

Evaluation of Yayasan Citra Mandiri Mentawai (YCMM)



Project “*Strengthening the participation of the Mentawai indigenous communities in public policy*”, 2008-2012

Carol Yong and Giorgio Budi Indrarto

30 August 2013

The evaluation team wishes to acknowledge the assistance received from a large number of individuals and organizations, in particular Lorelou Desjardins and Hege Karsti Ragnhildstveit (RFN), all staff and board members of YCMM in Padang and in the Mentawai Islands, the Mentawai communities and all YCMM stakeholders interviewed.

The views expressed in this report do not necessarily represent those of the RFN, YCMM or any other partner of RFN in Indonesia.

This report is for the Rainforest Foundation Norway
(RFN)

 | **Regnskogfondet**
RAINFOREST FOUNDATION NORWAY

TABLE OF CONTENTS

EXECUTIVE SUMMARY	3
KEY FINDINGS AND RECOMMENDATIONS [Rn.]	3
1. INTERNAL CAPACITY AND PROCESSES	3
1.1. Internal and organizational management	3
1.2. YCMM Management and Governing Boards.....	5
1.3. Human resources issues	6
1.4. Planning, reporting and monitoring	7
1.5. Cooperation between YCMM and external actors	7
2. POLICY AND ADVOCACY	8
2.1. Campaign against oil palm.....	8
2.2. Advocacy on APBD and strengthening village governments.....	9
2.3. Anti-corruption campaigns	10
2.4. Issues in YCMM advocacy and campaign work	10
3. YCMM AND AMA-PM	11
4. ALTERNATIVE EDUCATION AND CULTURAL IDENTITY	12
4.1 Jungle schools (<i>sekolah hutan</i>).....	12
4.2 Local curriculum on Mentawai culture	13
5. MEDIA WORK	14
6. MAIN RESULTS OF YCMM's WORK	15
7. GENDER BASELINE ASSESSMENT	17
Abbreviations and Acronyms	18
MAIN REPORT	19
1. INTRODUCTION	19
1.1. Objectives and scope.....	19
1.2 Approach and methods	19
1.3 Challenges and limitations	20
2. KEY FINDINGS AND DISCUSSIONS	21
2.1 Internal capacity and processes.....	21
2.1.1 Internal and organizational management	21
2.1.2 YCMM Management and Governing Boards.....	23
2.1.3 Human resources issues	24
2.1.4 Planning, reporting and monitoring	26
2.1.5 Cooperation between YCMM and external actors	27
2.2 Policy and Advocacy	29
2.2.1 Campaign against oil palm.....	29
2.2.2. District revenue and budget issues and strengthening village governments.....	31
2.2.3. Anti-corruption campaigns	33
2.2.4. YCMM advocacy work and use of internal media.....	34
2.3 YCMM and AMA-PM.....	36
2.3.1 YCMM and AMA-PM relationship	36
2.3.2 YCMM's activities implemented with/for AMA-PM.....	37

2.3.3 Impacts.....	39
2.4 Alternative education and cultural identity	41
2.4.1 Jungle schools (<i>sekolah hutan</i>).....	42
2.4.2 Local curriculum (<i>muatan lokal</i>) on Mentawai culture (<i>Budaya Mentawai</i> , BUMEN)..	44
2.4.3 Lobbying and policy work on education and Mentawai culture	46
2.5 Media work	46
2.5.1 Status of Puailiggoubat and Radio Sura' in YCMM	47
2.5.2 Challenges and issues.....	49
2.5.3 Perception of these media	50
2.6 Main results of YCMM'S work	52
2.6.1 Main results in external activities	52
2.6.2 Internal results and organizational achievements.....	53
2.6.3 Cooperation with external actors (the government, NGO networks, church actors)...	53
GENDER BASELINE ASSESSMENT	54
G1. Where YCMM stands on gender issues?	54
G2. Why YCMM should do more on gender issues, and why now?	54
Situation 1:	54
Situation 2:	55
Situation 3:	55
G2.1 Further issues assessed	55
G3. Lessons learned.....	58
G4. How to go about it?	58
G4.1 Checklist and/or practical actions (how to do gender)	59
G4.2 Considerations for RFN.....	60
G5. Critical gender issues for Mentawai, identified by the evaluator:.....	60
3. RECOMMENDATIONS	61
3.1 Internal capacity and processes.....	61
3.2 Policy and advocacy	61
3.3 YCMM and AMA-PM.....	62
3.4 Alternative education and cultural identity	62
3.5 Media work	62
3.6 Main results	62
Gender assessment.....	63
APPENDICES.....	64
Appendix 1 - Evaluation Terms of Reference (ToR).....	64
Appendix 2 - ToR list of guide questions.....	67
Appendix 3 - List of persons and organizations interviewed	71
Appendix 4 - Map of fieldwork.....	73
Appendix 5 - Field schedule.....	74
Appendix 6 - Field work in pictures	76

EXECUTIVE SUMMARY

This evaluation of the Yayasan Citra Mandiri Mentawai (hereafter, YCMM) covers the period between 1st January 2008 and 31st December, 2012. It has focused on YCMM's project "Strengthening the participation of the Mentawai indigenous communities in public policy", with the financial support of Rainforest Foundation Norway (hereafter, RFN). The project's overall goal is "to promote the involvement of the indigenous people of the Mentawai islands in policy decisions related to political, social and cultural aspects, and that natural resource and forest management is fair and sustainable". The evaluation was conducted by Carol Yong and Giorgio Budi Indrato, using RFN's prescribed terms of reference. It has assessed the effectiveness of YCMM's work in the Mentawai Islands and, in the context of YCMM's wider work, also included its office in Padang and findings of the previous evaluation conducted in 2007.

This evaluation has focused on six main themes as below, and an assessment on gender:

1. Internal capacity and processes
2. Policy and advocacy
3. YCMM and AMA-PM
4. Alternative education and cultural identity
5. Media work
6. Main results of YCMM's work over the project period

Data was collected using a combination of tools including documentary review, interviews with different stakeholders and field visits to Padang and the Mentawai undertaken from 2nd to 26th April, 2013. The evaluation was conducted under challenging environments and unexpected serious flooding especially in Siberut island, which affected the timing and implementation of some village trips and interviews. Nevertheless, both evaluators managed to overcome those difficulties and completed the schedule. Such conditions are part of a range of challenges that YCMM faces in their work with the Mentawai people and RFN staff when they go on field missions to YCMM's focus areas.

Key findings of the evaluation and the recommendations are outlined below.

KEY FINDINGS AND RECOMMENDATIONS [Rn.]

1. INTERNAL CAPACITY AND PROCESSES

1.1. Internal and organizational management

1.1.1. YCMM has a new executive director since 2010. This brought in a new style of leadership and management, experiences, personal skills and priorities. The organizational structure has been revised twice during the period under review to reflect the internal change in directorship. While accepting the change, staff see the current director more inclined towards office management than field and advocacy work when compared with the former director. This applies most particularly for those in the field. This also applies to those who have started to question about the "non-transparent" budget decisions and the lack of financial resources, dynamic process and response to needs on the ground and field staff issues.

R1. The office environment is changing because the internal leadership has been in transition. The board and management should communicate clearly to the staff both in Padang office and the field about the present executive body mandate. Issues and tensions around the office and field contexts that should have been addressed after the 2007 evaluation needs to be revisited to accommodate the new structural changes. Management should take all necessary measures to address them. Such measures should stress the strengthening of synergy and peer learning among all levels of staff.

R2. The executive director needs to find ways to communicate clearly to staff the internal policies on managing and solving human resource matters of both the Padang office and field, i.e. hiring and firing staff, salary/honorarium, field budget, gender roles, etc.

R3. The executive director could develop a periodic field schedule with clear aims and agenda to increase a sense of the field contexts. This schedule is to be planned in advance and in consultation with the heads of various units/programs and field staff. In doing so this can ensure the visits are seriously considered in the field activities and the field staff have ample time to prepare and, if necessary, inform also the communities.

R4. The boards and management need to find ways to address the lack of understanding among some staff about the procedure of making decision on the budget and who has the authority to do so. The financial requirements of RFN grants could be used as a guide.

R5. Another strategy for the boards and executive is to seriously consider the feasibility of establishing partnership management of all of the internal branch - office and field, divisions and media, where all the heads are represented in major strategic decisions and in financial management and work systems. It is important for YCMM to be implementing good practices on transparency and accountability at all levels (management, financing, programming, planning, etc), and specifically implementing the obligation from the Freedom of Information Act no. 14/2008/.

1.1.2. External effects of the Indonesian mainstream are increasingly imposed on the islands and putting more pressures on the Mentawai people and YCMM's work. Yet synergy between and across the different components of YCMM's project remains weak. There is also a lack of progress in resolving issues of internal coordination and communications of decisions, programs, staffing, etc. Some of the basic problems faced:

- Uneven distribution of work burden in YCMM with practically only the chair of executive board, executive director and head of policy division dealing with programmatic and management matters.
- The YCMM teams and staff are widely dispersed between Padang and Mentawai, as well as scattered across the islands without easy access to transportation and communication facilities.
- Internal discussions, consultations and meetings (e.g. Strategic Planning) are not solving several issues relating to communication, solidarity and long term vision of YCMM. They are seen as only bringing together staff and Mentawai representatives to make a list of "next project".

R6. The board and executive body should find a way to create a more clear working system to supervise staff performance and the various units/programs. The limitations currently faced by YCMM such as finding qualified staff and limited funding should be kept in mind while developing strategies.

R7. Enhancing coordination between Padang and the field requires YCMM to put in place a more systematic updating mechanism from the field. This way the Padang office can get

regular updates from the field and vice versa. Sharing information can also stimulate creative ideas through a routine discussion among YCMM staff in Padang and the field.

R8. Developing a more coherent internal communications strategy could be a way to ensure all levels of staff participate in planning the core programs/activities in their division.

R9. YCMM needs to give greater value and considerations to the findings and recommendations of internal and external evaluations, in their Strategic Planning, management assessments, etc. This is one way to find out about their strengths and weaknesses and find workable solutions to address them. As an example, the 2007 evaluation found that YCMM was depending solely on RFN for its funding. Although the working relationship with RFN is very positive, the 2007 evaluation had raised concerns and recommended that YCMM explore alternative donors to diversify its funding pool. This present evaluation reiterates that YCMM needs to actively and creatively seek other sources of funding. Any future extra funding from sources other than RFN not only helps YCMM to be more independent but also to meet the organization and program needs that fall outside of RFN's scope of work or priorities. Thus evaluations do give YCMM important inputs to improve and develop the organization in the future (see also R28).

1.2. YCMM Management and Governing Boards

1.2.1. The overall structure of the Board is not operating fully. Not all board members are participating in meetings, making decisions or advising the executive and staff. This can be seen as lack of objectivity in conducting the board's role. This can also create confusion in the executive branch of YCMM when there is no consensus on board decisions.

R10. The power balance and participatory decision-making process in the board should be enhanced to build up trust and understanding between the executive branch and board. Some of the ways for the board to achieve this:

- Build an increasing sense of self-improvement in conducting one's role.
- Critically review the power and position of each member internally.
- Proactively communicate through Skype, telephone, email, facebook, etc. when face-to-face meeting is not possible.
- Build in processes to ensure power balance and decision-making is conducted in the manner of collective collegian spirit.

R11. Board members need to identify and assess one's own strengths, weaknesses and potentials on gender issues. This will be for addressing the longer-term strategic needs for board participation and leadership in supporting YCMM to be more gender inclusive.

1.2.2. Currently there is no field staff representative sitting in the meetings of the Boards and executive branch. Strengths and weaknesses in coordination between management and field staff cannot be evaluated to identify potential areas of improvement.

R12. Management need to find ways to co-opt key field staff into management meetings whenever there is a need to obtain their input and analysis on field staff and issues. Specific efforts are needed to support this process, e.g. fixing the meeting date in advance to enable the field staff concerned to collect data and organize their travel plans ahead.

1.2.3. There are questions on internal administration and management of financial systems and finance-related issues from some field staff and communities about budgets,

financial allocation, allowances (logistic, food, honorarium) for staff and communities, staff contracts, costs, expenses and income from other sources, e.g. sales of Puailiggoubat.

R13. Advocating for better internal administration of finances, financial reports and project budget management requires the boards and executive branch to work together. They should have a coordinated but independent oversight of finance-related issues.

R14. Organizational development should be part of the process towards developing a more professional and consistent approach to managing internal issues and finances. A different process and approach would be needed for issues and situation of the field staff and communities.

R15. YCMM should practise its obligation as a public body to provide basic information to the public, i.e. all the public reports including financial reports that are mandated by the law (FOIA, see R5). They could be in print or as a soft copy available from the YCMM website.

1.3. Human resources issues

1.3.1. One key issue of human resources is the relatively small pool of staff in YCMM (only 23 persons, office and field staff, during the period under review). They work with selected Mentawai communities sparsely spread across the Mentawai islands and with a range of stakeholders in Padang and in the field. This is a reason why YCMM cannot expand quickly, geographically and programmatically. The boards and executive have pursued efforts to find more people to address this situation. More work still needs to be done to find the “right people” with a sense of activism.

R16. There is a need for clearer job desks. This will serve as a guideline in choosing individuals who are best suited to perform the required tasks for the project needs. The Standard Operational Procedure (S.O.P) can set out clearer job specifications for each staff. The management and executive need to make provisions to review and revise the S.O.P as recommended in the 2007 evaluation report and in this present evaluation.

R17. YCMM needs to think about how to gradually increase the capacity of management and staff to understand the basic concepts of gender and integrating gender into the organization and all of its work. As an example, including gender training and capacity development to build up staff gender awareness and sensitivity. This is essential to ensuring they have the basic skills to carry out a gender analysis and collect gender data, understand power relations between women and men in the community or program context, understand gender impacts of processes of development, etc. in future projects.

R18. To keep track of ensuring gender balance in YCMM, keep a record of staff recruited, deployed, dismissed or resigned, by program and gender, for mid and final project periods.

1.3.2. Management decisions on human resource tend to focus on daily routines and administration issues. Strategic management of human resources is lacking, i.e. scouting new talents, building second line leaders, developing staff career or work motivation, etc. Feedback from some external stakeholders is that YCMM is losing its fighting spirits due to the problem of inadequacy of salary and human resources.

R19. YCMM can improve the situation by reviewing all the office and field staff regarding their passion in YCMM. Then follow up systematically by an experienced management person to supervise and nurture their development from time to time. This will encourage staff themselves to find out the work they like best and acquire competence in that area.

R20. Action plan, key indicators and monitoring in a timely manner need to be implemented, with external technical assistance if necessary, to develop a good working system and a passionate working environment. Findings from this evaluation could be a starting point to reflect and create a clear step-by-step organizational development plan.

R21. The boards and management will need to re-evaluate the salary grid in order to retain good staff and to attract people with potentials to join the organization.

1.3.3. Expectation of YCMM from all sides is very high, stretching the workload of staff and financial resources. Yet positioning of the suitable person in the “right place or job” is rarely maximized effectively. In practice, the system is not so easy for staff to choose the “right job” they want. Staff positions are fixed by the executive in consultation with the Board.

R22. Management may need to provide some clear direction and guidelines to enable program coordinators to take on some managerial roles. This will help to redistribute the work burden of the executive body.

R23. Ask staff to do self and peer assessments to identify the passion, willingness, characteristic and suitability of each one in YCMM. This will help staff to match their personal goals, talents, skills and experience with organizational goals and needs.

R24. It would be important to have an internal system to create a supportive environment for cross-cutting issues to be integrated across divisions. This will provide staff with opportunities to learn from each other and to make decisions collectively.

1.4. Planning, reporting and monitoring

1.4.1. Poor communication and transport networks, high costs and weather conditions pose serious challenges to enable reliable connections between Padang and Mentawai. This can create difficulties in supervising and receiving reports between the field and Padang office. This can also hamper fieldwork and monitoring progress in the field.

R25. To overcome these difficulties, alternative ways of managing communications and information base have to be developed, such as:

- Developing more systematic updating mechanisms from the field to deliver regular updates to the office.
- Monitoring periodic field progress through coordinated field missions by the director, unit/program coordinators, Puailiggoubat reporters from Padang and RFN staff.
- Channeling creative ideas flow among and between staff through staff meetings, periodic reviews and pre-planned events both in Padang and in the Mentawai.
- Having an officer in the field (on each island) focusing on supervision and reporting could be an advantage to overcome the issue of delays on the report and updates.
- Future planning, programming, reporting and monitoring should address gender issues. This is currently lacking or missing in existing plans and project activities.

1.5. Cooperation between YCMM and external actors

1.5.1. YCMM maintains strong networks with various non-governmental organizations, church organizations, etc., in particular with policy and advocacy networks in Padang such as WALHI, Qbar and Legal Aid Bureau (LBH). These network partners have high regard and respect for the quality of YCMM's work. YCMM has consistently worked in Mentawai

to build trust-based relationships with the Mentawai communities. However, there are two aspects that are seen as relatively weak in YCMM:

- the lack of emphasis on gender issues
- too focused on Mentawai general issues only, neglecting recent issues such as the destruction of natural and coastal ecosystems or raising sea water level

R26. YCMM needs to take stock of their current networking strategies to see how some of the gender needs on the ground could be strengthened.

R27. YCMM also needs to know what is the scope for developing gender as a cross-cutting theme in its future work plans and programs. Subsequently, it needs to gradually develop its own gender strategies and staff capacity. This is because gender is a long term commitment. Specific donors and funds need to be found to support these processes.

R28. YCMM needs to be clear if it wants to deal with issues linked to oceans or corals and find other sources of funding as such projects are not within the scope of RFN funding. That means YCMM should give serious consideration to determining how to work with its network partners or other Indonesian NGOs to create their own strategies, ideology of funding and opportunities for new sources of funding. This will allow YCMM and its network partners to work based on the needs of the community and urgency of an issue rather than programs based on the availability of funding. But the current practice of YCMM is that it is dependent fully on RFN funding only.

2. POLICY AND ADVOCACY

2.1. Campaign against oil palm

2.1.1. The anti-oil palm campaigns through YCMM workshops have created awareness among the Mentawai people about the threats of oil palm companies. Mentawai communities in potential sites of the plantations have mobilized themselves against the opening of these plantations on their lands, e.g. initiating their own signature campaigns and petitions to governments. After 2011, YCMM field support in this area was reduced. Staff have stopped visiting the communities or providing inputs and further trainings.

R29. The oil palm companies are still trying to incite some villages to accept the plantations. It is vital that YCMM continue with the anti oil palm campaign activities at the village level. This would involve strengthening its cooperation with NGO networks working around these issues, e.g. Sawit Watch in Indonesia and/or RFN other local partners.

R30. YCMM's advocacy and campaign strategies need to go beyond awareness raising on the effects of oil palm. Most particularly on consolidating efforts to focus on lobbying the district and national policy makers and executive members. This is aimed to strengthen engagement with government actors in positions of power.

2.1.2. More conscious efforts should be taken to integrate gender issues in the campaign strategies and messages, which is currently not visible.

R31. There is a need to be gender inclusive in the planning and implementing campaigns, using culturally appropriate approaches to discuss the issues and raise their awareness level as well as enabling more women to join field visits to areas to meet with other communities affected by oil palm plantations.

2.1.3. The anti oil palm campaigns are launched without a full internal discussion in YCMM about the issue. The oil palm activities are not part of a programmatic based activity. YCMM took some ad hoc advocacy steps when the companies started to encroach into Mentawai. As an activity based on a reaction, the campaign can be considered a success. YCMM achieved the goal of withholding the issuance of new permit and getting a commitment from the *Bupati* not to issue another palm oil license. However, there is no longer term strategies to counter oil palm threats in Mentawai.

R32. It is vital that YCMM continue with its palm oil advocacy work. If there is no policy intervention on this issue (oil palm industry), there is a big possibility that the oil palm industry will invade in the future. It is critical to create a development option, particularly a concrete economical strategy to the local government to get a legal basis for it.

R33. YCMM should build on its unique relationship with the *Bupati* and *Wakil Bupati* - both of them are former YCMM activists in the early days of YCMM. In the context of advocacy, this will enable YCMM to optimize a big advocacy potential to stop the oil palm companies in Mentawai.

R34. Advocacy work with local communities and partners have to be maintained. At the same time, the campaigns could be strengthened by broadening the advocacy at national and international levels to create greater pressures on the government and companies.

2.2. Advocacy on APBD and strengthening village governments

2.2.1. The advocacy campaigns on district revenue and budget (APBD) and strengthening village governments (*Pemerintahan Desa*) have not been optimized in several villages. YCMM has no systematic approach. It does only one event one time in some villages but does not continue in other villages. Now YCMM only does monitoring to ensure that allocation from the central government is fairly distributed and used, particularly for agriculture. With more Mentawaiian growing cash crops like cocoa and rubber, advocacy work on APBD is quite urgent to ensure transparency of financial flows. There is also a new budget scheme, the *Alokasi Dana Desa* (ADD).

R35. It is vital that YCMM conducts more systematic and comprehensive activities in their village to assist the village officials regarding the APBD and ADD budget schemes. The campaign has been effective in building community awareness where YCMM intervened. Continuing this work is important to control misuse of agricultural development funds and subsidy allocation for rural communities. It also provides check-and-balance on abuses or violation of basic human rights.

2.2.2. The campaigns have not been so successful in changing bureaucratic behaviors both at the agency level and project level. YCMM lacks a systematic long term and strategic approach for this advocacy. This includes the lack of effective use of the Freedom of Information Act (FOIA) in this overall advocacy.

R36. Continuation of assisting the villages on the issues of APBD and *pemerintahan desa* needs to be strategized comprehensively. Strategic steps of what is the goal and target of this advocacy in the long, middle and short terms need to be in place. As an example, creating alternative scenarios and proposing them to the district government, starting from the low level bureaucrats.

R37. YCMM needs to use the FOIA more effectively for the *pemerintahan desa* advocacy. The villagers need to have a strong understanding of their rights to public information.

There is still no significant advocacy on the transparency issue in Mentawai. YCMM should focus on creating a policy intervention to implement the FOIA at the local level.

2.2.3. Village politics may need some attention from a third party because assistance given by villagers is considered not objective. The communities hope YCMM can facilitate or assist the village officials and village communities in their planning and implementation.

R38. This role could be filled by YCMM through assisting the village officials in the job division (*tugas pokok dan fungsi*) of each village officials and ensure that there is no overlap and contradictions in their function.

R39. YCMM can train some key community members to monitor and ensure that the procurement contracts are awarded via open and competitive tenders or the allocation channeled to the rightful beneficiaries as budgeted for. This could be done by providing them with a checklist to make a report card on the officials.

2.3. Anti-corruption campaigns

2.3.1. YCMM's role in tracking corrupt practices has exposed a number of high profile corruption cases at the local, sub-district and district levels. Such news are published in Puailiggoubat and distributed around the Mentawai islands. This can sometimes make the government agencies or officials targeted view Puailiggoubat in bad light. This can also result in tensions between YCMM and the local government.

R40. If YCMM wants to move towards a more collaborative work (including policy works) with the government in future, then it has to decide on a strategic level the relationship between the organization and the media. The question is: Should YCMM use the media for campaigning and strategic purposes, or should the media have a life of their own? This re-positioning should be seriously considered by the management. It can help to address the issue of building trust between the government and YCMM when the status of the media and YCMM is clearer.

2.4. Issues in YCMM advocacy and campaign work

2.4.1. Strategies and approach:

R41. To further increase the effectiveness of the policy and advocacy work, YCMM should find ways to form strategic links with lawyers or legal organizations. YCMM can bring lawyers into contact with Mentawai communities to assess developments on the ground as an input into planning future actions. [YCMM played an important role in bridging lawyers with communities to use legal means to resolve land conflicts such as in Rogdok and against illegal logging issues, as noted in the 2007 evaluation report.]

R42. YCMM can learn from previous experiences in formulating legal strategies for campaigns and policy advocacy. This has learning potential, especially to bridge the communication for new staff in YCMM or potential new generation of YCMM staff. To date the learning process is not yet being written down (documented).

R43. The advocacy approach needs to be repackaged to communicate effectively and persuasively to policy makers, decision makers and local authorities. Specifically, YCMM needs to adapt from hard line to be more collaborative. It also needs to understand the bureaucratic process and protocols to follow.

R44. There is a need for YCMM to be more gender inclusive in the approaches and strategies of the policy and advocacy work (see also Section on Gender Assessment).

2.4.2. Human resources in the policy and advocacy division:

R45. This division currently has only one person, who is also the division head. YCMM should give a greater priority to this problem. It should make some efforts to increase the number of people or train new people to strengthen the division.

R46. YCMM is not optimizing the potential of Mentawai students studying in Padang. YCMM should look for ways to engage with the students in a more systematic and consistent way such as in discussions or other activities. This can help to stimulate critical thinking of Mentawai students to be interested in YCMM. This can also help YCMM address the lack of qualified human resources.

2.4.3. Use of YCMM's media in advocacy and campaign works:

R47. Some concrete improvements will be needed to coordinate the different campaigns and advocacy works using Radio Sura' and Puailiggoubat. Highlighting the campaign gains and community actions should be reinforced. Currently the results and achievements are not shared to both media for reporting. Effective use of the media can help to strengthen the communities to push for legal and policy reforms on Mentawai issues.

R48. When evaluating the relation between the media and advocacy/campaign, YCMM needs to re-strategize the media positioning in the overall advocacy work. The media should be seen as a part of advocacy work and becoming two of the pillars of the organization. In the future they could sustain YCMM when they grow bigger since they have a big opportunity to generate income from commercial, advertorial, etc.

R49. The idea of separating the media works from YCMM works has already started in some of the annual meetings. But operationalizing the idea remains vague. Issues such as the media's initial modal and sustaining their business in longer term. A probable solution could be YCMM regularly "buying" news slots from the media to provide the media with a regular "customer". The implementation of this idea is a big decision and needs to be further discussed in the future project period (2013-2017).

3. YCMM AND AMA-PM

3.1 YCMM's role in the Mentawai Islands is vital. This is a region where many other organizations are afraid to enter because of the many challenges: geographical remoteness, extreme weather conditions, unreliable boat schedules, high transportation costs and limited communications access. YCMM has made great progress in strengthening the capacity of local communities. This work is largely through collaboration with the Mentawai organization, *Aliansi Masyarakat Adat Peduli Mentawai* (AMA-PM) which YCMM helped to establish in 2002. The Padang office management did not include AMA-PM as a major component in their new 5-year program (2013-2017) to RFN. They want AMA-PM to become more independent and to strengthen themselves with grassroots network like AMAN Mentawai, formed in 2010. YCMM will still work together with AMA-PM (in the future will be AMAN Mentawai). But a communication issue between AMA-PM members had led to a misunderstanding that YCMM is leaving AMA-PM behind.

R50. The relationship between YCMM and AMA-PM is changing because YCMM is adjusting to a new working scheme with AMA-PM. It is vital that the management clarify to YCMM staff and communities all the issues clearly relating to AMA-PM.

R51. It is also vital that the Padang office management explain clearly to AMA-PM why it wasn't included as a major component in its 2013-2017 proposal to RFN.

R52. YCMM management should consider having a stop-gap exit strategy in place while phasing out moral and financial support for AMA-PM. For example, providing logistical support, if not financial, to AMA-PM committee to organize a final meeting among themselves to sort themselves out and to position themselves with AMAN Mentawai.

3.2. A consensus output from the last congress of AMAN and the AMA-PM congress in 2012 was that AMA-PM should be transformed into AMAN Mentawai. This proposed collaboration scheme needs to be understood by all members of both organizations.

R53. YCMM should continue to foster linkages with AMA-PM for some time to make sure they get the big picture of the status of AMA-PM and AMAN Mentawai in future.

R54. YCMM should start thinking about facilitating/bridging the process of AMA-PM and AMAN Mentawai merger. This can ensure that its own strategies for community organizing and capacity building are appropriate for future collaboration with them.

R55. An important future role for YCMM is to build capacity of AMAN Mentawai management to become an accountable alliance. This will provide YCMM with a base to continue working with the communities in Mentawai through their grassroots organizations.

4. ALTERNATIVE EDUCATION AND CULTURAL IDENTITY

4.1 Jungle schools (*sekolah hutan*)

4.1.1. YCMM's jungle schools in the villagers of Magosi and Tinambo have produced fairly good results. In 2012, 7 girls and 4 boys entered a government elementary school in Siberut sub-district. However, the leap from the jungle setting to a town school is a culture shock, especially for the girls. They are also teased and bullied by some non-Mentawai students. This, in addition to coping with the strict rules and regulations in the formal school, is increasing their sense of insecurity. The jungle school's approach is more appropriate with cultural and local conditions, i.e. flexible hours to suit home and field needs, less bureaucratic teaching and learning methods, use of Mentawai language, etc.

R56. To prepare future Mentawai students, YCMM and the Mentawai communities should involve the school authorities and teachers to assess the situation and emerging issues and ensuring the school promotes a safe environment for Mentawai girls and boys.

R57. YCMM needs to seek support of the school and education authorities to address educational matters concerning Mentawai students. Monitor and evaluate institutional arrangements and identify ways to address the longer-term needs of Mentawai students entering the formal school system. An example is expanding the terms of the Memorandum of Understanding (MoU) signed in December 2012 between YCMM and SDN16 Saliguma. The MoU as it is now is largely about administrative matters on admission of jungle school pupils into formal schools.

4.2 Local curriculum on Mentawai culture

4.2.1. The local curriculum (*muatan lokal*) on Mentawai culture is developed by YCMM together with the Mentawai communities and the sub-districts Education Departments. After more than 10 years of consistent lobbying by YCMM, the local curriculum is now integrated as a teaching subject in 38 out of 46 Siberut sub-district level elementary schools. This is an important advocacy work to strengthen Mentawai language and culture. However, the Mentawai Regency government has not authorized the mainstreaming of this local curriculum in all the district level schools. This is delaying the adoption and implementation of the curriculum in other areas and schools.

R58. An immediate priority is for YCMM to intensify communications with the *Bupati* and district level authorities/institutions to hasten the formal adoption of the local curriculum at district level. This will ensure an entry point for future lobbying and advocacy work on pushing for the adoption of a nation-wide curriculum on Mentawai culture.

R59. The schools and teachers aspire to implement the local curriculum effectively. It is vital that YCMM follow up with the sub-district schools and teachers to lead on the contents, means of delivery, best practice on applying the curriculum, etc.

R60. The curriculum is currently for students in Grades 4-6 only. YCMM could consult with the education authorities and schools about introducing it to children from Class 1.

4.2.2. Resource materials to supplement the curriculum is lacking, with only two books on Mentawai culture produced by YCMM given to the teachers as teaching aid.

R61. YCMM can use information and data from the field to provide new knowledge and fresh insights to the teachers on Mentawai culture.

R62. YCMM should aim at producing more practical books and audio-visuals on Mentawai culture as resources for the teachers and students. [Indonesia will be guest-country at the Frankfurter Buchmesse 2015. The organizers of this book fair specifically speak about the rich oral literature tradition of Indonesia. YCMM could try to find publishers for German translations of the Mentawai books they produced especially on Mentawai oral history and mythology, and request for proceeds of the German version publications to go to YCMM.]

4.2.3. The latest development is that the Magosi jungle school, at the *Bupati's* instructions will be affiliated with SDN12 Muntei in Siberut Selatan sub-district. At the time of the evaluation (April 2013) this issue is still in the infant stage of discussions between the school authorities, communities and YCMM.

R63. An immediate priority is for YCMM internally to set up a team of people to liaise with the Mentawai communities and the jungle school students and teachers. They need to gather information and work on how to respond to the proposed affiliation. Issues to seek answers include the implications to the communities if the jungle school is operated under a new model, the challenges in implementing the proposal, what the problems and advantages could be in the long run, etc.

R64. YCMM needs to ensure that the government and school authorities include the YCMM and the Mentawai communities in the discussions and decision-making processes. Effective and strategic lobbying by YCMM will help to ensure that education policies and decisions will empower the Mentawai communities. It is not to assimilate them into the mainstream without their free and prior informed consent (FPIC).

4.2.4. The national curriculum will be changed sometimes in 2013. This can influence the overall education system including the curriculum, modules and syllabus at all levels.

R65. YCMM needs to monitor and ensure that the local curriculum on Mentawai culture is included in the new curriculum. YCMM should work with colleagues in the policy and advocacy division to strengthen lobbying and policy work on education.

5. MEDIA WORK

5.1. The media work of YCMM has proven to be successful and impacting the Mentawai public. At the organizational level, a crucial internal issue that needs to be tackled is the communication between the radio-newspaper-YCMM office. Sometimes good work go totally wrong because of communication failure and also an effective communication protocol is missing. So far no effective solution is being developed to deal with communication failure between all of the internal divisions, i.e. both the office and the media. There is also a lack of a clear policy on harmonization of the media with the main programs of YCMM. Coordination between the leadership of the newspaper and radio has been improving but the practice of sharing resources, news and lessons learned between the two media can be further improved.

R66. This issue needs to be prioritized and addressed by implementing a comprehensive communication protocol and the process is to be monitored to ensure it is effective.

R67. The relationship between Puailiggoubat and Radio Sura' Mentawai needs to improve. They should work closely together on developing news and exchanging information. They should complement and not compete with each other.

R68. To be considered as professional media and value for money, there is a need for both media to deliver results or outputs of high quality to meet the minimum standard. Importantly, the radio and newspaper reporters need to be more professional in their work. This can be improved through specific skills upgrading and capacity building, e.g. critical thinking, investigative reporting, issue analysis, media development, etc.

R69. Puailiggoubat needs to develop an information system (database) to assess and monitor its readership and circulation, which should be updated on regular basis, i.e. profile of readers, subscribers, advertisers and distribution outlets. The online version also needs to be updated to ensure information are current and timely. This is because internet is becoming a popular source of information for those with access to the facilities.

5.2. Communication is also an important issue with the external actors, particularly government officials. Several government officials are seeing YCMM and Puailiggoubat as one entity. This can make them tense because of the critical stance of Puailiggoubat in reporting about the government. Yet YCMM needs to start working together with the government, but the government is often suspicious when working with YCMM.

R70. To build understanding in working with government officials, it is necessary for the radio, newspaper and YCMM office to develop a clearer structure for themselves. This includes defining their respective roles and management systems to avoid being confused or seen as one entity. This will also facilitate collaboration between the radio-newspaper-YCMM office and the government in sync with each other's own terms and needs.

R71. YCMM needs to strategize clearer steps in creating a strong and independent media and also a strong and advanced NGO network. An example is clarifying the media position

within all of YCMM's works. That is, working from outside the YCMM structure and independently, but can be considered as a strategic media partner for YCMM.

5.3. The organizational and operational work of both the radio and newspaper will not be implemented adequately in the field unless minimal resources (funds, human resources) can be gathered. In order to become a truly professional media, they must build up a good organizational culture and financial management. This means producing committed staff/crew and managing funds professionally.

R72. Having an experienced and skilled manager to prepare all the calculations to bring the media to a professional standard is needed. Linkages among and between all the levels (office and media) have to be developed according to clear standards and guidelines for administration, reporting and monitoring.

R73. Both media need to formulate policies and standard operating procedures that will improve their work system and operations. It is vital to provide staff/crew with clear standards and guidelines for their work and for good institutional management. These include rewards/punishments, compensation, promotions and other human resource matters. The S.O.P. needs to be reviewed and revised for this purpose.

5.4. A main challenge for both media is the issue of funding. They realized that they cannot rely solely on YCMM main funding support. Some efforts to generate income, e.g. from advertisements provided some incentives. The radio has already proven that it can find technical assistance outside of YCMM main funding support. In 2010, the 1-year technical support from *Surf Aid* enabled it to buy some radio equipments. This was followed by cooperation work with the local disaster management agency (BPBD) to build an early warning mechanism throughout Mentawai, although the focus is only on Tuapejat.

R74. There is potential for both media to do more fund raising and be financially more self-sufficient. For example, Puailiggoubat can get more advertisements, and sell more copies, if the number of copies are increased and the distribution network is strategically targeted.

R75. Another important ground work is to develop their own strategies and mechanisms that would enable them to organize themselves and build adequate implementing capacity. They need to develop a clear marketing strategy with concrete targets. An example is setting up the two media to become YCMM official media partners. Improving the marketing skills for these media to create a stabilized market in Mentawai is needed. With this step, the media could become more professional and independent. YCMM will then become their "regular customer." With proper planning, this step could create confidence in YCMM and both media to turn an idea into reality.

6. MAIN RESULTS OF YCMM's WORK

YCMM's existence and presence in Mentawai has contributed to significant progress of the Mentawai people there as well as numerous positive outcomes in local governance issues, Mentawai cultural identity and democratization. YCMM was an active and vital player in the process towards the creation of the Mentawai Regency in 1999. This justifies why the presence of YCMM in the Mentawai islands is appreciated, even until today. Some major strengths and successes of YCMM's work during the project period 2008-2012 in terms of external activities, internally in the organization, and cooperation with external actors (the government, NGO networks, church actors, etc.) are summarised below.

6.1. YCMM continues to play a vital role in supporting the participation of especially Mentawai people from the villages to be considered in local government processes, development projects and programs and leadership positions. Successes include the government recognition of AMA-PM leaders and their appointments as village heads, Village Representative Committee Members and village governments. In the run-up to the 2014 presidential elections, YCMM will continue to intensify and strengthen key areas of work in political lobbying and campaigning to influence those in power.

6.2. YCMM's campaigns, advocacy and lobbying works on raising awareness among the Mentawai people about the threats of oil palm companies, on the district revenue and budget (APBD), on strengthening village governments and on anti-corruption have achieved various successes. A concrete example is how some of the villages in Sipora are changing their perspectives on palm oil industry after YCMM conducted several workshops. Another example is that two oil palm licenses were canceled in June 2012 because of their lobby work on the *Bupati*.

6.3. Another significant success is the two jungle schools in Magosi and Tinambo villages have been recognized by the government especially the Education Department branches in the Mentawai sub-districts of Siberut and Sikakap. The Mentawai culture local curriculum (*muatan lokal BUMEN*) has also been adopted in 38 formal elementary schools in Siberut and over a dozen jungle school students have gained admission into a formal state elementary school in Siberut.

6.4 YCMM is continuously building and consolidating its knowledge base and experience on understanding the difficult terrains of Mentawai islands and issues in the Mentawai. This reflects that YCMM's work is firmly rooted at grassroots level, including efforts to support the Mentawai communities and their indigenous organizations such as AMA-PM and AMAN Mentawai.

6.5 YCMM continues to produce high quality documentation of issues and situation in Mentawai, including Puailiggoubat, books and audio-visual materials. These media are particularly important for educational and awareness raising in remote areas where Mentawai communities have very limited access to information and communication.

6.6. YCMM has built and strengthened networks and collaboration at local, sub-district and district levels in lobbying and campaign works, education, community organizing, etc. with a range of stakeholders, including the government, NGO networks, church actors, media, academics and other professional bodies (e.g. lawyers).

R76. YCMM's role and work in facilitating the empowerment of the Mentawai local communities is still highly relevant and needed. Thus YCMM should continue the good work through its programs, activities and networks, but most importantly, YCMM's small but highly dedicated staff both in the Padang office and in the field.

R77. YCMM's grounding in the Mentawai peoples' experiences, issues and challenges - one reason is because of its consistent and long-standing experience there - is definitely a great asset and strength. So YCMM should continue its efforts to work at the grassroots levels with the communities. At the same time, YCMM should continue strengthening cooperation and direct intervention in governmental policies to ensure they benefit the Mentawai people, especially now with the strong moral and historic ties between YCMM and the current Mentawai *Bupati* and *Wakil Bupati*.

7. GENDER BASELINE ASSESSMENT

7.1. YCMM has a weak gender balance in the board and no resources have been allocated for gender-equality specific actions in all previous project cycles. Crucial aspects and causes of gender inequality have not been sufficiently addressed in the communities and in the organization, limiting the potential of its projects and activities to contribute to achieving the goals of gender equality and rights of both Mentawai women and men.

R78. Gender awareness should be emphasized in all aspects of YCMM's work and in the project cycle management from project identification/formulation, planning, implementation, monitoring and evaluation. The broad framework on this:

- Project identification/formulation: carry out a gender analysis to identify the priority issues, gender relations, control and access to resources, decision-making and impacts of the processes of development or program context.
- Planning: formulate project objectives (general and specific) based on gendered information from gender analysis, incorporate gender issues into programming.
- Implementation: Put gender mainstreaming in practice, e.g. implementing activities that are gender-sensitive, with expected outcomes and impacts differentiated by gender as cross-cutting theme.
- Monitoring and evaluation: Gender should be included in ToR for all assessments and evaluation. Ensure that monitoring and evaluation frameworks measure program output and outcome using indicators that are gender-sensitive.

R79. Ensure both women and men in the organization and the communities are part of project design to help develop the gender perspective of projects using local cultural ways which can avoid creating gender divisions/tensions in the family, community and YCMM.

R80. For the longer term gender strategy, RFN should emphasize that YCMM address the absence of its consideration of gender issues in future work plans, budgets, project implementation, monitoring and evaluation procedures and reports. This is to ensure that YCMM take gender issues seriously. They can start with collecting and incorporating gender-disaggregated data, using available/existing gender methods and tools already generated and, possibly later, they can develop their own gender tools, data and indicators relevant to their own context.

Abbreviations and Acronyms

ADD	Alokasi Dana Desa
AJI	Aliansi Journalis Indonesia, Journalist Alliance of Indonesia
AMA-PM	<i>Aliansi Masyarakat Adat Peduli Mentawai</i> , Mentawai indigenous organization
AMAN	<i>Aliansi Masyarakat Adat Nusantara</i> , Alliance of Adat Peoples of the Archipelago
APBD	<i>Anggaran Pendapatan dan Belanja Daerah</i> , District Revenue and Budget
BPBD	<i>Badan Penyelenggaran Bencana Daerah</i> , Provincial Board for Disaster Management (local disaster management agency)
BPK	<i>Badan Pemeriksaan Keuangan</i> , Government Internal Finance Inspection Bureau
BUMEN	<i>Budaya Mentawai</i> , Mentawai culture
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
Depsos	<i>Departemen Sosial</i> , Department of Social Affairs
DPRD	<i>Dewan Perwakilan Rakyat Daerah</i> , District People's Representative Assembly
FOIA	Freedom of Information Act
FPIC	Free and Prior Informed Consent
GKPM	<i>Gerakan Kristian Pulau Mentawai</i> , Christian Churches in Mentawai Islands
HGU	<i>Hak Guna Usaha</i> , Business Utilization Right (Business Permit/Licence)
HPH	<i>Hak Pengusahaan Hutan</i> , Forest Business Licence
IDR	Indonesian currency, Rupiah
IPK	<i>Ijin Pemanfaatan Kayu</i> , or Timber Use Permits
Kg.	<i>Kampung</i> , village
KMCM	<i>Komunitas Masyarakat Cinta Mentawai</i> , communities concerned about Mentawai
KPMM	<i>Konsorsium Pemberdayaan Masyarakat Madani</i> , Consortium for Civil Society Development
LBH	<i>Lembaga Bantuan Hukum</i> , Legal Aid Bureau
MoU	Memorandum of Understanding, <i>Nota Kesepahaman</i>
Mulok	<i>Muatan Lokal</i> , Local content
NGO	Non-governmental organization
Ojek	A type of motorcycle taxi common in villages
PASIH	Perkumpulan Siberut Hijau, Greening Siberut Movement
P2D	<i>Pengembangan Prasarana Desa</i> , Village infrastructure development
PBHI	<i>Pusat Bantuan Hukum Indonesia</i> , Legal Aid Center of Indonesia
Pemda	<i>Pemerintah Daerah</i> , district government
PNPM Mandiri	<i>Program Nasional Pemberdayaan Masyarakat Mandiri</i> , National Program for People Empowerment
PNS	<i>Pegawai Negeri Sipil</i> , Civil Service Officer / State Civil Servant
PSDA	<i>Pengelolaan Sumber Daya Alam</i> , Natural resources management
Rn.	Recommendation (number), e.g. R1.
Sekda	<i>Sekretaris Daerah</i> , or District Secretary
S.O.P.	Standard Operational Procedure
SDN	Sekolah Dasar Negeri, Government primary school
Uma	Patrilineal groups of Mentawai peoples, also the term for the houses they live in
WALHI	<i>Wahana Lingkungan Hidup Indonesia</i> , Indonesian Forum for Environment

MAIN REPORT

1. INTRODUCTION

This evaluation of the Yayasan Citra Mandiri Mentawai (YCMM) covers the project “*Strengthening the participation of the Mentawai indigenous communities in public policy*”. The project and activities were implemented in the period between 1 January 2008 and 31 December 2012, with the financial support of the Rainforest Foundation Norway (RFN). The overall goal of the project was that “the indigenous people of the Mentawai islands are involved in policy decisions related to political, social and cultural aspects, and that natural resource and forest management is fair and sustainable.” The evaluation was conducted by Carol Yong (Evaluator 1) and Giorgio Budi Indrato (Evaluator 2), using RFN’s prescribed terms of reference (ToR, Appendix 1). The evaluation has examined the effectiveness and the impacts of the 2008-2012 project in the Mentawai. It has also included the staff and work in YCMM’s Padang office and the findings of the previous evaluation conducted in 2007. This report outlines the objectives and scope, methodology, and the key findings and recommendations from this evaluation.

1.1. Objectives and scope

The RFN commissioned the evaluation to:

1. Fulfill the need for an evaluation of YCMM after the five-year grant period is over;
2. Examine the progress of YCMM’s overall work during the last five years, as an organization and as compared with findings of the 2007 evaluation;
3. Ascertain YCMM’s overall strategic plans and program outcomes in the context of developments and realities of the Mentawai and the communities living there;
4. Provide a gender baseline for YCMM’s work in planning and implementing projects and activities as well as internally in the organization.

The evaluation focused on six areas of work and an assessment on gender:

1. Internal capacity and processes
 2. Policy and advocacy
 3. YCMM and AMA-PM
 4. Alternative education and cultural identity
 5. Media work
 6. Main results (expected and unexpected) of YCMM’s work over the project period
- # Assessment: Gender baseline

Answers to the questions set in the ToR were collected in Padang and the Mentawai Islands during fieldwork from 2-26 April 2013. Since YCMM used the Logical Framework Approach (LFA) to design its project, results and objectives, the evaluation also adopted the LFA criteria, i.e. Efficiency, Effectiveness, Impact, Relevance and Sustainability, to analyze information and issues so as to be most appropriate to their situation.

The draft reporting on preliminary findings and recommendations took place in Padang on 26 April, with analysis and report writing in May-August 2013.

1.2 Approach and methods

The evaluation questions (Appendix 2) were explored using an integrated approach and methods to collect both qualitative and quantitative data. The evaluation team worked with a combination of tools: review of key documents, interviews with different stakeholders and field visits.

The main documents that were provided for the evaluation included:

- The previous evaluation report carried out in 2007, available in English and Indonesian.
- YCMM's five-year plan for the period 2008-2012, which included a multi-year contract signed by YCMM and RFN, narrative description of the project, logical framework approach for the project and budget provisions for the five year period.
- YCMM's yearly report.
- A sample of YCMM's bi-weekly newspaper Puailiggoubat.
- A sample of other media and audio-visuals, such as community radio clips, films or documentaries, books and other publications produced by YCMM.

Interviews were conducted with as many YCMM staff and board members, NGO partners and other stakeholders as available (for the full list see Appendix 3). The evaluation team visited geographical areas in Siberut, Tuapejat and Sikakap (Appendix 4). The areas were already selected by YCMM for each evaluator to visit in order to assess various aspects of YCMM's work and to conduct interviews with the Mentawai communities, local government representatives, church leaders, etc.

1.3 Challenges and limitations

The evaluation team faced a number of difficulties and challenges in conducting the evaluation. One main limitation for the Siberut team (Evaluator 1) was that the evaluation coincided with totally unexpected serious floods in Siberut. Although the flood challenges were manageable, to some extent, the processes for data collection and the timing of several agendas were modified. For example, there was less time to discuss with some individuals and representatives from different communities, organizations and local government agencies involved in humanitarian aid and flood rescue works and other missions in Siberut. Yet, it was seen as an opportunity to interview other members of the district government and DPRD based in Tuapejat not programmed to be interviewed here. The floods had also made it difficult to reach some remote locations where communities live. This had in turn limited the visits to as many houses as would have been desirable to meet and discuss with more people in those areas about YCMM activities like the jungle schools in Magosi and Tinambo. Nonetheless, the evaluator could do the interviews and meetings with several key individuals in alternative settings and timing.

Many inter-island boats were mobilized to bring government personnel and legislative members from the district capital of Tuapejat to Siberut impacted by the floods. This had affected the operations of regular boat schedules. Overall, the Siberut team was only able to spend 11 days of the evaluation period in the islands and not 14 days as set. The Tuapejat team also returned to Padang three days earlier. But all the tasks were completed and all of the stakeholders were met or interviewed by the respective evaluators. The changes to the field schedule could be considered as a challenge in working in the field in the Mentawai and/or conducting an evaluation due to the remoteness of the areas and unexpected circumstances. (See Appendix 5 for the field schedule).

It was also challenging to discuss about YCMM's fund-raising strategies without touching on finance-related issues. But financial issues were not part of the ToR for this evaluation. The evaluation team agrees with the comment of the RFN, based on a post evaluation discussion, that an evaluation of such finance-related issues could have been relevant and important to be noted for further evaluations.

2. KEY FINDINGS AND DISCUSSIONS

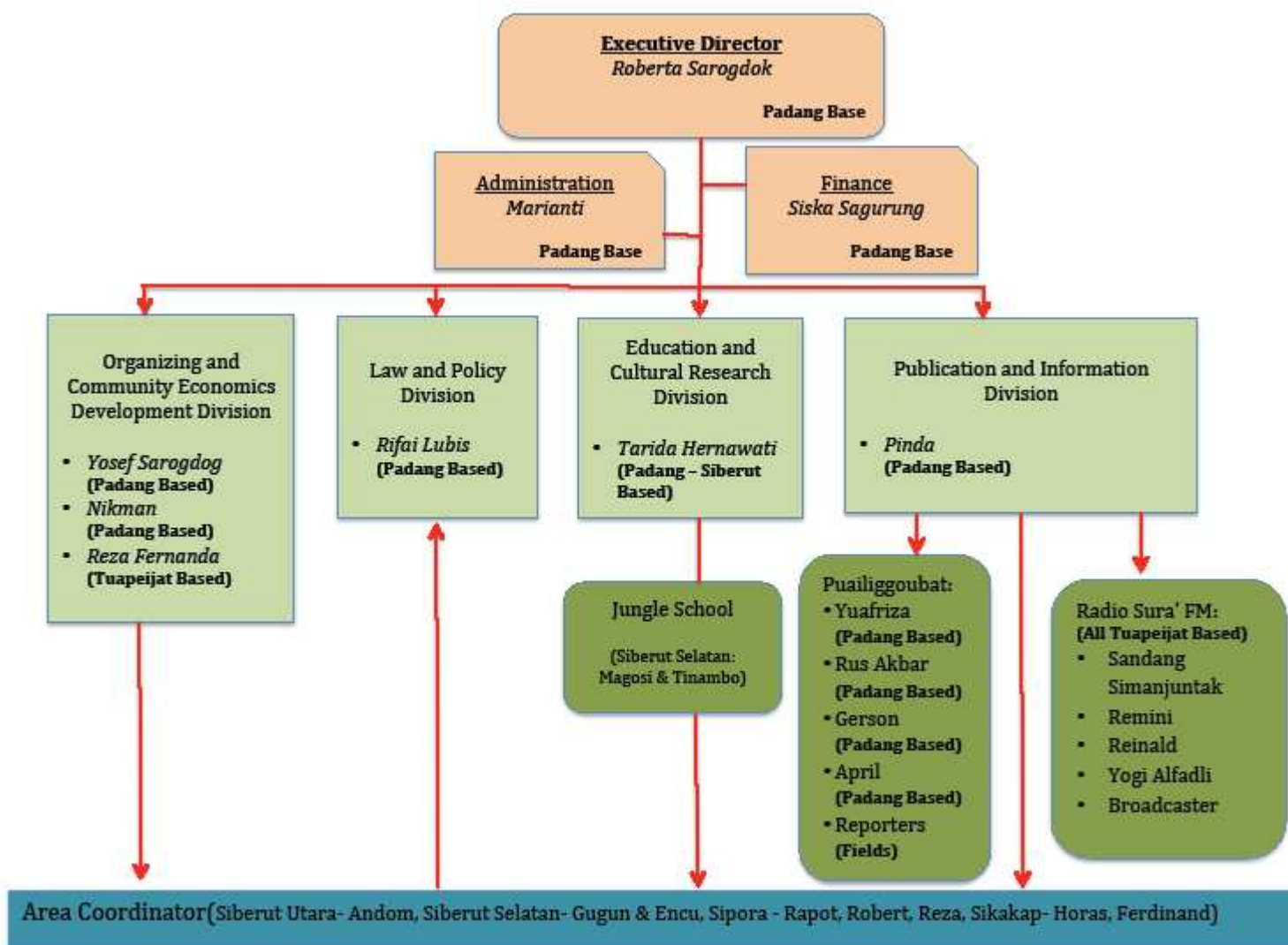
The findings are compiled and analyzed on the basis of the six themes and list of guide questions as identified in the ToR. Recommendations are provided in the next part of this report. The key findings from the evaluation are discussed below.

2.1 Internal capacity and processes

2.1.1 Internal and organizational management

YCMM has a new director in 2010 and this brought in a new style of leadership and management, personal skills and experience. The structure has been slightly revised twice during the period under review: 2008-2010 and 2010-2012, primarily to reflect the internal change in leadership. The organizational structure of YCMM is shown in Figure 1 below.

Figure 1: Organizational structure of YCMM (2008-2012)



At the time of fieldwork, the management has a new structure for the period 2013-2015. This new structure is not part of the evaluation material. However, some issues relating to changes in positions and roles, both Padang and field staff, and new focus areas in the Mentawai were raised

by some individuals interviewed or met in the field. For instance, the issue on the contracts of four area coordinators in the sub-districts of Sikabalan, South Siberut and Sikakap which had expired in December 2012 but not renewed.

The termination of those field staff had generated negative reactions and responses from some YCMM staff and board members based in Mentawai. Two of the affected employees had also complained about the lack of information and access to consultation before their contracts were terminated and concluded they were unfairly treated. From the management point of view and clarifications, however, the decision to discontinue the contract was necessary. In fact the four area coordinators were already evaluated annually and precautionary steps were also taken previously, such as finding alternative solutions and reprimand. But according to the management, those actions were never taken seriously by the four area coordinators and their performance level was still considered low. Hence the decision was taken to streamline human resources needed with available funds in an efficient and effective way.

It would be important for the board and director, and heads of division where appropriate, to deal with the above issue as well as other human resources management issues properly. This is to prevent problems arising in future if no real effort is taken to have a more open discussion with staff to clarify this kind of issue clearly. The evaluation recommends the executive director to communicate clearly to staff the internal office and field offices on managing, handling or resolving human resource matters.

Some staff members interviewed said they felt the amount of energy, resource and time directed towards issues in the field and staff was considerably reduced after the change in directorship. Other NGO partners interviewed had expressed similar concerns:¹

In the 1990s and 2000s, YCMM was at the forefront of advocacy work and had actively organized opposition against the exploitation of Mentawai natural resources, illegal logging and corruption, stimulating other NGOs to support those campaigns. Today, YCMM seems to be leaning inwards to organizational issues and doing its own project.

What should be kept in mind is that the office environment is changing because the leadership has been in transition. As part of the on-going process, it would be necessary for the management board to communicate clearly to the staff regarding the executive body mandate. On the issue of the executive director and field involvement, the evaluation feels that field visits will largely depend on the nature of YCMM's project in the Mentawai which requires the director's presence. A periodic field schedule with clear aims and expectations could be developed by the director in consultation with the heads of division and field staff to make this kind of site visit worthwhile.

The evaluation has serious concerns over the lack of progress in resolving the issues of coordination and communications between the field and the Padang office, as identified in the previous evaluation in 2007. Part of the reason for this gap is that the YCMM teams and staff between Padang and Mentawai are widely dispersed and scattered across the islands, making coordination and communication of decisions, programs and sub-programs difficult, thus affecting the outcomes and results. The evaluation recommends that management find ways to help improve coordination and communications between these different levels: ground and office, management and staff, YCMM and the Mentawai communities. This issue needs to be prioritized because of increasing complains from field staff that they are being sidelined and that decision-making tended to concentrate in Padang.

1 Interview with YCMM's NGO network in Padang, 2 April 2013, WALHI-Sumbar office.

The issue on decision-making about project budgets, budget provisions and financial resources in the organization has been questioned in the previous evaluation conducted in 2007. One criticism was the lack of an established system of financial management. For this evaluation, some of the same issues that emerged in 2007 were raised by some staff interviewed. First, the issue about how the procedure of decision-making on the budget and who has the authority to decide. When the authority in the Padang office has made a decision based on the proper procedure, everyone needs to obey it, whether one likes it or not. In the end, there is an impression especially from the field staff that the budget is “not transparent”. Second, issues about funds transfer from Padang and disparities across programs and staff in the field and the Padang office were raised by some of the field staff, and specifically about executive decisions on budget request, approval and priority on financial allocation. Some cases and experiences were mentioned. The evaluation reveals there are weaknesses in financial management processes and this has raised further questions about financial transparency and accountability in YCMM internal processes. One of the basic problem is that there is no clear detailed guidelines on finance issues. This means there is no common understanding among all the staff, both in the field or Padang, about the planning, financing and decision-making process. It is thus important for YCMM to be implementing good practices on transparency and accountability at all levels (management, financing, programming, planning, etc.), and specifically implementing the obligation from the Freedom of Information Act (FOIA) no. 14/2008/. This means that YCMM should practise their obligation as a public body to provide basic information to the public.

The uneven distribution of work burden in YCMM is also worrying. Practically, only the director and head of policy are dealing with the bulk of routine office management and programmatic matters. The executive needs to overcome not only the issues regarding communication and coordination, but also the overall work system. Supervision is also needed for the field work since a key issue raised by management is that the performance of the field representatives is not adequate. To overcome the issue of performance, the executive of YCMM should find a way to create a more clear working system including supervision of each program. All these need to be strategized while still keeping in mind the limitations currently faced by the management, such as finding qualified staff and limited funding.

2.1.2 YCMM Management and Governing Boards

The management structures of YCMM, namely the Board of Trustees (Slamet Rahmadi, Selester Saguruwjuw), Board of Directors (Kortanius Sabeleake, Yan Winnen Sipayung, Cathrina) and Board of Supervisors (Fernando S, Tasmin Saogo) are in line with YCMM Statutes. They exist with various capacities and expertise to support YCMM and ensure that policies and strategies for achieving the goals and mandate are executed within the law, written statutes and strategic priorities. They are experienced and dynamic personalities committed to supporting YCMM in whatever ways they can.

The highest level is the Board of Trustees, which largely oversees the vision of YCMM, its values and strategic goals. They help to develop policies and strategies that contribute to the continued and successful development of YCMM . They also appoint members of the Board of Directors and Board of Supervisors.

The Board of Directors manages the program and finance aspects of YCMM. The directors play an essential role in how the programs and projects are planned and implemented. They also provide guidance to the organization in networking and fund-raising and appoint the Executive Director of YCMM. A key board member is Kortanius Sabeleake, one of YCMM founder and former executive director. In 2004 Kortanius was the Head of the District People’s Representative Assembly (DPRD). The evaluation reveals that the decision of YCMM to play a major role in direct politics through targeted political and advocacy work, since early 2000 to the present, has proven to be effective. Various strategies to advance democracy education and political participation of the

Mentawai people have pushed a number of key YCMM members and Mentawaians associated with YCMM into political office and local government. They include the present Head of the Mentawai District (*Bupati*) as well as some Village Heads and district legislators.

The evaluation reveals several structural and governance problems in YCMM. One main weakness is that the overall structure of the Board of Directors has not been operating fully. When decisions are done without full board participation, it could be seen as not objective in conducting the role of the board. It could also create confusion in the executive branch. The executive director is supposed to follow and implement decisions from the board. This would be hard if each board member gives different instructions. There must be consensus among board members to build up trust and understanding between the executive branch and management.

To be more effective in conducting the role of the board, board members could examine their own structure and maintain on a par the relations and position of each member internally. The power balance and decision-making process in the board should be in the manner of collective collegian spirit. The evaluation notes that it is not always possible for the full board to meet or actively participate in making decisions. However, communications could be conducted via Skype, telephone, email discussions, etc.

Currently there is no field staff representative sitting in the meetings of the Boards and executive branch. By proposing ways of co-opting key field staffs into management meetings whenever there is a need, strengths and weaknesses in coordination between management and field staff can be evaluated to identify potential areas of improvement.

Another organizational matter that requires the Board to help improve is YCMM's financial information systems. As earlier noted, finance issue was not part of the evaluation. There were however some fairly strong views and reactions on the ground about finance-related issues. For example, in discussing about project implementation and people involved in the projects, issues around financial accountability and transparency emerged. Issues such as budgeting, allocation of resources and funds (to where and what) and allowances for logistics, food, honorarium, etc. provided to staff and communities. There were also queries about staff contracts, payments, costs and expenses, income generated from sales (e.g. Puailiggoubat), project budgeting and reporting.

The evaluation supports the need for the Boards and executive branch to work towards greater transparency and accountability in internal administration and management of financial systems. This could be achieved through improved public disclosure and independent oversight of finance-related issues. Advocating for better internal administration of finances, financial reports and project budget management is important for YCMM to improve their overall office system. Organizational development should also be part of the process towards developing a more professional and consistent approach to managing internal issues and finances. A different process and approach would be needed for issues and situation of the field staff and communities.

2.1.3 Human resources issues

One key issue of human resources is the relatively small pool of staff in YCMM, working with Mentawai communities sparsely spread across the Mentawai islands and with the local authorities, NGO network, Church organizations, donors and others. The team of YCMM staff during the period under review was around 23 persons, both office and field staff. In addition, there were 10 local reporters in the 4 sub-districts and 6 persons in the community radio station in Tuapejat. YCMM realizes this is a reason why it cannot expand quickly, geographically and programmatically. Over the last 5 years, the implementation of projects and activities was limited to specific target groups in 14 focus areas only, namely Magosi, Tinambo, Gotap, Saliguma, Saibi,

Sikabalan, Mongan Poula and Sirilaggai (Siberut), Tuapejat and Goiso Oinan (Sipora), Parak Batu, Aban Baga, Bulasan and Matobe (Sikakap). Expectations of YCMM from all sides is very high, further stretching the workload of YCMM staff and financial resources. The Board has pursued efforts to find more people to address this situation. But more work needs to be done to find the “right people” with a sense of activism. As expressed by a key board member:²

The Mentawai youths today are not very excited about working with NGOs. They all want to be Civil Service Officers (*Pegawai Negeri Sipil*, PNS). Even if we find new people in YCMM, they are just workers not activists - as soon as there is an opportunity to become PNS, they want to run there.

The evaluation reveals that the executive body directs a lot of energy into daily routines and administration issues. They tend to focus less on intangible and strategic human resources issues such as talent management, succession planning, staff career development and work motivation. The challenge for management is to provide room for the individuals to match their personal goals, desired talents, skills and experience with organizational goals and needs. This is currently weak or not happening at all. The situation can be improved by conducting self or peer assessments to identify the passion, willingness, character and compatibility of each person in YCMM.

The rolling system can be an effective way for staff to learn, find out the work they like best and acquire competence in that area. In practice, however, the system is not so easy for staff to choose the “right job” they want. The rolling system is implemented without any consistent rule or strategy. Besides, staff positions are fixed by the executive in consultation with the Board, as mandated in the statutes. Sometimes the director asks for individual feedback before finalizing the decision. The Standard Operational Procedure (S.O.P) can be used as the basis to create clearer job desks and job specifications for each person. However, the management and executive have not made any provisions to revise the S.O.P as recommended in the 2007 evaluation report. When asked why the S.O.P. has not been reviewed or revised, a key executive responded: “Surely there will be a lot of side tracks” (*“Pasti banyak yang menyimpang”*).³

The evaluation has looked at issues of office and work practices. The findings reveal the need for more team work between the Padang office and field at all levels: managerial, technical, executive, general staff. Currently the staff work within their own team and division to plan and implement activities. There is not much coordination with other divisions.⁴ This means that very little effort has been made to improve coordination and create better synergy between programs and issues, since the 2007 evaluation. It would be important to have an internal system to create a supportive environment for cross-cutting issues to be integrated across divisions. Equally important is learning from each other and more participatory decision-making. Management may need to provide some clear direction and guidelines to enable program coordinators to take on some managerial roles.

YCMM does not have a clear policy on training and capacity building for staff. Training needs have generally occurred on an ad hoc basis. Staff who had attended trainings and interviewed by the evaluators said they rarely report back because “there was no requirement to do so”. It would be beneficial for all staff to hear about the experiences, skills and knowledge acquired by those who were sent for training. Therefore a condition has to be set for those who came back from a training program to give written and oral presentations to their colleagues.

The evaluation reveals that staff generally have very little time to reflect or strategize on content work and cross-cutting issues such as gender. Expectations will fall on the core in YCMM -

2 Interview on 18 April 2013, YCMM office, Padang.

3 Interview on 2 April 2013 in the YCMM Padang office.

4 Although aspects relating to synergy and information sharing between program and synchronization of work schedule have been mentioned in the S.O.P. 2010-2012.

managing board (Kortanius, Rahmadi), executive director (Roberta) and policy division head (Rifai) for internal capacity building and strategizing. This is a key limitation because external effects of the Indonesian mainstream are increasingly imposed on the islands and putting more pressures on the Mentawai people. These issues are also putting more demands on YCMM, directly and indirectly. In addition, the evaluators were told by a key executive that the YCMM office in Padang may be moved to Tuapejat, the district capital of Mentawai District to help intensify communications with the island's administration. There is no time frame set for this relocation plan. The evaluation supports the rationale behind moving the office to Tuapejat, but at the same time cautions the management to execute the plan carefully. There are challenging issues to think ahead. These include finance-related issues, new office site and facilities, logistics, situation of staff currently in Padang and the Puailiguobat office.

There has been concerns raised about the Strategic Planning that bring together staff and key Mentawai representatives to collectively reflect, raise issues, bridge gaps and strategize the next 5-year plans. It is seen as becoming not too "strategic" but rather as only creating a list of "next project". It is not solving several issues relating to communication, solidarity and long term vision of YCMM. Thus the critique of YCMM moving forward for the "project" sake and not the ideology or content.⁵ Several of the basic issues of communication and strategizing issues have been raised and discussed at the strategic meeting but seldom found any effective solution for these issues. It is one of the reasons that some stakeholders think that YCMM advocacy work is losing the momentum and spirits. Two key decision-makers interviewed in the field felt that what YCMM is doing today is declining as compared to the last 5 years.⁶ According to the Vice head of district:

Today YCMM seems to be losing their fighting spirits, probably one of the problem is inadequacy of salary and human resources.

YCMM will need to prioritize this work to address these issues immediately including to re-evaluate their salary gird before they seriously hinder the progress of the program. More specifically, YCMM needs to re-vision all the staff, both field and office, regarding their passion in YCMM and reflecting on the question: "Why am I working in or actively involved with YCMM?" This re-visioning needs to be followed up systematically by an experienced management person to supervise and nurture the development of staff from time to time. Action plan, key indicators and monitoring in a timely manner need to be implemented. Get appropriate technical assistance to develop a good working system and a conducive working environment. Findings from this evaluation could be a starting point to reflect and create a clear step-by-step organizational development plan.

2.1.4 Planning, reporting and monitoring

YCMM's capacity on planning and reporting according to the LFA model has been greatly enhanced with the detailed technical advice, training and support provided by RFN. There were several attempts by YCMM to help in strengthening the capacity of the Mentawai organization AMA-PM and village communities to apply this method for planning their project activities. But the result was slow and unsuccessful so far. One of the reason is the shortage of YCMM staff in the field to provide constant guidance and follow up the processes. In addition, YCMM is slowly moving out of some of the villages in terms of financial support and project activities.

Internally, YCMM has a systematic schedule and format of reporting - every 3, 6 and 12 months. In practice, it is hard for the executive director and program managers to supervise and receive field reports or update news. Poor communication and transport networks, high costs and weather conditions often hamper reliable connections between Padang and Mentawai. Sometimes

⁵ Based on discussions with the NGO Network in Padang (2 April), interviews with YCMM key actors, evaluators first plenary session with YCMM (2 April) and evaluation team presentation to YCMM (26 April).

⁶ Interview with the Vice head of DPRD on 11 April 2013 and Vice head of district on 12 April 2013, in Tuapejat.

implementation of projects and activities can be interrupted by natural crisis such as earthquakes, floods and tsunamis. Sometimes resources are being diverted to support crisis situations.

The field staff can meet the management and other office staff when they visit the Padang office, or vice versa. However, such kind of exchange visit is infrequent due to the high transport costs and time. The annual staff meeting (*rapat umum*) and Strategic Planning provide the opportunity for all staff from the Padang office and field to meet together. But these meetings occur only on yearly or two-yearly basis. Practically, the staff technical meeting held monthly, or as needed, is the only forum for field staff to meet more often with their program coordinator who go to the field.

YCMM needs to find effective ways to coordinate and get the latest information from the field staff and local reporters. One option is using a systematic updating mechanism from the field to deliver regular updates to the Padang office. Another option is to monitor field progress through coordinated field missions. Having an officer in the field on each island focusing on supervision and reporting could also be an advantage to overcome the issue of delay on the report and update.

The evaluation emphasizes the need for the Strategic Planning and annual staff meeting to integrate lessons learned from previous internal and external evaluations into future planning and programming. Future planning and programming should also address gender issues, currently lacking or missing in existing plans and project activities.

2.1.5 Cooperation between YCMM and external actors

NGO network:⁷

YCMM maintains strong networks with policy and advocacy networks like WALHI, Qbar and Legal Aid Bureau (Lembaga Bantuan Hukum/LBH) in Padang. In the discussion, an NGO focusing on women's issues such as violence against women advocacy, articulated that YCMM is very good in advocacy issues such as corruption, poverty and agriculture, but lacks the emphasis on gender issues. They felt that YCMM staff could increase their gender awareness by joining gender workshops, but at the same time admitted they had "forgotten" to invite YCMM to one of their most recent gender training. The evaluation notes that it could be valuable for YCMM to take stock of their current networking strategies to see how to strengthen some of the gender needs on the ground. YCMM also needs to know what is the scope for developing gender as a cross-cutting theme in its future work plans and programs.

All the interviewed NGO members expressed high regard and respect for the quality of YCMM's work. In particular, YCMM's consistent work in Mentawai to build trust-based relationships with the Mentawai communities. However, they felt that YCMM is too focused on Mentawai general issues only. YCMM is not updating itself about recent issues such as the destruction of natural and coastal ecosystems or raising sea water level. These issues do have an impact on Mentawai but YCMM needs to be clear if they want to deal with such issues. It then has to look for other sources of funding as projects linked to oceans and coastal areas are not within the scope of RFN funding. That means YCMM should give serious consideration to determining how to work with its network partners or other Indonesian NGOs to create their own strategies, ideology of funding and opportunities for new sources of funding. This will allow YCMM and its network partners to work based on the needs of the community and urgency of an issue rather than programs based on the availability of funding. But the current practice of YCMM is that it is dependent fully on RFN funding only, as was the finding in the 2007 evaluation too.

⁷ Based on discussions with YCMM's NGO Network in Padang, 2 April 2013, Walhi-Sumbar office Padang.

The NGOs interviewed also expressed that YCMM needs to build up cooperation by physical attendance and not via SMS and emails only. They opined that YCMM seldom attend their events because it currently lacks competent staff with strong analytical skills and information to represent the organization. YCMM relies heavily on one person only for this - the head of the policy division.

So far YCMM has maintained good links and intensive communications with Padang-based NGOs. A group based in the Mentawai, *Komunitas Masyarakat Cinta Mentawai* (KMCM)⁸ wants YCMM to include them as an NGO partner. But YCMM thinks KMCM is a “forum” and not an NGO. There are several international NGOs in the Mentawai that YCMM could consider as allies to bring its advocacy work to a more strategic level.

Church organizations:

YCMM works with church organizations on a case by case basis. YCMM supports the Catholic Church in running their primary schools (Level 1-3) in some of the villages. YCMM provides them with educational materials on Mentawai culture used in the local school curriculum. On a broader level, YCMM is seen as a valuable partner by the Christian Churches in Mentawai Islands (GKPM) on issues affecting the Mentawai. In disaster management efforts, YCMM and church organizations work hand-in-hand on humanitarian aid and rehabilitation and reconstruction support to the victims. The Archbishop of Padang commended the commitment of YCMM in the Mentawai.⁹ He said that the Catholic churches are always open to working with civil society groups including YCMM towards improving the situation of the Mentawai people. He cited the example of the local curriculum on Mentawai culture promoted by YCMM adopted by the schools run by the Catholic churches in Mentawai.

RFN:

The main and only source of funding for YCMM.¹⁰ There were a lot of positive feedback from YCMM regarding their partnership and relationship with RFN - long term commitment, deep connection with YCMM including the ability of RFN coordinators to use the Indonesian language and making field visits, sensitive and adaptable to local cultural differences, and understanding YCMM organizational and staff limitations. What is important from this evaluation is how RFN monitors and work together with YCMM to tackle all the issues from the previous evaluation and this evaluation, for example using the achievement indicators.

One main concern for the executive of YCMM is the risk of depending too much on RFN for funding. The management has realized this. They are searching for strategies to address this issue, including to get someone to do fund raising work. Another concern for YCMM is the process of finalizing and signing the contract for the new project period. If there is a delay in signing the contract, it can affect some activities under the new project period.¹¹ The executive interviewed said the signing of the new contract need not wait until the final report of the latest project is submitted. The evaluation stresses the importance of submitting the final report to close the project before beginning a new one. It is a good practice of accountability and responsibility. However, the time line for closing a project and starting a new one could be adjusted to avoid overlaps.

8 KCMC is a Forum formed by NGOs including YCMM and Qbar and they focus on several issues affecting the Mentawai, e.g. palm oil expansion.

9 Personal communications (Evaluator 11), 27 April 2013, Archbishop’s House, Padang. See also the Catholic Weekly, *Hidup* (Life), 17 March 2013, pp.8-13.

10 Although the Mentawai district government has occasionally funded joint-activities, the funding has been negligible. Other sources of income including public donations and sales of Puailougbat are also limited.

11 According to the RFN program coordinator for YCMM, delays in the signing of contracts can possibly happen. For example when NORAD takes longer to inform RFN on the funds available for their partners.

An input from the field is that RFN should try to visit other islands and not only Siberut. This is because many of the issues are also happening there like Sipora and Pagai. Several of the field staff are wishing to meet with RFN staff to share their stories and their work in the other islands. Field staff in Pagai and Sipora have a sense that every visit from RFN is only focused on Siberut.¹²

Local government:

The most intense and long-term cooperation of YCMM has been with the sub-district level Education Department (*Dinas Pendidikan Cabang*). YCMM also cooperates with and monitors the Provincial Board for Disaster Management (BPBD) on Management of Natural Related Disasters. These include the tsunami (2004), Padang earthquake (2009), Sikakap quake (2010) and Siberut floods (April 2013). Government authorities both praised and feared the YCMM. Fears can be minimized through a more intense communication between YCMM and the officials at all levels. This requires using all means both formal and informal including lobbying processes. The window is now open for YCMM to further develop good working relations with the local government. This is because the current *Bupati* is a founding member of YCMM who is seen to be more conciliated than the former *Bupati*. The historic ties with YCMM has provided the *Bupati* with a good knowledge of key issues of the Mentawai people. Besides, he is seen as a strong advocate for civil society. YCMM hopes that these factors will enable him to better engage with NGOs and the Mentawai people and their concerns such as the issue of oil palm plantations in the Mentawai.

2.2 Policy and Advocacy

YCMM addresses various issues affecting Mentawai and the communities through various ways. It conducts research, analysis and policy development. It works on advocacy and awareness-raising activities at local, regional and national level. It also lobbies support of other NGOs, donors and international NGOs. For 2008-2012, particular emphasis is given to policy and advocacy campaigns relating to palm oil, local expenditure and revenue issues (APBD) and strengthening village governments, and anti-corruption. Information on each campaign is given below.

2.2.1 Campaign against oil palm

Impacts on the communities:

At the local level, since 2010, YCMM has carried out sensitization efforts in a number of Mentawai villages. These campaigns are primarily targeted at the oil palm companies and the effects of oil palm on the communities. YCMM workshops have created awareness among the Mentawai people about the threats of oil palm companies especially on community lands and rights. The capacity building and trainings activities have some achievements. The evaluation has heard a number of cases of Mentawai communities in potential sites of the plantations mobilizing themselves against the opening of these plantations on their lands. They were supported by YCMM and other NGOs, notably Sawit Watch. An example being Puro village in Siberut Selatan.¹³ He said the villagers have initiated their own signature campaign. They have submitted 31 petitions to the Mentawai district government and the president's office in Jakarta. They demanded that no oil palm licenses should be issued. The outcomes and impacts of YCMM advocacy work against oil palm were also apparent in other sub-districts. For example in Sipora (Goiso Oinan) and Sikakap (Matobe, Aban Baga and Parak Batu). The village heads of these communities interviewed had commended YCMM on the advocacy work like community training, document briefs and capacity building.

12 Interview with field staff in Tuapejat on 7 April 2013.

13 Interview with the headman of Puro village, also head of AMA-PM Puro, on 8 April 2013, Muara Siberut.

The anti oil palm campaigns started on a positive note at the village level. Some community leaders interviewed said that after the initial socialization workshops (around 2010-2011), YCMM has stopped visiting them or providing inputs and further trainings. They did not have a clear understanding why the oil palm campaigns were not given a greater priority. Further interviews were conducted with YCMM particularly the head of Policy and Advocacy division. He identified a number of reasons why further support in the field was lacking. He also gave his insight into the impact of the campaign on the relevant authorities and the campaign activities in relation to YCMM program strategies in general. The evaluation notes that the consistency of such activities need to be nurtured. This is crucial in villages where the companies are still trying to incite the villagers to accept the plantations. These issues are discussed below.

Impacts and influences on the authorities' decisions on oil palm and public policies:

YCMM activities have helped the communities to understand the negative impacts of oil palm. It encouraged them to lobby local government authorities and oil palm companies to get off their lands. However, some of the community members interviewed expressed their doubts about the success of their actions, as the authorities have not been responding.

Field observations and responses of community leaders interviewed point to one key challenge for YCMM. That is, the advocacy work has reached only a limited number of villages. This makes it hard to effectively counter the threats of oil palm plantations moving into the Mentawai. YCMM is aware of this limitation. Yet widening the campaign outreach will depend on staffing resources and funds to implement the activities. At the organizational level, based on interviews with the YCMM head of policy division and other internal advocacy staff, the evaluators did not think there was a full internal discussion in YCMM about the oil palm issue. Seriously lacking is longer term strategies to counter oil palm threats in Mentawai.

The evaluation reveals that the oil palm activities were not part of a programmatic based activity. Rather, the oil palm campaign was an activity undertaken alongside the process of YCMM existence in the Mentawai. This meant that YCMM did not see the oil palm campaign as an important issue at first. Due to the development of the oil palm companies in Mentawai, YCMM started to re-strategize. YCMM took some advocacy steps, but were not well-planned. Despite that, YCMM succeeded in withholding the issuance of new permit. YCMM also succeeded in getting a commitment from the *Bupati* not to issue another palm oil license.

According to YCMM's head of policy and advocacy division, currently the anti-oil palm campaign activities have not been as intensified as before.¹⁴ One reason is because they go with the communities' pace, and also the campaign is area-focused. He commented that the communities' capacity to take the lead is still weak, so they only wait for YCMM (*menunggu YCMM datang*). That is, if the villagers feel there is a threat they call YCMM, if not they don't inform YCMM anything. The evaluators think that this should not be a reason for the division to slow down the campaign or advocacy work. Even the *Bupati* himself, in an informal discussion with a field staff of YCMM (while this evaluation was conducted) had said that he needs YCMM support in this campaign to stop the palm oil industry in Mentawai. The evaluator himself has heard from the *Bupati* that he needs more pressure from YCMM because the oil palm industry is always trying to lobby him for license. The Vice Head of District (*Wakil Bupati*) is similarly against the oil palm plantation in Mentawai. The evaluation notes that although there are no immediate concrete operation threats for now, the situation is still critical with impending threats from the oil palm companies. The companies are still continuing with their efforts to incite the villages to accept the plantations.

As an activity based on a reaction, the palm oil campaign could be considered a success. Firstly, because of YCMM's good experience in organizing the community. Secondly, YCMM has a unique

14 Interview in YCMM Padang office, 3 April 2013.

relationship with both the *Bupati* and *Wakil Bupati*. It is considered unique since both of them are former YCMM activists in the early days of YCMM. In the context of advocacy, however, the evaluators see a big advocacy potential that is not yet fully optimized. For the time being, the oil palm industry cannot operate in Mentawai. Either the permit has expired or there are no permits renewal for this period. If there is no policy intervention on this issue (oil palm industry), there is a big possibility that the oil palm industry will invade in the future. Some communities, visited during the evaluation, still hold on to their belief of what the palm oil industry promises without considering the impact on the environment. It is vital that YCMM starts focusing its strategic policy advocacy approach to the Head of the District (*Bupati*). It is critical to create a development option, particularly a concrete economical strategy to the local government to get a legal basis for it.

YCMM's strategy of collaborating with the government and creating an alternative economics development in Mentawai needs to focus on the issue of palm oil advocacy. If YCMM lowers its guard over the palm oil advocacy, it is an advantage for the oil palm industry. The issue is not about rejecting (anti) or accepting (pro) the palm oil industry. The issue is more about the practices of the palm oil industry in Indonesia, which often neglects the carrying capacity of the environment. The advocacy that needs to be build should be leaning towards the direction of collaborating and creating a solution for economic development.

Cooperation with other stakeholders:

On the issue of oil palm, YCMM collaborates with local NGOs in Padang. YCMM also works with other Indonesian NGOs in general to raise awareness of and advocate against the opening of oil palm plantations in the Mentawai. YCMM is making efforts to ensure that policies and laws are in place to protect the Mentawai against exploitation of natural resources. YCMM staff are also supporting local government officials and legislators to develop and adopt action plans that recognizes the rights of the Mentawai people as well as build capacity of local legislators. According to the Head of the National Park in Siberut, the opening of oil palm plantations in the forests of the islands including Siberut would endanger the national park and affect the natural resources and other riches inside the park area. As such, the advocacy work of YCMM has helped the national park management tremendously through YCMM's role in leading the campaign against oil palm plantations in Siberut.¹⁵ YCMM's knowledge of the reality on the ground is recognized and highly appreciated by the Mentawai communities and a range of non-governmental and governmental stakeholders at local, sub-district and district levels. YCMM has created awareness about the negative impacts of oil palm on humans and environment with local partners and other allies. A pastor of the Christian Churches (GKPM) interviewed has mentioned that he became more aware of what is wrong with oil palm plantations, i.e. that the profits and benefits would not go to the future generations. So he started to talk about the issues in his sermons to increase awareness of the church goers. While the advocacy work with local communities and local partners have to be maintained, the evaluation highlights the need for YCMM to strengthen campaigns by broadening the advocacy at national and international level to create greater pressures on the government and companies.

2.2.2. District revenue and budget issues and strengthening village governments

District revenue and budget (APBD) advocacy project:

YCMM's campaigns on the district revenue and budget and the advocacy project on strengthening village governments (*Anggaran Pendapatan dan Belanja Daerah/APBD*) have not been optimized in several villages. Feedback from several villages indicated that YCMM has no systematic approach in its work on APBD. Specifically, YCMM does only one event, one time, in their villages and do not continue the work in other villages. In those villages where YCMM intervened, the result was that it made the community understood more about the APBD.

15 Discussions with NGO Networks and Government Partners in Padang, 2 April 2013, WALHI-Sumbar office.

At the time of this evaluation, YCMM does continue to monitor to make sure that money allocated from the central government is fairly distributed and used, particularly for agriculture. With more Mentawai people now involved in cash cropping such as cocoa and rubber, the need for advocacy on APBD in many of the Mentawai villages is considered quite urgent. This work can help to control misuse of agricultural development funds and allocated subsidies for rural communities. Furthermore, APBD is a key issue to address in order to ensure transparency of financial flows. It also provides check-and-balance on abuses or violation of basic human rights. The challenge is now on the new *Alokasi Dana Desa* (ADD) budgeting scheme. The expectation of some of the community and village leaders is that YCMM conducts more systematic and comprehensive activities in their village to assist the village officials regarding this new budget scheme.

Strengthening village governments (*Pemerintahan Desa*) advocacy:

Regarding the *Pemerintahan Desa* advocacy, some of the villagers are seeing YCMM's work in their villages is unfinished. The expectation at the village level is that YCMM facilitates or assists the village officials and village communities in the planning process and implementation stage. Village politics may need some attention from a third party. As a village head mentioned:¹⁶

We need YCMM to assist the village officials in the job division (*tugas pokok dan fungsi*) of each village officials. So it wouldn't be overlapping and contradicting. Because, if the assistance only come from the side of the villagers, sometimes it is not being considered as an objective assistance.

Most of the communities have already understood the importance of their participation in controlling and utilizing the APBD. However, the work to continue creating a good understanding of the transparency aspect in the village level is still a challenge. Village budgeting schemes vary. There are new schemes like the ADD scheme. There are also schemes that are based on national government projects such as the PNPM Mandiri (*Program Nasional Pemberdayaan Masyarakat Mandiri*). Importantly, the amount of money pouring down to the village level requires a proper understanding from the village community. There are already some negative views from some of the stakeholders interviewed.¹⁷ They mentioned that the PNPM Mandiri program only creates a society that provides service only if someone is paid, or a project-oriented society. The sense of mutual cooperation (*gotong royong*) is slowly fading away in the community. Under this condition, YCMM needs to facilitate a common understanding at the village level regarding this issue.

Impacts of the campaign:

The campaign has been effective in building awareness and concerns of communities on APBD. However it has not been successful yet in changing bureaucratic behaviors both at the agency level and project level. One reason is that bureaucratic behavior that tends to have a closed way of working remain unchanged despite the activities implemented by YCMM. In dealing with APBD, the local representatives (DPRD) claims that they are already open to the public. But from the public side, they think otherwise. Considering the different views, the evaluators think there is not enough effort by YCMM in using the Freedom of Information Act (FOIA) in this overall advocacy.

This is also being admitted by the staff at Padang office. They still feel that utilization of FOIA in YCMM's advocacy work is still lacking. Besides using the FOIA, it is also important to create a policy intervention to implement the FOIA at the local level. This is because there is still no significant advocacy regarding the transparency issue in Mentawai. This is also important in the context of *pemerintahan desa* advocacy. The villagers need to have a strong understanding of their rights regarding their rights to public information.

16 Interview with the headman of a village in Sipora on 15 April 2013.

17 Interviews in Tuapejat: YCMM executive board chair on 18 April and a DPRD member on 11 April 2013.

Tensions also abound between the village representative body (PBD) and head of the village (*kepala desa*), who often do not work in a professional manner. This relation created difficulties in managing village funds, particularly with the new ADD scheme. At the village level, the people realized the importance of transparency. But when it comes to political relations between village authorities (village head, village secretary, etc.), often it is not being well implemented.¹⁸ Several villages such as Goiso Oinan and Sinaka had experienced those issues in the past. But now the leadership at the village level is new and village representatives are just being appointed recently. Big hopes are placed on the village authority, that the daily operational systems of the village could be improved with newly elected officials. However, questions remain on issues such as monitoring to ensure that the procurement contracts are awarded via open and competitive tenders, or the allocation is channeled to the rightful beneficiaries as budgeted for.

Weaknesses and recommendations to make the campaign more effective:

From the overall work, the evaluators see that YCMM has played a significant role at the village level. But it still lacks a long term and strategic approach for this advocacy effort. Continuation of assisting the villages on the issues of *pemerintahan desa* and APBD needs to be strategized comprehensively. Strategic steps of what is the goal and target of this advocacy in the short, middle and long terms need to be in place. Creating alternative scenarios and proposing them to the district government could also be the strategic steps that need to be taken. The Vice Head of District made a statement that the bureaucracy is changing, but it should be one step at a time and starting from the low level bureaucrats.¹⁹ This statement, if followed by systematic advocacy by YCMM, could become a strong potential to create a bigger change.

2.2.3. Anti-corruption campaigns

YCMM started its campaigns on issues around anti-corruption and abuse of public funds since Mentawai was granted a district-level government in 2000. Earlier results of YCMM's efforts have been reported in Puailiggoubat, YCMM's report of various years and the Evaluation of YCMM Final Report 2007. This included the exposure of a number of high profile corruption cases at the local, sub-district and district levels. YCMM has continued to work consistently on these issues.

Interviewed government officials, politicians and local authorities all acknowledged the vital role played by YCMM in tracking corrupt practices. A case that has been highlighted in Puailiggoubat (Edition 259, 1-14 March 2013) concerns the case of the former *Bupati* being inspected by the police for corruption. This is actually common news. Since Puailiggoubat is distributed around the Mentawai region, that *Bupati* was apparently not in favor of such a headline. According to a Puailiggoubat staff, because of this headline, many copies of that issue of the newspaper were dumped into the sea while being transported from Padang to the Mentawai. YCMM did not know who did that. But from the advocacy point of view, this could be considered as a successful result of YCMM's work. It created awareness and critical thoughts. It led to the former *Bupati* being charged and jailed. So anyone who sits in power will be pressured to "behave" and will not tend to corrupt. Other small cases are also being brought up by YCMM to help eradicate corruption and promote transparency.

With the above "incident" the evaluation sees some minus points in the context of YCMM's work on policy advocacy. Because of this incident, the tension between *Bupati* and YCMM was built up, although now the tension has lessen. This is a result of the *Bupati* seeing YCMM and Puailiggoubat as one. It is not a wrong perception. But in terms of policy advocacy, this will backfire.

18 Interview with several village heads in Sikakap

19 Interview with the vice district head on 2 April 2013.

Another weakness is that the advocacy and policy division currently has only one person, who is also the division head. While recognizing his competence and commitment, the evaluation feels that YCMM should make some efforts to increase the number of people or train new people to strengthen the division. This would ensure work will go on even when the head is not in the office.

To further increase the effectiveness of the policy and advocacy work, YCMM must find ways to form strategic links with lawyers or legal organizations. For example, YCMM can bring lawyers into contact with Mentawai communities to assess developments on the ground as an input into planning future actions. YCMM played an important role in bridging lawyers with communities to use legal means to resolve land conflicts such as in Rogdok and against illegal logging issues, as noted in the 2007 evaluation report. The evaluation team recommends YCMM to learn from experiences in formulating legal strategies for campaigns and policy advocacy, which have enormous learning potential for others. The process could bridge the communication and learning process for new staff in YCMM or potential new generation of YCMM staff. The division head admitted that the learning process is not yet being written down (documented), but recognized the importance of this work.

The Board's executive head felt that YCMM is not optimizing the potential of university students in West Sumatra, including and especially many Mentawai students studying in Padang and pursuing scholar degrees in various faculty.²⁰ The evaluation notes the importance of engaging with the students in a more systematic and consistent way like discussions or other social activities with YCMM. This can stimulate the critical thinking of the students originating from Mentawai to become social workers. This can also help YCMM address the lack of qualified human resources.

The District vice head said that the advocacy approach of YCMM needs to be repackaged to communicate effectively and persuasively to policy makers, decision makers and local authorities:

The advocacy approach of YCMM needs to adapt from hard line to be more collaborative. YCMM needs to understand the loops and holes of bureaucracy. Activists are sometimes too impatient and expect quick answers or solutions. The bureaucracy has different approaches. There are processes and protocols to follow in trying to "repair" the government. Collaboration between government and its partners is very necessary, without losing the critical mind.

Finally, the evaluation notes the inadequacy of gender issues and gender analysis in the approaches and strategies of the policy and advocacy work. The evaluation is aware this is due to limitations of experience and human resource in YCMM to incorporate gender in their work. This issue is dealt with in more details in the section on Gender Assessment.

2.2.4. YCMM advocacy work and use of internal media

YCMM is mostly using Puailiggoubat for many of its advocacy works and Radio Sura' Mentawai for some advocacy works. Using these two media is considered effective since they have a specific coverage on Mentawai region. This also results in YCMM often being highlighted in the national and local newspapers, e.g. Kompas, Padang Ekspres. A national television showed a documentary festival which included a story on YCMM's *sekolah hutan*. This coverage gave YCMM a morale booster in the context of advocacy.

One evaluator (Evaluator 2) gives some insights on the media works in the context of the work on APBD, *Pemerintahan Desa* and oil palm advocacy. It seemed that many YCMM statements in the

²⁰ Informal discussion after the first plenary meeting in YCMM office, 2 April 2013.

newspaper (outside Puailiggoubat) is based more on reactions. YCMM has not issued many public statements in the newspaper in relation to its findings from research, village advocacy or policy advocacy. This could be because YCMM focuses too much on its own two existing media. But the two media also have their own complexities (see the elaboration in the media section).

The strategic and effective use of YCMM's media has also increased the visibility of the advocacy issues, disseminating them to wider audiences. Information gathered in the interviews revealed that both the radio and newspaper are popular media tools for informing and forming public opinions. The radio and newspaper teams however think that YCMM is not optimizing the usage of these media. Some concrete improvements will be needed to help coordinate the different campaigns and advocacy works using the two media. Highlighting the campaign gains and community actions should be reinforced. Currently the results and achievements are not shared to both media for reporting. Using the media further, and effectively, can help to strengthen the struggles of the communities to push for legal and policy reforms on Mentawai issues.

The role of Puailiggoubat in bringing community voices to the public, countering top-down policies (e.g. oil palm plantation plans in the Mentawai) and exposing corrupt practices and abuse of power has given the newspaper a high profile. As expected, the pressure is on the government, politicians and legislators to thread carefully. This can sometimes lead to negative perceptions towards Puailiggoubat, particularly the government agencies or officials targeted. Coverage on APBD or BPK (*Badan Pemeriksaan Keuangan*, or Government Internal Finance Inspection Bureau) have made them irritated and anxious. This situation at some levels can create an "unhealthy" relation between YCMM and the decision makers, especially in the context of advocating policy. They think that if they do even a light mistake, YCMM will put it in the media and create a non-conducive situation for them to collaborate.²¹

In the context of policy advocacy works, the evaluation thinks this situation makes sense. But from the point of view of government, they need to have "trust" with their working partners (NGOs). They should not feel they are under pressure or under the radar of the NGOs. To date, the government still sees YCMM with some levels of suspicion. Trust is not yet built between them. If YCMM wants to move towards a more collaborative work (including policy works) with the government in future, then it has to decide on a strategic level the relationship between the organization and the media. Should YCMM use the media for campaigning and strategic purposes? Or should the media have a life of their own? This re-positioning could help to address the issue of building trust between the government and YCMM when it is clearer on the status of the media in YCMM.

The newspaper currently is not independent, so YCMM cannot become fully critical on some issues.²² If the newspaper has a distinct role from the overall works of YCMM, this situation could be prevented and YCMM could use it as an advocacy tool. The radio has a different story. From the outset, it is already separated from YCMM organization. The radio adopts a more soft way of advocacy by providing more entertainment and therefore is less pressuring. YCMM can use the radio to create a stronger media advocacy work. It has a wide range of listeners, although limited to Sipora island and scattered villages in Siberut due to the weak signal.

When evaluating the relation between the media and advocacy/campaign, YCMM needs to re-strategize the media positioning in the overall advocacy work. The media should be seen as a part

21 In the Tuapejat area for instance, the local coordinator is also a reporter for the newspaper. This dual position to some extent creates confusion in communications with the decision makers. The decision makers cannot see one person with two different roles, as a reporter and local coordinator.

22 At the plenary meeting with the Evaluation Team on 26 April 2013 the head of policy division mentioned that YCMM prefers not to criticize the educational policy using the media. YCMM needs to nurture the collaboration that they build with the local government concerning the local curriculum. If they criticize the policy on education, they are afraid the government will be reluctant to continue working with YCMM.

of advocacy work and becoming two of the pillars of the organization. In the future they could sustain YCMM when they grow bigger since they have a big opportunity to generate income from commercials, advertorials, etc. A key executive board member mentioned that the idea of separating the media works from YCMM works has already started in some of the annual meetings.²³ But operationalizing the idea remains challenging on questions around how the media could have their modality at the start. Now they still depend mainly on YCMM. If the media are separated from YCMM, will they be able to sustain their businesses? A solution that is being thought of is YCMM regularly “buying” news slots from the media. So in this sense the media will have a regular “customer”. But again the implementation of this idea is a big decision and there is still no momentum to think through it seriously

2.3 YCMM and AMA-PM

The terms of reference for the evaluation on this theme was to focus on YCMM’s relations to AMA-PM, YCMM’s activities implemented with/for AMA-PM and the impacts of those activities. For the purposes of reporting, the evaluators use these headings for the findings and analysis.

2.3.1 YCMM and AMA-PM relationship

YCMM has played an important role in helping the Mentawai communities build their own indigenous organization. There was a long process of community socialization and consultation with the villages on this. In 2002 the *Aliansi Masyarakat Adat Peduli Mentawai* (AMA-PM) was formed. The formation, progress and projects of AMA-PM with YCMM has been documented in the 2007 evaluation report. It does not need repeating here. What seems important is to raise a few issues around YCMM and AMA-PM cooperation/relationship and the situation of AMA-PM today.

According to the communities and AMA-PM leaders interviewed, the relationship with YCMM became well-established from the time AMA-PM was formed in 2002 up to early 2010. Through community organizing, trainings and activities implemented in the field YCMM established many contacts with Mentawai communities in the four sub-districts. However, today, the executive feels that it is time consuming and costly for YCMM to continue looking after the welfare of AMA-PM. So they did not include AMA-PM as a major component in their new 5-year program (2013-2017) to RFN. This relates also to the reason that they want AMA-PM to become more independent. Besides, the Mentawai communities are increasingly keen to join AMAN Mentawai, another grassroots indigenous organization newly established in 2010.

From the point of view of the Padang office management, this is a new approach. It does not mean that YCMM is leaving AMA-PM behind. It is just adjusting to a new working scheme with AMA-PM. YCMM will still work together with AMA-PM (in the future will be AMAN Mentawai). But a communication issue between AMA-PM members had led to a misunderstanding that YCMM is leaving AMA-PM behind.

Internally, the executive decision had startled some YCMM staff and especially the field-based staff. As AMA-PM had been a vital link for YCMM in the remote areas, they were concerned the capacity of YCMM to reach more communities and to cover issues in-depth would be limited. Another issue relates to the Strategic Planning in 2007. It had emphasized the overall goals and strategies on empowering Mentawai communities in the 2008-2012 period. But it seemed that there was no maximum ground mobilization. This had weakened AMA-PM and their relationship with YCMM. As mentioned earlier in this report, the change in YCMM leadership in 2010 was also seen as a contributing factor. The former executive director was said to be a more field person and

23 Informal discussion at YCMM office after the evaluation team presentation on 26 April 2013.

maintained good connections with the communities. The present director is credited for good office management but not seen as very good in consolidating the communities.

The point remains that the executive wants AMA-PM to strengthen themselves with their own network of grassroots organization like AMAN. So they decided on not working directly with AMA-PM. Instead, they selected new focus areas in their new 5-year program. As to be expected, some community members complained about YCMM withdrawing moral and financial support for AMA-PM. The evaluators think this is not the real issue. The real issue is that AMA-PM is not integrated with AMAN Mentawai yet. The evaluation is unclear whether or not AMA-PM is slowly becoming irrelevant. But the growth of AMA-PM has decreased as a result of AMAN Mentawai. Already, there is evidence that AMAN Mentawai is taking over as the new community organization base in Mentawai. At the time of this evaluation, 49 AMA-PM organizations at village level and 13 sub-district organizations have joined AMAN Mentawai.

Some challenges faced by AMA-PM were raised by several YCMM staff who were interviewed. First, AMA-PM lacks a sustainable structure. Second, contact between the management of AMA-PM and their members is poor. The committee members also are all scattered in different islands in the Mentawai. One person thought it was better for AMA-PM “to go their own way” because of the limited capacity of YCMM staff and resources to provide major support for AMA-PM. To be effective in responding to the needs of the communities, YCMM staff themselves need to upgrade their skills and capacity. As a key division personnel said:²⁴

Personally I need capacity training. I don't have specialized skills on organizing, income and livelihoods projects. So far I have been learning by doing. But this does not really help me to stimulate new knowledge and skills on how to tackle complex issues on the ground.

From the last congress of AMAN in Tobelo and the AMA-PM congress in Sipora in 2012, the result was that AMA-PM should be transformed into AMAN Mentawai.²⁵ It was a consensus output from both the congress. Not all AMA-PM members will automatically become AMAN Mentawai members. They need to register to AMAN Mentawai. The formal process to inform the communities about the status of AMA-PM and AMAN Mentawai has to be deliberated and agreed/accepted in the AMA-PM congress. For this, AMA-PM need to hold a final meeting to consolidate, strategize and plan for their future. But because of the lack of funding, human resources, distance and weather issues, the meeting of AMA-PM could not be conducted to this day. This is further hampered with the AMA-PM congress, traditionally facilitated by YCMM, not being included in the 2013 program (ref. YCMM organization structure 2013-2015).

2.3.2 YCMM's activities implemented with/for AMA-PM

YCMM's activities with/for AMA-PM and the Mentawai communities over the last 5 years were primarily based on the overall goals as defined in the 2008-2012 strategic plan. The project was initiated against the background of particular problems experienced by the Mentawaians such as:²⁶

- Poor governance (district, sub-district and local authorities)
- Exploitative natural resources (PSDA) and no respect for community rights
- Low critical awareness and capacity of communities
- Inferiority against other cultures

24 Interviews on 2 April 2013 and 19 April 2013 in the YCMM Padang office.

25 Information on the AMA-PM and AMAN Mentawai issue is based on interviews/discussions with YCMM key management and staff members in the Padang office and in Tuapejat as well as with several key AMA-PM leaders who are also involved in AMAN Mentawai.

26 Power point presentation on YCMM progress, 2008-2012 project, 2 April 2013, YCMM Padang office.

YCMM had been organizing the Mentawai people to become more critical and aware of their rights through AMA-PM. Activities included capacity building and awareness-raising, trainings, study tours, practicum, lobbying, advocacy and campaigns, technical and legal advice. YCMM also provided financial and logistical support to AMA-PM leaders and committee members for organizing their meetings and other events. Key works of YCMM implemented with/for AMA-PM in the last 5 years is outlined below.

Policy and Advocacy:

- A key area of work is against exploitation of natural resources in Mentawai. For example, the campaign against oil palm companies wanting to open plantations in the Mentawai. YCMM worked intensively with AMA-PM and Sawit Watch to address the threats of oil palm plantations. This was done through a series of socialization, awareness-raising and capacity building workshops at village and sub-district levels.
- Tracking and monitoring regency budgeting (APBD) and Government Internal Finance Inspection Bureau (BPK) of the local government and offices.
- Facilitating community workshops to provide information on the use of official complaints procedures and other means.
- Detailed investigation and research on corruption, budget allocation and revenue collection in Mentawai Regency.
- In 2009, YCMM was invited by the political parties (Fraksi Partai Persatuan Daerah and Fraksi Partai Demokrasi Indonesia Perjuangan DPRD Mentawai) to provide inputs on APBD Mentawai 2009. This resulted in the DPRD reducing or rejecting a number of budgets for district government administrative system. The budgets were reallocated to sub-districts and villages for farmers groups, as AMA-PM had demanded.
- Political lobbying and promoting AMA-PM leaders to contest in the 2009 legislative elections.
- Pushing for government recognition of AMA-PM leaders and their appointments as village heads, Village Representative Committee Members and village governments.
- Training for facilitators at the village level, which prepared them to facilitate participative village planning in 2009.

With key partners:

- In West Sumatra and Mentawai islands, there are various kinds of NGOs. Some operate at international, national and local levels. Some work on human rights, women, environment, politics and democracy, conservation, community development, advocacy, humanitarian aid, religion, etc. YCMM can cooperate with most NGOs on specific issues, despite their different strategies and perspectives. However, YCMM is the only NGO working with AMA-PM in the Mentawai islands. They collaborate on long term advocacy work for defending the rights of the Mentawai people and their natural resources.
- The key partners YCMM work with on Mentawai issues in Padang/West Sumatra are Indonesian Forum for Environment (Walhi), Legal Aid Center of Indonesia (PBHI), Qbar and Konsorsium Pemberdayaan Masyarakat Madani (KPMM).
- In disaster management efforts, YCMM and AMA-PM collaborated with a wider range of NGOs, church organizations, media and local government in providing humanitarian aid to affected communities and fund-raising. For example, the 2010 tsunami in Sikakap.
- YCMM's work also involved helping the communities to set up their own village institutions. In 2010, a community cooperative was set up to function as a business unit of the local communities, with AMA-PM overseeing the management.
- In 2012, YCMM conducted educational trainings in agriculture to increase local capacity of farmers to become pioneer farmers. Many of the participants were AMA-PM leaders and

members. About 30 farmers successfully completed courses in Tuapejat on organic fertilizers and pesticides, dike construction, mulching, seedling and treating young crops.

Alternative education and cultural identity (see also section 2.4 for detailed discussion):

- Implemented the jungle school in Kg. Magosi and Kg. Tinambo, South Siberut.
- Advocacy work for the local curriculum (*mulok*), e.g. developing resources for education material in the local school curriculum and training in designing teaching modules.
- Organized cultural events with the schools.

Media (see also section 2.5 for detailed discussion):

- *Radio Sura' Mentawai* launched in 2010. The first broadcast was on 23 October with breaking news about the 2010 tsunami in Sikakap.
- Facilitated journalistic workshops with Aliansi Journalis Indonesia (AJI, Journalist Alliance of Indonesia). These workshops trained local reporters from AMA-PM and communities.

2.3.3 Impacts

YCMM's long working experience and knowledge of the reality in Mentawai had been valuable. Firstly, they advanced the struggle of the Mentawai people for the recognition of their rights and existence. Secondly, they strengthened democracy, local governments and local control in the Mentawai. The evaluation reveals that many of the Mentawai communities which interacted or worked with YCMM have become more aware and informed about their rights. YCMM's community organizing works in the Mentawai have seen achievements, good outcomes and results. However, there have also been failures along the way. The gains and weaknesses are highlighted below.

Gains:

- AMA-PM formed in 2002 and succeeded in opening access of Mentawai people to local authorities and influencing local politicians and government. Increasing their representation, participation and engagement in decision-making and political processes at the local level.
- Intensified community actions in the anti-oil palm campaign with support from YCMM in providing information and inputs.
- Capacity building workshops empowering communities to protect their lands and natural resources have led to some community actions. Several communities have initiated their own signature campaigns and petitions against the oil palm plans. Some of these actions have been fairly successful in influencing government decisions and policies on oil palm. Currently there are no companies issued with licenses (HGU) to open plantations on lands belonging to Mentawai people. Two companies in Siberut - PT Siberut Golden Pratama Plantation and Mentawai Golden Pratama Plantation - have had their licenses revoked. Two companies which were given location permits in Pagai Utara-Selatan and Sipora have not been able to get the community lands because of continued strong ground resistance.
- Rogdok victory against the Department of Social Affairs (Depsos) relating to the PKMT land conflict. As a result, the forest concession holder (*Hak Pengusahaan Hutan-HPH*) was stopped and 21 licenses (IPK) in Mentawai were withdrawn.
- YCMM's research on the local budgeting (APBD) and other public policy have created awareness of the public. The information is also used by the communities to criticize and gain control of the budget implementation at the village level.
- The work of YCMM is appreciated by its stakeholders. This is reflected in requests to YCMM as resource persons or participants in their events on Mentawai issues. YCMM is also becoming one of the participant in the Government Coordination Meeting on

Development. Two YCMM members have been incorporated into the drafting team. This further provides the opportunity to raise issues of main concerns to YCMM.

One community leader in Gioso Oinan said that YCMM plays a very important role. They give information to rural and remote communities on agriculture, economy and other community issues, especially using the radio. As the capacity of farmers is very low, they benefited from YCMM's community training on marketing, bookkeeping, economy management, etc.

Less successful:

- Human resource capacity in AMA-PM remains weak.
- Inaccurate mapping of village data, thus identifying ineffective local economy projects.
- Strengthening YCMM and AMA-PM with a gender perspective is a main challenge as Mentawai culture is traditionally male-dominated.
- AMA-PM still requires human, finance and other support to make their structure more self-supporting. But YCMM has withdrawn support and will channel its resources elsewhere.
- There is no clear explanation to the communities on organizational and program decision-making by YCMM's executive. The closing of a village library in 2009, implementing jungle schools only in two villages in South Siberut, dismissing field staff and choosing new field areas were some examples mentioned by several communities interviewed.
- The village cooperative did not produce the expected results. It eventually collapsed. One community leader in Goiso Oinan said that the cooperative was very useful for farmers like them. They marketed paddy, cocoa, bananas, cloves etc. through the cooperative. They got a more fair price. He said it was a pity that it had stopped.

AMA-PM and their members could not sustain themselves in long term for a number of reasons. They had weak management and administration teams. Skills were lacking. Leaders and members were scattered in different islands making distribution of tasks difficult. They had limited marketing know-how and capital. Supplies were often seasonal, and not helped by poor communications and transportation access. The character of Mentawai people, not being able to focus on one activity and influenced by other programs, e.g. *Program Nasional Pemberdayaan Masyarakat* (PNPM) and *Pengembangan Prasarana Desa* (P2D) had also affected the cooperative life.

In one sense, many of YCMM activities were designed to empower the Mentawai communities. YCMM provided them with information, skills and confidence to be their own critical voice. Findings from the field showed that many Mentawai people had realized the importance of speaking out on natural resources, governance, fiscal policies, public policies, government plans and projects. The evaluation is impressed by the range of activities implemented by such a small organization like YCMM, which often lament about the constraints of human and financial resources.

In another sense, during interviews in Siberut, many individuals have asked YCMM to give them "development" projects. Projects such as agriculture, clean water, education and income generating activities. Community leaders and village-level AMA-PM in Siberut were visibly frustrated and unhappy with YCMM's reduced field visits, projects and financial support to those areas. Some of them openly asked: "Please help us to tell YCMM to visit us, start agriculture-based income generating project (e.g. cocoa) and *sekolah hutan*. We need these projects."²⁷ The evaluation feels there is a mismatch between the desire of communities for "projects" and the ideals of YCMM for "democratization, empowerment, participation".

²⁷ Interviews and informal discussions between Siberut team evaluator and leaders/ individuals of various communities: Sanggong (5-6 April 2013), Salappak (8 April), Gotab (10 April), Mongan Poula and Sirilaggai (13 April 2013).

The Archbishop of Padang, in a personal conversation with one evaluator, had cautioned:²⁸

To be effective in working on the ground, a long term vision of changing mindsets and empowering people is important. This is to make sure that one is not trapped in the “project mentality”. This feeling is already felt by some of our church workers on the ground.

A key executive board member of YCMM has also echoed concern about “project mentality” in interviews and discussions with the evaluation team. The evaluation notes that complaints from the field will continue. This is because many of them are distressed by YCMM not providing future financial support and other support to keep the projects going. As a former AMA-PM community leader said:²⁹

They helped us expand. Then they deserted us after some time. As a result, projects like the village library and economic project were stopped. YCMM had failed to deliver on their promises to provide us the operational cost. They also had stopped capacity building to increase our own self-reliance and internal strength.

One YCMM key field coordinator shared similar views:³⁰

YCMM should be more efficient on the ground. Continue to work with the Mentawai communities, build them up. We need YCMM base in Tuapejat. For good communications with the communities and *Pemda* in the islands. Policy dialogue is also needed.

To have a greater impact of advocacy works with the indigenous communities in Mentawai, YCMM needs to start thinking on:

- Facilitating/bridging the process of merging AMA-PM and AMAN Mentawai. This should also include creating a short, middle and long term planning for AMAN Mentawai;
- Guiding AMAN Mentawai to build their capacity on fund raising activities;
- Building capacity of AMAN Mentawai management to become an accountable alliance. This could be conducted in collaboration with KPMM.

Strategic discussion with AMA-PM about this issue needs to be consolidated. The unclear position of AMA-PM will only bring more sceptical questions for YCMM overall works in Mentawai. The new collaboration scheme with AMA-PM and AMAN Mentawai needs to be understood by all AMA-PM and AMAN Mentawai members.

2.4 Alternative education and cultural identity

The alternative education and cultural identity division is a key component of YCMM. Over the past 5 years, YCMM has consistently worked on various activities aimed at strengthening Mentawai education and cultural identity. The core activities, continuing from the previous project period, were local curriculum development and lobbying/policy work on education and cultural identity. The activities were developed and strengthened by the implementation of two village jungle schools.

28 Personal conversation with Evaluator 1, 27 April 2013, Archbishop’s House, Padang.

29 Personal conversation (Evaluator 1), 8 April 2013.

30 Interview by Evaluator 2 in Tuapejat on 12 April 2013.

2.4.1 Jungle schools (*sekolah hutan*)

Two jungle schools were implemented in Kg. Magosi and Kg. Tinambo in Silaoinan, South Siberut. These schools provide an informal, alternative schooling for the village children. They attend kindergarten level and primary classes based on the formal school elementary Grades 1-3 (SDN Kelas 1-3). According to the head of YCMM's education division, the jungle school concept was based on the original concept of the first pilot school in Bat Bekkeiluk. That pilot school was initiated by headman Julianus Saguluw in 2007.³¹ Inspired by the Bat Bekkeiluk experience, the community in Sangong opened their own jungle school in the verandah of Aman Sabba's house, in 2008. One local teacher was employed and paid by YCMM. That class had about 6 children with flexible number of boys and girls. In 2009, another teacher was added.

As the jungle school became popular, more children and some adults attended lessons. Aman Sabba's verandah became too small for the two teachers and 20-22 pupils. The number of pupils changes because they come and go. In 2010, the Sangong jungle school was moved across the river to Bat Sirduk. In January 2012, the school was asked to close by the Bat Sirduk landowner. He had repossessed the plot on which the school was situated. Some parents of the pupils, however, claimed the landowner did not support the alternative school concept.

Soon a new site for the school was found, in Magosi. The village was established only in 2010 by some families originally from Sangong. They had started clearing the land near to the main part of Sangong to build their own village since 2008. As such, the location of the jungle school in Magosi was not planned by YCMM. It was chosen by the communities themselves. The jungle school remains in Magosi to this day due to several advantages. One, the children need less time to travel to school. Two, the children need not cross the river by boat and this reduces the danger especially on rainy days. Finally, the school is accessible on foot via the path connecting Sangong and Magosi. Between 2008 and 2012, the Magosi jungle school has had four different teachers.

In 2010, the second YCMM jungle school was implemented in Tinambo village. Some parents had requested for the school to be built so their children could go to school. Data recorded in the teacher's Attendance Book stated the number of pupils in May 2012 as follows:

- Level: kindergarten, 6 children 3-5 years old : 4 girls, 2 boys
- Level: elementary Class 1, 9 children 5-6 years old: 4 girls, 5 boys
- Level: elementary Class 2, 3 children 6-7 years old, all boys
- Level: elementary Class 3, 2 children 7-8 years old: 1 girl, 1 boy

YCMM funded the costs of the school building in Magosi and Tinambo and the teacher's house in Magosi. Some parents in Tinambo had raised questions relating to the teacher's house in Magosi. They wondered why there wasn't one in Tinambo, but never formally asked YCMM. YCMM also covered the salaries of the teachers. In addition, teaching materials and activity-related costs involving the school teachers, pupils and community came from YCMM.

The two jungle schools are now being recognized by the Education Department and government schools in village and sub-district levels. All the sub-district branches education officers interviewed were unanimous that YCMM had worked patiently and consistently in advancing education and cultural identity of the Mentawai people. They also praised YCMM for their good cooperation and working relationship with the officers and schools in the sub-district branches. The long process of

³¹ Julianus set up the alternative school in his village to provide an opportunity for the children to learn reading, writing and counting. He had given up hope on the government giving them one. The head of YCMM education division visited the school often. YCMM also offered moral support, technical advice and teaching materials. YCMM had made a video documentary of the school, entitled "Hari Pertama Sekolah" (First Day of School).

lobbying and policy work (see sub-section below) by YCMM over the years led eventually to a Memorandum of Understanding (MoU) in December 2012 between YCMM and SDN16 Saliguma.³² The MoU was approved by the sub-district branches Education Department. With the MoU, there is now a more formal policy on admission of jungle school pupils into formal schools, since January 2013. The jungle school pupils can sit for the *Paket A* qualifying test for elementary level formal schools. The head of the SDN Saliguma or representative will issue a report card on the students. The report card will facilitate successful students to enter the school. Before the MoU was signed, parents have to pay a “service fee” of between IDR 60,000-80,000 per child to a hired agent for processing the school documents.

The evaluation notes that the jungle schools have produced good results. This indicates that the teaching is of high quality. The jungle schools have so far produced 7 girls and 4 boys with good grades and accepted to continue in the formal school. One of the evaluators had the opportunity to speak with three girls previously from the jungle school.³³ They have now joined the formal school in SDN16 Saliguma. They related their experiences. They spoke about strict rules and regulations, behaviors and lessons to follow. Such rules never existed in the jungle school. For instance in the formal school:

- All students must wear the standard school uniform.
- School hours and class lessons are fixed.
- The teaching language is Indonesian except for language subject.
- All students must attend religious classes (one of the five “official” modern religions).
- Students, teachers and general public are of different cultures, religion and background.
- No talking or discussing in class during lessons. In the village school, students can talk among themselves in class to share, learn, ask each other.

They had experienced culture shock, teasing and bullying by some of the boys (non Mentawaians) in the school. They saw how students were punished by the teacher. For example, being sent out of the classroom and made to stand in front of the flag pole under the sun for some hours.

The experiences of the three girls bear testimony to the fact that it is not enough for the jungle schools to just produce good students to continue higher levels in formal schools. There is a need to address issues arising from changes in environment, culture and a different system of schooling. The girls have thus far managed to cope because their parents or relatives visit them often, or the girls go home during the weekends or holidays, even though the walk home through the forest takes about 3-4 hours.

Parents with children studying in the jungle schools and the teachers reported that the jungle school implemented by YCMM was a good initiative. They liked the culturally sensitive approach used. The flexible school hours suit their home and field needs. The teaching and learning methods are not bureaucratic. The Mentawai language is used. In terms of the management system of the jungle schools, many of the parents however rated it very lowly. One main factor is the high absentism of school teachers. Another factor is the lack of teaching materials and resources for the schools.

All the teachers interviewed, except one who was not available at the time of the evaluation, shared common problems. The problems include low salaries, low motivation, lack of YCMM contact, support, advice, ground visits, monitoring, school supplies and teaching resources (e.g. books, chalk) and training. The head of YCMM’s education division agreed with the issues of low

32 Interview with a key personnel of SDN16 Saliguma, 10 April 2013.

33 Two discussions with evaluation team members in Saliguma village, 10-11 April 2013.

salaries and lack of school supplies and teaching resources. The issue of low salaries is not peculiar to only the jungle school teachers, as has been earlier noted in this report. The evaluation recommends the education division and management to review the jungle school project and role of YCMM, teachers and communities as a whole. This is because some of the issues are linked to organizational management, human resources and finance-related issues of YCMM.

2.4.2 Local curriculum (*muatan lokal*) on Mentawai culture (*Budaya Mentawai*, BUMEN)

Structurally, the Education Department of South Siberut encompasses 3 sub-district branches: South, Middle and Southwest Siberut. The Education Department of North Siberut has 2 sub-district branches: North and West. To date, the local curriculum on Mentawai culture (BUMEN) has been accepted and adopted in 38 of the 46 SDN sub-district level formal elementary schools under the Education Department of North and South Siberut. This is a positive indication of strong local government support for the BUMEN curriculum both in terms of cooperation and commitment. The successes and positive outcomes achieved in cooperation with the Education Department of North and South Siberut sub-districts are, unfortunately not matched by actions at the district level. The *Bupati* has not formally adopted the BUMEN curriculum district-wide. This slow process has hampered the adoption of the BUMEN curriculum to other areas.

A senior education officer in discussions with the Siberut evaluator said many local authorities and schools are often reluctant to act “when there is no directive” to line ministries. This is because they are afraid to act beyond what is “legitimately” permitted.³⁴ Another problem he pointed out was the lack of understanding of what Mentawai culture really means. In addition, across the schools, staff capacity is still weak to fully integrate BUMEN as practical teaching or understand the BUMEN syllabus. One teacher handling the BUMEN syllabus in fact commented that some of the non-Mentawaiian colleagues have raised questions about it. They felt the school was wasting funds on a special teacher and teaching resources for a subject that is not even officially incorporated into the national curriculum. Individual sub-district school heads have the autonomy to hire their own teachers to be in-charge of BUMEN, including paying the salaries and subject-related costs. In this example cited, the school and especially the pupils would have lost a capable teacher if the school head had left the teacher alone to deal with the issue. A key lesson from this case is that there should be full support from the top in order to implement the BUMEN curriculum effectively.

The evaluation reveals that the ability and capacity of educational institutions (schools, ministries, etc.) to integrate BUMEN into school modules and syllabus is a fundamental issue. The skills and competence of the teachers vary. For example, individuals with a longer teaching career would have accumulated more experience and skills than their juniors. Formal elementary school heads and BUMEN teachers interviewed unanimously agree that YCMM need to follow up with them to provide guidance on the contents and means of delivery.

To support the schools and teachers, YCMM has already initiated several programs on developing the teaching modules and syllabus. In 2012, YCMM worked closely with the Education Department of Siberut and their branch offices and the local conservation NGO, PASIH (Perkumpulan Siberut Hijau). They jointly organized a seminar workshop to compile the syllabus and modules of the draft local curriculum on Mentawai Culture. The workshop, held on 10-12 July, was attended by 36 BUMEN teachers in the 38 Siberut sub-district SDN that adopted the curriculum (two teachers couldn't attend). Key officers and administrators from various educational institutions, Mentawai community leaders and the media also participated in this workshop.

The results from the workshop were useful to mainstream BUMEN. It provided the mechanisms, resources and reference documents to structure BUMEN as a teaching subject within the formal elementary schools syllabus for the period 2012/2013. Based on information gathered from the

34 Discussions on 15 April 2013 in Muara Siberut.

interviews and visits to the schools, the evaluator notes some progress and initiatives have been made. Among others, the school authorities in SDN16 Saliguma, SDN12 Mongan Poula and SDN15 Simalepet have provided teachers in specific positions to teach BUMEN for 40 hours per week. The classes are for elementary grades 4 to 6. There are also budget allocations for teaching aids and skills upgrading of the BUMEN teachers. All the school staff have also been informed via internal circulars about the mainstreaming of BUMEN in the overall school syllabus.

This being said, there were a number of aspects which could be improved. The list of issues, as gathered from the interviewed officers and BUMEN teachers, is as follow:

Content (substance and technical):

- The draft local curriculum on Mentawai Culture produced by YCMM is too broad and homogeneous. It is also too focused only on the Mentawai people in Siberut. The examples on culture, custom, language, literature, education, the arts, etc. are not embracing variations or differences in other regions or sub-districts of the Mentawai islands.
- The contents in the draft local curriculum is currently compiled as a bulky document. They are organized as themes and issues. They are not arranged as separate modules for the students in different grades (4, 5 and 6). Teachers with limited understanding of the Mentawai culture will find it hard to pick the relevant contents for the different grades. They will not be able to identify the specific themes for the needs of specific grade students (too basic? too deep? too detailed?). Teachers without the necessary skills will also find it hard to choose the method of delivery in their lessons. The draft does not provide many practical or creative examples. However, the outline of the syllabus as output of the July 2012 seminar workshop mentioned above has been useful.
- The BUMEN subject is currently limited to students in Grades 4-6 only. YCMM could consult with the education authorities and schools about introducing BUMEN to children from Class 1.
- Lack of models, information sources and references, best practices on developing modules for teaching BUMEN.

Adoption and implementation:

- YCMM needs to intensify communications with the *Bupati* and district level authorities and institutions to accelerate the formal adoption of the local curriculum on BUMEN at district level. "If the order from the top comes, we will all be going ahead very quickly" (senior sub-district Education Officer)
- Terms of reference on the roles and responsibilities, allocation of resources, decision-making, etc. of the different stakeholders should be made clear. In particular between the communities, YCMM and the government agencies.
- Teaching resources for the schools and teachers are insufficient. Currently only YCMM's book on *Uma*, publications on Mentawai children stories and audio-visuals are the key resources. Some 50 copies of the *Uma* book and 50 copies of children's stories were given out at the July 2012 seminar workshop for distribution to the schools in Siberut.
- Capacity building and skills training is needed at different levels for different stakeholders since BUMEN is still very new.
- Monitoring, evaluation and follow-up processes with clear guidelines are needed to further develop the BUMEN curriculum. Lessons can be compiled on how BUMEN is currently taught. Information is also needed on public perception and acceptance of BUMEN. There is still a tendency to emphasize the quantitative aspect. Developing specific qualitative indicators would be useful to assess goals, outputs, results and achievements.
- Be realistic about what is achievable in designing teaching modules and methods. The approach and methods of NGOs are sometimes not applicable. This is because formal schools need to follow set procedures and line of reporting.

Another emerging challenge for YCMM is that the national curriculum will be changed sometimes this year. This means that the education system and particularly the curriculum, modules and syllabus at all levels will be affected. YCMM needs to monitor and ensure that BUMEN is included in the updated curriculum. An important focus is lobbying and policy work on education.

2.4.3 Lobbying and policy work on education and Mentawai culture

Another area of the division's work is lobbying and policy work on education and Mentawai culture. Lobbying for the local curriculum on the Mentawai culture as formal school subject - brainchild of the YCMM - has been on-going since the early 2000. As mentioned above, one urgency is for YCMM to lobby at the district level in terms of getting the BUMEN curriculum accepted at district level and gradually at national level.

Lobbying work is essential to eliminate negative perceptions of mainstream schools, teachers and public that impede the acceptance and implementation of BUMEN. The evaluation finds that lobbying of education and cultural issues is still not well synergized with the other programs. More specifically, the very long and tiring process of lobbying of the BUMEN curriculum is practically overseen by the education division coordinator only. YCMM needs to find ways to overcome this programmatic shortcoming. For example, the key messages of the BUMEN curriculum could be inputs for the Policy and Advocacy division to influence decision-making in the governments. Or to lobby for a better national policy on education for Indonesians. The key message of the BUMEN curriculum and education work is linked to the wider concern of YCMM on social inequalities and denial of basic rights, i.e. schooling opportunities for Mentawai children and poor infrastructure.

The latest development is that the Magosi jungle school, at the *Bupati's* instructions will be affiliated with SDN12 Muntei. At the time of the evaluation this issue is still in the infant stage of discussions between the school authorities, communities and YCMM. The evaluation hopes that the stakeholders involved - the Education Department, formal school, Mentawai communities and YCMM - will take new approaches to assisting the Mentawai people without changing their social and cultural identity. Effective and strategic lobbying by YCMM will help to ensure that education policies and decisions will empower the Mentawai communities. It is not to assimilate them into the mainstream without their free and prior informed consent (FPIC).

2.5 Media work

YCMM has served as an invaluable information source on Mentawai issues for many governments and non-governmental organizations, the Mentawai people and the public. The two main media are the tabloid newspaper Puailiggoubat and the community radio Radio Sura' Mentawai (Sura' FM).

During the period under review (2008-2012), the administrative structure of Puailiggoubat is divided into two tiers. The Executive Board (YCMM director Roberta Sarogdok and Puailiggoubat's Rus Akbar) is the first tier. They oversee the Editorial Board, led by chief editor Yuafriza (Ocha), and the editorial/publishing team. The editorial team is further sub-divided into 3 sub-editors and 13 office/field reporters. The business side of Puailiggoubat is administered separately by Pinda Simanjuntak. Coordination between the editorial and business coordinators is quite clear.

The radio idea comes from the recommendation of the 2007 evaluation. That is, community radio would be a more useful medium than print for Mentawai people with low literacy level or have no access to printed resources. That assumption was not entirely correct. This evaluation has revealed that in some villages, it may not be possible to listen to the radio. Not all households own a radio set. Also, some villages have none or weak radio signals. The radio could in fact increase

the signal strength so that it can cover all the islands in the Mentawai regency. But this is hard to do. First, it needs more electricity but the power source is limited in Tuapejat where the radio is stationed. Second, it requires more expensive equipments which the radio station have no resources to acquire. This limitation creates a relatively small scope of the radio coverage.

Nevertheless, there are two possibilities for improving the reception of Radio Sura' FM:³⁵

1. Use a more selective antenna. For example a pointed antenna. Specific frequency use is better collected by this type of antenna to make the reception more receptive.
2. Use a higher antenna. In places where there is a shadow - behind the hills for instance - if the antenna is positioned higher, it will not be not shielded by the obstacle (shadow).

These two things are for the village to do, not the radio station. It would be useful for YCMM to explore the feasibility of these options and seek appropriate technical support for the villages.

YCMM began the process of preparing for the development of the radio station in 2008. In 2010, Radio Sura' Mentawai was set up, as a project of the Information and Publication Division. But it operates as a private entity from its headquarters in Tuapejat. The radio founder-cum-director, Sandang Simanjuntak (former YCMM executive director) is based there. On 23 October 2010, Sandang broadcast the first radio program. Radio Sura' was warmly appreciated. It serves as an invaluable means of obtaining information about Mentawai communities on the ground. For example when the tsunami occurred in Sikakap on 25 October 2010. The inception of Radio Sura' is both an achievement for YCMM and for the radio project.

In terms of human resource, initially there was only 1 staff (Sandang). Later on 2 new staff were recruited (Remini and Reinald). At the end of YCMM project period under review, 2012, the radio team has 5 members (Sandang, Remi, Rei, Yogi Alfadli and an announcer). To date, there are 6 announcers (Fadli, Puput, Lucy, Reni, Dion, Rei).

2.5.1 Status of Puailiggoubat and Radio Sura' in YCMM

In terms of planning and programming activities, Puailiggoubat is part of the Information and Publication division. The two Puailiggoubat coordinators plan the project activities together with their team members. The plan - which is still a proposal of the Division - would then be forwarded to the executive director for review. Such a process is followed by the other YCMM divisions too. The director may revise the work plans if necessary. She then compiles all the work plans into a multi-year project proposal to RFN for funding. Radio Sura' Mentawai is more independent as it is registered as a private entity. The radio director administers and coordinates the radio station and staff. He is guided by an Operational System (OS) for the radio which is not in written form yet.

As noted earlier, financial matters on budget plans, resources and allocation are largely controlled by the executive director and finance manager. These include estimated costs, budget planning and the best means of financing (e.g. which budget line). Decisions are based on YCMM financial management and accounting guidelines approved by the board. As such, Puailiggoubat and Radio Sura' have minimal or no direct influence over finance issues and the technical administration.

Two key executive members clarified that the approach of financial management of a project (planning, execution, etc.) is not entirely centralized. The management has informed and involved the radio director on a management scale. But since the radio and newspaper do not have any specialized financial officer, this approach is both unrealistic and ineffective. Another key issue relates to the position of both media within the YCMM structure (see Section 2.1.1). For the

³⁵ This technical input is provided by Andreas Burghofer (YCMM supporter) and the evaluation team duly acknowledges.

newspaper, it was established primarily to become a media to share general information on Mentawai development. It is not an organizational public relation tool (e.g. bulletin) as practiced by several NGOs in Indonesia. This target of the newspaper cannot be sustained if it only depends on YCMM support. This is because the support for the program itself is limited. In this context, YCMM needs to think about the organizational relations between YCMM program and the newspaper.

From the outset, the radio has been established as a private institution (incorporated company). This is despite YCMM being the founder and had provided an initial fund of almost IDR 200 million. The fund was taken from YCMM's savings, not from program funds. This purpose of the strategy is to make the Radio the business wing of YCMM and generate funds to support YCMM in the future. However, on daily basis, the Radio is not totally separated from YCMM. The Radio director is still under the Communication and Information division of YCMM. He still receives his salary from YCMM. This issue creates confusion on the original concept of the radio itself. Management of the radio and the staff then becomes overly attached to YCMM. In terms of substance, the radio becomes less ideological and more entertainment. This needs to be done remembering that the Radio needs to generate money from commercials. That leads to it adopting a soft approach. The evaluation stresses that the long-term vision and mission of the radio needs to be discussed in YCMM. For example, how should the radio operate, how to deal with the professional management in the radio and how to nurture creative and innovative thinking.

This issue has also dominated the discussions and interviews between the evaluation team and the staff involved in the two media. Particularly because money, or lack of, has personal, programmatic and organizational significance. Most of the staff recognized the need for prioritizing proposed projects to fit within the limits of funding available in YCMM. At the same time it made many felt frustrated. What often seems to happen, according to the Puailiggoubat team, is that a long list of wishes could be cut down to a short list by the executive director. In addition, 1500 copies of Puailiggoubat are printed bi-weekly. Of these, about 200 copies are sold through subscription. Yet the income directly goes to the executive director or finance manager. The Puailiggoubat staff do not know how it is managed. The team added:

One main barrier is that our funds depend on YCMM. So we can only carry out certain activities given the amount of money to be spent. For example, we cannot hire new people despite a real need for more reporters - Mentawai is vast. Salary is an issue too: only office-based staff and a long term field reporter have a regular salary. All other field reporters are paid on piece rate (published article). Our field reporters need cameras. Where do we get the money? We make them buy their own cameras, if they want, with credit from the office.

A key management member said that they are aware of the difficulties working in Mentawai. Without adequate funds, he added, "reward will be low. How to create loyalty?"³⁶ The issue of funding is taken seriously by management. The value of the evaluation, he felt, could stimulate the management to hasten actions on human resources issues. For example, to start thinking about regulating a minimum wage policy for professional and amateur staff.

Radio Sura' Mentawai faces a similar constraint: limited funds. Only 20% of the broadcast is on news. The radio director says they don't have sufficient funds to hire specific newscast reporters/announcers. So they do news flash with ad hoc information from people in the field. The bulk of the radio programs is on entertainment. This is what makes the radio visible to attract audiences and advertisers. The radio team needs more financial support to operate effectively, as the overhead costs are high. The evaluation notes that, given their current funding, YCMM cannot do everything. So they need to have some real strategic thinking about their projects and work scope, also in terms of funding. That means they need to choose which area of work has priority and which has not. They also need to try and expand their sources of funding beyond RFN.

36 Discussion with Evaluator 1, 22 April 2013 in Padang.

In 2012, Radio Sura' Mentawai generated about IDR 23 million from advertisements. It came mainly from local government agencies. For Puailiggoibat, on average, about IDR10 million can be generated as income. It is possible to get more advertisements if the number of copies are increased. But distribution is a problem that needs to be handled first. The editorial team hopes that Puailiggoubat can have its own independent sources for fund-raising, e.g. from sales and advertisements. The evaluation notes that there is potential for both media to generate income from advertisements. Both media can raise funds for themselves, if they can develop a clear marketing strategy with concrete targets. More financial support is needed because the overhead costs and operational costs for this kind of work is high. Thus Radio Sura' still relies on YCMM for financial support. An estimated IDR100 million annually is needed to cover the operational costs, in terms of staff salaries, bills and other technical needs. Another problem for the radio station now is the Internet access barriers. The facilities are not supported anymore by Surf Aid. This was the donor who provided one-off support when the radio station started.

The issue of funds and financial support for both media, also in terms of how to manage it professionally needs to be seriously addressed. Finding a financial manager and preparing all the calculations to bring the media to a professional standard is needed. Several YCMM staff and board are also agreeing with this idea. Putting the idea into action is not so easy. There are some concerns regarding the initial modality and "what next" if the initiatives fail. These concerns are holding up the decision on making the media to become independent. All the risks have to be calculated. Preparations have to be done carefully. For example, setting up the two media to become YCMM official media partners. Improving the marketing skills for these media to create a stabilized market in Mentawai is also needed. With this step, the media could become more professional and independent. YCMM will then become their "regular customer." With proper planning, this step could create confidence in YCMM and both media to turn an idea into reality.

2.5.2 Challenges and issues

From the interviews with staff, it became clear that there are other non-finance related challenges. Issues of coordination and strategies have limited the sharing of resources and lessons learned between the two media and with other divisions of YCMM. Some of the responses heard by the evaluation team is reproduced below.

- Lack of good synergies between different programs. This does not encourage staff to utilize expertise in the organization to promote team work or information-sharing on each other's work. For example, there is very little effective use of the radio to strengthen campaign strategies. This comes from the lack of sharing results and achievements or reporting back from program coordinators to the radio. This limits the extent of information which the radio can use to inform the public about issues, activities and campaigns YCMM is working on.
- Lack of a clear policy on harmonization of both media with the main programs of YCMM.
- The radio director thinks that there is a huge potential to expand the radio to wider audiences. But the model of approach of the organization needs to transform to benefit the media. YCMM cannot always take a hard line. This may form a barrier for the radio audiences of varied background and interests and all are not activist-minded.
- Contact between the radio station and the Padang office is weak. Thus a feeling among the radio team of being "apart from" and not "a part of" the Padang office and YCMM.
- YCMM still has the basic ideology and aspirations. They now need to think if the *jalur* (way) is appropriate and relevant considering the many issues in the field. Issues such as the dismissal of area field coordinators, AMA-PM is not prioritized and program coordinators seldom go to the field or the radio station. These trends are worrying for the radio team and Puailiggoubat. They need to rely on field staff or people on the ground for information and other ground support. It will be important for YCMM management and executives to address these shortcomings.

- The relationship between Puailiggoubat and Radio Sura' Mentawai needs to improve. They should work closely together on developing news and exchanging information. They should complement and not compete with each other. Building technical capacity and professionalism is essential since both media serve the public. It happens that sometimes the Puailiggoubat reporters get the information but the radio scoop the news. This makes the Puailiggoubat team unhappy. It is also difficult for the head of Puailiggoubat business, a younger sibling of the radio director, to mediate between both media in some matters.
- Journalistic trainings are usually conducted in/around Padang. It would be more appropriate for some of the trainings to be done in the Mentawai so more local reporters can attend. But funding is an issue, not least because financial resources are controlled by the executive.

2.5.3 Perception of these media

The evaluation agrees that both media are invaluable tools to a wide range of people. The views of listeners/readers on the contents, impacts and effectiveness of both media is summarized below.

Mentawai communities:

The evaluation cannot really conclude if Puailiggoubat or Radio Sura' is the preferred media for the Mentawai communities interviewed. It is not a question of choice but of access and availability. In general, the majority of individuals interviewed know of and have read Puailiggoubat or listened to Radio Sura' Mentawai, even among those who don't own a radio set.

Responses to Puailiggoubat:

- Some communities asked if back issues or unsold copies of Puailiggoubat that are just stacked in the Padang office can be given free to them, at least a few issues per village.
- Photo-news can be confusing or inaccurate, e.g. the photo does not relate to the news.
- Need to use plain language.
- Need more special reports in each issue with specific coverage on village level. The communities see this as an effective tool for them to exchange village news or views.
- Farmers need practical information regarding several farming techniques or update.

Responses to Radio Sura' Mentawai:

- Programs are broadcast from 7am to 12 midnight non-stop. Peak listening hours are the mid morning and evening programs which usually is also the resting or meal times. The most popular entertainment program is Mentawaian songs and stories with moral lessons. Information sources for most listeners are the news flash and discussions on current "hot" topics like corruption and APBD.
- Some villages or houses cannot tune in to the radio where the radio signal is weak or not available. This is a technical infrastructure problem not related to the radio.

Common responses:

- Hard to comment on the contents. Content matters has already been decided by the newspaper editorial team or the radio director.
- Both media are mutually supporting. Puailiggoubat is not a daily paper. The urgent news can be broadcast first by the radio, followed by the detailed news in print.

YCMM's NGO networks:

- "Extraordinary" that YCMM has their own media: print (Puailiggoubat, in-house books and other publications), audio (Radio Sura' FM) and audio-visual (documentary films, etc).

- When Puailiggoubat first appeared, it has an effect on the public. It was a new media. It was the only media focusing on the Mentawai. News reports on Mentawai took a critical and hard stand. It was essential to monitor the government at that time. Mentawai had just become an autonomous district with its own district-level government. Now, there are other media competitors. For example, Padang Ekspres and Singgalang. Even national newspapers such as Jakarta Post or Kompas are reporting on Mentawai nowadays. In other words, there are more newspapers covering the Mentawai. This means the public have choices. Puailiggoubat needs to adjust to the changing times. Its role as a control tool and watchdog over government is effective only if the system is functioning to accept the criticisms and follow-up with action.
- Puailiggoubat coverage is too focused on reporting about Mentawai news only. This can be seen as imbalanced. Mentawai people also need to read about news from outside or about people in West Sumatra. Also, the news about Mentawai tend to be negative or bad news. This may create negative images or stereotypes about the Mentawai by non-Mentawaians. There should be some positive news to encourage the Mentawai communities
- Puailiggoubat needs to improve on the quality of news, accuracy and format. If possible, cover some lighter topics and use plain language.
- Radio Sura' provides immediate information on the ground. For example, the 2010 tsunami. This is very useful. The public can know what are the needs, expectations and external support for affected communities.

YCMM staff:

- Both media play an important role in supporting the NGO networks and their work. They report about their activities, events, etc.
- Issues reported in Puailiggoubat or Radio Sura' have been followed-up by some national media. A national TV approached YCMM for photographs and to make documentary films on the jungle schools. Through this, YCMM got some public donations.
- Distributing Puailiggoubat is a big problem due to constraints. External constraints include high transportation costs, boat schedules and the lack of distributors. A main internal problem is the lack of coordination between field and Padang staff on distribution links and outlets.
- Puailiggoubat is not reaching many communities in Mentawai, a key target. There is no systematic updated data base to monitor the circulation, readers' profile, etc.
- Topics like education, local economies and culture of Mentawai communities are important. These issues relate to the daily life of the Mentawai people. Reporting on these issues seems to have reduced since 2007. There is a need to revive the spirit of Puailiggoubat. Puailiggoubat is a tool for social control and advocacy, not a public relations newspaper.
- The online version of Puailiggoubat is not up-to-date.
- Low priority for gender issues. This is largely due to the lack of reporters with skills to analyze and write issues from a gender perspective.
- Lack of financial resources making it hard to attract more professional reporters or announcers.
- Access to data especially from government is very difficult. This can impact the quality of information and news. For example, one reporter had tried to ask for data on corruption in the District Secretary (*Sekretaris Daerah*, Sekda). He tried to use the Freedom of Information Act (FOIA) Number 14 Year 2008. He failed to get any information. He was also threatened with a case to be filed against him to the provisional public prosecutor.

Local officials:

- In Siberut, some interviewees complained that Puailiggoubat's news is not balanced. For example, several district and local government officials felt that YCMM had not provided positive experiences and success stories. Instead, it is overly negative on issues relating to

the performance of local government agencies, government services to the district, local revenue and expenditure budgets and natural resource exploitation. It has also reported and publicly shamed corrupt and inept officials, politicians and elected representatives.

- Authorities are hesitant about Puailiggoubat and YCMM because they don't know when they "attack" and when they "collaborate". As an example, the DPRD also criticized the *Bupati* but the news wasn't reported in Puailiggoubat. The DPRD encourages YCMM to monitor government programs using YCMM's media, at the same time they want YCMM to work with the role of DPRD to pressure the executive to be more effective.
- Communications gap need to improve. The criticisms and inputs of YCMM through their media is very helpful to the government. But not all are accurate or objective. But these serve as early warnings to pressure the government to act or to investigate. An example is the anti-oil palm campaign. The media information is a good reference for the government.
- For the schools which had adopted BUMEN as a subject, Puailiggoubat is an important source of information on Mentawai issues.
- The approach of Puailiggoubat needs to be more professional. They need clear guidelines on ethical journalistic and media practices.

In addition to the responses above, the evaluators have also reviewed a sample of Puailiggoubat for the evaluated period. The team supports many of the comments above. The evaluation recommends YCMM to adopt an open attitude to discuss and identify priority areas to be addressed. The present evaluation finds that the implementation of the recommendations in the evaluation conducted in 2007 was far from satisfactory. However, there are numerous successes in programming and other aspects of YCMM's overall work. This is discussed in the next section.

2.6 Main results of YCMM'S work

The ultimate goal of YCMM's efforts is to empower Mentawai indigenous people and their sovereignty. They want the Mentawai people to manage their social, economic, politics and cultural with their own potential. From this goal, YCMM derived a a multi-year plan and with financial support from the RFN. Various programs and activities were carried out under YCMM's divisions by staff in Padang and in the Mentawai. YCMM also collaborated with all relevant sectors and networks. The main results (expected and unexpected) of YCMM's work during the 5-year project under review based on the questions of the ToR is summarized below.

2.6.1 Main results in external activities

- YCMM has been quite successful in influencing local politics and government policies. There is now wider recognition of Mentawai people as legitimate partners in decision-making, local government processes and development programs and projects. A notable success is the creation of Mentawai Regency. YCMM was actively involved in the process.
- YCMM's existence and presence in Mentawai is playing a critical role in influencing government's decisions and actions against palm oil ventures in Mentawai. YCMM also played a crucial role in the promotion of promote sustainable agriculture and agrarian policies. A concrete example is how some of the villages in Sipora are changing their perspectives on palm oil industry after YCMM conducted several workshops.
- The two jungle schools in Magosi and Tinambo have been recognized by the government. In particular the Education Department branches in the Mentawai sub-districts of Siberut and Sikakap. To date the Mentawai culture local curriculum (BUMEN) has been adopted in 38 formal elementary schools in Siberut. Jungle school students are gaining admission into a formal elementary school in Siberut.
- Political involvement of YCMM and Mentawai people has been to some degree successful and useful. YCMM will continue with this work until the run-up to the 2014 presidential

elections. YCMM has already started to intensify and strengthen key areas of work in political lobbying and campaigning. It will be important for YCMM to continue its lobbying strategy to influence the local government agendas and those in power.

- YCMM has provided valuable support in helping the Mentawai communities to form their own grassroots organization AMA-PM, and more recently AMAN Mentawai. But it is unclear how this is changing. YCMM should have a clearer picture for managing them successfully.
- Generally, the effects of the Indonesian mainstream is increasingly imposed on the Mentawai islands and putting more pressures on the islands. YCMM has been quite successful in organizing the communities to oppose oil palm plantations to be opened in the islands. Two oil palm licenses were canceled in June 2012 because of their lobby work on the *Bupati*. The vice *Bupati* himself came to the AMA-PM congress to deliver the news. These external challenges have to be given greater attention for future project planning.

2.6.2 Internal results and organizational achievements

- In-depth awareness of the difficult terrains of Mentawai and issues in the Mentawai. This provides useful insights for the overall needs assessment and context analysis. YCMM can better integrate issues in all phases of its program cycle. The cycle encompasses planning, implementing, monitoring and internal evaluation of policies and projects.
- YCMM continues to produce high quality documentation of issues and situation in Mentawai. Examples are Puailiggoubat, books and audio-visual outputs e.g. documentary video. Puailiggoubat is an important public media and advocacy tool for YCMM and the Mentawai communities.
- Some internal issues, e.g. human resources and program synergy, have not been addressed since the last evaluation in 2007. The S.O.P. has not been reviewed or revised. Many YCMM staff and board members had not read or seen the evaluation report (2007). As such, they could not give relevant information on how they could incorporate the findings and recommendations of the 2007 evaluation to get results.
- The former executive director, having read the 2007 evaluation report, was open to new ideas and learnings. He tried to implement some of the recommendations. An example is setting up the radio station which has proven to be successful.
- The management has taken some bold steps to reorganize YCMM, e.g. the new organizational structure for 2013 and shuffled staff positions and tasks. There is an intent to move office from Padang to Tuapejat to intensify communications with the district administration. This relocation plan is posing many challenges. It will require more fuller discussions with all levels of staff in the Padang office and in Mentawai.

2.6.3 Cooperation with external actors (the government, NGO networks, church actors)

- YCMM has built and strengthened networks and collaboration at local, sub-district and district levels in lobbying and campaign works, education, community organizing, etc.
- YCMM has systematically incorporated local leaders, teachers, village heads, religious pastors and teachers to take up critical roles as information “conduits” within and outside YCMM. This strategy is particularly important in remote areas and in areas where Mentawai communities maintain strong ties.
- YCMM has built up close working relationships with *adat* and village leaders in village governance reform projects.
- Strong moral and historic ties between YCMM and the current Mentawai *Bupati* and *Wakil Bupati*. This is a great asset for YCMM to continue strengthening cooperation and direct intervention in governmental policies to ensure they benefit the Mentawai people.

GENDER BASELINE ASSESSMENT

YCMM has made great progress in its work in the Mentawai Islands. However, gender issues have not received as much attention as it has required (The 2007 report on the evaluation of YCMM). The 2008-2012 project also does not have any specific gender focus. Inadequate attention to gender can compromise the effective delivery of the desired program goals and objectives. This is why more focus is now needed on addressing gender in YCMM. RFN in consultation with YCMM has taken the recommendations of the 2007 report one step forward. They have included a gender baseline assessment in the ToR for the present evaluation. The purpose is to reflect on where YCMM stands on gender issues. More importantly, why YCMM should do more on gender issues. This assessment draws from the fieldwork and evaluator's insights. It gives a checklist and/or practical actions that can be taken to mainstream gender into the organization and its project. Gender as a cross-cutting theme has been included in the main body of this report, where relevant.

G1. Where YCMM stands on gender issues?

Two workshops were held with YCMM staff and board members for the present evaluation. These were YCMM introductory session on 2nd April and the evaluation team presentation to YCMM on 26th April. In both workshops, gender issues were discussed. The discussion has been lively and exciting. The responses can be summarized as follows:

- The agenda on gender comes from RFN.
- Not everyone knows about gender.
- Given the very limited resources in YCMM, gender has not been an important priority.
- There is some resistance to take into account gender in YCMM and its work.
- Some level of gender equality in the office. Yet women staff still do most of the housework at home.
- There are also some situations where men who help in housework are seen by women relatives as inappropriate for men to be doing "women's work".
- YCMM encourages community women and men to participate in the workshops and meetings. But it is often the men who come because women have housework or children to look after.
- Mentawai women play an important role. As an advocacy NGO, YCMM must give equal opportunities to women. The question is: "How will we do that?"
- Need to understand the context and culture of the Mentawai people. There may be a risk of backlash if the "entry point" is culturally inappropriate.
- Maybe YCMM project activities can go through village women's groups (*Kelompok Ibu-Ibu*).

G2. Why YCMM should do more on gender issues, and why now?

The assessment finds that YCMM should not look at gender as something from Europe pushing on to them. It is something that would have an effect on their work and progress if they fail to address gender persistently. Gender is a cross-cutting issue. Gender is affecting the way that YCMM staff and the Mentawai people can deal with changes and local challenges. Be it at the personal level or in the larger village and society context. At the field level in Siberut, the evaluator could see this happening in some of the areas visited. Three specific situations can be pointed out.

Situation 1:

Three Mentawai women were working at the hotel-restaurant in Muara Siberut where the Siberut evaluation team had stayed. The eldest woman is in the mid-30s. She is divorced and has two children. She has been living and working in the town for some years. Another woman is single. She comes from a remote village in Silaoinan South Siberut. The third

woman also comes from Silaoinan. She has a toddler with her in-laws in the village. The two girls, in their early 20s, had come to Muara Siberut to work. They needed money. After a month they went home. The proprietor is a Minangkabau couple from Padang. The wife said the two girls left abruptly, which she takes as “nothing unusual”. Meaning, Mentawaians like to come to town for work but they don’t stay long. She concluded that Mentawaians are lazy people. More so the girls. The evaluator had spoken with the two girls before they left. They told her they had found life in town too hard. They had to work long hours (6am-10pm) with low wages. They felt homesick. Especially the woman with the small child in the village. Sometimes they were discriminated against or looked down by other town people. The evaluator concludes that these factors probably made them fled back to the village.

Situation 2:

Three girls from Silaoinan had joined a formal school in Saliguma. They got good grades in the qualifying test for students from the jungle school. They were too shy to talk with the evaluator. So the conversation was done in the Mentawai language through the YCMM interpreter. The girls talked about life in Saliguma, culture shock, teasing and bullying by male schoolmates and unfair punishment from the teacher. The Mentawai boys did not have such experiences.

The above two situations show the general way between young Mentawai women workers or students behaving and the more seasoned Mentawai urban workers or dwellers. In the current situation, it is mainly the men and some women who get the wider view of the world. This leads to different behavior of women and men. Depending on the circumstances, it can be a constraint or an opportunity for women and men.

Situation 3:

A young Mentawai midwife related to the evaluation team and some community members, then in a discussion, about an incident of unprovoked violence. The case happened in another village where she was posted. The woman believed that the men there were jealous of her relationship with a Mentawai man from another region. So they had beaten him up. They also pushed her when she tried to stop them. After the incident, she told the village headman she would make a police report. She also told the villagers that she would ask her superior for a transfer. That headman only tried to dissuade her from making the reports. He said they could settle the issue internally. The woman disagreed. They had experienced such kind of harassment in the past but they were never judged fairly. There was a long discussion in the group, which the evaluator observed. Everyone agreed that it was wrong to cause physical harm to the couple. The YCMM field staff there said they were often confronted with such local issues. But they don’t have a clear idea on what to do. In this case, while everyone expressed sympathy with the couple, they disagreed with the woman’s decisions. They advised her not to report to the police. They also advised her to stay in her post “for the villagers sake”. Finally, they advised the couple to marry to avoid future misunderstandings about their relationship.

The above incident and responses from YCMM staff and community members (not the culprits) is revealing. It shows a bias perception towards a woman who dares to stand up for her rights. There is even a tendency to blame the woman for her unmarried status. If the target had been a man with a girlfriend from outside the village, would the villagers and external actors respond in the same way? Probably not. An imbalance of power in gender and social relations do exist between men and women, especially single woman.

G2.1 Further issues assessed

In addition to the specific situations above, the assessment has examined three issues as spelled out in the ToR. The three issues are policy matters, gender balance in the organization and project

planning and implementation. The summary below presents some identified positive and negative aspects. The assessment then highlights some lessons learned (see G3). It also proposes some practical steps on how YCMM as well as RFN could remedy these weaknesses (see G4).

G2.1.1 Policy matters:

- Management and staff at all levels are generally aware of the need to address gender related issues in YCMM and its work. They have acknowledged their limitations to formulate policies, strategic objectives and programming that reflect and address gender-specific concerns. They will try to incorporate gender issues into their work, particularly to make use of the lessons from this evaluation and other ways to improve.
- YCMM has adopted some positive measures to ensure that women, both the staff and women in the Mentawai, participate actively in local governance, political parties, etc. Equal representation of women and men is not enough. Equally important is to have policies and strategies in place to ensure that women are represented in leadership and decision-making positions. [By international standards ideally it is “at least 30%”.]
- Some provisions for flexible working hours and time off from work. These provisions enable both women and men staff to have the time needed to deal with work and private/family matters. This would also help to promote better work-life balance for staff. Examples are:
 - maternity and paternity leave
 - career breaks, e.g. if someone wants to participate in electoral politics
 - flexible working hours to enable real-time adjustments for fieldwork, meeting deadlines, external meetings with partners and stakeholders, training, family emergencies, etc.
- Staff treat each other fairly well because of strengthened working relationships over long time. Being of similar age group also helps staff to feel connected. Yet sexist remarks or jokes are sometimes made on staff or the issues and situations. Without a guided policy to examine the taken-for-granted stereotypes and derogatory remarks that underlie jokes and teasing, gender biases contained in them will be further entrenched.
- No clear policy on human resource management and staff development from a gender perspective.
- The basic understanding is relatively weak among board and staff, AMA-PM members and Mentawai communities about international and national legal framework, policies, laws and agreements aim specifically to promote and protect women’s and girl’s fundamental human rights. Examples are The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) National Gender Focal Points and national machineries. Basic knowledge is useful to provide gender perspectives and networking potentials on mainstreaming national and international gender issues to strengthen local work.

G2.1.2 Gender balance in the organization:

- YCMM is an NGO registered as a foundation. Therefore the organizational set up is quite straightforward in terms of governing bodies, executive and staff. There are 3 tiers of governing boards - trustees, directors and supervisors. Below this structure is the executive, finance and administration. Finally is the heads of division and their staff team. Despite the presence of women as executive and head of division, the overall leadership is dominated by men generally:
 - Governing Board - both members are men.
 - Executive Board - 2 men in lead positions as Chair and Treasurer, 1 woman as Secretary.
 - YCMM executive director - woman, appointed by Chair of Executive Board.
 - Heads of division - 3 men, 1 woman
- No signs of having a more conscious policy to find more women to work in YCMM or assume leadership roles. More women leaders in the organization can encourage other women in the Mentawai to be interested to participate in the public domain.

- YCMM has a small but diverse pool of staff in the Padang office and the field. The majority of staff are Mentawaians. They work in YCMM because of commitment to the organization and to Mentawai struggles. Generally, the human resources for programs and divisions are not employed by gender. Gender is not a key factor. The criteria is the number of people available to fill those roles and positions. Most of the field staff are men. They are relatively inexperienced to facilitate women's participation in community activities especially in mixed-sex settings. As noted above, gender is a cross-cutting issue. Thus gender needs to be considered in future recruitment to ensure that YCMM increases opportunities for women to be recruited as field staff. Local culture and dynamics may make it necessary to have women staff to relate to women in the villages and vice versa.
- Basic data and information about staff is not disaggregated by gender. So YCMM cannot monitor the number of women and men employed or deployed annually, gender wage gap, roles and responsibilities, facilities available (e.g. resting area), maternity protection, etc.

G2.1.3 Project planning and implementation:

- For this assessment, YCMM has no gender focus in the project under review. Meaning, gender issues were not given a greater priority in project planning and implementation. An essential step is to understand exactly why gender issues were not a priority. High workloads, budget constraints, time pressures, etc. - critical as these may be - should not be the reasons to systematically exclude gender in their work. As such, YCMM needs to follow-up the situation with more detailed and gendered information. This is to help the organization appropriately target where gender considerations are needed from the beginning of new project planning. It takes time to strategically plan, build up the human resources and find the funding required.
- Existing project documents, work plans, budget and financial reports do not have gender disaggregated data and gender sensitive indicators to track the project targets, objectives, outcomes and impacts. As such, it is difficult for the staff to understand the different roles, needs and problems of women and men in the project site. This can result in the project not providing the kind of support required or producing poor outcomes.
- A gender analysis in the project planning and implementation is currently lacking, whether as part of the overall assessment or as a stand-alone process. Without any gender analysis done, staff may not be aware of existing gender inequalities or that the project can affect women and girls differently as the men and boys.
- The contents and messages in YCMM projects on publications (books, Puailiggoubat, etc.), productions (documentaries, films, etc.), radio program, public activities and events do not have a gender focus. It has to be recognized that in many cases women/girls and men/boys have differing needs, roles, aspirations, priorities and challenges. A gender perspective may ensure the effectiveness of the results.
- No sex-disaggregated data on projects implemented in the field levels. Field workers and community leaders do not collect sex-disaggregated data on membership (AMA-PM, village groups, cooperatives), village committees, etc. Some data may be available, for example counting the numbers of women and men who participate in a community activity or meeting. But incorporating gender at a project-implementation level is more than attendance. It involves meaningful participation, e.g. who does the talking, decision-making.
- Gender stereotyping of roles is manifested in village level organizations and activities. For example, men often assume leadership roles and women do the food preparation. This tended to make the women listen only or agree with what men say at a meeting.
- Generally low priority for specific needs of women in the program. For example the advocacy work on oil palm. The emphasis is to demand the local government not to issue licenses for the companies to open their plantations on Mentawai lands. The campaign is not gender sensitive, e.g. how information is delivered or who receives the information.

G3. Lessons learned

- Many Mentawai communities today have gained a stronger sense of awareness about their rights. An example is the right to participate in development and policy decisions that affect their lives. Getting some gender training could have equipped them with a better understanding of the different situations, needs and priorities of women/girls and men/boys in the community.
- Programs that improve the economic and social status of the Mentawai communities are not enough if they are not informed by gender awareness.
- Gender sensitization training for the spouses or other family members of YCMM as well as Mentawai communities would be useful in several ways. First, to help them understand the vital role of women and men in public policies. Second, to reduce incidences of family or husband-wife tensions and conflicts. Finally, to provide a basis to work for gender equality.
- There is a lack of institutional gender mainstreaming in YCMM and, by extension, in AMA-PM. This can be seen in the examples of their planned actions, decisions, policies and programs. The strategy to assess the implications for both women and men, girls and boys, in all areas and at all levels is lacking. The YCMM website, existing publications and other resource and training materials do not highlight gender issues consciously. It would be useful to update them to include gender issues as appropriate. Data and all background information needs to be disaggregated by sex and age. Reports and other documentation should systematically identify gender gaps and gender-related successes. It is important to incorporate gender-based analysis and gender-sensitive indicators to measure impacts and anticipated outcomes.
- Start by involving both women and men in Padang and in the field including the community, even if they have limited knowledge and experience of gender issues, to participate in project identification, formulation, monitoring, etc.

The key point here is that YCMM needs to develop a way of thinking that considers and addresses the different situations, priorities and needs of women/girls and men/boys. Gender mainstreaming is not about giving special attention to only women. It is a strategy to ensure that gender is a relevant issue and/or a cross-cutting theme in addition to other factors such as the environment, ethnicity, etc. It would be useful to identify gender-related links with other programs and build synergy. Unless gender is addressed when assessing all other issues, YCMM will not have the required capacity to anticipate or deal with the gender issues and local challenges and problems that emerged. As discussed above, the Mentawai people are coping, or struggling with how to cope with the external changes and pressures already happening in their lives and environment.

To affirm the commitment of all YCMM staff in the office and field, as well as their local community partners to actively engage in gender mainstreaming, the evaluation suggests a number of considerations. This is discussed below.

G4. How to go about it?

YCMM needs to develop a basic strategy that helps to ensure all levels of management and staff are more gender sensitive. This thereby helps them to plan and implement policies, projects and activities that address gender issues. The point to start with is talking about gender at the office and field levels. This will enable everyone to know one another's depth of understanding of gender concepts and issues. If they are not clear about their own and others' experiences, limits and strengths, then the initial expectations on timing, human resources and budget to integrate gender issues might be unrealistic. Basic understanding should be followed by setting a common vision of what is to be achieved and agree on how to get there. It is advisable to start something, even if available resources in terms of human, materials, logistics and budget is small, to be able to learn and gain experiences over time.

G4.1 Checklist and/or practical actions (how to do gender)

1. Gender awareness, gender sensitizing and training would be necessary but should be implemented step-by-step. There are a few ways to start:
 - Initial considerations: Are gender issues necessary? What would be the priority gender issues to work on? Some basic questions make it easier to identify the purpose, timing, potential actors, partners, funds required, etc.
 - To help plan and implement activities: Identify a suitable or culturally-appropriate “entry point”. Practical or urgent issues in the field or communities that require attention can provide some leads. Use the logical framework matrix (log frame) work plans and reports to identify gender gaps and successes. They provide the basis for subsequent assessment of potential gender-related activities to be implemented and the results to be achieved.
 - Identify an activity aiming to recognize the link between Mentawai women and management of their land and resources. In focus group discussions, interviews and conversations with women and men both in YCMM and in the Mentawai communities, the evaluator often hears that *keladi*, or taro has both spiritual and economic importance to Mentawai women. Talks around *keladi* can increase the likelihood of women joining in discussions and giving information. This is therefore a culturally appropriate entry point to start talking to women. When necessary, use existing structures for women in the village such as *Kelompok Ibu-Ibu* (Women’s Groups). This will enable the community to see that YCMM is taking the issue seriously. At the same time, do not exclude the men and children (boys and girls) in the village. Bring them into discussions to broaden their understanding of the link between *keladi* to daily life and rituals of Mentawai people and in particular to women.
 - Based on a focus group discussion between the evaluator and a group of women in one of the villages, *keladi* is not just a food crop. It has deep cultural significance. The tuber is processed into powder and mixed with some water as milk substitute to feed a newborn baby. In fact powdered taro was an essential baby food in old times. Taro leaves and stems are used in Mentawai cultural rituals. Most importantly, taro cultivation, harvesting and processing comes under the primary management of women. The issue itself provides opportunities to collect women’s stories, research, document, develop technical assistance or intervention through a specific project e.g. make a storyboard about taro in Mentawai daily life, from the perspective of gender (women, men, boys, girls) , generation (old, young), time (past and present), etc.
 - When a higher level of understanding of the issue is achieved, link the issue of taro and Mentawai women to broader issues affecting Mentawai people, e.g. their rights to land, resources management, effects of agricultural policies and subsidies on Mentawai farmers.
2. After a clearer or stronger understanding of gender concepts and issues is achieved, the evaluator suggests that board, management and staff learn some basic gender analysis tools. Gender analysis is the first step to understanding inequalities between women/girls and men/boys and will help staff and management to:
 - Management can better reflect gender concerns in staff’s SOP and other policy documents
 - Include elements of gender mainstreaming in the programs
 - Construction of a gender database to complement planning and programming
 - Create a reporting system that ensures accountability
 - Design monitoring and evaluation with gender specific indicators to track performance and provide inputs to improve the project/program activities and achieve gender equality goals.
3. Building capacity and training
 - Insufficient ideas, skills and knowledge on gender issues can be addressed by capacity building and training. There is a need to identify the kinds of training needed, who needs

them and who will provide the necessary training. The evaluation suggests that all levels of management and staff should receive basic training on understanding gender issues.

- This should be followed by further training as relevant and important. For example, program and field staff can be trained on doing gender analysis. This will help them to understand gender relations, gender inequalities, different needs of women and men, different gender impacts of policies and programs, and other gender issues that emerge in the field. Management and heads of program/division can attend training sessions to learn about mainstreaming gender in the organization, human resource development, leadership skills, etc. from a gender perspective. Media and communications staff can benefit from action-oriented or practical courses in order to build capacity and apply gender perspectives in data gathering, writing, broadcast programs, publications, construction of gender database and website, etc. Management and finance staff can learn about gender budgeting and financial audits. These are but a few examples of how capacity building can be useful and applied to a wide range of concerns in the organization, in the field and in projects.

G4.2 Considerations for RFN

To provide impetus to the implementation of gender mainstreaming in YCMM, the assessment suggests a number of considerations for RFN:

1. RFN staff who participate in YCMM and other partner's meetings, activities, etc. to consciously raise gender issues and concerns as appropriate.
2. Provide gender resource materials that can be used by YCMM (as well as other RFN partners in Indonesia), whenever RFN staff have such kind of resources. RFN's documents should also reflect RFN core messages on gender issues and gender-related priorities.
3. Over time, it would be useful to ask YCMM to submit program/project evaluation and monitoring reports that reflect gender issues and gender-disaggregated information. In the ToR for the project include questions on how YCMM will address gender issues and gender as a cross-cutting theme in the programs and who are the staff with gender knowledge or experience, even if basic.
4. Make it a requirement for YCMM, possibly after they have acquired some basic skills on critical analysis of their considerations of gender issues and methods of collecting gendered data, to provide details of gender mainstreaming plans in its project documentation and the project design. YCMM can do this by making sure that the LFA for the project design includes also gender issues and gender sensitive indicators. In addition, the final project reports need to systematically identify gender gaps and gender-related project successes. RFN can provide a checklist on the kind of gendered data to be included, as a guiding tool.
5. Develop linkages and create opportunities for exchange on gender issues among RFN partners in Indonesia, that can include participation in gender events, conferences, etc., as and when appropriate (suiting their needs, time, funding, etc).

G5. Critical gender issues for Mentawai, identified by the evaluator:

(Not by order of importance)

- Mentawai women's rights in marriage and divorce: inheritance, children, property, etc.
- Rights to political participation (political parties and electoral politics) and decision-making (e.g. local governments positions)
- Economic empowerment: e.g. access to credit, control over property and natural resources
- Access to institutions of justice and legal access
- Gender issues in natural disasters and humanitarian responses

3. RECOMMENDATIONS

Generally, the recommendation needs to be followed up by a clear and detailed key achievement indicator. The indicator should be developed by YCMM to calibrate between their available resources and the recommendation. This point of recommendation is only the big target, but how to achieve this target needs to be discussed internally with all of the YCMM staff, including the key performance indicator (with a time line).

3.1 Internal capacity and processes

- The leadership needs to find ways to develop clearer strategies for managing, handling or resolving human resource matters. This include specific measures to address staff-related issues of recruitment, dismissal, salaries, insurance policy, etc.
- Developing a more coherent communications strategy will ensure that staff at all levels can be involved in planning and identifying core program messages as appropriate.
- To enhance coordination between Padang and the field, put in place a more systematic updating mechanism from the field. This will ensure the Padang office could get recent updates from the field in daily manner. This will also help to stimulate creative ideas through a routine discussion among YCMM staff.
- Internal and external evaluations should be integrated into YCMM's strategic planning in order to assess the achievements and overcome gaps in future direction of its work.
- On the role of the Board, the power balance and the decision-making process in the board should be conducted in the manner of collective collegian spirit.
- Human resource management could be improved by conducting self/peer assessments to identify the passion, willingness, characteristic and suitability of each person in YCMM.
- Staff should be encouraged to use their personal goals, talents, skills and experience to contribute to organizational goals and needs. Management will need to provide clear guidelines on job criteria and selection of individuals who are 'best suited' to perform the required tasks.
- Field representatives should be invited to sit in management meetings when the agenda or discussion requires their input and analysis on field staff and issues. The meeting dates should be fixed in advance, if possible, to facilitate field data gathering, travel plans, etc.

3.2 Policy and advocacy

- The advocacy and campaign strategies cannot focus only on awareness raising on the effects of oil palm. It is important to also focus on lobbying the district and national policy makers and executive members in local government.
- Broadening the anti-oil palm campaigns to national and international levels can be considered for the future strategy. To start with, YCMM can strengthen its cooperation with NGO networks working around these issues, e.g. Sawit Watch in Indonesia or other local partners of RFN.
- Both women and men need to be involved in the planning and implementing campaigns. Use culturally appropriate approaches to discuss the issues and raise their awareness level. Create opportunities for women to join visits to other areas to meet with other communities affected by oil palm plantations.
- Optimize the potential role of Mentawai university students studying in Padang. Involve them in a routine discussion, campaign, advocacy, etc. This can help YCMM to get volunteers or new staff thereby a potential solution to the issue of lack of qualified human resources in YCMM.

- YCMM needs to strategize on fund raising if it wants to take up other issues such as climate change, REDD+, sea level rise, etc. For example, find an appropriate person to deal with fund raising.

3.3 YCMM and AMA-PM

- An important future role for YCMM is to focus on facilitating the integration process of AMA-PM and AMAN Mentawai. At the same time, to create a strategic path for AMAN Mentawai to move forward. This could start with building synergy between AMA-PM and AMAN Mentawai thus enabling them to share experiences and strengthen their own institutions.
- YCMM should continue to foster linkages with AMA-PM at the villages where YCMM has been working. This is to make sure they get the big picture of the merger between AMA-PM and AMAN Mentawai in future.
- YCMM needs to consider having a proper exit strategy in place concerning AMA-PM. For a start, the management and executive can clarify to AMA-PM why it is not included as a major component in the 2013-2017 proposal to RFN. The reason being that AMA-PM can learn to be more independent.

3.4 Alternative education and cultural identity

- There is a need for YCMM to address issues arising from changes in environment, culture and a different system of schooling, from jungle school to formal government schooling system.
- There is also a need to create more synergy between the teachers, community and YCMM in the context of the schools, and between YCMM staff and programs in general.
- On the local curriculum issue, YCMM needs to follow up with the the schools and teachers to provide guidance on the contents and means of delivery.
- YCMM also needs to intensify communications with the *Bupati* and district level authorities and institutions to accelerate the formal adoption at district level.

3.5 Media work

- There is potential for both media to generate income from advertisements, to raise funding for themselves, if they can develop a clear marketing strategy with concrete targets.
- The relationship between Puailiggoubat and Radio Sura' Mentawai needs to improve especially on developing news and information exchange. They should look at each other as complementary partners and not as competitors. Building technical capacity and professionalism is essential, as both media service public audiences.
- Re-positioning both media within the YCMM overall organizational structure needs to be seriously calculated and executed. This will improve the independence of the media and also creating a more professional relation for the overall YCMM goal.

3.6 Main results

- YCMM's role and work in facilitating the empowerment of the Mentawai local communities is still highly relevant and needed. Thus YCMM should continue the good work through its programs, activities and networks, but most importantly, YCMM's small but highly dedicated staff both in the Padang office and in the field.
- YCMM's grounding in the Mentawai peoples' experiences, issues and challenges - one reason is because of its consistent and long-standing experience there - is definitely a great asset and strength. So YCMM should continue its efforts to work at the grassroots

levels with the communities. At the same time, YCMM should continue strengthening cooperation and direct intervention in governmental policies to ensure they benefit the Mentawai people with the strong moral and historic ties between YCMM and the current Mentawai *Bupati* and *Wakil Bupati*.

Gender assessment

(See also section on Gender Baseline for detailed recommendations)

- Gender awareness should be emphasized in all aspects of YCMM project planning, implementation, monitoring and evaluation.
- YCMM should make sure that women, both in the organization and in the communities are part of project design. This will help develop the gender perspective of projects using local cultural ways. This will help to reduce divisions or possible tensions between the women and men within the family, organization and communities.
- RFN can work together with YCMM and its other Indonesian partners to promote considerations of gender issues into their future work plans, budgets, reports and monitoring and evaluation procedures.
- RFN should request for specific focus on gender mainstreaming in project planning and implementation for the future reports.

APPENDICES

Appendix 1 - Evaluation Terms of Reference (ToR)

(Provided by RFN as Appendix 2 to YCMM's evaluation contract - 2013)

APPENDIX 2: TERMS OF REFERENCE FOR EVALUATION OF YAYASAN CITRA MANDIRI MENTAWAI AND ITS PROJECT ACTIVITIES SUPPORTED BY THE RAINFOREST FOUNDATION NORWAY

Contact person in RFN regarding this evaluation: Lorelou Desjardins Lorelou@rainforest.no

1. BACKGROUND

1.1. Background of the project area and the partner organisation

Yayasan Citra Mandiri Mentawai (hereafter YCMM) was founded in 1996 by a group of educated members of the ethnic minority group Mentawai who wanted to end the ethnic discrimination the Mentawai people were facing in West Sumatra, Indonesia. YCMM is based in Padang, but carries out most of its project activities in the Mentawai islands, outside the coast of Sumatra. The Mentawai islands are populated mainly by the Mentawai indigenous people. This archipelago became an autonomous district (*kapupaten*) in 2000. Since Mentawai was granted a district-level government, supposed to represent and serve the people of Mentawai better, the Mentawai people's life has not been improved: their participation in public policy is minimal. There is still no respect and recognition for their traditional culture in forest management, alternative economy model and education. The Head of the Mentawai district (*Bupati*) is usually a member of the Mentawai community, but this alone does not ensure that he truly represents the people of Mentawai.

The Mentawai islands are now at crossroads: the pressure on the forest of the main islands (Siberut, Sipora and Sikakap) is getting stronger as oil palm plantation companies try to settle in the archipelago. Such plantation plans would have great impact on the Mentawai people's traditional natural resource management models, as well as on their culture and their livelihoods as some would be forced to resettle. The national park would also be endangered. This is just one example of decisions made by the district government without consulting the population. In this context, YCMM is looking at maintaining the cultural traditions of the Mentawai not only through schools and cultural events but also through advocacy work that has been a great part of their 2008-2012 project.

1.2. Description of the project that will be evaluated

Since RFN and YCMM started their cooperation in 2000, several projects have been implemented by YCMM with focus on strengthening the Mentawai cultural identity, strengthening democracy and local control in the Mentawai as well as increasing their participation in public policy. In 2007 an evaluation was led by Dr. Carol Yong and Mr. Lili Hasanuddin for the project and activities implemented by YCMM from 2002 to 2006. The main findings of this evaluation were that 1) YCMM was successfully impacting on the Mentawai communities with a strong grass root foundation to their work; 2) AMA-PM is a new organisation that still needs to build their capacity; 3) there was a lack of gender equity in YCMM's project planning and implementation; 4) internally, YCMM as an organisation needs to provide more training and expertise to their staff. Since this evaluation the director of YCMM has been replaced by its former finance manager: Roberta Saragdok.

The project to be evaluated now was implemented over a five year period from 1st January 2008 until 31st December 2012 by YCMM and funded mainly by RFN. This project is entitled *Strengthening the participation of the Mentawai indigenous communities in public policy*. The overall goal for YCMM's project from 2008-2012 was that "the indigenous people of the Mentawai islands are involved in policy decisions related to political, social and cultural aspects, and that natural resource and forest management is fair and sustainable".

Currently YCMM does not have any other major donors than RFN and their back donor NORAD (Norwegian Agency for Development Cooperation) for their project in the Mentawai islands. As seen in YCMM's budget, RFN funds cover not only activity-related costs but also the rent for the Padang office and all salaries.

1.3. Reasons for the evaluation to be initiated

There are several reasons for this evaluation to be initiated:

- This project ended on 31st December 2012, therefore an evaluation is needed for this period.
- YCMM is growing, taking on more work, hiring staff and increasing their budget. How is the organisation's capacity? Is its management functioning, its staff trained etc.? YCMM as an organisation needs to be evaluated in itself as well as in comparison with the conclusions of the evaluation conducted in 2007.
- The situation is evolving in the Mentawai with, for example, more and more pressure on the forests and the communities living there, communities are also changing. Is YCMM still in phase with these developments?
- There is a need for a gender baseline for YCMM's work in planning and implementing projects and activities as well as internally in the organisation.

1.4. Team composition

The evaluation team is composed of two persons: Dr. Carol Yong who is based in Austria and Mr. Giorgio Budi Indrarto who is based in Indonesia in Jakarta. Both will travel to Padang and to the Mentawai islands for the field work period.

Carol Yong will be the team leader of this evaluation team. Carol is an activist as well as researcher-writer. Her focus areas are forced displacement and resettlement of indigenous peoples and tribal minorities through 'development' (especially dams) and rights violations; gender and development, and social and gender perspectives on forestry, land and natural resources. She was the team leader for the previous evaluation that was conducted in 2007.

Giorgio is an Indonesian lawyer. He has worked many years for ICEL (Indonesian Centre for Environmental Law). His focus areas are the Indonesian Forestry Code, climate negotiations at a global level and more specifically campaigning and advocacy in the forestry sector in Indonesia.

They both write and speak fluent English and Indonesian or Malay languages. They have been chosen because of complementarity of their background and their strong analytical skills which are necessary for this evaluation of YCMM.

2. SCOPE OF WORK

From 2004, YCMM and RFN have aspired to use the Logical Framework Approach (LFA) to design the project, its results and its objectives. The evaluation team should examine the results and objectives as defined by YCMM, and look to the following concepts only as a guideline:

- 1 **Efficiency** - how the results stand in relation to the effort expended. How economically inputs are converted to outputs. Whether the same results could have been achieved in another way. This is important in order for us to find out to what degree the outputs achieved derive from efficient use of financial, human and material resources. It means comparing inputs with outputs.
- 2 **Effectiveness** - the extent to which the purpose has been achieved, and whether this can be expected to happen on the basis of the results defined by the project.
- 3 **Impact** - the changes, positive and negative, planned and unforeseen of the project, seen in relation to target groups and others who are affected.
- 4 **Relevance** - the usefulness of the project. The extent to which the overall goal, purpose and results have been achieved.
- 5 **Sustainability** - an assessment of the extent to which the positive effects of the project will still continue after external assistance has been concluded.

Expected results from the evaluation:

1. To assess the relevance, effectiveness, efficiency, impact and sustainability of the RFN-supported project.
2. To provide an overview of the strengths, weaknesses, challenges and gaps in project implementation, and recommendations for how weaknesses can be addressed
3. To provide an overview of the strengths and weaknesses of organisational structure and internal management, and recommendations for how challenges can be addressed

Areas the evaluators will need to look into:

Note: The questions listed under each theme in the Appendix indicate the general issues that shall be covered in the evaluation. It is especially the **effectiveness** and the **impact** of the project that should be analyzed by the team.

1. Internal capacity and processes
 2. Policy and advocacy
 3. YCMM and AMA-PM
 4. Alternative education & cultural identity
 5. Media work
 6. Main results (both expected and unexpected) of YCMM's work over the project period
Assessment: Gender baseline
3. IMPLEMENTATION OF THE EVALUATION

3.1. Sources of information and methodology

The two evaluators will be provided with several sources of information that are essential to carry out this evaluation:

- The previous evaluation report carried out in 2007, available in English and in Indonesian
- YCMM's five-year plan for the period 2008-2012. This includes a multi-year contract signed by YCMM and RFN, appendix 1A (narrative description of the project), appendix 1B (logical framework approach for the project) and appendix 1C (budget provisions for the 5 year period).
- YCMM's yearly reports (Note: the 2012 report will be available in March 2013)
- A sample of YCMM's magazine Puailiggoubat (although it is not expected that the evaluators read all the numbers for the evaluated period, but maybe a few relevant ones recommended by YCMM's staff)
- A sample of other media made by YCMM (community radio, films or documentaries made by YCMM, books written by them) should be listened to, watched or read by the evaluators.

Methods to be used by the evaluation team include group interviews with the Mentawai communities impacted by YCMM's activities and with YCMM staff. Some key persons should be interviewed on an individual basis to ensure privacy. If practically feasible, the evaluation team members should participate in one or several of the activities that YCM carries out with local communities, AMA-PM or the local government.

3.2. Division of responsibility

RFN's programme coordinator, Lorelou Desjardins, will be responsible for drafting the contracts, the Terms of reference, for submitting them to the consultants and the partner organisation and finalising the documents. She will also be responsible for communicating schedule and other important information to the evaluators and making the link between the evaluators, the partner organisation and RFN. She is also responsible for the coordination of the evaluation as a process and the follow-up with NORAD.

YCMM, the partner organisation, will be responsible for communicating a tentative plan for the evaluators to follow day-by-day in their field work in the Mentawai and in Padang. They will also be responsible for putting together a team that will accompany the evaluators and lead them to the relevant field project-sites. They will be facilitating meetings in the Mentawai and in Padang.

Dr. Carol Yong Ooi Lin will lead the evaluation team. Mr. Giorgio Indrarto will be the second evaluation team member. Considering Carol's background and previous experience with YCMM, she will be mainly responsible for the gender baseline in the report as well as for follow-up on developments regarding issues that were already evaluated such as alternative education. Considering Giorgio's background, he will be mainly responsible for evaluating the progress in YCMM's campaign and advocacy work. This is an indication but should not restrain both evaluators to cooperate on all themes of the evaluation as they wish to organize it.

Both team members will be responsible for drafting the report. Dr. Carol Yong will be responsible for handing in the last version of the report while Mr. Giorgio Indrarto will be responsible for finding a translator for the report and proof-reading the Bahasa Indonesia translation of the report. RFN will pay the translator directly after Giorgio and RFN have agreed on a suitable candidate for this translation.

3.3. Timing and Reporting

The time required for carrying out the evaluation including preparations, field trip and report writing is 40 working days. Out of these, 25 days should be spent in the field in the Mentawai islands where YCMM has its project sites, and in Padang where YCMM has its head office. For each evaluator, 15 days should be spent preparing the field trip, drafting and finalising the report. While Carol, as the team leader, will conclude the report after RFN's comments, Giorgio will spend time supervising and proof-reading the Indonesian translation. YCMM will assist the evaluation team in finding the most effective travel route. One day should be used in Padang to present findings to YCM after returning from the islands.

The assignment will start April 2nd 2013. After the field trip which is planned to end on April 25th, the consultants will have time to analyse data and write the report from their respective home bases. A draft report should be presented to YCMM and RFN for comments no later than June 3rd, 2013. The final report should be submitted by August 12th, 2013.

The report, even in its first draft submitted to RFN and to YCMM, should clearly have an executive summary with main findings and lessons learned. The 2007 evaluation report being available, there is no need for the 2013 evaluation report to repeat information that has already been stated in the previous report. This applies for example to background information in the Mentawai or regarding YCMM as an organisation.

The final report should be submitted electronically to both RFN and YCMM in both English and Indonesian. The language to be used in the field is Indonesian.

Oslo, the....of.....2013

..... , the....of.....2013

.....

Mr. Dag Hareide
Rainforest Foundation Norway

.....

Dr. Carol Yong

Oslo, the....of.....2013

..... , the....of.....2013

.....

Mr. Dag Hareide
Rainforest Foundation Norway

.....

Mr. Giorgio Indrarto

Appendix 2 - ToR list of guide questions

(As Appendix 3 to YCMM's evaluation contract-2013:The Evaluator Team's List Of Guide Questions)

1. Internal capacity and processes

- Please map YCMM's internal structure including names of staff under each division and their responsibility.
- Management and leadership: What have been the changes in terms of leadership since the last evaluation? Evaluate the impacts of the leadership "style" and its efficiency relating to the project planning and implementation, internal coordination in YCMM and relating to the synergy between the different divisions and YCM projects.
- Considering that improving internal management governance was one of YCMM's expected result for the project period, has YCMM been able to achieve those results? If not what were the reasons and how could it have been more effective?
- What is the Board's role? Has it changed since 2007? Is the Board's current role fulfilled (this related to the Badan Pengurus, Pembina and Pengawas)? Could the Board have a different role in order to improve the weaknesses of YCMM (e.g: management issues, synergy between the different components of YCMM's project).
- Human resources: Have there been any changes since 2007 relating to human resource issues? What is the capacity of the staff and their potential needs for capacity building? When talking to the staff, are staff generally happy to work in YCMM and which issues do they raise the most? When talking to the leadership, what are the main challenges faced in terms of human resources and what is their plan to tackle them? Overall, what are the strengths and weaknesses of human resource management in YCMM? Can the evaluators recommend ways to tackle the weaknesses?
- Planning and reporting: how is YCMM's capacity on planning according to the LFA model? Has it improved since 2007? What are the weaknesses in these processes that could be tackled by both RFN and YCMM?
- Monitoring: are there systems in place to monitor that projects are implemented as planned? What is the follow-up once the result of the monitoring is available?
- Cooperation between YCMM and external actors: How do staff and leadership see the partnership between RFN and YCMM? What could be improved in this cooperation? How is the cooperation between YCMM and 1) YCMM's network in Padang (WALHI, Qbar, LBH, LBHPers, AJI), 2) Church organizations in the Mentawai islands, 3) governments at the desa and kabupaten level. Are there any changes since 2007 both positive and negative?
- Has the S.O.P been revised as recommended in the previous evaluation?
- Indication: this theme will be explored by both evaluators in Padang (meeting the staff and the Board members) as well as in all field locations (meeting the field staff including staff from the radio and the magazine).

2. Policy and advocacy

There are three campaigns and one campaign project carried out by YCMM: the anti-palmoil campaign, the APBD campaign, the anti-corruption campaign and the advocacy-project focused on strengthening the "village governments" (*pemerintahan desa*). In the field, especially in Tuapeijat, special attention should be given to the anti-palm oil and APBD campaign as well as the *pemerintahan desa* project. If other relevant advocacy-related issues are spotted by the evaluators they can also be covered under this chapter.

- Anti-palm oil campaign:
 - Strategy: Please describe briefly the main strategic elements of this campaign. Did it meet the expected results (also describe unexpected results if any)? What are the strengths and weaknesses in the way this campaign was planned, coordinated and implemented? Is there any advice from the evaluators for this campaign to have been planned for and implemented in a more efficient and effective way? Is this campaign relevant for the 2008-2012 period and for further continuation (2013-2017)?
 - Impact: What is the impact of this campaign on the communities you visited? On church actors? On local, regional, national and international media¹? What is the impact of this campaign on the relevant authorities (desa, kabupaten and others if relevant)? Has YCMM managed to influence the authorities' discourse and/or decisions relating to oil palm and public policies?

- Cooperation: YCM built a coalition for this campaign. Was this coalition built in an strategic and efficient way? Are there recommendations from the evaluators to improve building such coalitions in the future?
 - Media: What are the strengths and weaknesses of the way in which Puailiggoubat and Radio Sura' Mentawai was planned and implemented their media work for this campaign? Was this campaign and its related media strategy well coordinated by YCMM's leadership?
 - Location indication: This theme will be explore in Padang by both evaluators, in Sikakap (Parak Batu, Bulasat, Awan Baga, Matobek, Muara Teikako) by Giorgio and in Siberut (Saibi, Saliguma, Sikabalan, Mongan Poula) by Carol.
- APBD campaign
 - Strategy: Please describe briefly the main strategic elements of this campaign. Did it meet the expected results (also describe unexpected results if any)? What are the strengths and weaknesses in the way this campaign was planned, coordinated and implemented? Is there any advice from the evaluators for this campaign to have been planned for and implemented in a more efficient and effective way? Is this campaign relevant for the 2008-2012 period and for further continuation (2013-2017)?
 - Impact: What is the impact of this campaign on the communities you visited (e.g. how they perceive it)? On church actors? On local and regional media? What is the impact of this campaign on the relevant authorities (kabupaten)? Has this campaign influenced on how the relevant authorities deal with this budget. Or has it had any other significant impact?
 - Cooperation: Has YCMM worked in cooperation with other actors for this campaign? Could they have involved external actors in a more strategic way or chosen other partners?
 - Media: What are the strengths and weaknesses of the way in which Puailiggoubat and Radio Sura' Mentawai was planned and implemented their media work for this campaign? Was this campaign and its related media strategy well coordinated by YCMM's leadership?
 - Location indication: This theme will be explored in Padang by both evaluators, in Tuapeijat by Giorgio, in Saibi, Saliguma, Sikabalan and Mongan Poula by Carol (media work related to this campaign).
 - Anti-corruption campaign
 - Strategy: Please describe briefly the main strategic elements of this campaign. Did it meet the expected results (also describe unexpected results if any)? What are the strengths and weaknesses in the way this campaign was planned, coordinated and implemented? Is there any advice from the evaluators for this campaign to have been planned for and implemented in a more efficient and effective way? Is this campaign relevant for the 2008-2012 period and for further continuation (2013-2017)?
 - Impact: What is the impact of this campaign on the relevant actors (communities, church actors, government, local media)?
 - Cooperation: Has YCMM worked in cooperation with other actors for this campaign? Could they have involved external actors in a more strategic way or chosen other partners?
 - Media: What are the strengths and weaknesses of the way in which Puailiggoubat and Radio Sura' Mentawai was planned and implemented their media work for this campaign? Was this campaign and its related media strategy well coordinated by YCMM's leadership?
 - Location indication: in Padang (discussions with Rifai Lubis, Puailiggoubat, YCMM's network, the anti-illegal logging coalition) by Giorgio and potentially Carol; in Tuapeijat (discussions with Sandang, Rapot, DPRD members) by Giorgio. And if possible Giorgio could meet Frans Siahaan in Jakarta.
 - Strengthening village governments (*pemerintahan desa*)
 - Strategy: Please describe briefly the main strategic elements of this advocacy project. Did it meet the expected results (also describe unexpected results if any)? What are the strengths and

1 On this issue media from RFN can be provided to the evaluators on articles published in Norwegian media.

weaknesses in the way this campaign was planned, coordinated and implemented? Is there any advice from the evaluators for this campaign to have been planned for and implemented in a more efficient and effective way?

- Is this campaign relevant for the 2008-2012 period and for further continuation (2013-2017)? In other terms, is this campaign still needed by the “desa”?
 - Impact: Has the capacity of the targeted desa been strengthened and are they better at formulating village regulations (peraturan desa)? Have the tasks and function of the village been improved because of YCM’s work?
 - Cooperation: Has YCMM worked in cooperation with other actors for this campaign? Could they have involved external actors in a more strategic way or chosen other partners?
 - Media: What are the strengths and weaknesses of the way in which Puailiggoubat and Radio Sura’ Mentawai was planned and implemented their media work for this campaign? Was this campaign and its related media strategy well coordinated by YCMM’s leadership?
 - Location indication: this theme will be explored mainly by Giorgio in Goiso Oinan (kepala desa, PBD) and in Matobe.
- Question relating to the whole campaign work of YCMM: how has YCMM’s campaign work and strategies evolved since 2007? Are there any recommendations from the consultants relating to the overall work of the policy division?

3. YCMM and AMA-PM

AMA-PM is not part of YCMM as such. It is a separate indigenous organization that is independent from YCMM in their status as well as their programme and strategies. As this is an evaluation of YCMM and not of AMA-PM, the latter will not be evaluated as a whole. The focus will be on YCMM’s relations to AMA-PM, YCMM’s activities implemented with/for AMA-PM, and the impact of YCMM’s activities involving AMA-PM. Regarding the gender assessment, AMA-PM as a whole will not be assessed on gender issues. Only the areas listed above will be included in the gender assessment.

- How has YCMM’s cooperation work with AMA-PM evolved since 2007? How does YCMM leadership see their cooperation with AMA-PM? How does AMA-PM leadership/members see their cooperation with YCMM? Is AMA-PM satisfied with the way YCMM implemented its activities within AMA-PM?
- Have the expected results regarding AMA-PM capacity building been achieved as planned in YCMM’s 5-year application? Are YCMM’s activities to build the capacity of AMA-PM effective? Give recommendations on what could be improved.
- What is the impact of YCMM’s activities on AMA-PM? On the communities?
- Is YCMM’s work with AMA-PM relevant and sustainable? (note: YCMM did not include AMA-PM as a major component in their 2013-2017 proposal to RFN).
- Location indication: Both evaluators will explore this theme: in Goiso Oinan (Giorgio), and in Mongan Poula and Sirilangai (Carol)

4. Alternative education & cultural identity

- Have the jungle schools (*sekolah hutan*) been planned for and implemented in a strategic, efficient and effective way in Siberut?
- What is the impact of YCMM’s work on alternative education (including the jungle schools, the advocacy work for the local curriculum and other related issues) on the pupils, on the communities living in the surroundings of the school, on the teachers and on local officials (especially *Dinas Pendidikan*)?
- Curriculum (muatan lokal): how far is YCMM in drafting the curriculum? How is it implemented in the regular schools (*sekolah formal*) and what is the scope of its implementation? How do teachers and pupils in formal schools see this curriculum? What are the strengths and weaknesses of the planning and implementation of the local curriculum?
- Lobbying and policy work on alternative education & cultural identity: what is the status in relation to getting the authorities to recognize the curriculum and eventually the Mentawai alternative school model? Has YCMM achieved everything they planned in their lobby work on alternative education? Why? How can those obstacles been tackled in the future?

- More generally, has YCMM achieved their expected results regarding education and cultural identity as planned in their 5-year application? What can the evaluators recommend for YCMM to improve their work on this issue?
- Location indication: this theme will mainly be explored by Carol in Siberut.

5. Media work

Puailiggoubat and Radio Sura' Mentawai are both part of YCMM. The evaluation relating to YCMM's media strategies relating to their campaign and policy work is already covered under each campaign with specific questions (see section 2). For other elements:

- What are the specific needs of these two media in terms of financial resources, specific material (radio antenna etc.)? Considering the expected impacts of these medias' work, is YCMM giving enough financial priority to the needs of these media? Could there be other ways to raise funding for these two media to be more independent financially?
- What do communities, church actors, local officials, YCMM's network and YCMM staff think of the content of these two media? What could be improved and how could it be improved?
- Is there enough coordination efforts of the leadership between these two media and the other components of YCMM's work (campaigns etc.)? what could be done to improve this coordination?
- In terms of strategy, are these two media planning and implementing their media campaigns effectively and efficiently? Does the staff and head of these two media think that their work has the expected impact on communities, church actors, government and other actors?
- Give recommendations to tackle the weaknesses linked to the work of Puailiggoubat and Radio Sura' Mentawai. Note: there is no need to repeat the conclusions written in section 2.
- Location indication: everywhere in the field where communities and officials read Puailiggoubat and hear Radio Sura' Mentawai.

6. Main results (both expected and unexpected) of YCMM's work over the project period

This section has been requested by YCMM. It is important for RFN's record as well as for the morals of both YCMM and RFN on our cooperation work.

- Please list the main results (expected and unexpected) YCMM has achieved in its external activities; also list YCMM's improvements as an organization (internal results). Please state clearly the achievements of YCMM in terms of cooperation with the government and with its network (NGOs, church actors etc. in the Mentawai and in Padang).
- Are there any overall recommendations on the way YCMM should re-structure or re-orientate its way of working to achieve more results?
- Are there external conditions that are better for YCMM's work now? (e.g.: more conciliant *Bupati*, better international coverage of their struggle, etc.)
- Location indication: both evaluators, in all areas of work covered by YCMM and in all locations.

Assessment: Gender baseline

- Background: YCMM does not have any specific gender focus in its 2008-2012 project, therefore there should not be an evaluation of this aspect but an assessment in order for YCMM and RFN to use the information collected here as a baseline study.
- The aim here is to assess the situation with positive and negative aspects and advise YCMM as well as RFN on practical ways to remedy these weaknesses. These recommendations can be addressed to both organisations as RFN is also in the process of including gender in its work.
- This gender baseline should take approximately 2-3 pages in the evaluation report. It should cover policy matters, gender balance in the organisation, and in project planning and implementation on strengths and weaknesses. As explained in section 3 of this Appendix, AMA-PM will not be assessed, only YCMM's activities targeting AMA-PM. When necessary, comments about lack of gender perspective can be included in relevant parts (e.g.: under 3.internal capacity of YCMM) but the evaluators should not repeat conclusions and comments in several chapters. Conclusions relating to this gender assessment should be included in its allocated chapter.
- Location indication: both evaluators, in all areas of work covered by YCMM and in all locations.

Appendix 3 - List of persons and organizations interviewed

Yayasan Citra Mandari Mentawai Board and staff

- Kortanius Sabeleake, YCMM Executive Board
- Slamet Rahmadi, YCMM Governing Board
- Roberta Sarogdok, YCMM Executive Director
- Rifai Lubis, Law and Policy Division head
- Josep Sarogdok, Coordinator, Organizing and Community Economics Development division
- Tarida Hernawati, Education and Cultural research division head
- Marianti, Secretary/Administration
- Siska Sagurung, Finance Manager
- Nikman, Information and Communication program staff
- Yuafriza (Ocha), Editorial Board-cum-chief editor, Puailiggoubat
- Pinda Simanjuntak, Puailiggoubat business administrator
- Rus Akbar, Puailiggoubat editorial and reporter
- Gerson, Puailiggoubat editorial and reporter
- Patris, Puailiggoubat reporter

YCMM field staff (Mentawai based)

- Sandang Simanjuntak, Radio Sura' director
- Radio staff/crew: Remini, Reinald, Yogi Alfadli, Broadcaster
- Kg. Magosi jungle school teacher : Krisnawati
- Kg. Tinambo jungle school teacher: Afridon, Patin
- Local reporter Maileppet area: Barbarina
- Local report of Saibi: Rinto
- Local reporter Sikabalan and Northwest Siberut: Bambang Sagurung
- Field Area coordinators (2008-2012): Andom (North Siberut), Gugun and Encu (South Siberut), Rapot, Robert and Reza (Sipora), Horas and Ferdinand (Sikakap)

YCMM partners and other persons interviewed in Padang/Jakarta

- PBHI Sumatera Barat
- WALHI Sumatera Barat
- Perkumpulan Qbar
- KPMM
- Nurani Perempuan
- Mgr. Martinus D. Situmorang, OFM Cap., Archbishop of Padang
- Frans Siahaan, former Deputy Director of YCMM

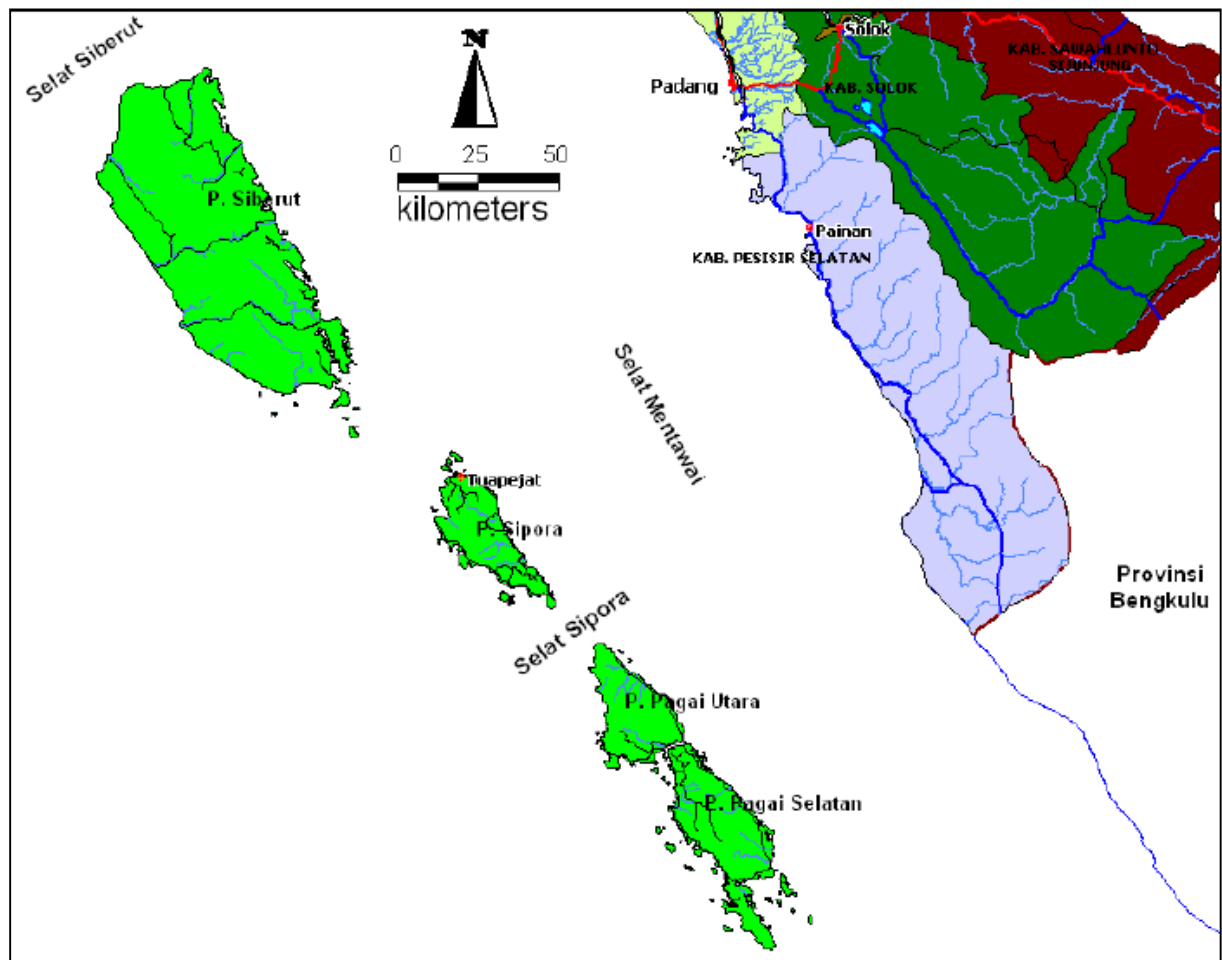
Persons interviewed in the Mentawai Islands

- Pak Simon, village leader, Kg. Sanggong, Siberut Selatan
- Pak Aguslinus Bagong, Kg. Tinambo headman, Siberut Selatan
- Heronimus Tateloburuk, head of AMA-PM Puro and Kg Puro headman, Siberut Selatan
- Mateus Sabogiat, head of AMAN Mentawai, Gotab, Siberut Tengah
- Fransiskus, Kg Saliguma, Siberut Tengah
- Ridwan and Nahasiun, villagers from Kg. Saibi, Siberut Tengah
- Pak Rapit, head of AMA-PM Mongan Poula, Siberut Utara
- Pak Pong, SDN 12 Mongan Poula school head, Siberut Utara
- Three school teachers of SDN 12 Mongan Poula, Siberut Utara
- Pak Samuel, head of AMA-PM Sirilaggai, Siberut Utara
- Pentecostal church preacher

- Two local curriculum (mulok) teachers in SDN 16 Saliguma, Siberut Tengah
- Local curriculum teacher in Sikabalu, Siberut Utara
- Local curriculum teacher in SMA N1 Siberut Utara
- Syaiful Jannah, Mentawai district Education Department Head
- Jop Sirirul, Siberut Utara sub-district Education Department head
- Lorenzo & Hijon, Siberut Selatan sub-district Education Department officers
- Netty Anwar, SDN 12 Muntei school Head, Siberut Selatan
- Qamaisir, Head of formal and non-formal education, Mentawai district Education Department
- Head teacher of a secondary school in Siberut Selatan
- School head, SDN 15 Simalepet, Siberut Selatan
- Local curriculum teacher of SDN 15 Simalepet, Siberut Selatan
- Hendri Doki Satoko , DPRD Head (based in Tuapejat)
- Nikanor Saguruk , Vice head of DPRD
- Village head, Kg. Matobe
- Community leader in Goiso Oinan
- Village leaders as well as women, men, girls and boys of various communities in Siberut sub-district: Sanggong, Salappak, Gotab, Mongan Poula and Sirilaggai

Appendix 4 - Map of fieldwork

(Map provided by RFN as Appendix 1 to YCMM's evaluation contract - 2013)



Appendix 5 - Field schedule

(Provided by RFN/YCMM as Appendix 4 - Jadwal Rencana Tim Evaluasi - Ycmm April 2013 / Schedule in the Field.

This schedule provided by YCMM-RFN has been modified during the actual period of fieldwork to suit the local conditions and challenges

* Indicates agenda undertaken by both evaluators, Carol Yong and Giorgio Indrato

Siberut Team (Evaluator 1: Carol)

Heavy rains and/or flooding in almost all the villages the team had visited in Siberut island.

- * Monday, 1 April Arrival of evaluators (Carol & Giorgio) in Padang.
- * Tuesday, 2 April AM: Evaluators meet with YCMM board and staff. First plenary session by YCMM.
PM: Discussion with NGO Networks & government partners in Padang.
- * Wednesday, 3 April Full day interviews: YCMM executive and staff members
- Thursday, 4 April Informal chat with Governing Board member. Prepare for field trip to Siberut Selatan. Carol & YCMM team travel by Ambu-Ambu overnight ship Padang-Muara Siberut.
- Friday, 5 April Early morning arrived in Muara Siberut. Logistical arrangements by YCMM member (Tarida). Interview field staff accompanying evaluator
Went by motor-operated boat to Sanggong, short stopover in Salappak. Arrived in Sanggong around 7pm. Informal chat with host family and relatives who came over.
- Saturday, 6 April Went by motor-operated boat to Kg. Magosi (about 30 mins).
Interview jungle school teacher in the teacher's house.
Village flooded, unable to explore or visit other houses. Return to Sanggong.
- Sunday, 7 April Went by motor-operated boat to Kg. Tinambo. Informal discussion with kg. headman
Interview Tinambo jungle school teacher, small group discussion in Catholic church premise; small talk with a group of women and children; explore village site.
PM: return to Sanggong around 5pm. Travel to Salappak, overnight here.
- Monday, 8 April AM: In Salappak village, interview Tinambo jungle school teacher No.2, informal talk with three villagers (AMA-PM members). Late morning left for Muara Siberut, arrived afternoon, interview local reporter Maileppet area. Night: interview head of AMA-PM Puro and Kg Puro headman.
- Tuesday, 9 April AM: Interview DPRD Head in Muara Siberut. Noon time, discussions with officers of sub-district Siberut Selatan and Siberut Tengah, Education Department regarding YCMM's local curriculum and jungle school. Night: discussions with Mentawai district Education Department Head and two other officers.
- Wednesday, 10 April AM: Speedboat to Gotab, interview head of AMAN Mentawai Gotab, small group discussion with villagers and focus group discussion with women. Continue journey to Saliguma. Village site walk/observation by host. Evening: Interview Acting head, SDN 16 Saliguma at the school office. Night: Interview teacher in SDN 16 Saliguma in charge of local curriculum, Q&A with 2 girls from Magosi jungle school studying in SDN 16 Saliguma (Tarida interpreter).
- Thursday, 11 April AM: Continue interview, 3 girls from Magosi jungle school studying in SDN 16 Saliguma (Tarida interpreter). Interview local curriculum teacher. Informal chats with host and other villagers who came. Small talk with a group of young boys hanging outside the house.
- Friday, 12 April Early morning left Saliguma for Sikabalan. Site observation, flood humanitarian aid and other activities going on at sub-district officer. Informal chats with some of the officers, medical doctor and villagers. Interviews: Siberut Utara sub-district Education Department head; local curriculum teacher in Sikabalan; local reporter Sikabalan and Siberut barat daya; and local curriculum teacher in SMA N1 Siberut Utara.
- Saturday, 13 April AM: Visit to Mongan Poula by *ojek*, interview head of AMA-PM Mongan Poula; discussions with women and men from the village, and extended discussion with a village midwife. Visited SDN 12 Mongan Poula school and discussion with school head and teachers.
PM: Visit to Sirilaggai by *ojek*, interview head of AMA-PM Sirilaggai. Open discussion with villagers, mostly men (women went to Church); and site observation by *ojek*. In Sikabalan, talk with previous and present YCMM field staff.

Sunday, 14 April	Sikabalan. Site observation and small talk with individuals around (stall operators, other visitors at guest house). PM: Interview local reporter.
Monday, 15 April	AM: left Sikabalan for Muara Siberut. Afternoon: meeting between YCMM and Siberut sub-district Education Department officers and SDN 12 Muntei school Head regarding <i>Bupati's</i> instructions to affiliate Magosi jungle school to SDN 12 Muntei.
Tuesday, 16 April	Muara Siberut. AM: visit to SDN 15 Simalepet, interview the school head and local curriculum teacher. Noon: interview local report of Saibi and two community men. Walkabout Muara Siberut. Unscheduled: visited the secondary private school run by the Catholic Church and brief talk with the priest and 4 Mentawai girls studying there. Evening: preparations to leave for Padang by overnight wooden ship. Evening: phone call from Lorelou (RFN).
Wednesday, 17 April	AM: arrived in Padang. Rest and organize field notes for drafting report.
Thursday, 18 April	AM-afternoon: YCMM office - interview Board member, read YCMM evaluation documents including bound-copies of Puailigoubat.
Friday, 19 April	Whole day YCMM office - interview Puailigoubat and YCMM staff. Evening: discussion between evaluator and key YCMM staff regarding Siberut team schedule and interviews.
Saturday, 20 April	Padang. Organize fieldwork and interview notes for drafting report (YCMM closed).
Sunday, 21 April	Padang. Organize fieldwork and interview notes for drafting report (YCMM closed). Unscheduled: visited the Archbishop of Padang for informal discussion. Night: Discussion with co-evaluator (Giorgio) who returned from Sikakap/Tuapejat.
* Monday, 22 April	AM: YCMM office - interview YCMM staff. PM: Evaluator 1 meets Board member.
* Tuesday, 23 April	AM: YCMM office - interview YCMM staff PM: Evaluators (individually) updating notes for drafting report.
* Wednesday, 24 April	AM: YCMM office - interview YCMM executive director. PM: Evaluators (individually) updating notes for drafting report.
* Thursday, 25 April	Evaluators discussion and preparations for presentation to YCMM.
* Friday, 26 April	AM: Second plenary meeting - Evaluation team present findings to YCMM.

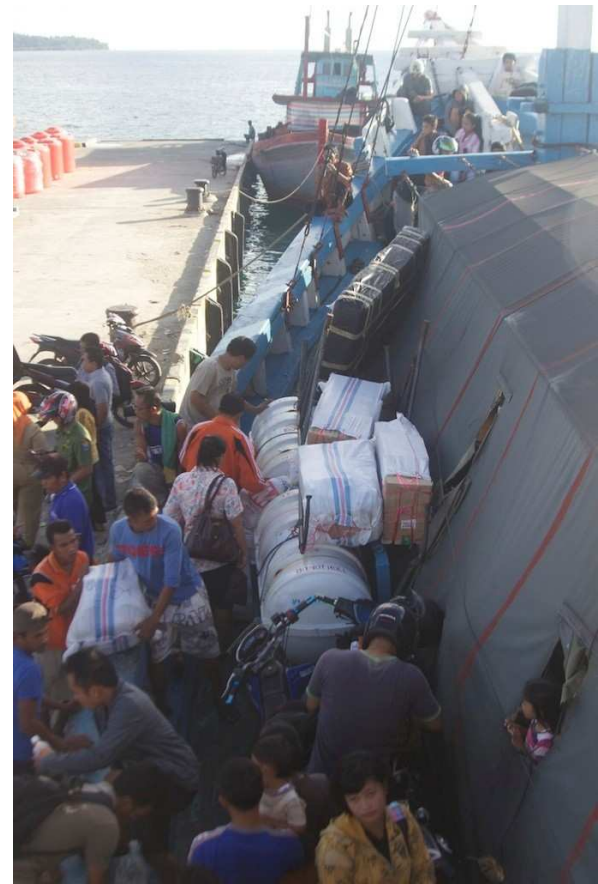
Sikakap Team (Evaluator 2: Giorgio)

Thursday, 4 April	YCMM office - interview YCMM staff
Friday, 5 April	Stayed at the port, preparations for visit to Tuapejat.
Saturday, 6 April	Departed for Tuapejat and arrived in evening.
Sunday, 7 April	Tuapejat: interview staff and reporters (field, radio)
Monday, 8 April	Tuapejat: interview Wakil <i>Bupati</i> regarding <i>mulok</i> , APBD and anti-oil palm campaign.
Tuesday, 9 April	Tuapejat - continue interviews.
Wednesday, 10 April	Tuapejat - continue interviews.
Thursday, 11 April	To Goiso Oinan, interviews with local government officers and village committee representatives.
Friday, 12 April	Tuapejat: Rest and organize field notes for drafting report.
Saturday, 13 April	Waiting for inter-island boat from Tuapejat to Sikakap.
Sunday, 14 April	Waiting for inter-island boat from Tuapejat to Sikakap.
Monday, 15 April	Arrived in Sikakap. Interview field staff and local reporters. Update field schedule.
Tuesday, 16 April	Sikakap: Parak Batu, Aban Baga and Sinaka - interview head of KMCM, and discussion with communities, regarding anti-oil palm campaign.
Wednesday, 17 April	Sikakap: Matobe - interview village head, leaders and communities about YCMM campaigns (APBD, anti oil palm), media, AMA-PM
Thursday, 18 April	Sikakap: Malakopa - interview communities about YCMM campaigns (APBD, anti oil palm), media, AMA-PM.
Friday, 19 April	Tuapejat: interview communities about YCMM campaigns (APBD, anti oil palm), media, AMA-PM
Saturday, 20 April	Preparations to leave for Padang, departed by overnight ship to Padang.
Sunday, 21 April	Arrived in Padang. Rest. Night: Discussion with co-evaluator (Carol) in Padang

Appendix 6 - Field work in pictures



YCOMM plenary to evaluation team in Padang (Pix: Carol)



Ambu-Ambu overnight ship between Padang-Mentawai Islands
(Pix: Giorgio)



Welcome to Mentawai Regency headquarters (Pix: Giorgio)



Villagers came to flooded Kg. Tinambo jungle school to meet the Siberut evaluation team (Pix: Carol)



Evaluator on ojek to Sirilaggai.
Villagers repairing bridge destroyed by flood
(Pix: Andreas)



Navigating flood waters in Muara Siberut
(Pix: Andreas)



Evaluator interviewing one of the villagers in Goiso Oinan

Will Sikakap villagers' food resources be threatened by oil palm?
(Pix:Giorgio)



Is national program like PNPM Mandiri empowering the Mentawaians? (Pix: Carol)



Mentawai children at drawing (Pix-Andreas)