned were:** BPS (for provincial data), BNPB, OCHA Situation Reports, TNI, BMKG, KPU, Bako Surtanal, BAPENAS, ICBRR, PVMBE, SDKI, SUSENAS, PMKS, Kementerian Kesehatan, Kementerian Pertanian, Kementerian Tertain Don, Peta Rawan Bencana, Data bencana sebelumnya, Peta penyebaran evakuasi, NGOs and faith based organizations and Tsagana, World Bank, ADB / Vulnerability and Poverty mapping, WFP (for food security, vulnerability analysis at national, provincial, district, and sub-district levels), Universities, Remote Sensing, Media, Lessons learned from previous crises

<sup>2</sup>**Mentioned were:** Community Based Action Teams (SIBAT), BNPB (Desa Tangguh), SANtri Siaga Bencana, Serdah Siaga Bencana, Kampung Siaga Bencana (Kemensos), Kelurahan Siaga Bencana (Mercy Corps), PNPM (World Bank) and BPBD Rapid Assessment Teams, Military Assessment Team, Ministry Teams (MoH, Ministry of Social Affairs), JNA, and other agency assessments.

- III) **The undertaking of joint analysis in Indonesia.** This exercise highlighted that relatively little experience exists in undertaking joint analysis – though some efforts are currently undertaken within ministries, between sectors (though this is often done informally and bilaterally) as well as between international NGOs to do their own analysis<sup>3</sup>. The limited nature of this experience was attributed to the lack of knowledge about analysis in-country, as well as to the lack of protocols for such analysis (simple organizational matters like who comes together, how and when). Highlighted was the importance of enhancing the leadership for such inter-sectoral analysis, and the need to link such analysis with planning.

### **Wrap Up of Day 1**

**Michel Lepechoux, UNICEF** wrapped up the day’s discussions, noting the clear interest of the Government in improving assessments as well as the key messages coming out of the global level work on the MIRA in terms of using secondary data, ensuring a “shared understanding”, avoiding the “reflex” of over-assessing, and undertaking community level field investigations that are “well beyond just ticking boxes in questionnaires”. Mr. Lepechoux noted the positive reception by workshop participants on the approach proposed by the MIRA. He also noted that the “stocktaking” of capacities and activities in Indonesia showed that Indonesia is an “assessment rich” environment – which is a great asset, but can also be a great challenge for coordination. As such, he noted in particular the importance of ensuring strong coordinated assessment preparedness, including through the clarification of roles and responsibilities.

### **Workshop – Day 2 – February 15<sup>th</sup> 2012**

#### **Facilitated Recap**

**Luca Salone, Inter-Agency RAT**, facilitated a recap of day’s discussions, in order to consolidate the thinking from day 1 and to update any new participants to the discussions that were held. Mr. Salone noted the five key “take aways” from the Operational Guidance, and outlined the key objectives and components of the MIRA. During this session, he stressed the importance of seeing the MIRA as an “umbrella” for existing tools and approaches in-country. He also underscored the leadership role of the Government and the importance of preparedness. Also highlighted during this session was the importance of using secondary information, of working jointly to build a shared understanding of needs, and of ensuring that the MIRA approach was adapted to the local context.

#### **The MIRA Process**

**Michel Lepechoux, UNICEF**, presented the MIRA process, noting i) the calling of the assessment and establishment of the assessment coordination structure, ii) the initiation of the assessment, with the review of secondary data and the development of the PSD, iii) the design and planning of the community-level field investigation, iv) the collection and processing of data, v) the analysis of the data, and vi) the preparation and dissemination of findings.

Workshop participants were then asked to undertake an exercise, outlining how this process is currently undertaken in Indonesia, and how it might be improved in the future. This exercise highlighted four key points around the MIRA process:

- The MIRA process should be done under the leadership of the BNPB, with coordinating support from OCHA. This includes preparedness for the MIRA, which should be supported through the AWG.

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<sup>3</sup> **Mentioned were:** K2B (BNPB and minimum 3 ministries), ECB, HFI, GARD (for Bali and Kubpang()), PRB (for Yogya)

- The establishment of regulations/guidance and SOPs that clarify the role and responsibilities for participating in the MIRA is essential to MIRA preparedness.
- Guidance and SOPs on the MIRA should cover all aspects of the MIRA, including the review of secondary information, the community level field investigation and the undertaking of analysis.
- There needs to be clarity on roles and responsibilities at both provincial and national levels. These also need to be specified for large scale and small scale crises, as these will imply different protocols.

### **Gathering and Reviewing Secondary Data**

**Susan Erb, ACAPS**, provided a short presentation on the gathering and review of secondary information. She highlighted in particular the different types of secondary data that exist (pre-disaster and post-disaster) including “lessons learned” from past similar disasters in the same area. Ms. Erb also outlined some key sources of secondary information<sup>4</sup> as well as the types of questions that can be answered through secondary information. **Michael Sheinkman, WFP** presented some of the tools/work undertaken by WFP on secondary data, noting its usefulness to the assessment process.

Workshop participants were then asked to undertake group exercises, outlining how secondary data requirements can be better met in Indonesia. Discussions highlighted that:

- There should be an agreed process for combining secondary data, with clearly laid out roles and responsibilities and standard operating procedures. Today, BNPB obtains data from line ministries and others (such as BPS), as well as from OCHA (which helps bring together international agencies to share their data)<sup>5</sup>.
- The collection, collation and analysis of secondary data should be done on a routine basis and ahead of a disaster – so that when a disaster happens it is available and easy to pull up. It will be necessary to outline who is responsible for this, how often this is undertaken and what information sharing platform can be used to support this. It is essential that secondary data collected and analyzed is included within the contingency planning
- It will be valuable to identify key pieces of information, including common operational datasets, and in so doing to consider the findings from the “data standards manual” (UNFPA). This should be complemented by an effort to identify existing and relevant secondary information. It may be valuable to establish an information working group (eventually within the AWG) to look at the data that is available, in cooperation with BPS.

### **Collecting Primary Data through Community Level Assessment**

**Olivier Franchi, Save the Children**, provided a short presentation on the collection of primary data. He stressed the importance of knowing “what you need to know” and highlighted the Analytical Framework as a good exercise for identifying information needs. He also noted that the community level assessment places a strong emphasis on the quality of the data collected – by ensuring that experienced assessors are encouraged to collect qualitative information, and by selecting a few but insightful sites of the broad range of needs/affected groups. Mr. Franchi also outlined the steps for planning the community level assessment – including defining its scope,

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<sup>4</sup>**Mentioned were:** National institutions, large surveys, international development institutions, sector fact sheets, common operational datasets, UIN and NGO survey reports, UN global databases or country portals, geospatial data, remote sensing, online databases, previous international appeals, WHO epidemiological profile, media reports, NGO assessment reports, situation reports, satellite imagery, social media.

<sup>5</sup> An example of integrated data by BNPB can be found at [www.sigab.bnpp.go.id](http://www.sigab.bnpp.go.id)

customizing tools, selecting sites, assembling/training assessors, defining equipment needs, collecting/processing field data, organizing analysis and combining primary data with secondary data.

Workshop participants were then asked to undertake group exercises, outlining how primary data is collected in Indonesia, and how this can be improved. Discussions highlighted that:

- There needs to be a joint commitment between all actors involved in disaster management to work together on primary data collection in the initial phase following a crisis, and under the framework of the government legislation.
- Detailed Standard Operating Procedures should be developed to reflect joint commitments and should be enshrined in National legislation. These should reflect the role of field mechanisms (the POSKO) in managing the data and in coordinating the joint assessment.
- There needs to be agreement on data to be collected in the field<sup>6</sup> and the development of an Analytical Framework can help support this. This should highlight the value of qualitative information.
- A common data collection “package” must be developed and used by all actors. The package should include a tool/questionnaire to be applied by all relevant actors, an agreed methodology for using the tool, a field guide for undertaking assessments, and a data processing tool.
- Well experienced assessors should be identified and trained. Training should be developed to support the usage of the package in the field. The relationship between this tool/assessment and the assessments undertaken by local organizations needs to be clarified.
- Funding needs to be identified in order to support the undertaking of a joint primary data collection.
- An organization should be identified to lead the joint analysis of information, and should also further promote the undertaking of joint analysis. Questions remain about the ownership of the information, the risk of ‘bias’ in the analytical process, and the leadership required to undertake a joint analytical process.

### **Taking the MIRA Forward: Next Steps & Roles and Responsibilities**

**Susan Erb, ACAPS**, involved Workshop participants in a discussion on how to take the MIRA forward in Indonesia. She identified a number of points of agreement that emanated from discussions, notably:

#### **The MIRA Approach**

- A MIRA approach would be beneficial for Indonesia – to support joint analysis, and to reduce assessment fatigue. Participants recognized the benefits of inter-sectoral assessments.
- Many of the components of the MIRA exist in Indonesia, and a MIRA approach would bring these together in positive way.
- A MIRA would be led by the BNPB, and would help clarify the roles and responsibilities of stakeholders.
- The importance of preparedness to undertake a MIRA.

#### **Secondary Data**

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##### **<sup>6</sup> An initial scoping identified the following information needs:**

- Data about the disaster (type, time, location), data about affected people (number of affected, number of casualties, number of injured, number of disabled/vulnerable groups), affected areas,
- Data about humanitarian response capacity, needs and gaps (organizations, equipment, staff)
- Data about damage (housing, public infrastructure, schools utilities, communication lines)
- Data about needs (shelter, health, WASH, food, education, livelihood, protection)
- Data about logistics and security information

- A process around defining and sharing secondary data would be beneficial, and would help bring together the large quantity of data/ information that is available.
- It would be beneficial to work together to agree on pre-crisis information needs. Some work has been done on this, but the awareness and engagement of a wider set of stakeholders would be valuable.
- There should be an organized process for acquiring and compiling pre-crisis information. The AWG could be used for that purpose.
- The compilation of secondary data should be an ongoing effort. It should be regularly updated and maintained. Information compiled should be easily accessible and linked to the contingency plan.

#### Primary Data

- There is a clear and agreed need for preparedness in the collection of primary data, and this should be based on the commitment (resourcing and participation) of different actors
- A phased approach to assessments (initial, rapid, then sectoral assessments), where the data collected is increasingly specific and detailed, is valuable.
- Discussion should take place on the level of information that is realistic/required at different times following a disaster. Discussion should also take place on how primary and secondary sources of information can be used (e.g. to get initial estimates of magnitude and numbers) to fill information needs. It will be necessary to identify the type of assessment to be undertaken - damage vs. needs.
- There is agreement that a joint package for primary data collection (including SOPs, tool, methodology) is required.
- Coordination is essential, for both the overarching process and at the field level and needs to be validated through the national legal framework.
- Capacity building for identified assessors is required, though further clarification is required on who should collect the information

#### Closing Remarks & Evaluation of the Workshop

**Ignacio Leon, Head of Office, OCHA Indonesia**, thanked participants for coming to the Workshop, underscoring the responsibility of humanitarian actors to support the government in developing an “Indonesian Multi-sector Initial Rapid Assessment”. Mr. Leon noted that the lack of knowledge has a direct impact on our ability to assist the vulnerable, and that the quality of our response relies heavily on the collective knowledge of humanitarian actors. Mr. Leon further noted that the Government of Indonesia is seeking to build the tools and knowledge required, and that the humanitarian community should support them in doing so. Mr. Leon congratulated participants on the fruitful outcomes of their discussions, and highlighted the important work ahead, to translate the ideas exchanged, into concrete reality. Mr. Leon invited workshop participants to the presentation to be given to the BNPB on Friday February 17<sup>th</sup> on the outcomes of the Workshop, and the recommendations of the IASC mission.

**DAY 1: TUESDAY 14 FEBRUARY 2012**

<b>Time</b>		<b>Session Leader</b>
09.00 – 09.30	<b>Welcoming Remarks</b>	Ignacio Leon, OCHA Indonesia BapakDoddy, Deputy of Emergency Response, BNPB
09.30 – 09.45	<b>Workshop agenda, approach and objectives</b>	Michel Lepechoux, UNICEF
09.45 – 10.45	<b>Assessments in the Indonesian Context</b> <ul style="list-style-type: none"> <li>• Government of Indonesia (BNPB)</li> <li>• Indonesian Red Cross (PMI)</li> <li>• Emergency Capacity Building Project (ECB)</li> </ul>	BNPB PMI Olivier Franchi, ECB
10.45 – 11.00	Tea/Coffee Break	
11.00 – 12.30	<b>Introducing the NATF Operational Guidance</b> on Coordinated Assessments in Humanitarian Emergencies and the MIRA Approach	Alice Sequi, OCHA
12.30 – 14.00	Lunch	
14.00 - 14.45	<b>The MIRA Approach: Key Components</b>	Susan Erb, ACAPS
14.45 – 16.00	Group Work & Coffee Break	Michael Sheinkman, WFP
16.00 – 16.45	Plenary Feedback Session	Luca Salone, Inter-Agency RAT
16.45 – 17.00	<b>Summary of Day 1</b>	Michel Lepechoux, UNICEF

**DAY 2: WEDNESDAY 15 FEBRUARY 2012**

<b>Time</b>		<b>Session Leader</b>
09.00 – 09.30	Recap of Day 1	Luca Salone, Inter-Agency RAT
09.30 – 10.30	<b>The MIRA Process</b> Review (10') Group Work (30') & Plenary Discussion (20')	Michel Lepechoux, UNICEF
10.30– 10.45	Tea/coffee break	
10.45 – 12.15	<b>Gathering and Reviewing Secondary Data</b> Review (15') Examples from Indonesia (15') Group Work (30') & Plenary Feedback (30')	Susan Erb, ACAPS Michael Sheinkman, WFP
12.15 – 13.30	Lunch	
13.30 – 15.15	<b>Primary Data Collection</b> Review (15') Group Work (30') & Plenary Feedback (30')	Olivier Franchi, ECB
15.15 – 15.30	Tea/coffee break	
15.30 – 16.30	<b>Taking the MIRA Forward: Next Steps</b>	Susan Erb, ACAPS
16.30 – 16.45	<b>Closing Remarks &amp; Evaluation of the Workshop</b>	OCHA - Indonesia