

**Evaluation of Australia Indonesia Partnership for Emerging Infectious Diseases
(AIP-EID), Animal Health Program 2010 - 2014
MANAGEMENT RESPONSE**

Initiative Summary

Initiative Name	Australia Indonesia Partnership for Emerging Infectious Diseases (AIP-EID), Animal Health Program 2010 - 2014		
AidWorks initiative number	INJ 509		
Commencement date based on Initiative	1 September 2010	Completion date	30 June 2014
Commencement date based on RoU	18 January 2011	Completion date	31 December 2014
Commencement date based on Activity Schedule	12 December 2010	Completion date	31 December 2014
Total Australian \$	\$ 22 million		
Total other \$	-		
Delivery organisation(s)	Australian Department of Agriculture, Fisheries and Forestry (DAFF)		
Implementing partner(s)	Indonesian Ministry of Agriculture		
Country/Region	Indonesia		
Primary sector	Health		
Initiative background	Australia has supported Indonesia in the field of EID since 2004. The previous Australian EID program for Indonesia focused on avian influenza prevention and control and comprised technical assistance and capacity building activities at the national level and program activities in South and West Sulawesi. The program ended on 30 June 2010. In 2010 a new initiative called the Australia Indonesia Partnership for EID commenced, aiming to strengthen Indonesian animal health systems to combat EID. The program focuses strongly on systems improvement and emphasises sustainability rather than direct implementation of emergency procedures		

Initiative Name	Australia Indonesia Partnership for Emerging Infectious Diseases (AIP-EID), Animal Health Program 2010 - 2014
Initiative objective/s	<ul style="list-style-type: none"> ○ Strengthen national planning and management for disease prevention and control including supporting MOA to increase the performance of veterinary services and develop specific disease prevention and control plans for a number of high priority diseases; ○ Strengthen operational systems - in data, laboratory and quarantine - including improving the information on disease status and integrating animal health data sources, improving quality diagnostic testing and using risk analysis as the foundation of animal quarantine operations. ○ Strengthen decentralised veterinary services including improving effective emergency disease response through routine district structures with coordination at provincial and central level; improving the communication system for detection, reporting, investigation and response; developing a national strategic disease control/response plan that will be adapted to local conditions and implemented in the sub-national context and integrating Avian Influenza (AI) control activities into routine disease control functions. This sub national component will focus on South and West Sulawesi.

Evaluation Summary

The Independent Progress Review (IPR) of the AIP-EID – Animal Health was tasked to assess the effectiveness of the current implementation arrangements and management of AIP-EID Animal Health and to make recommendations for any necessary changes in the approach to improve program delivery. Due to early delays in implementation, detailed further below, it is premature to assess program achievements. AusAID plans to conduct another review assessing program outputs and outcomes toward the end of the program implementation in early 2015.

Overall, the IPR Team found that Program progress has been much slower than anticipated in the original design. Approximately half the budgeted funds for the first 18 months remained unspent. However, there has been an increase in the quarterly rate of expenditure from almost 15 per cent in Program Quarter 1 to 86 per cent in Quarter 6. This is an indicator of increasing activity which is expected to continue (or even accelerate) in 2013, now that project establishment has taken place and various sub-component reviews are being finalised.

The Team found high levels of commitment and enthusiasm among program participants within the Ministry of Agriculture nationally and among South Sulawesi and West Sulawesi provincial and district officials.

The Team's view is that while the fundamentals are right, there is room for improvement in the Program which will enhance results. The Review team believes that implementation of the recommendations will lead to a stronger Program well able to deliver against planned outcomes.

Evaluation Objective:

The eight objectives of the IPR are:

1. To assess whether the current **organisational arrangement** supports the achievement of the program's intended outcomes.
2. To assess whether the current **funding management** is able to respond adequately and quickly to changing needs during implementation.
3. To assess whether the **current partnership arrangement** between DAFF and MoA (including the pilot sub national provinces of South Sulawesi and West Sulawesi) is sufficient and appropriate to support the achievement of the program's intended outcomes.
4. To assess the **absorptive capacity** of the Indonesia Ministry of Agriculture and the sub-national pilot areas of South Sulawesi and West Sulawesi.
5. To assess whether the planned Program activities are **relevant to the Gol's agenda** in animal health system strengthening and whether these are aligned to combating emerging infectious diseases at source in animals, and to assess whether Gol is receptive to receiving assistance in areas they identify as **animal health priorities** through the Program.

6. To assess whether the activities support **institutional strengthening** to ensure the **sustainability** of the assistance.
7. To explore possible linkages between the AIP-EID animal health programs with the **AIP-EID human health** program that is delivered by the World health Organization (WHO).
8. To provide recommendations for any **modifications to existing activities or approaches in future**. These include: **contingency funding** for emergency response; and, provision of limited **operational or infrastructure support** to supplement technical assistance (TA).

Evaluation Completion Date: In-country mission 15 – 29 October 2012

Evaluation Team:

1. Susan Majid (Team Leader)
2. Professor Pontjo Priosoeryanto (Animal Health Expert)
3. Yoshiko Siswoko (AusAID Evaluation Manager)
4. Adrian Gilbert (AusAID Evaluation Delegate)

AusAID's response to the evaluation report

- Overall, AusAID found that the report is of good quality. It thoroughly addresses issues identified in the TOR and articulates well the political nuance of the initiative as a whole of government program. The Team used a good methodological approach to gather and analyse evidence.
- Although AusAID is in general agreement with most of the recommendations, there are several recommendations that AusAID disagrees with. They are in particular related to how best to streamline program governance meeting arrangement; the establishment of financial system for both direct procurement and grant scheme as a result of expansion of the form of aid beyond current arrangement; and the process required in order to utilize a proposed emergency fund
- This management response has been widely consulted with DAFF and Indonesian Ministry of Agriculture. The actions planned are detailed below.

AusAID's response to the specific recommendations made in the report

No	Recommendation	Response	Actions	Responsibility
IPR Objective 1 and 2: Organisational Arrangement and Financial Management				
1	Governance Meetings should be streamlined by disbanding the Program Steering Committee and retaining only the Program Coordinating Committee.	Disagree. We agree that the PCC and PSC have not performed the functions as originally intended and described in their respective terms of reference, but the response should be to correct this shortcoming rather than abandon the original structure which retains its relevance. The problem is largely attributable to the unavailability of senior GOI representatives for PCC meetings, meaning that they are commonly represented by less senior staff who also sit on the PSC. The Team found that having the same personnel on both committees suggests one is	DAFF and GoI partners to address this issue in the context of a broader engagement strategy and discussion on the preferred leadership model (see recommendation 6). The engagement strategy should reduce the number of formal/governance meetings and ensure that meetings contribute to the achievement of program outcomes. It should define by whom, when and in what forum the partners engage on a strategic/leadership level (PCC); technical/coordination level (the PSC); implementation/operational level (sub-committees and/or working groups); and informal 'day-	MoA/ PCC

No	Recommendation	Response	Actions	Responsibility
		<p>redundant.</p> <p>GoI disagrees with the suggestion to disband the PSC, but acknowledges the need for senior staff to be more involved at the PCC level in order for that committee to be more strategic. There is an ongoing need for regular operational and technical discussion across the components, which would be compromised if the PSC were to be disbanded. We agree with this view.</p>	to-day' interaction.	
2	From 2013, DAFF should align six-monthly PCC Meetings with the six-monthly reporting schedule.	Agree. Governance meetings should be aligned with the planning and reporting cycle.	To consider and address as part of the broader engagement strategy (see notes for R1, above).	DAFF
3	Once a year, there should be a 'super-PCC Meeting' where Australian and Indonesian representatives of the five components (i.e. Components 1, 2.1, 2.2, 2.3, and 3) attend both the PCC Meeting and an Annual Reflection held immediately before the PCC Meeting.	<p>Disagree. An annual 'reflections and planning' meeting including GoI and GoA representatives of all components is supported. However, at least several weeks are required to digest and synthesise outcomes of the Reflexion and Planning workshop prior to the PCC.</p> <p>A 'Super-PCC' that included a pre-meeting to showcase program achievements to a broader group of stakeholders (i.e. with the objective of socialization rather than internal planning) is supported.</p>	To consider and address as part of the broader engagement strategy (see notes for R1, above).	PCC
4	At each PCC Meeting, the date for the next Meeting should be set.	Agree.	To address as part of the broader engagement strategy (see notes for R1, above).	PCC
5	Recognise and resource the DAFF team appropriately to work in multiple GoA (DAFF, DFAT, AusAID) and GoI systems.	Agree.	<p>DAFF and AusAID to identify any areas where systems/processes could be simplified.</p> <p>DAFF to review roles & responsibilities.</p>	DAFF
6	The leadership model should be considered by the PCC, deliberate choices made	Agree.	DAFF and GoI implementing partners to address this issue in the context of a broader engagement strategy and discussion on the preferred leadership model (see	PCC

No	Recommendation	Response	Actions	Responsibility
	about level of Gol engagement and followed through.		notes on R1).	
7	DAFF review its management team's roles and responsibilities to create greater efficiency, balanced workloads and anticipate growth in work volume.	Agree.	DAFF to review roles & responsibilities.	DAFF
8	Emma Watkins (Senior Veterinary Adviser) subnational should become a member of the DAFF management team in recognition of her management role for sub-national activities including a staff complement of ten and running the Makassar office.	Agree	Already implemented: the Senior Veterinary Adviser (SVA) subnational has been a member of the management team since November 2012.	DAFF
9	DAFF to hold weekly management team meetings. Component and Sub-component leaders to be integrated into the DAFF team, for example through fortnightly management-cum-technical meetings.	Agree.	Already implemented: since December 2012, DAFF has held weekly meetings of the senior management team, with all component and sub-component leaders joining fortnightly (i.e. on alternate weeks)	DAFF
10	DAFF should hold regular (e.g. fortnightly) meetings with an expanded management /technical group inclusive of Technical Quarantine Adviser, Senior Veterinary Adviser National Disease	Agree	As per actions for R.9	DAFF

No	Recommendation	Response	Actions	Responsibility
	Control and Laboratory Adviser			
11	The Program leadership team needs to have a good awareness of which stakeholders need to share which information and then ensure that this happens efficiently and regularly.	Agree. DAFF and AusAID accept that information sharing among key stakeholders has not been optimal.	DAFF to strengthen the systems and processes to facilitate timely sharing of information, including: <ul style="list-style-type: none"> Strategies for communication and engagement ICT systems (to facilitate information exchange) 	DAFF
12	DAFF should create an email protocol for staff use which avoids use of gmail and is more professional.	Agree.	DAFF to establish a program email server/domain consistent with Australian Government policies on ICT and record keeping.	DAFF
13	A project summary in brochure format with text and pictures should be printed and posted on relevant websites (e.g. MoA, AusAID Jakarta, DAFF) and updated regularly.	Agree. The need to have a brochure or any other kind of material to promote AIPEID – Animal Health work is widely acknowledged and has been responded by DAFF.	DAFF has developed a project summary (printed brochure or electronic equivalent) as a communications product and will ensure it is widely distributed including on relevant websites. The brochure will be ready by June and eventually will be uploaded into DAFF and MOA's websites. DAFF to ensure that web content is kept up-to-date in a regular basis.	DAFF
14	Additional costs of phone communication incurred by key Gol people in coordination roles should be funded by the Program.	Agree	DAFF to address and implement this recommendation, in accordance with relevant policies and principles.	DAFF
15	Early attention needs to be paid to ensuring that the new method being developed for the DAFF team's records management is effective. It should allow file sharing and be a central repository for all Program documents.	Agree. DAFF acknowledges the critical need to a more efficient ITC system and has already made progress towards this end.	DAFF to establish an AIP-EID program ICT system and record keeping practices to facilitate file sharing, in compliance with relevant policies.	DAFF
16	A full-time	Agree.	Already actioned: positions for	DAFF

No	Recommendation	Response	Actions	Responsibility
	Technical Program Officer should be appointed to the DAFF team to support Quarantine Technical Advisor,, in coordination of the quarantine sub-component.		Technical program Officer (TPO): quarantine and TPO: laboratories advertised 13 February 2013. Both positions will support fly-in-fly-out technical experts	
17	Program years align with calendar years so the best option is to report against calendar years, which are the Indonesian financial year. For reporting to DAFF internally, the six month-units could be reconfigured against Australian financial years.	Agree. As planning and implementation is in Indonesia, it is more efficient to report on the Indonesian financial (= calendar) year.	Already implemented: the current operational plan for the calendar year 2013 has been developed and approved by the PCC.	DAFF
18	The model used to contract Indonesian staff in the DAFF team should be reviewed urgently with the intention of including more practicable provisions for sick leave and annual leave.	Agree. Any areas of misunderstanding and/or inequity in LES staff contracts should be identified. It should be noted that DAFF LES staff are employed under agreed DFAT terms.	DAFF to review LES contracts and address any areas of misunderstanding. Supervisors to be more active in ensuring that staff are aware of the contract conditions and take sick and holiday leave, as intended in the 15% leave loading. If required, issues to be referred to DFAT HR.	DAFF
19	Staff contracts should be prepared in English and Indonesian so that staff know the terms and conditions of the contract they are signing.	Agree	Already implemented: DAFF will continue to provide contracts in both English and Bahasa Indonesia.	DAFF
20	DAFF should persist with arrangements with greater security and offering greater efficiencies to access and handle cash for ongoing	Agree.	DAFF has reviewed and will continue to refine its cash management for better security and efficiencies to access and handle cash for ongoing operational expenses. This include having security officers escorting the staffs getting the money from bank/post office and discussing with DAFF	DAFF

No	Recommendation	Response	Actions	Responsibility
	operational expenses.		Canberra to allow DAFF field office in Makassar having separate bank accounts.	
21	At least two staff should be authorised to withdraw cash so that if one is not available through illness or travel, cash can still be withdrawn.	Agree.	Already implemented.	DAFF
22	Two people should be on hand to withdraw cash so that one can be monitoring security (particularly other people nearby) while the other is handling the transaction. Having a driver waiting outside is not sufficient.	Agree.	Already implemented	DAFF
23	Recognise that working in Gol systems adds time and complexity as GoA systems are still in use.	Agree.	DAFF to review roles, responsibilities and workloads with this in mind (see also notes on R.5)	DAFF
24	Where possible, set standards for project documents and create templates which are acceptable to both Gol and GoA (e.g. Minutes of PCC Meetings, financial reports) rather than have inefficient dual systems.	Agree. While supporting the concept, it is noted that templates or 'standards' may not be sufficient to overcome some of the cultural, institutional or technical issues/constraints that affect that quality of minutes and reports.	DAFF to review project documentation and where possible agree common standards with Gol.	DAFF
IPR Objective 3: Partnership				
25	DAFF should engage with other Australian agencies which share an interest in animal and zoonotic disease	Agree.	DAFF to identify these stakeholders and ensure that key program documents, plans and reports are distributed (also see R.11)	DAFF

No	Recommendation	Response	Actions	Responsibility
	control. These include ACIAR, AusAID more broadly, DFAT and the Department of Health and Ageing.			
IPR Objective 4: Resource Availability and Absorptive Capacity				
26	Both Directorate General of Livestock and Animal Health (DGLSAH) and Department of Agriculture, Fisheries and Forestry (DAFF) have responsibility to prepare new staff better through a handover and induction when they enter the Program. The DAFF Program Operations Manager Technical (POMT) should work with the MoA Coordinator to prepare induction materials in Indonesian for use by incoming staff.	Agree.	Incorporate as part of the engagement strategy (see R.11). Reflect in program roles and responsibilities – key role for the POMT. Strengthen communications (implementation of the communications strategy) to promote broader 'baseline' awareness of the program.	MOA/D AFF
IPR Objective 5: Relevance of Program Activities to GOI Priorities				
IPR Objective 6: Institutional Strengthening and Sustainability				
IPR Objective 7: Synergies between AIP-EID Animal and Human Health Program				
27	DAFF and MoA should focus on their own five components and 'getting their house in order' before considering any new activities which would involve the AIP	Disagree. There is growing evidence on the need to promote 'One Health' approach worldwide. Although the two programs, AIPEID – Animal Health and AIPEID – Human Health were designed as separate programs with no joint activities, AusAID would like to explore opportunities to	DAFF will explore potential linkages between animal health and human health program with the WHO. There are two areas for potential collaboration: i) strengthening pandemic-related information system; and ii) DAFF to participate in strengthening the Early Warning Alert and Response System (EWARS) that is currently delivered	DAFF/W HO/Aus AIDAFF/ AusAID

No	Recommendation	Response	Actions	Responsibility
	EID Human Health Program.	synergise or strengthen linkages between the two programs. Therefore, at this stage potential linkages should be promoted across all program activities, where relevant and coordination meeting should be held regularly.	by the WHO and Ministry of Health under the Human Health component. In addition to actively participating in the existing coordination forums among "One Health" players, AusAID will facilitate regular internal coordination meeting with DAFF and WHO. The first meeting will be held in May/June 2012.	
IPR Objective 8: Future Direction				
28	Operational expenditure and grants for small pieces of equipment which support application of training and other capacity development should be funded through the Program.	Agree. Consistent with resource availability, the funding of small equipment and/or limited operational expenses which directly contribute to program objectives (e.g. application of training) should be supported where they facilitate the achievement of program objectives.	DAFF and MoA partners to consider proposals and exercise due diligence.	DAFF
29	DAFF should establish financial systems for both direct procurement and a grants scheme and decide the procurement strategy on a case-by-case basis.	Disagree (pending review of the feasibility and cost effectiveness of a grants scheme). The management/administration of grants on such a small scale may incur an unfeasibly large unit cost. In addition (and particularly if R.28 is addressed), a grants scheme may not be imperative to the achievement of program outcomes.	DAFF to seek advice from AusAID or other parties experienced in managing development grants in Indonesia on the feasibility of implementing this recommendation.	DAFF
30	DAFF should seek guidance from AusAID and access to both processes and lessons learned from procurement, particularly grants schemes, in other AIP activities.	Agree. This seems to be a pre-requisite for consideration of R.29 (see notes on R.29 above)	DAFF and AusAID to discuss this issue.	DAFF/AusAID
31	A contingency fund of A\$100,000 (as is the case in the AIP-EID Human Health Program) should be set aside for use in a potential animal health	Agree. This recommendation is also supported by Gol partners.	DAFF and Gol counterparts to develop guidelines on the circumstances, scope and mechanism for such funds to be used. The AIP-EID Human Health contingency fund may provide a model.	DAFF/PCC

No	Recommendation	Response	Actions	Responsibility
	disease emergency.			
32	DAFF would need to set up processes for easy access to the contingency fund in the event of an emergency, as well as provision for its retention over Australian financial years.	Agree. This essentially describes the action required to address R.31.	As above for R.31.	DAFF
33	The PCC Chair would endorse plans for draw-down of the funds. Should no emergency eventuate during the Program, the PCC would determine the best use of the A\$100,000 six months prior to Program completion.	Disagree to the recommendation that the PCC Chair would endorse plans for draw-down of the funds. This recommendation offers some specifics related to the actions required to address R.31 and R.32. The PCC as the governing body of the program will endorse plans developed jointly by DAFF and key partners in the MOA. DAFF will ensure a timely access to the emergency fund and it meets Australian financial requirements.	DAFF to incorporate these specific recommendations in the action arising from R.31 and R.32.	DAFF/ PCC
34	The IPR team endorses the call by respondents for achieving tangible / 'monumental' results. It is recommended that even greater focus is applied to current and planned activities.	Agree. There has been an evolution of the program from the broad scope of the original PDD to a focussed program with greater cross-component linkages towards several 'monumental' outcomes. These are described in the operational plan for 2013 and recent refinement of the M&E framework. The operational plan has been endorsed by the PCC.	Already Implemented – see the operational plan for 2013.	MoA / DAFF
35	Where practicable, focus activities on brucellosis and rabies detection and control in line with needs in South Sulawesi and West Sulawesi.	Agree.	Already implemented: The operational plan for 2013 includes the development of a disease control program in South Sulawesi, with supportive activities in each of the components. In order to demonstrate 'systems strengthening' and achieve measurable results, we support the suggestion to focus on brucellosis and rabies. However, the program will maintain the objectives of sustainable systems strengthening, rather than making the control of these diseases the <i>primary</i>	MoA / DAFF

No	Recommendation	Response	Actions	Responsibility
			objective.	
36	Ad hoc requests from MoA or Sulawesi sub-national departments should not be considered unless it is demonstrated that they are essential to meet Program outcomes.	Agree	No specific actions required.	MoA / DAFF
37	Extension of Program duration by an extra year to December 2015 at no additional cost would make up for time lost in the slow start-up and position the program to achieve planned outcomes.	Agree. DAFF supports a no-cost extension. The optimal period for extension may be six months; i.e. to 30 June 2015.	AusAID and DAFF to consider and subject to approvals action any necessary amendments to the Subsidiary Arrangement between the Governments of Indonesia and Australia and the Record of Understanding between AusAID and DAFF. DAFF will seek PCC's endorsement for a no-cost extension to June 2015 by February 2014 and request to AusAID formally after getting the endorsement. DAFF and AusAID will investigate the need and mechanism for the Subsidiary Arrangement extension.	AusAID/ DAFF
38	The PCC should monitor financial as well as progress towards program objectives.	Agree.	DAFF and MoA to review financial reporting to the PCC to ensure the committee receives and can respond to financial information.	DAFF/ MOA/ PCC
39	Recognise that there is a process for another Australian government department (i.e. other than AusAID) to learn how to implement aid effectively and make the process intentional.	Agree. This recommendation alludes to 'whole of government' interests and the mutually supportive roles of various departments and agencies. There is great opportunity/importance for DAFF to continue its relationship with Indonesia and potentially to expand its role in the delivery of ODA more generally. AusAID has a role in supporting this.	DAFF and AusAID (Whole of Government Branch) in Canberra to build a stronger relationship to progressively take on the mentoring role currently played by the Jakarta program manager. This will shift support from AusAID from the programmatic to the strategic level, and will free the program manager to play a more appropriate and objective role in monitoring and assessing program performance and quality.	AusAID
40	AusAID should provide mentoring support to DAFF in a more strategic way.	Agree. This is perhaps a sub-recommendation of R.39.	See R.39	AusAID

No	Recommendation	Response	Actions	Responsibility
41	Separate AusAID's mentoring from monitoring roles to avoid potential for conflict of interest in one unit carrying out this dual role.	Agree. The separation of mentoring (which relates to R.39 and R.40) might also make more effective use of AusAID resources beyond the Health unit.	See R.39	AusAID
42	Recognise that operational experience gained from managing AIP-EID is essential to DAFF being able to manage ODA directly in future.	Agree.	See R.39	DAFF/ AusAID
43	In future ODA program management beyond the current AIP-EID, DAFF to consider outsourcing operational management to an external service provider. The skills gained in managing the current program are essential to having the capacity to performance manage a service provider.	Agree.	No specific actions required now; however, this recommendation relates to the longer term and strategic issues involving DAFF, AusAID and other Australian Government agencies. Addressing recommendations R.39–R.42 would strengthen DAFF's ability to address this recommendation in the medium-term.	DAFF