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**Support to the Fight Against Corruption**

IDN/T81  
Indonesia

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This evaluation report was prepared by an evaluation team which consists of Dr Jacqui Baker. In order to strengthen the quality of the final evaluation report, the Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) applied UNEG quality standards, which are directly reflected in the text of the evaluation report .

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## GLOSSARY OF TERMS

Bappenas	National Development Planning Board
BPK	Supreme Audit Board
Basel Institute	Basel Institute of Governance
EU	European Union
KPK	Anti-Corruption Commission
ICW	Indonesian Corruption Watch
IEU	Independent Evaluation Unit, UNODC
Inpres	Presidential Instruction
Kormonev	Corruption Monitoring and Evaluation mechanism
KPK	Anti-Corruption Commission
MA	Supreme Court
Menkum	Ministry of Law and Human Rights
MenPAN	Ministry of Administrative Reform
Polri	National Indonesian Police
PPATK	Financial Transaction Reports and Analysis Centre
PUKAT	The Centre for Anticorruption Studies at the Gadjah Mada University
PUSAKO	The Centre for Constitutional Studies at Andalas University Padang
STRANAS-PPK	National Strategy for the Prevention and Elimination of Corruption
TII	Transparency International Indonesia
Tipikor	Anti-Corruption Court
UKP4	Presidential Unit for Supervision and Control of Development
UNCAC	United National Convention on Anti-Corruption

# EXECUTIVE SUMMARY

The overall objective of project IDN/T81 – Strengthening Indonesia’s fight against corruption – is to strengthen the KPK, Indonesia’s Corruption Eradication Commission. Project outputs are targeted both at the KPK institution itself as well as the general operating environment by providing anti-corruption trainings and by strengthening the implementation of the National Anti-Corruption Strategy (STRANAS) 2012-2015.

In so doing, the project seeks to contribute to overarching goals of improving the rule of law and security in Indonesia through improved governance, renewed trust of the Indonesian public in government and a more secure economic and social environment.

The project was ambitious. It worked intensively across 9 different government agencies<sup>1</sup>, and numerous regionally and nationally based CSOs and was implemented in a sometimes fragile operating environment, due to inter-institutional tensions. The project’s objectives, were to,

- (a) strengthen the KPK’s coordination and supervision functions by,
- (b) build investigation and prosecution capacity through specialised trainings to the anti-corruption agencies
- (c) strengthen the national anti-corruption strategy (RAN-PK and its successor) and its implementation by increasing public awareness and involvement of major stakeholders in the design, monitoring and implementation

This project worked to support the Government of Indonesia to implement its National Action Plan for Eradicating Corruption which set forth the Government’s anti-corruption agenda and the Anti Corruption Strategy as outlined in Presidential Decree 05/2004. The Indonesian government has identified and supported numerous institutions to tackle corruption such as the KPK and Tipikor and reformed its key legislative frameworks as well as other procedural changes towards the fight against corruption. This project is linked to these national priorities in that it seeks to strengthen anti-corruption institutions, assist the government in improving the implementation of the anticorruption strategy and better coordinate stakeholders towards anti-corruption efforts. The project is also in line with UNODC HQ’s thematic prioritisation that identifies anti-corruption as a thematic sub-programme and the UNODC country strategy that identifies anti-corruption as a priority area.

UNODC’s counterpart agencies included Bappenas and the KPK. The project achieved multiple outputs, legislative reform, procedural reform, institutional reform, professional training, research and advocacy. The project was implemented in Jakarta with the outputs planned in 5 regions outside the capital as well as other targeted trainings and activities in other provincial capitals.

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<sup>1</sup>These included, KPK, BPK, PPATK, Bappenas, Polri, MenPan, Menkumham, AGO, MA (See Glossary of terms).

The project commenced in November 2009 and ended in December 2013. The project underwent one amendment where it was also extended from the original duration by 12 months, to a total of 49 months. This extension did not affect the original project budget which was a contribution of USD2,179,824 from the European Union and USD127,821, from Norway. In total the overall approved budget was USD2,307,645 (As presented in Figure 1 & 2). The project underspent by 22%.

## Findings

This final independent project evaluation finds that the project has been very successful in meeting each of its three objectives. The project has strengthened the coordination and supervision aspect of KPK functioning. It has successfully trained criminal investigations staff and built networks amongst law enforcers through cross-institutional trainings. It has established a lively and productive National Anti-Corruption forum and opened up close and constructive relationships between Indonesia's anti-corruption NGOs and law enforcement.

Finally, project stakeholders unanimously agreed that the project's biggest success has been multi-institutional, government and CSO platform it has provided to produce STRANAS-PKK, the National Strategy for the Prevention and Elimination of Corruption, 2012-2025. The strategy is a stronger, more consolidated plan for anti-corruption than RAN-PK which it replaces. Moreover, the strategy has been established with significant community input and public awareness-raising such that its implementation will be monitored.

IDN/T81 also had important indirect outcomes. Before the project, Indonesia's CSO community supported the KPK and the fight against corruption through its criticism of the police, prosecution and government. Through the relationships between CSOs, government institutions and law enforcement have been reformed around a common goal for an anti-corruption agenda. This has meant that CSOs have built their own, productive relationships with the police and other government institutions in a way that is mutually beneficial and advances anti-corruption objectives. The anti-corruption movement has itself moved from being a disparate group of pro-KPK CSO to a cohesive and inclusive movement that engages CSOs, government and law enforcers in constructive dialogue. This was evidenced by project interviews but also media and public debate that increasingly articulates the fight against corruption as a joint effort and not one solely built on the KPK. This has come about through the process of advocating for STRANAS-PPK through IDN/T81.

By creating a multi-institutional forum for anti-corruption, the project has taken the pressure off the KPK and Polri relationship. Moreover, other institutions within the forum are able to mediate and support the relationship, allowing the KPK and Polri to build a better working relationship. Most importantly, through the relationships, crystallised in the National Anti-Corruption Forum, the project has established working mechanisms to discuss, debate and make decisions on the anti-corruption agenda. This is a very impressive outcome that the Indonesian government states will continue to advance the fight against corruption in Indonesia.

Why was the project successful? In large part, it was because project staff maintained very close and productive relationships with project stakeholders. Stakeholders felt 'listened to' and their requests for flexibility were responded to constructively and with a problem solving approach. This, coupled with UNODC's unique multilateral positioning as a neutral implementing body with recognised technical expertise meant that UNODC had the trust and skills to implement this

project to a high standard and with a high degree of buy-in from its stakeholders. Based on the interviews and desk review, other reasons for the project's success include,

- The project's complex design also had an enabling effect, which meant that when one component was facing potential contestation, another component could reassure and build trust. Component 2, speciality trainings, for instance, elicited stakeholder buy-in and could build the relationships necessary to opening up the discussion about supervision and cooperation in Component 1. Component three and presidential support for an ongoing anti-corruption agenda anchored the project and impressed upon stakeholders the need to cooperate over the long term.
- Project staff were careful to manage relations and conscious of the need to build trust, both between government institutions but also between government and CSOs.
- Project staff used opportunities that arose from project implementation, including implementing the IDN/T71 project and the Jakarta Centre for Law Enforcement Cooperation project to build that trust. Project stakeholders have subsequently used the project as a foundation to commit to better and deeper relationships with each other.
- The integration of CSOs into the anti-corruption agenda has given the project's overall objectives stability and sustainability and defused some of the friction between government institutions.

However, the project's flexible design led to problems with the financial and narrative reporting system, as the implementing team had to report through three different reporting systems (UNODC HQ, UNDP, EU), which sometimes caused delays in the implementation. Finally, the 2013 project workplan was not able to be fully implemented as the full amount expected for the project did not arrive at the UNODC Program Office in Indonesia.

These problems contributed to the donor's dissatisfaction about the implementation of the project and exacerbated management issues internally. Institutional knowledge was lost when staff members in financial, programmatic and communication and leadership positions changed. When staff moved, there was too little knowledge transfer. A number of project staff had no experience in grant management. Moreover, the UNODC Project office in Jakarta had no country head for a year and no National Coordinator for the first year of the project. This meant that the complications of administering and reporting the project were exacerbated. There were other problems that contributed to slow or erratic implementation: for instance, budget documentation was not sufficiently used to inform project decisions and project officers did not have a copy of the budget or understood how to obtain financial information towards making projectmatic decisions. Better institutional support and organisational skills could have alleviated some of the management difficulties. UNODC HQ could have taken a stronger role in supporting the The UNODC Project office in Jakarta project office through financial and narrative reporting, recruitment and grant-making.

## Conclusions

The IDN/T81 project has had a high impact that extends above and beyond the three project objectives. It has successfully shifted working relationships, built networks and assisted the government of Indonesia to establish a platform for the long term future of anti-corruption programming and mutually-agreed mechanism by which the Indonesian people, its government and the institutions of the state can debate and discuss future actions in this area. These are extraordinary achievements with real substantive weight. However, these achievements have

been somewhat undercut by management issues and implementing delays which have caused strained relationships with the major donor.

## Recommendations

Given their depth of experience and the trust the office has built up amongst government and stakeholders, the UNODC Project office in Jakarta should continue to support the fight against corruption. The form of that support could build on and expand the current projectmatic range, such as contining to improve the coordination of law enforcement agencies (eg, Polri and AGO but also Polri/KPK which will continue to need support), continuing to engage CSOs and building partnerships between government and civil society, and capacity building for Anti-Corruption Court Judges. There is a great need for further work on STRANAS PPK, including monitoring, evaluating and raising public awareness. There is also space to provide capacity building for national staff/experts.

Regional level anti-corruption work is very important. IDN/T81 was unable to achieve a number of its outputs at the regional level, which suggests that regional level projectming needs a specific project design, rather than being tacked onto future national-level projects. One possible option at the regional level would be to concentrate on the regional governments of 2-3 provinces and assist them to implement STRANAS PPK, build CSO relationships and strengthen relationships between law enforcers at this regional level.

At the national level, some areas for consideration could be legislative, such as supporting legislative reforms to the KPK and the police. For instance, there is also significant work to be done in the field of building accountability mechanisms for criminal justice institutions – police, prosecutors, judges and corrections. But there is clearly also a need for legislation, such as asset recovery legislation that further strengthens and deepens the regulatory framework for the anti-corruption effort.

Anti-corruption programming is already an identified area of UNODC HQ's stated areas of expertise, however this project shows how processes and procedures need to be reviewed in order to maximise results in this area. For instance, anti-corruption projects need embedded flexibility in project design, action plan, workplan, budgets and approval processes. Working with CSOs, which is a critical element of anti-corruption projectming, requires that UNODC HQ develop a stronger administrative base for grant-making and managing implementation. UNODC HQ also need to develop ways to build the capacity of CSOs to implement, spend and account for their grants. Supporting this should be stronger lines of communication between UNODC HQ and the UNODC project office in Indonesia.

Recruitment was a major issue for IND/T81 and delays in recruitment set into motion the implementation delays that troubled the project throughout. Given the very specific set of skills needed to work in anti-corruption, the recruitment process needs to be managed to anticipate and avoid delays and capacity building mechanisms need to be considered in order to increase the skill set of staff. That also means that HR management, workloads and performance reviews should consider how to support further capacity building. Finally, the terms and conditions around the recruitment of national staff needs to be reviewed given the skill shortage and potential problems that will arise if international staff are the sole implementers.

## Lessons Learned

IDN/T81 shows us numerous lessons for future anti-corruption programming activities that are useful for UNODC and other donor and implementing institutions operating in the anti-corruption space. Much of the substantive success of IDN/T81 came from the implementing teams' awareness of the operating environment and diligence and creativity in finding ways through the project to bring stakeholders to the table. The implementing teams were well versed in the political environment because they successfully combined national and international staff to make strong, capable and diverse implementing teams. These teams need to be well supported, as outlined above, to accommodate grant management, CSO implementation and programmatic flexibility.

Because relationships are so important to anticorruption programming, indirect outcomes might outweigh planned outcomes. IDN/T81 reached many of its outputs but some of its most important achievements, such as the national strategy for the prevention and eradication of corruption (STRANAS PPK) and the burgeoning relationship between Polri and CSO, ICW, are highly impactful and were not planned. This recognition of the utility of indirect outcomes reinforces the need for programmatic flexibility.

Because of the sensitive nature of the project and the need for flexibility, the IDN/T81 project showed how relationships can get strained in the process. In this way, its necessary for project implementors and donors to communicate openly and constructively about expectations and reaching project goals.

Other lessons learned from IDN/T81 project include the way in which project staff viewed projects holistically. IDN/T81 was implemented in conjunction with IDN/T71 and the Jakarta Centre for Law Environment Cooperation project, all of which worked in the anti-corruption and law enforcement space. This allowed the staff considerable flexibility to share resources and most importantly build legitimacy for UNODC as a professional and technical implementing partner. In this way, its important for donors to pick a project portfolio that guards the institution's legitimacy, neutrality and integrity.

# SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

<b>Findings<sup>2</sup></b>	<b>Evidence (sources that substantiate findings)</b>	<b>Recommendations<sup>3</sup></b>
<b>Critical</b>		
The project successfully achieved its project objectives at the national level because project staff were seen as neutral and thus well placed to prioritise and foster inter-institutional relationships.	Interviews	Project management staff at UNODC country and HQ in anticorruption projects need to prioritise building trusting relationships that build local ownership. At both levels, UNODC integrity and expertise must be seen as a crucial asset in anti-corruption programming.
IDN/T81 did not achieve a number of objectives at the regional level, including holding events and forming anti-corruption forums.	Interviews, document review	Project design teams needs to allocate sufficient activities to project implementors to build buy-in by regional government.
A number of scheduled activities were not implemented as planned or as per the project design because of the knock on effect of recruitment delays on project management.	Project documentation, interviews	Better human resources mechanisms need to be established by UNODC project management staff in Jakarta to ensure project hand-over and supervise staff performance. More support is needed from UNODC HQ in hiring and HR management.
Financial certification and reporting delays between the UNODC Project office in Jakarta and UNODC HQ created more implementation delays that affected the relationship between the UNODC Project office and the donor.	Project documentation, interviews	Project management staff in cooperation with UNODC HQ should design a matrix that shows how long reporting, verification and approval processes take for each donor and design and plan a workplan for managing reporting across multiple systems. Matrix should also be heeded by

<sup>2</sup>A finding uses evidence from data collection to allow for a factual statement.

<sup>3</sup>Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

		UNODC HQ
<b>Important recommendations</b>		
Working with CSOs is integral in the fight against corruption and there are high gains for outcomes, sustainability and stakeholder satisfaction if CSOs are well integrated. However, UNODC was not geared towards grant-making and supporting CSOs in financial reporting and project implementation.	Interviews, project documents	Future anti-corruption projects at donor and UNODC country and HQ level need to consider together how to reorganise resources, staffing, contracts, knowledge and financial reporting processes in order to better rise to the challenges of grant-making to local CSOs.
Because of the political sensitivity and operational volatility of anti-corruption projects, indirect outcomes are just as important as achieving direct objectives.	Interviews	Donors, UNODC HQ and UNODC country project management staff should remain flexible and strategic in approaching project goals and ensure open communication with donors to manage expectations.
The project was extremely complex, working across 9 different government institutions at multiple tiers of government, however the project's complexity was the key to its success.	Interviews	Donors, governments and designers shouldn't shy away from complex project design in anti-corruption projects. Having multiple activities, outputs and stakeholders allows project management multiple avenues to pursue project goals.



# I. INTRODUCTION

## Background and context

The Anti-Corruption Commission was established in 2002, but it started functioning properly in 2003, with high salaries for investigators, heightened powers, such as wiretapping, and considerable autonomy. The KPK's brief according to its legislative framework UU30/2002 is to monitor and supervise ongoing corruption cases by the police and the prosecutor as well as independently investigate cases.

The KPK was established to manage Indonesia's major problems with corruption. Although much has been accomplished to strengthen rule of law since Indonesia's transition to democracy in 1998, the public's perception that corruption is rife throughout the political system continues to undermine the quality of that rule of law and the confidence in Indonesia's consolidated democracy. In the period that this project was implemented, the public has seen numerous cases of corruption and the scale and depth of the country's corruption cases overshadow other reforms and wear away at the legitimacy of the state. During the project's implementation, even the government, who came to power on an anti-corruption ticket and is broadly acknowledged as reformist in orientation, was dogged by repeated corruption scandals, including the 2011 trial of the governing party's treasurer Muhammad Nazaruddin and the arrests of the party's young reformers such as Andi Mallarengeng (who was the first serving minister to be caught for corruption) and Angelina Sondakh. Other "clean-ticket" parties such as the Prosperous Justice Party have seen their head, Lufthi Hasan Ishaq arrested and imprisoned for 16 years on corruption charges. Most recently, and shockingly for Indonesians, was the 2013 arrest of Akil Mochtar, the former head of the Constitutional Court, an institution that prior to this case, was seen along with the KPK as a bastion of integrity. These kinds of cases leave the public convinced that Indonesia has a major corruption problem and it is in this context that IDN/T81 - "Support to the Fight Against Corruption" was designed in cooperation with the Indonesian government, specifically Bappenas and the KPK.

Since its establishment, the KPK has focused considerably more on independent investigations rather than its monitoring and supervision responsibilities, which has created friction with the Indonesian police. It is the friction that the project aims to alleviate however it is precisely because of the ongoing friction that the project experienced strained relationships between the police and the KPK that delayed implementation. The first was in 2009 and is known as the "crocodile-gecko" affair when officers angered by KPK tapping the phone of a police general, Susno, arrested two KPK deputy heads on corruption charges. They were eventually released and found to be the target of a cover up by Susno. The crocodile-gecko affair saw foreign funding to the KPK suspended until 2010 which was the start of IDN/T81's implementation delays.

The second event occurred in 2012 when KPK investigators arrested a police general, Djoko Susilo, and in apparent retaliation, the police retracted their seconded investigators including Novel Baswedan who was an investigator on the Susilo case and who had supervised a raid on Susilo's office. When Baswedan refused to return to the police, Polri initiated criminal charges

against him on a trumped up previous case and entered the KPK to arrest him. These events occurred at the same time as the IDN/T81 project was in full implementation mode. Component 1 of the project focused quite pointedly at deep institutional tensions at a time in which those tensions were at their height. For this reason, as interim risk assessment matrices in project documents show, the risk that the project would have failed or been abandoned by its stakeholders was at times very high.

## **Project Objectives**

The project aimed to:

### **(1) strengthen the KPK's coordination and supervision functionsby,**

- (i) conducting a study of Coordination and Supervision (*Korsup*) functions of the Anti-corruption commission (ICW)
- (ii) revising KPK policy on KPK coordination and supervision, including standard operating procedures, operational mechanisms and supporting software (ICW/KPK)
- (iii) implementing GoCase, case management software to assist KPK in enhancing the coordination and supervision of cases (UNODC HQ)
- (iv) conducting trainings for relevant law enforcement agencies (KPK, Polri, the police and the Attorney General's office) in the new Korsup (ICW/KPK)
- (v) conducting select research for KPK as per UNCAC peer review recommendations, on 1) the criminalisation of "corporations" in corruption trials (PUKAT-UGM) and 2) the "criminalization of obstruction of justice in the investigation, prosecution process of corruption in Indonesia" (PUSAKO-Andalas)
- (vi) assisting the KPK to establish a new internal training unit for investigation staff (revised).

### **(2) build investigation and prosecution capacity through specialised trainings to the anti-corruption agencies (Tipikor,MA, PPATK, KPK, Polri, AGO, BPK, Menkum) by,**

- (i) carrying out special trainings on 6 topics: asset tracing and recovery, computer forensic investigations, advanced investigative interviewing, covert surveillance, advanced financial investigations and forensic accounting, advanced fraud and corruption prevention techniques.
- (ii) improving coordination techniques and operational coordination between law enforcement agencies, in the form of MOU, appointed liaison officers and more coordination at the leadership level.

### **(3) strengthen the national anti-corruption strategy (RAN-PK and its successor) and its implementation by increasing public awareness and involvement of major stakeholders in the design, monitoring and implementation by,**

- (i) evaluating the impact of the government's anti-corruption reforms and UNCAC implementation in select government institutions (Directorate General Customs & Excise/Directorate General of Tax) (TII)

- (ii) evaluating the monitoring and evaluation (Kormonev) of the anti-corruption strategy by the relevant government body, the Ministry for Administrative Reform (MenPan) in five provinces (TII)
- (iii) establishing best local government practices by reviewing best performing local municipality (Denpasar, Bali/Tanah Bumbu, South Kalimantan) (TII)
- (iv) improving stakeholder involvement and coordination in the design, implementation and monitoring of the national anti-corruption strategy (Bappenas, UNODC)
- (v) establishing a National Anti-Corruption Forum and Anti-Corruption Forums in 5 regions. (TII)
- (vi) reviewing UNCAC implementation and inputs towards developing a new anti-corruption strategy (all)

The project enlisted multiple partners and implementers to achieve its aims. Project implementers have been listed in brackets after each project objective.

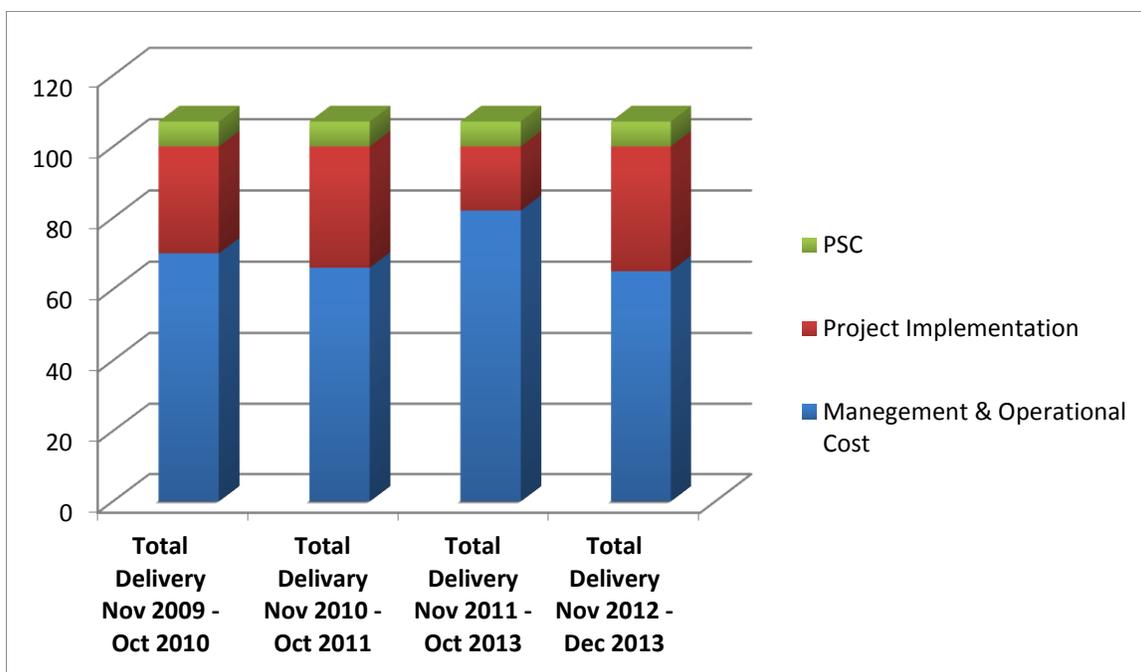
The principle project beneficiary was the KPK but secondary beneficiaries included Polri (all components), PPATK (2,3), BPK (2,3), PPATK (2,3), Menkumham (2,) MenPAN (1). The two main project counterparts were the KPK and Bappenas.

A number of CSOs were contracted as implementing partners on the project. For component 1, the project enlisted Indonesian Corruption Watch as an implementing partner. For Component 2, the project implementers included the Basel Institute for Governance and GTZ. Component 3, the project implementers were TII. Component 3 however was not just implemented by TII, also University of Gajah Mada (PUKAT UGM) and University of Andalas (PUSAKO ANDALAS). In fact, to achieve component 3, ICW, TII and Kemitraan were involved in building the National Anti-Corruption Forum and having input into the STRANAS-PKK.

The project was overseen by a Governing Board that met twice annually to approve project changes, steer objectives, monitor project outcomes and execute the project. The Governing Board was chaired by the KPK. UNODC had no voting rights and CSOs were present only as observers. The Governing Board consisted of the following institutions: Bappenas, KPK, Polri, AGO, MA, PPATK, MenPAN, European Union and Norway Embassy.

The project received USD2,307,645 in funds and spent 78% of its funding. The low rate of spending was because a number of activities were not completed. This was due to changes in the relevance of project activities and delays in implementation. Project partners also made in-kind contributions towards the cost of accommodation, meeting package, consumption and the use of computers and internet. As Annex VI shows, these contributions were worth US\$45,529.

Figure I. IDN/T81 Expenditure by function



Source: The UNODC Project office in Jakarta Financial Staff

Table 1. Donor Contributions to IDN/T81

<i>Donor</i>	<i>Amount (USD)</i>	<i>Type of donation</i>	<i>Use of donation</i>
EU	2,179,824	Contribution Agreement	Project Implementation
Norway	127,821	Contribution Agreement	Project Implementation
Total (not comprehensive)	2,307,645		

### Evaluation Methodology

The field mission to Jakarta was from the 11-25<sup>th</sup> June (including travel to and from Jakarta). The evaluator notes that project documentation was made available and pre-mission guidance was sought from the UNODC Independent Evaluation Unit website.

The mission schedule was developed by the evaluator in consultation with the project coordinator and Country manager. The evaluator interviewed a total of 26 persons involved with the project in semi-structured interviews that asked a range of broad and then increasingly narrow questions about the project implementation, the quality of the activities and finally UNODC project management. Each interviewee received the explanation that the independent evaluator was neutral and not present to evaluate the behaviour of persons, but the running of the project overall. It was also explained that interviews were confidential so as to allow them freedom to give their views. For this reason, interviews are not cited directly in this report.

Ten of these interviewees were interviewed in three separate focus group discussions. Materials were used to promote discussion. In the first focus group, with the KPK Coordination and Supervision Unit, participants and the evaluator discussed research presented by ICW recommending a Coordination and Supervision Unit. The evaluator allowed discussion to flourish and recorded their comments, queries and criticisms of the draft. (Component 1).

In the second interview with four PPAK participants in trainings, the evaluator looked at the training schedule, which allowed them to recall trainings. For many participants, trainings occurred four years ago, so it was difficult for them to recall without material. This was similarly so in the third interview with BPK educational leadership for Component 2.

The list of interviews is in Annex III. The evaluator is confident that she interviewed the right focal persons for the evaluation as persons were able to speak about their involvement in key positions with the project for a number of years.

The interviews were conducted in Bahasa Indonesia. One UNODC staff member escorted the evaluator to the interviews to make the introduction, but interviews were conducted independently with no UNODC staff present in order to ensure full confidentiality.

On June 12<sup>th</sup>, the evaluator spent the entire day at the 4<sup>th</sup> National Anti-Corruption Forum, an annual event that is one of the direct impacts of IDN/T81.

The evaluation also drew upon a substantial archive of project documentation. The full list of that documentation is available in Annex II. Document findings and notes were triangulated through interviews with project staff and stakeholders.

## Challenges to the evaluation

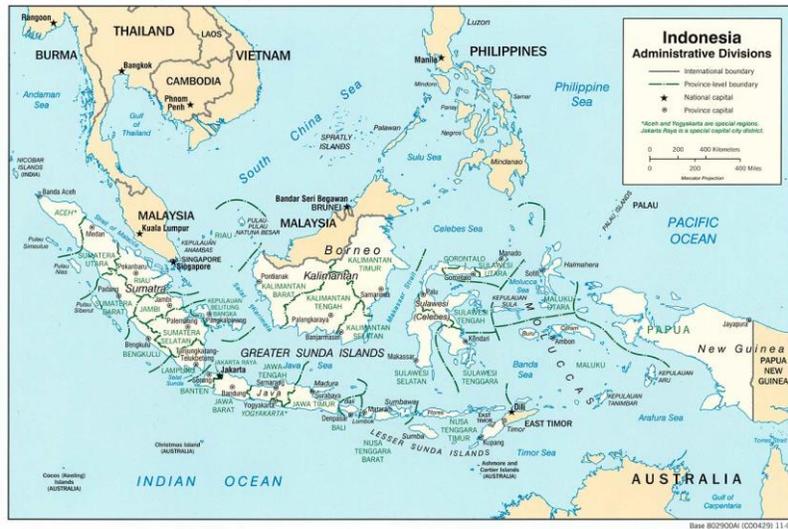
Interviewing European Union staff, as the major donor, was considered a high priority. The interview with the major donor was delayed, results were integrated into the findings, however by necessity most of the draft had to be written before the interview.

An interview with the AGO was scheduled but the key focal person did not arrive. Some information about the project and the AGO has been passed on through other stakeholders. At ICW, key leadership on the project was not available for interview, but a junior staff member was interviewed.

Finally, the evaluation was limited to Jakarta. Phone calls were made to in Padang and Yogyakarta respectively. The regional anti-corruptions forums which would have been the main focus of the evaluation outside of Jakarta, were not established in this project. As a result, the vast majority of activities were in Jakarta. Jakarta was also the home of the project's focal persons.

Finally, the evaluation team was originally planned to be one national and one international consultant. However, because of hiring difficulties, only an international consultant was contracted. The evaluation was delayed because of hiring changes which meant that the international consultant did not start the evaluation until mid May 2014. The weakness of this was that stakeholders had to recall activities that happened in 2010, when the project started. The strength was that the evaluation could observe some of the impacts of the project and better assess project sustainability.

Map 1. Map of Indonesia<sup>4</sup>



<sup>4</sup> Sourced from cia.org.

## II. EVALUATION FINDINGS<sup>5</sup>

### Design

The project design was very ambitious. The project worked on strengthening institutions but also on strengthening the relationships between institutions and networks. The project aimed to work across 9 different government institutions in Jakarta, but also engage 5 provincial and district level governments and civil society actors. Most importantly, the project was innovative because it positioned itself between institutions in order to build cooperation and improve the functioning of these institutions in law enforcement.

The design was developed in collaboration with the KPK and represented its articulated needs and goals for the future. KPK as the principle beneficiary of the project, was very satisfied with the project design. The project designed an implementing team, headquartered at the UNODC Program office in Jakarta and overseen by a Governing Board. Throughout the implementation of the project through its chairman role in the IDN/T81 governing board, the KPK steered the project in the ways that suited its needs and interests best and in this way, kept the project relevant.

The project design was very complicated, increasing the risk of project difficulties. However the implementing team strategically utilised the complexity of the project in order to keep stakeholder buy in strong in times of political fragility. Each component worked to support the other in times of difficulty. For instance, Component 1 was itself quite sensitive, however the trainings (Component 2) were able to bring law enforcement institutions together at times of crisis because officers found it personally and institutionally beneficial. Stakeholders repeatedly said that Component 3 and the president's interest in developing a comprehensive national strategy for anti-corruption motored the entire project along and forced project stakeholders and beneficiaries to repeatedly come to the table and work together. In this way, although the project could be criticised as inadequately anticipating the challenges of its design, in fact the overly complicated design was its strength as it gave the project implementers multiple avenues to achieve goals.

The project was designed to work at certain geographical areas and levels of government. Project stakeholders were principally based in Jakarta, however the project had national ambitions and thus integrating regional level government, law-enforcement staff and CSO were part of the project design. In Component 1, ICW surveyed regional level investigative and prosecution staff to get their feedback on current cooperation and supervision functionality by KPK. The project design anticipated trainings in the new Korsup at the regional level.

In Component 2, the project trained regional level police and prosecution officers in anti-corruption investigation skills, working toward a uniform capacity across the board and opening up important dialogue between national level institutions and their regional level counterparts.

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<sup>5</sup>Numbers listed throughout in this section refer to the objectives outlined in detail on page 2.

Component 3 examined the quality of MenPAN's monitoring of the implementation of the strategy by local government. Secondly, TII analysed which municipal governments (Denpasar and Bumbu Tanah) were seen as the least corrupt and what practices had they implemented that gave them such a reputation? Component 3 brought together CSOs concerned with anti-corruption to a national level Anti-Corruption forum, so that regional voices could be heard in the design and implementation of STRANAS. Finally, Component 3 also planned to establish five anti-corruption forums in the regions, and one event toward that goal was held in Banda Aceh in 2013.

## Component 1

Activity v) needed more activities scheduled in the project design. Although the research was completed, handed to KPK, and presented in a number of forums, including the national anti-corruption forum, there were no scheduled follow up activities. However the impact of the research would have multiplied had the project design reserved a budget allocation for presenting the research in a policy briefing. This could have reinforced Component 2 objective to heighten technical skills through training.

## Component 3

Component three was designed to expand the project's impact to regional and district governance by engaging local government in anti-corruption forums with local CSO. However, the project budget only allowed two visits to each of the five provinces where the forum was to take place, one of those including the event itself. After this there were no stated activities. TII failed to get local government interested in the forums, in part because TII had to contact them by letter and phone and were not taken seriously by local officials. The absence of scheduled activities after the forums' establishment meant that it was difficult to steer the forum in any one direction – for what purpose are the anti-corruption forums? What's the point of making them at the end of the project rather than the beginning? TII was reluctant to leverage their significant regional networks towards building these forums because the lack of substance in the project design would reflect badly on their legitimacy and reputation. This part of the project was ineffectively designed because it assumed that the regions would simply fall into line with the commands of the political centre. In fact, at the provincial and district level, buy-in and ownership of centrally devised projects needs to be supported and encouraged over a long period of time.

Similarly, although STRANAS PPK has been established and Bappenas has done a number of provincial level seminars to the regions to 'socialise' its terms, one seminar at the provincial level is not enough to prompt local government into implementing these reforms. There is great need for an anti-corruption project that works seriously and in a sustained way at 2-3 subnational government tiers.

## Relevance

### Component 1

The project's aim to strengthen Coordination and Supervision functions of KPK were extremely relevant as the institution has been taking the lead in anti-corruption investigations when in fact it should be taking a stronger role in supervising and monitoring them.

Component 1 commenced with a study undertaken by ICW about the Korsup function. In terms of substance, KPK Coordination and Supervision staff argued that the study lacked relevance and was too general for use. However, KPK leadership insisted that they had asked ICW to conduct the study, not for its quality, but because ICW is well positioned in the CSO community to start a debate between law enforcement institutions about Coordination and Supervision functions. This was an effective way to use ICW's strategic strengths and a number of forums discussing Coordination and Supervision were held involving police and prosecution staff which opened up the lines of communication between law enforcement institutions. In this way, quality of the output was less important than the strategic opportunities it presented to build relationships towards better coordination and supervision. This comes back again to indirect outcomes and CSO involvement as two of the key lessons learnt in anti-corruption programming.

Component 1, ii) was not implemented as the coordination and supervision report ultimately failed to produce policies, standard operating procedures and other regulatory frameworks. This activity did however produce a new draft MOU between KPK and the police which ICW noted that they continue to advocate in their meeting with the police and KPK.

Component 1, iv) In order to make this activity relevant project implementers trained CSOs in monitoring and evaluation KPK coordination and supervision of corruption cases instead.

Case management software is extremely relevant as part of a wider coordination and supervision function. However, IDN/T81 did not implement UNODC goCase software as per Component 1, iii). Examining why sheds light on the shifting political landscape in which anti-corruption projects take place. The idea of goCase was to provide a single software platform so that KPK could use it for all of its corruption cases and police and prosecution cases could be logged there as well. However, once implemented, UNODC staff reported that KPK appeared to be unwilling to use the software, preferring to maintain their old system in tandem with the new system.

Many factors appeared to put KPK off full software roll out. KPK leadership stated that they were unhappy with the very high price of maintaining the software, the fact that the software is managed out of Vienna and that the software was 'unsuitable' for their unique purposes. UNODC HQ attempted to address suitability issues but did not agree to handing over the software keys to KPK. The software was ultimately not used and this part of the project was unsuccessful.

Despite the relevance of this project aim and its initial agreement in the project design, , KPK staff members indicated that they became anxious about the level of detail goCase required and anxious about their eventual dependence on a piece of case management software that they didn't own or control and that could be used (and presumably hacked) by other law enforcement agencies. Although goCase was relevant in terms of the logics of project design, in fact KPK officers stated that they wanted a simpler project that would log cases without placing all data and evidence into the software. Experimenting with goCase appears to have strengthened KPK's resolve to develop unique case management software in-house. Rather than seeing goCase as a 'failure', this example shows how within anti-corruption projecting, diverting from small project outputs is necessary to remaining flexible and maintaining project outputs overall.

Two examples show us the importance of project flexibility to increasing the relevance of the project. For instance, project output vi) allowed the KPK to identify researchers and commission research that had been identified through UNCAC peer review as important to continuing the fight against corruption. KPK were given full reign over the selection of the research topics. Secondly, project output vii) the establishment of a KPK training unit was an amendment made to

the project in 2013. In 2012, conflict between the KPK and the police centered around Polri's ability to retract KPK's investigative staff at will. By changing the project to assist KPK to develop a training unit, UNODC increased the relevance of the project to beneficiaries and stakeholders.

## Component 2

Project output, i) KPK's training staff stressed that the training topics and substance conveyed in the UNODC project were relevant, unlike they argued, many bilateral donors who insisted that KPK be trained in anti-corruption material that they did not want. Police, and KPK investigative staff interviewed through the evaluation all unanimously reiterated the relevance of the Investigative interviewing training course to their everyday work. However, the relevance of many of the training materials to the work of the BPK, PPATK, Menkum, MA was less so as the trainings were directed to investigative staff rather than skilling up law enforcers who occupied different roles in the criminal justice process. Moreover the group nature of the trainings meant that some relevance was lost as trainers couldn't specifically tailor the skills to participants' needs.

Of all the curriculum, computer forensics was the least immediately relevant as most police participants had never dealt with cases requiring computer forensics and would not have the equipment to support such work in their regional and district level stations. At very least argued the computer forensics trainer, these trainings would mean that police would prioritise computer procurement and training in the future.

Nonetheless, despite these weaknesses, group trainings served a very significant goal for participants. Through the trainings, law enforcement officials created working relationships and bonds. They were about to speak about the process of their work and create understanding in other institutions. In this way, assessing the 'relevance' of anti-corruption trainings means that we look beyond the immediate outcome, to indirect outcomes which have more sustainable results and feed into other project goals (such as Component 1). Thus, despite the fact that group training meant that the quality of the substance of the training was compromised, for participants, the greater benefit of making law enforcement networks meant that the trainings were very relevant to their work.

One inhibitor to training relevance was the extensive period from project design to project implementation such that training topics were not aligned with the KPK's current strategic priorities around natural resources, subnational level corruption and agriculture. This was not a major obstacle, however it is worth bearing in mind for future project designs.

## Component 3

During this project, Inpres 05/2004 on RAN-PK was annulled which rendered activities i) and ii) irrelevant to the project. However, the project was strategically placed to take advantage of the opportunity to assist the government to develop a new national anti-corruption strategy. In this way, project implementers strategically repurposed the iv, v and vi towards the production of STRANAS-PKK, one of the many examples where project flexibility increased the relevance of project activities.

The relevance of project output iii) was limited as there was no follow up or public dissemination on the good practices in use in Denpasar and Tanah Bumbu. Although ICW held an event in Denpasar inviting other local government agencies to observe best practices, in Tanah Bumbu the provincial government did respond to invitations to have a similar event there, which meant the results were never publically addressed at all.

## Efficiency

The project was efficient because the project coordinated with other project run by UNODC to maximise outcomes. For instance, it used JCLEC training resources from a separate project with the Jakarta Centre for Law Enforcement Cooperation. Project implementers also ensured that IDN/T71 dovetailed closely with IDN/T81, picking up the CSO and public awareness dimensions of the IDN/T81 project and reinforcing project outcomes.

The project was efficient because of the structure of leadership it upheld. The project was run through a Governing Board designed to oversee and steer project activities. The board was chaired by the KPK, hosted by Bappenas at which UNODC had no voting privileges. CSOs were permitted to the governing board meetings but only as observers. The meetings themselves steered the project but also acted as a space where leadership could build trust and a shared understanding of project goals. Governing boards also allowed donors to have direct contact with project stakeholders and thus communicate their needs directly as the project was implemented. This model is very efficient for projects like IDN/T81 which have so many stakeholders involved. The Governing Board met every 6 months.

The project took into account the mid term ROM evaluation and endeavoured to respond to their concerns, as shown in the final report. One concern was risk management and risk assessment grids started to be used about midway through the project. These helped staff identify clearly a spectrum of risk and opened up discussion about how to manage it. However certain elements of the EU ROM evaluation were not addressed in full. For instance, the EU ROM evaluation called for greater project oversight, increased organisational skills and higher quality reporting. Project documentation suggests that reporting increased in quality, and interviews evidenced that management improved.

Financially the project sought to reduce costs by looking for contributions from project stakeholders as per their resources. Those contributions included the facilities for meetings and joint contributions to the National Anti-Corruption forum from CSO and other stakeholders. For Component 2, the in-kind contributions have been attached to Annex VI. As evidenced, this resulted in savings of US\$45 529.

In other ways, however project efficiency could have been heightened. The project implementers did not refer to budgets regularly from the beginning such that cost-effectiveness was not fully considered as part of the decision making process. Project staff did not see their budget documents or understand how to use them until mid way through the project. Moreover, work-plans were established but the delays that the project experienced from the first year meant that they lacked relevance as a planning tool. Changing workplans would have required a long approval process so they remained the same. The 2013 work-plan was not able to be fully implemented as the full amount expected for the project did not arrive with the UNODC Program Office in Indonesia.

Moreover, the lengthy nature of the contract approval process for implementing CSOs like TII meant that they started the projects late, their workplans were rushed and a number of the final year activities were unable to be implemented.

Finally, TII has US\$6170 in outstanding costs where a team member was paid a consulting fee. This was not suitable to donor procedures, however the problem did not become apparent until two years after TII financial reporting. This was because the financial reporting process had become stalled at the UNODC Program office in Jakarta and then subsequently took a long time to be approved. For TII this was a great burden.

ICW similarly was not properly informed about how financial reporting works and the different systems to which the institution must subscribe. For instance, ICW assumed that once reports had been surrendered, they would be reimbursed and was not informed that there was a lengthy approval process. The delay in funding disbursement meant that ICW had to find monies to pay for further project implementation and rely on other tranches of funds to implement IDN/T81.

## Partnerships and cooperation

### Component 1

As previously outlined in the background to this report, the project was challenged twice by problematic relationships between Polri and the KPK. However because project staff had flagged inter-agency relationships as a major challenge for the project, they had developed networks and mechanisms to encourage leaders and staff back to the table, ensuring that project activities could continue.

Much of this work was the achievement of the project management team who kept in constant touch with project stakeholders and was extremely proficient in keeping the project moving forward. This shows the need for local staff who understand the operating environment well and who have prior experience in the field.

In this way, local skills combined with the technical heft and political neutrality of the UNODC banner made for a very effective combination in implementing a project that faced a unique and volatile political environment. As previously stated, the project was also extremely adept at leveraging its other resources (eg training) or other projects within the UNODC portfolio (eg, JCLEC) to illustrate UNODC neutrality and bring stakeholders back to the table. In many ways, this represents absolute best practices for a project of this kind.

### Component 2

Stakeholder institutions report that strong relationships have been forged by the mutual trainings. Indeed, all parties interviewed stated that they enjoyed the trainings more for the networks they were able to make than the substance conveyed. Stakeholders interviewed said that they utilised their new networks regularly in order to coordinate, discuss and receive support for ongoing cases.

### Component 3

UNODC has a thin history of grantmaking and grant management to CSOs such that UNODC processes, structures and personnel were not sufficiently prepared for the level of support they needed to give implementing CSOs in order for them to achieve all of the activities in their contracts, leading to a high rate of unfinished activities. ICW suggested that they needed to hold some events under the banner of UNODC to get appropriate government buy-in however the lack of close communication meant that this was not communicated the events were not held. Contracts were inadequately written, and communication was erratic leading to misunderstandings about expectations. This particularly came to a head in the financial reportings of the CSO staff. TII believed its financial reports to be cleared until two years into the project, when they were faced with financial queries and a final ineligible cost of \$6,170. This eligible cost was due to ambiguous wording in ICW/UNODC contracts with national ICW consultants.

For an NGO of this size, this amount has caused considerable stress. Problems with financial reporting for CSOs were not sufficiently anticipated, an issue that came of deficiencies in the understandings of project staff of the financial reporting requirements. Inefficient management hit small CSOs much harder as they have less flexibility in terms of finances and staff. Functioning partnerships with CSOs need efficient and comprehensive management.

However, asides from these problems, the project was exceptional in bringing together and crystallising a disparate movement of CSOs supporting the KPK, giving them independence and space to grow from a single-minded goal to protect the KPK towards are more constructive and influential goal of supporting anti-corruption efforts more generally. By assisting the wider CSO movement to establish the Anti-Corruption forum, the project has effectively given the movement influence, coherence and a sustainable, ongoing mechanism for engaging the state and government in discussion about anti-corruption policies and activities.

It's important to recognise how far the CSO community have come because of IDN/T81's skills in building good relationships. In the first year of the project, Polri did not want CSO involvement in the project because they did not trust them or see their relevance in what they regarded was a government matter. UNODC project implementers recognised the need to build trust between CSOs and the police and sent the CSOs to JCLEC to undergo training. After that the police were more committed to building a relationship. ICW and anti-corruption police investigators have continued an ongoing, mutually-beneficial and productive relationship where they discuss ongoing cases and strategise for different ways to achieve anti-corruption goals. Tipikor police staff credit ICW advocacy with their recent budget hike, which ensures that cases are sufficiently financed. This has had the effect of increasing the seriousness with which corruption cases are treated within Tipikor and the overall prosecution rate.

#### Project donors

Project management was at times inefficient, but some changes were made after the main donor's ROM evaluation. Especially high staff turnover, delays and lack of quality control were pointed out by one donor as on-going problems for the project. This was also reflected in the project's visibility policy not being approved by the main donor.

Financial and narrative reporting were sometimes late or late minute but lengthy approval processes at UNODC HQ also inhibited the smooth running of the project. Furthermore, financial

certification and reporting delays occurred between UNODC HQ and the Field Office in Jakarta.. Agreements by UNODC HQ to exert more quality control and communicate better through quarterly meetings in Jakarta were not followed up which exacerbated problems.

## Effectiveness

Overall the project has been effective. The KPK rated it as the most effective project they have run recently compared to other bilateral donor projects. Interviews with project staff how the way that effectiveness has been heightened by prioritising relevance and adapted activities to keep them relevant to contemporary issues. The final project report shows that the project increased its effectiveness after the midterm independent evaluation report (2011) and was able to respond to many of the reports recommendations (final report). That said, the main donor expressed dissatisfaction with the quality of response to the ROM in the evaluation interview.

However, project effectiveness was compromised by inefficiencies in project management which, compounded with external factors and financial delays meant that a number of activities were not completed and the project underspent its budget. A better activities workplan would not have helped to increase project effectiveness as the project experienced delays beyond its control from its very commencement, however more familiarity from the beginning with reporting procedures would not have had the knock on effect that it did.

## Component 1

In terms of effectiveness: Component 1 produced a research paper on Coordination and Supervision to inform KPK's new Coordination and Supervision division. This research paper was circulated and discussed in seminars between the law enforcement agencies. Component 1 also produced one MOU dated 2012 between Polri, KPK and AGO, one draft MOU for Polri, KPK and AGO with new terms of coordination and supervision. Component 1 also produced two research papers on criminal obstruction and the legal status of corporations for KPK use. Component 1 did not bring about mechanisms or new standard operating procedures for C&S but it did train civil society actors in C&S. One training on C&S was held at the regional police station in East java on at the request of the provincial leadership. As per the 2013 project amendment where IDN/T81 supports a new training unit for KPK, the project produced a very comprehensive training needs assessment for the KPK, however as it was written in English, the report is yet to be translated.

## Component 2

The trainings aimed to train 480 law enforcers from PPATK, KPK, Polri, BPK, MA, AGO and Menkum. The total number of trained law enforcers was 386, 96 women and 296 men. (See Annex VII). Of that number 242 were from KPK, Polri or AGO. As per the ROM evaluation, the trainings used an assertive criteria to ensure that participants were fit for the training and in the position to use the training. In the period of the trainings, only one Polri participant in the computer forensics course was sent home after it was discovered he was unfit for the course.

The effectiveness of the trainings was somewhat inhibited by implementation delays. This meant that trainings were not undertaken sequentially, that one training would not follow in reasonable time from another such that the material from the first training was forgotten by the time the

second was held, and that promised advanced trainings did not occur because the project ran out of time.

### Component 3

Component three was very effective in that it produced a report on Kormonev, the now defunct monitoring mechanism for Menpan, two reports on best anti-corruption practices in local government in Bali and Kalimantan, held an anti-corruption forum in Banda Aceh, developed a mechanism for government-civil society dialogue on anti-corruption issues which was then directed to the development of a new anti-corruption strategy known as Stranas PKK. IDN/T81 was paralleled by activities in T71 which supported public awareness raising about STRANAS PPK. Public awareness raising took into account gender sensitivities. This included sending women to a regional conference on anti-corruption, training women in anti corruption monitoring and PSA for women.

The regional anti-corruption forums were not produced in this project. Implementation and contract delay had a knock on effect on the implementation schedules of the CSO implementing parties. TII had a very limited time to implement a long list of activities such that they were unable to devote the proper preparation time to each of the activities until component three. This compounded pre-existing problems and weaknesses in the project design (see Component 3, Design).

For instance, TII might have had more ability to use other resources to develop relationships in the regional areas towards building regional anti-corruption forums however with the short implementation time left to them because of project delays, this became impossible and TII backed away from developing the forums. A similar finding could be made of the regional government relationships that TII was expected to have developed. Truncated time for implementation coupled with limited budgeted activities meant that TII made nearly no headway at all with local government anti-corruption activities. As stated earlier, activities under Component 3 had design flaws in that there were not enough scheduled activities to get local government buy in, but the implementation delays meant that the CSOs were unable to utilise other means and resources by which to obtain that buy in.

### Impact

ICW states that one of the substantive changes in their networks has come about because of IDN/T81. ICW continues to meet regularly (every 3 months) with their police counterpart at the anti-corruption unit in the national criminal investigations department. Through this relationship, ICW can bring to the attention of Tipikor officers cases that they are monitoring that have stalled. This was backed up in the interview with Tipikor staff who maintained that this is a very fruitful mechanism to monitor and supervise ongoing corruption cases in the regional stations. ICW had also successfully lobbied the national parliament for extra funding for corruption cases, resulting in an extraordinary budget of Rp 250 million for each corruption case. This effectively resolves the longstanding problems of investigation and prosecution of anti-corruption cases for the Indonesian police. In response, Wiyagus has initiated improved systems at Polri HQ for monitoring corruption investigations at the national level and in the regions. He argues that the trend shows that Tipikor has increased its number of investigations that successfully go to prosecution.

Project documents show that the unit for Coordination and Supervision in KPK has tripled its staff number and substantially increased its budget. Moreover, as the KPK observe, the number of SDSP – letters that notify KPK of ongoing corruption cases – have increased both nationally and in the regions. Polri investigative staff seconded to KPK have returned to Polri and to Tipikor. Many of these staff took part in IDN/T81 as trainees. Interviewees say that they have returned to a clean, well-funded (thanks to ICW – see above) anti-corruption unit where they believe they can use their skills to increase Polri’s record in anti-corruption investigations.

## Component 2

Component 2 trained investigative staff as well as one representative from the educational institutions (Lemdiklat) of AGO, KPK and Polri. There have been solid impacts from this decision, for instance interviews with Polri showed that the criminal investigators’ school has adopted Investigative Interviewing as part of its curriculum for training all of Polri’s criminal investigators. Similarly, the KPK and the BPK also adjusted their curriculum at their education units to train their investigation staff in the PEACE model. BPK and PPATK staff who participated also said that they use the technique regularly to question people about irregular transactions.

The computer forensics trainer stated that the course on computer forensics taught through IDNT81 has also been taken up by the Supreme Court who have an ongoing contract with the same trainers used by UNODC to provide biannual computer forensic to 20-30 judges. The AGO have also followed with a similar biannual training project for 20-30 prosecutors.

Mutual Legal assistance replaced Covert Surveillance in the training project. By explaining the long process of extradition and the small number of staff allocated to it, criminal investigators interviewed also said that they are more careful in developing their cases, more able to factor in time delays for international assistance and have greater understanding of the processes required to get mutual legal assistance.

## Component 3

Component 3 also encouraged the establishment of the National Anti-Corruption Forum annual meetings of which there have been 4 so far. This initiative is jointly funded by donors, relevant CSOs and government and regularly attracts heads of institutions and an relevant audience of over 400 people. The evaluator attended the final day of the annual meeting this year and found it extremely lively with very detailed debates. The Anti Corruption Forum is now an institution in the fight against corruption and it is working out how to translate its success to the regional level and regional government.

All the interviewees unanimously stated that the development of STRANAS-PPK as part of this project was an ‘amazing’ accomplishment that has substantially pushed forward the fight against corruption.

## Sustainability

Project sustainability has been a matter of serious consideration for the project implementers. The focus on building relationships and networks reflects to what degree the project has been

concerned with embedded sustainability. Ownership and buy-in has been achieved, under exceptionally difficult circumstances.

The project has established mechanisms for future decision-making and activities in this area. Mechanisms are formal such as the National Anti-Corruption Forum, but also informal, such as the ongoing relationship between ICW and Tipikor Polri staff or ICW and AGO.

The project has also left significant policy guidance such as STRANAS PPK and a substantial action plan for how STRANAS PPK should take place and the means by which it should be evaluated and monitored. The STRANAS policy was made law through presidential regulation No. 55/2012. It is dated 2012-2025. STRANAS is supported by an action plan and monitoring evaluation frameworks.

Another example of project sustainability are the recommendations for KPK Cooperation and Supervision. Where activities have not been completed, project implementers have left stakeholders with the means to do so. For instance, the KPK was not ready to fulfil Component 1, project activity ii). As such, the project left the parties with an MOU designed by all of the law enforcement institutions on anticorruption cooperation. ICW's ongoing relationship with the KPK and Polri means that this MOU will be followed up.

Finally, in trainings, the project ensured that persons from the research and teaching centres of each stakeholder institutions were invited so that training materials would be adapted and suited to each module. Interviews with Polri's criminal investigation's unit for instance, showed that the PEACE model interviewing has been adopted as matter of course.

### III. CONCLUSIONS

The IDN/T81 project ran from 2009-2013. Its activities closely linked with UNODC stated aims and the priorities of the Indonesian government, state institutions and the wider social movement around anti-corruption efforts, that has flourished in the past four years.

The operational environment has been extremely challenging and IDN/T81 has experienced a number of major institutional conflicts that have delayed project implementation in a fluid and shifting political situation. However, despite the operational environment and implementation challenges, the project has shown how a good anti-corruption project can work. By listening to stakeholders, addressing their needs for trust and managing relationships sensitively, IDN/T81 was able to build networks and relationships committed to anti-corruption and in so doing, shift law enforcement institutions towards more productive working relationships. Part of the success of the project was also its ability to create ownership and flexibility and in so doing, allow indirect unarticulated results to be as significant as project outcomes.

IDN/T81 demonstrates that good anti-corruption programming needs to work across institutions, with multiple partners in government, law enforcement and civil society for sustainable results. It also showed that a project's very complexity can be its strength. In a volatile political environment, having multiple approaches, entry points and goals, can give the project a flexibility that allows it to keep moving forward.

That said, in order for them to be flexible and mobile, anti-corruption projects need special kinds of managerial supports. This project shows that running an anti-corruption project effectively needs well trained, stable staff who are experienced in grant management and law enforcement. UNODC HQ should take a stronger role in operationalizing anti-corruption projects by providing capacity building training, implementing stronger and faster human resources policies and recruitment processes towards building a solid team and assisting that team in the complex expectations of financial reporting across multiple donors.

Recruitment is particularly a problem in this sector, and explains a lot of the delays and suboptimal management of the project. Very few people have the required CSO, law enforcement, managerial and technical expertise to implement anti-corruption projects. In this way, future projects should look to mixing their national and international staff, recognising gaps in skill sets, capacity building and instituting proper mechanisms for managing and supporting implementing staff. This needs commitment from both UNODC HQ and the implementing country office. This will go along way towards giving a project the firm base it needs to maximise outputs.

Recruitment problems from the outset of the project meant there were implementation delays that were exacerbated when administrative and project staff left. Approval processes for certification, financial and narrative reporting delayed the project even further. For this reason, the project struggled to implement all of its activities and the project underspent by 22%. Internal project

management and support from UNODC HQ could have been improved and that would have had a positive outcome on donor relations.

Corruption is a major challenge for Indonesia and the situation is not likely to abate. Indonesia is currently electing new regional and national governments and a new president who will bring a new executive. Although many parties and the presidential heads have run on an anti-corruption ticket, those promises are yet to be tested and their capacity to implement reform is challenged by a more fragmented parliament. Operational environment permitting, this is likely to promote further need for UNODC to be active in the field of anti-corruption and the depth and breadth of its multi-level relationships give UNODC significant room to manoeuvre in a time of political change.

IDN/T81 has created a solid policy base for future anti-corruption efforts and a strong network to facilitate them. These are important resources which donors should be capitalise on as future programming goes forward.

## IV. RECOMMENDATIONS

With the changing field of anti-corruption work in Indonesia, UNODC has the skill set and the experience to continue to mediate and build relationship between law enforcement agencies. Consider other ways that UNODC can be a 'door-opener' to better relations within the law-enforcement sector. For instance, the relationship between Polri and AGO is still sub-optimal such that it interferes with investigations and prosecutions. UNODC is able to position itself admirably between numerous institutions in way that bilateral donors are unable to do.

Towards that goal, there are a number of key challenges in the criminal justice system that UNODC could productively contribute to. For instance, legislative changes to the anti-corruption environment are inevitable in the short term. This includes changes to the KPK law, criminal procedural law, criminal code, and as well as powers associated with anti-corruption activities such as asset recovery, wiretapping and digital privacy. Any legislative changes to the operating environment of the KPK incites widespread public outcry with each draft and yet, new legislation could be an important bolster to KPK's anticorruption work. UNODC are well placed to use its expertise, networks and neutrality to assist the government in its aims of making strong legislation that will assist the anti-corruption effort.

A second key area for UNODC support is in oversight and accountability. Oversight of law enforcement institutions, including the KPK, is weak and this is a contributing factor to ongoing problems between institutions. As part of a wider project of strengthening law enforcement capacity and coordination, UNODC should also consider how to assist institutions to build oversight mechanisms. Any such project would also consider how CSOs would assist in this task.

UNODC should continue to assist KPK with the development of an internal training unit for investigative staff.

UNODC should continue to work with CSO towards building regional anti-corruption forms and assisting local government in the implementation and monitoring of STRANAS PKK. Project design should include many activities to develop buy in and local ownership and time frames should be at least three years to develop sustainable results.

The UNODC Program office in Jakarta should continue to lever its strategic strengths by occupying the space between law enforcement agencies. So few donors are able to successfully do this: it is a core strategic strength of the UNODC Program office in Jakarta. But as an institution, The UNODC Program office in Jakarta and HQ in Vienna should consider what kinds of procedural and institutional changes need to occur in order to better support this work and avoid some of the management and implementation problems that occurred in this project.

For instance, to further develop anti-corruption programming, UNODC HQ should consider how human resources, financial and narrative reporting, recruitment policies and other working practices and systems need to be developed in order to accommodate grant-making and grant-

management with local CSOs who require attentive management and capacity building for their internal reporting structures. This is particularly the case at the subnational level.

To maximise UNODC impact, there is great need to retain key administrative and programming staff who have rare experience in this area. Establishing HR procedures for their supervision and performance evaluation should be done as a matter of priority. Job descriptions need to be clear and consideration should be given to staff workloads. Training in budgetary reporting should be given frequently.

## V. LESSONS LEARNED

Anti-corruption programming is a new and particularly challenging area and one that will likely be in increasing demand given the emphasis that global institutions place on anti-corruption measures. UNODC is uniquely placed to engage institutions across government, state and society towards the fight against corruption. The IDN/T81 project illustrates how future anti-programming work can be adapted for other countries or advanced in Indonesia.

The IDN/T81 project showed that anti-corruption work is challenging programming but has the potential to deliver impactful results that are viewed extremely favourably by the government. Much of the challenge of programming in this area lies in the fragile political environment that anti-corruption programming takes place. For this reason, deepening expertise in this area would mean implementing institutional changes that recognise that:

1. Successful anti-programming requires strong, stable teams that have a good mix between national, international, technical, and administrative staff who are able to navigate the ground well. This may mean being aware that anti-corruption projects need more sensitive hiring practices in order to assure the suitability and stability of staff.

2. Flexibility is important to anti-corruption programming given the shifting ground upon which it lies. Flexibility is a characteristic that UNODC has committed to publicly in its 2012 Country Report, however readiness to be flexible should also be asserted and followed through at UNODC HQ. Budgetary and programmatic changes should be expected as a matter of course and expectations need to be managed in order that such changes are as efficient as possible. For program implementers, managers need to familiarise themselves with process of verification, formalisation and approval upon the commencement of the project, not mid-way through, so that they are aware of how to navigate these processes.

3. CSOs are integral to project design, implementation and buy-in. This is because CSOs are able to initiate discussions that inter-government agencies are not, open doors to new relationships and bring public awareness and legitimacy to projects and actions. Without CSOs, anti-corruption work lacks sustainability. Future anti-corruption programming should carve out a role for CSOs as a matter of course. This means that UNODC should further develop its human resources, financial, grant-making and grant-management systems to allow for the weaker capacity of financial reporting capacity of CSOs, their inability to absorb large grants and their need for management and support through the implementation process.

4. Project design should not assume that government works coherently or along lines of authority at all levels of government or even between agencies. Anti-corruption programming needs to be given sufficient lead-in time to identify project champions and obtain buy in. This might mean that project designs include numerous simple activities in order to build relationships that will be crucial later on. The failure of Component 3 in establishing regional forms was because of instrumentalist-minded programming that failed to take into account local buy-in and activities that gave CSOs too little flexibility to build those relations.

5. Indirect results are as, if not more, important than articulated project goals. In IDN/T81, Component two aimed to increase the investigation and prosecution capacity of law enforcers. In fact, the ability of training participants to implement some of the curriculum was very limited. Instead the trainings produced a central platform upon which individual participants could engage, open discussion, learn about different institutional processes in law enforcement, understand cooperation and build networks. Individual participants were able to reframe their jobs to see themselves as part of a wider apparatus of criminal justice and start to build a mutual professional ethic. Ongoing trainings open the door at the institutional level for leadership to continue dialogue and build better relationships.

6. Programming needs to be thought about in a holistic way. IDN/T81, which focused on the KPK was acceptable to the police not least because UNODC were concurrently implementing the JCLEC project, which benefited Polri. JCLEC thus brought legitimacy and neutrality to IDN/T81 and provided project implementers with another avenue to access networks and resources during crucial moments of trust and relationship building. The parallel effect of this is that a project with little public legitimacy can have a detrimental effect upon the neutral standing and credibility of UNODC to separately implement anti-corruption projects in the eyes of its stakeholders. For this reason it is important to see UNODC's entire portfolio of projects as integrally linked and mutually reinforcing.

7. Project design should have multiple wings working at different levels. Complex project design in this case gave the team a lot of room to manoeuvre. When Component 1 of the project was delayed or too sensitive to broach between law enforcement institutions, project staff could divert their activities through Component 2, the relatively benign trainings that built relationships between officers on the ground. Component 3 and presidential support for a long-term and comprehensive national anti-corruption strategy motored the entire project from behind and forced stakeholders to commit to long term cooperation.

# ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

**Terms of Reference for  
Final Independent Project Evaluation of  
UNODC IDN/T81 project  
“Support to the Fight Against Corruption in Indonesia.”**

<b>Project/Sub-programme Number</b>	IDN T81
<b>Title</b>	Support to the fight against corruption in Indonesia
<b>Duration Start Date:</b>	49 months, 15 November 2009
<b>End Date:</b>	15 December 2013
<b>Location(s)</b>	Indonesia
<b>Responsible Office:</b>	UNODC Indonesia Office
<b>UNODC Regional / Country or Thematic Programme Outcome to which this programme/project directly contributes</b>	Regional Programme - Criminal Justice - Outcome 3.2 and 3.3 Justice Systems Governance - Outcomes 2.1, 2.2 and 2.4
<b>UNODC Indonesia Country Programme Outcome to which this programme/project directly contributes</b>	Sub-Programme 2: Anti-Corruption Outcome 2.1. Improved Law Enforcement Response, Outcome 2.2 Civil Society and the Media
<b>Executing Agency</b>	UNODC
<b>Government Implementing Agency/Partners</b>	Corruption Eradication Commission (KPK), Indonesian National Police (INP), Attorney General's Office (AGO), the Financial Transaction Reports and Analysis Centre (PPATK), the State Audit Board (BPK), the Anti-Corruption Court, the Ministry of Administrative Reform (MenPAN), the Ministry of Planning and Development (BAPPENAS)
<b>UNODC Overall Budget</b>	3,808,933 USD
<b>UNODC Total Approved Budget</b>	3,627,555 USD
<b>Donor(s)</b>	European Commission, Norway
<b>Project Coordinator</b>	Monica Tanuhandaru
<b>Type of evaluation (mid-term or final)</b>	Final Independent Project Evaluation
<b>Time period covered by the evaluation</b>	November 2009 - November 2013

<b>Geographical coverage of evaluation</b>	Jakarta
<b>Core Learning Partners (entities)<sup>6</sup></b>	Partners: Indonesia Corruption Watch (ICW), Transparency International Indonesia (TII), PUSAKO of the University of Andalas, PUKAT of the Gadjah Mada University  Associates: Basel Institute on Governance and GTZ

## 1. BACKGROUND INFORMATION

The objective of the project is to strengthen the rule of law and security in Indonesia by strengthening the capacity of the Corruption Eradication Commission (KPK), providing specialised anti-corruption trainings and by strengthening the implementation of the National Anti-Corruption Strategy (RAN-PK/STRANAS and/or its successor). Through improved governance, the Indonesian public's renewed trust in government and a more secure economic and social environment is sought to be the end result. This in turn will contribute to the overarching objective of improving the rule of law and security in Indonesia.

In strengthening the capacity of the KPK, there is a need to enhance the effectiveness of KPK's coordination and supervision function on both the repression and prevention side. Thus, the project provides for the strengthening of KPK's capacity which will be carried out by evaluating existing C&S processes, and providing technical assistance in developing a more robust C&S strategy and policy. The project also provides for building the investigation and prosecution capacities of anti-corruption agencies through delivery of specialised trainings. KPK, AGO, INP, the Indonesian FIU (PPATK), the State Audit Board (BPK) and the Anti-Corruption Court have expressed need for specialised training courses in advanced anti-corruption investigative and coordination techniques. In line with the above mentioned, there is a need to increase the quality of coordination between government, NGOs, media, private sector, and academia involved in the fight against corruption as well. The project therefore also attempted to strengthen the monitoring and evaluation of the National Anti-Corruption Strategy and its implementation through improved stakeholder involvement and coordination. The goal is to evaluate the successes of the existing RAN - PK and actively assist the new government in the formation a new anti-corruption strategy

UNODC is the project implementing agency for this project, with its implementing partners, Transparency International Indonesia (TII), Indonesian Corruption Watch (ICW), Basel Institute and GTZ as associates. This project complements another UNODC Norway funded project, namely 'Strengthening the Capacity of Anti-corruption Institutions in Indonesia' ( IDN T71). Both projects share a joint governing board, and share the cost of staff, and Norway Embassy agreed to provide 5% of this project and also conducting several similar training for both projects, based on TNA conducted by Basel Institut on

<sup>6</sup> The **Core Learning Partners (CLP)** encourages a participatory evaluation approach by allowing its members to participate in and provide feedback on key steps of the evaluation process. CLP members are the key stakeholders of the subject evaluated (project, programme, policy, etc) who have an interest in the evaluation. The CLP works closely with the Project Coordinator to guide the evaluation process.

Governance under this project.. The duration of the project is 49 months, with the implementing period starting from November 2009 until December 2013.

The overall objective of the project is to support Indonesia's fight against corruption. More specifically this project supports Indonesia's anti-corruption efforts by strengthening the capacity of a key anti-corruption institution, the Corruption Eradication Commission (KPK). The project seeks to specifically strengthen the KPK's co-ordination and supervision function in relation to other institutions authorized to eradicate corruption (objective 1). The project also provides specialized anti-corruption training to improve the operational, technical and coordination capabilities of key institutions mandated to investigate and prosecute corruption cases. These include the KPK, National Police, AGO, Audit Board and the Anti-Corruption Court (objective 2). The project supports Indonesia in strengthening the implementation and monitoring and evaluation of the National Anti-Corruption Strategy (RAN-PK/STRANAS and/or its successor) through the creation of a stakeholder forum, strengthening corruption monitoring and evaluation mechanisms and reviewing progress made against UNCAC (objective 3)

The projects objectives are in detail:

- KPK's coordination and supervision (C&S) function strengthened (objective 1)

This is carried out by evaluating existing C&S processes and providing technical assistance in developing a more robust C&S strategy and policy. A corresponding operational mechanism to implement the new C&S policy along with complimentary case management software forms part of the objective. Trainings will be delivered for familiarisation of the new system within KPK and understanding and compliance of the same by the Attorney General's Office (AGO), National Police (INP) and other government stakeholders. In total, 274 KPK, AGO and INP officers will be trained on KPK's new C&S function. This is in line with KPK's Strategic Plan 2008-2011 objectives to increase the integrity of law enforcement, strengthen KPK's oversight apparatus as well as to undertake a series of effective corruption prevention measures.

- Anti-corruption agencies' investigation and prosecution capacities built through specialised trainings (objective 2)

A training needs assessment of the KPK, AGO, INP, the Indonesian FIU (PPATK), the State Audit Board (BPK) and the Anti-Corruption Court conducted by Basel Institute on Governance revealed a need for specialised training in advanced anti-corruption investigative and coordination techniques. In total, 420 senior personnel from these agencies will be trained. The project will expand the operational and technical knowledge available to investigators, prosecutors and judicial officers of these agencies through high quality training workshops on: investigative interviewing, forensic accounting, asset tracing and recovery, fraud and corruption prevention techniques, and computer forensic investigations. Improving the coordination mechanisms and operational cooperation between these agencies will be another area of focus.

- Effective implementation and monitoring and evaluation of National Anti-Corruption Strategy (STRANAS) 2010-2025 (objective 3)

The project will: (i) bring government and non-government entities together through an Anti-Corruption Forum for improving STRANAS implementation; (ii) conduct 4 analyses of reforms already undertaken by selected field offices of the Directorate of Tax, Directorate of Customs, and two local government offices to identify good practices and lessons learned in Anti-Corruption (AC) reform; (iii) carry out 1 follow-up study on the

UN Convention Against Corruption (UNCAC) Gap Analysis of 2006 to map Indonesian AC response and recommend future direction; (iv) implement two specific studies on Obstruction of Justice and Corruption by Corporations; and (v) MenPAN, Transparency International Indonesia (TII) and Indonesia Corruption Watch (ICW) will carry out 1 survey on The Ministry of State Administrative Reform's (MenPAN) Coordination, Monitoring, and Evaluation (Kormonev) system with the help of a wide NGO network in 5 regional locations.

The Project is linked to the UNODC Indonesia Country Program Framework (CPF) particularly on Sub-Program 2, Anti-Corruption;

Outcome 2.1- Improved Law Enforcement Response

Outcome 2.2- Civil Society and the Media

The key government stakeholders and partners of the project are the Corruption Eradication Commission (KPK), the Indonesian National Police (INP), the Attorney General's Office (AGO), the Financial Transaction Reports and Analysis Centre (PPATK), the State Audit Board (BPK), the Anti-Corruption Court, the Ministry of Administrative Reform (MenPAN), the Ministry of Planning and Development (BAPPENAS) and Civil Society Organizations (CSOs).

The project's Action Implementation Team (AIT) is headed by a National Coordinator who has extensive experience and knowledge of working on police reform and capacity building programmes, in addition to project management experience. The National Project Coordinator is assisted by one international consultant experienced in law enforcement and project management, and with a team of five staffs. The project was officially endorsed in November 2009, with staffing, management and coordination arrangements completed in early 2010. The project implementation however was delayed until mid 2010 due to a block by the government on technical assistance provided to the KPK.

Outcome 1 KPK's Coordination and Supervision Function Strengthened

Outcome 1 of the project has been partly achieved, with the evaluation study on the coordination and supervision function of the KPK completed and the case management software in place and operational in KPK. The study on the Coordination & Supervision functions of KPK and has been disseminated to all stakeholders, both at central and regional level. The operational mechanism is yet to be defined as throughout the implementation of the project the situation and relationship between the KPK, INP and AGO fluctuated due to specific allegations and graft cases involving individuals of the three agencies. Consequently the training of the law enforcement officers on the new C&S function and mechanism has not been carried out. Never the less, to continue the support for enhanced C&S between all three law enforcement agencies, the approach through civil society training on monitoring the C&S function is undertaken. The project also seeks to draft an implementation guideline as a follow up to the Joint agreement between the INP, KPK and AGO for submission to the heads of agencies.

Outcome 2 Anti Corruption Agencies' Investigation and Prosecution Capacities Built Through Specialized Trainings

Outcome 2 of the project is completed with its primary focus to build the investigative and prosecution capacities of anti-corruption agencies by conducting specialized training courses to all agencies mandated in the field of anti-corruption. The training courses were finalized based on training needs assessment conducted in collaboration with Basel

Institute of Governance and beneficiaries. Training courses were organized in consultation with the Supreme Court and Attorney General's Office, AGO Special Crimes Unit and the AGO Training Center, the Personnel Development Bureau of the Human Resources Division of INP, the Director of Training Management from the Training and Education Institution and the Criminal Investigations Division (CID) training center of INP, as well as with KPK.

All trainings have been conducted with the support from the government of Indonesia in the form of In-kind contribution. These in-kind contributions reaffirm the significant support and buy-in of the GoI towards the project. Thus far, the project has been able to train 309 officers from all law enforcement agencies, including BPK, PPATK and the Ministry of Law and Human rights. The training subjects provided are Asset Tracing and Recovery, Advanced Fraud and Corruption Prevention Techniques, Investigative Interviewing using PEACE Model, Computer Forensic Investigations and a Training of Trainers on Investigative Interviewing using PEACE Model, which has been conducted. These are training subject will be deliver in the upcoming month: Mutual Legal Assistance, Advanced Financial Investigation and Forensic Accounting, Computer Forensic for Judges and Advanced Fraud and Corruption Prevention Techniques. Also a Training Need Assessment for Investigator of corruption cases has been conducted..

### Outcome 3 Strengthened National Anti Corruption Strategy Implementation Through Improved Stakeholder Involvement and Coordination

Outcome 3is being implemented in collaboration with TII, BAPPENAS, KPK and UKP4 as well as MoFA. The project team has constantly maintained liaison with KPK to support the implementation of UNCAC in Indonesia and with BAPPENAS to support and implement the STRANAS-PPK.In supporting the implementation of STRANAS-PPK with BAPPENAS, the project with 5% co funding from the Royal Norwegian Embassy supported the Government of Indonesia in developing the Anticorruption Forum, Studies on reforms, technical assistance to the development of the STRANAS PPK , its documentary film and 2 Public Service Announcement (PSAs) for youth and women.

The Anticorruption Forum has been established and implemented 5 times so far, including the event in Aceh, which is the first regional/provincial Anticorruption Forum. The project has completed studies on Bureaucratic Reform of two provincial cities/municipalities, namely Denpasar in Bali and Tanah Bumbu in South Kalimantan. Studies on Bureaucratic reform was also conducted towards the Directorate General of Customs and Excise and the Directorate General of Tax as a review on the progress made to curb corruption in the agency. The project has also completed the review of the Coordination, Monitoring and Evaluation (Kormonev) implementation survey in 5 provinces. Studies on the criminalization of Corporation for Corruption and obstruction of justice has also been supported by the project, as a follow up request by KPK resulting from the UNCAC implementation review of Indonesia.

The implementation period of the project was 34 months. The project commenced in November 2009 and was engaged in preparative activities until delivery commenced in June 2010. The project experienced delay in implementation due to government regulations on funding support towards the KPK which needed clearance from the legislature. The project was originally designed to end on 15 September 2012 however the implementation period of the project has been extended twice by the EC delegation for a period of 3 months and the second extension for 1 year. This revision was put together to absorb funds that remain unspent and to establish new activities, including completing old activities that are due. The project start up face delays caused by the parliament delayed endorsement for Objective 1. Later on the Government of Indonesia , provided in kind

funding or joint funding of some of the activities, to the date of the evaluation, the project implementation will reach around 78%.

## 2. DISBURSEMENT HISTORY

Overall Budget (2009-2013)	Total Approved Budget (2009-2013)	Expenditure (Sept 2009- June 2013)	Expenditure in % (Sept 2009- November 2013)
USD 3,808,933	USD 3,627,555	USD 1,500,000	78 %

## 3. PURPOSE OF THE EVALUATION

This project requires a final independent project evaluation as stipulated on the “Action” (original Project Document) on item no 1.8.4. A terminal review of the action, focusing on the effectiveness and impact of the action’s outcomes, outputs and supporting activities will be undertaken by external evaluators.

As stipulated in the Action, the main stakeholders of the project the Indonesian Law Enforcement Agencies, particularly the KPK, INP, and AGO. Thus they are the main users of the evaluation. Implementing partners or Consortium members of the project such as Indonesia Corruption Watch, Transparency International Indonesia, PUKAT UGM, PUSAKO Andalas University, Basel Institute on Governance and GIZ are among the key learning partners of the evaluation. The evaluation intends to get the involvement of the key learning partners by giving them the opportunity to reflect their inputs and satisfaction level towards the project.

The evaluator is expected to report the findings and recommendations before 11 December 2013. Preliminary findings and the final report will be shared with the key-learning partners.

## 4. EVALUATION SCOPE

The unit of analysis covered by the evaluation is the IDN/T81 project. The project activities and objectives are detailed within the project document referred to as “Annex II - Description of The Action”. The evaluation will cover the period November 2009 –November 2013. The project is being implemented in Indonesia with limited activities taking place in provincial level.

The final independent project evaluation will assess the performance of the project IDN/T81. Implementation of the recommendations from the mid-term evaluation (conducted in 2011) should also be reviewed during the final evaluation process. In particular, the final independent project evaluation will focus on the effectiveness, impact and sustainability; and evaluate the work of the project against the requirements of The Action and in particular the evaluation will report on the following key questions.

## 5. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

**Key evaluation questions that could be answered by the evaluation. (Questions provided below are only for reference. As such, the evaluator is not necessarily limited with the questions provided).**

**Effectiveness**, evaluate project effectiveness “to what extent has the project produced its desired results”

- How well has the project been achieving its planned results?
- To what extent have the planned results to date been achieved?
- What are the obstacle and challenges ?
- To what extent are the results achieved for the project appropriate and are they being reported against?
- What was the quality of the results/services available?
- Have all expected results achieved maintained and being used? ac
- Are there any factors which lessen the possibilities of sustaining the results achieved a
- To what extent has the project adapted or was able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?
- To what extent did the project management take findings and recommendations of the Mid-Term Evaluation Report into consideration in the implementation of the project?
- To what extent did unplanned positive effects contribute to results produced/ services provided?

**Efficiency**, evaluate the project efficiency “to what degree have resources been optimized during the project implementation, and has the project achieved satisfactory level of cost effectiveness”

- How well are inputs/resources being managed?
- To what degree are inputs provided/ available on time to implement activities from all parties involved?
- To what degree are inputs provided/ available at planned cost (or lower than planned), from all parties involved?
- Are inputs monitored regularly to encourage cost-effective implementation of activities? By whom are they monitored?
- Are project resources managed in a transparent and accountable manner?
- Are all contractual procedures clearly understood and do they facilitate the implementation of the project?
- How well is the implementation of activities managed?
- Is there a management tool used? If not, why not?
- Is an activity schedule (or work plan) and resource schedule available and used by the project management and other relevant parties?
- To what extent are activities implemented as scheduled? If there are delays how can they be rectified?
- Are funds committed and spent in line with the implementation timescale? If not, why not?
- How well are activities monitored by the project and are corrective measures taken if required?
- If appropriate, how flexible is the project in adapting to changing needs?
- If appropriate how does the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?
- How well are outputs achieved?
- Have all planned outputs been delivered to date? And in a logic sequence?
- What is the quality of outputs to date?
- Are the outputs achieved likely to contribute to the intended results?

- Are they correctly reflected through the targets?
- Do the inter-institutional structures e.g. steering committees, monitoring systems, allow efficient project implementation?
- Have all partners been able to provide their financial and/or HR contributions?

**Sustainability**, evaluate the project sustainability “to what extent the outcomes will be followed after the life of the project”.

- Is sustainability an integral part of the design i.e. is there a phase out/hand over strategy?
- Is the sustainability strategy (handing over strategy to partners) fully understood by the partners?
- If the services/results have to be supported institutionally, are funds likely to be made available? If so, by whom?
- Are the services/results affordable for the target groups at the completion of project?
- Is there a financial/ economic phase-out strategy? If so, how likely is it to be implemented
- What is the level of ownership of the project by target groups and will it continue after the end of external support?
- How far the project is embedded in local structures?
- To what extent are relevant target groups actively involved in decision-making concerning project orientation and implementation?
- What is the likelihood that target groups will continue to make use of relevant results?
- Do the target groups have any plans to continue delivering the stream of benefits and if so, are they likely to materialise?
- What is the level of policy support provided and the degree of interaction between project and policy level?
- What support has been provided from the relevant national, sectoral and budgetary policies?
- Do changes in government policies and priorities affect the project and how well is it adapting in terms of long-term needs for support?
- Is any public and private sector policy support likely to continue after the project has finished?
- How well is the project contributing to institutional and management capacity?
- Is the timescale and/or range of activities realistic with regard to the stakeholders' capacities
- How far is the project embedded in institutional structures that are likely to survive beyond the life of the project?
- Are project partners being properly developed (technically, financially and managerially) for continuing to deliver the project's benefits/services?
- Will adequate levels of suitable qualified HR be available to continue to deliver the project's stream of benefits?
- Are there good relations with new or existing institutions and are there plans to continue with some or all of the project's activities?
- Have coordination mechanisms between UNODC and other relevant development entities been successfully established?
- What lessons can be drawn from the coordination efforts and working arrangements between the UNODC project team, its counterparts/ beneficiaries, other sections of UNODC (e.g. HQ) and partners organizations/ other providers of similar type in the country?
- What were the comparative advantages of UNODC and was the project implemented with these in mind?

**Impact**, evaluate the project impact and its contribution to the strengthening of the rule of law and what has the project achieved in particular in the fight against corruption

- What are the direct impact prospects of the project at Overall Objectives level?
- What impacts appear likely?
- Are the current targets realistic and are they likely to be met?
- Are any external factors likely to jeopardise the project's direct impact?
- To what extent does/will the project have any indirect positive and/or negative impacts? (i.e. environmental, social, cultural, gender and economic)
- Have there been/ will there be any unplanned positive impacts on the planned target groups or other non-targeted communities arising from the project? How did this affect the impact?
- Did the project take timely measures for mitigating the unplanned negative impacts? What was the result?
- Do donor coherence, in particular with the other UNODC projects, its complementarity and coordination? and have any indirect impact on the project?

**Partnership and cooperation**, evaluate the partnership and cooperation level established by the project implementation so far.

- Are there good relations with new or existing institutions and are there plans to continue with some or all of the project's activities?
- Are project partners being properly developed (technically, financially and managerially) for continuing to deliver the project's benefits/services?
- How flexible is the project in adapting to changing needs?
- How does the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?

**Cross cutting issues**, evaluate the extent to which the project implementation is responding to in terms of some cross cutting issues, such as, gender, environment, Human Rights, the rule of law etc.

- To what extent has the project included *gender sensitivity* in the implementation of its interventions?
- To what extent has the project included *Human Rights* in the implementation of its interventions?
- To what extent has the project included *the rule of law* in the implementation of its interventions?
- To what extent has the project contributed directly or indirectly towards the development of gender sensitive approach in trainings?
- What is the percentage of women trained by the project?

**Lessons learned and best practices**, in addition, attention should be paid to the lessons learned and best practices applied in the project so far.

- Provide key recommendations related to : the project design; project implementation; project management and management of resource; programmatic response
- What lessons can be learned from the project implementation in order to improve performance, results and effectiveness in the future?
- What best practices emerged from the project implementation?

- What lessons can be drawn from unintended results?
- Which improvements can be made to gender, human rights and cross cutting issues beyond the project .

## 6. EVALUATION METHODOLOGY

The evaluation team will conduct a qualitative and quantitative assessment of the project progress. The evaluation should be conducted in a number of phases. These phases will include:

- A desk review of relevant reports and data;
- The submission of an evaluation methodology and work plan (in form of an inception report). The final draft needs to be submitted to IEU for review and approval before beginning the field research.
- A field-research visit to stakeholders and core learning partners where more qualitative issues can be addressed and finally
- The production and presentation of the report of evaluations team's findings and recommendations.

**Desk Review.** During the desk review, the written material that should be examined may include but may not be limited to:

- The original Project Document (The Action) and any subsequent costed work-plans;
- The main project reports (yearly, six-monthly progress reports, which will include key budgetary information);
- Report of midterm evaluation
- Results Oriented Monitoring(ROM) missions' reports (EC administered monitoring)
- Minutes and conclusions of Governing Board meetings, Anti-corruption forums, expert working groups
- Relevant documents Grants for Civil Society TII and ICW
- Details of course outlines and profiles;
- Progressive copies of Projects Calendar;
- Information on the pattern of student attendance at the courses;
- Summaries of the course evaluations;
- Details of outcome activities;
- Project workplan;
- Deliverables produced;
- Information on the activities of project implementation team
- Any other material that would be relevant.

**Field Assessment .** This will involve a field visit to stakeholders and core learning partners of approximately 4-5 days. The purpose of the field assessment are to conduct the following activities;

- Face-to-face discussions with the UNODC staff including members of the project implementation team. The evaluation team should provide, some days in advance

of their visit, a note summarising those issues that they would particularly look to explore further and a proposed schedule.

- Observation of ‘Training in action’ in one of the training courses that may be ongoing during their visit. Timing is to coincide with delivery of a project.
- Discussions with target audience, beneficiaries and stakeholders
- Discussions with past and present students and their line managers (with available ongoing course) .
- This will involve a field visit to ICW and TII as the project implementing
- Other thematic support in anti-corruption, such as national, international bilateral and multilateral cooperations.

## ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

The framework questionnaire has cut down, reframed and contextualised the main evaluation criteria to create a generic interview framework that can be adapted to specific interviewees?

### **Effectiveness**

- Did the project produce the desired results?
- Were the results of high quality?
- Were there unintended effects of the project?
- Have the results been maintained?

### **Efficiency**

- Were resources well managed and managed in an accountable way?
- Were activities on time and logically sequenced?
- Was ongoing feedback, monitoring and evaluation integrated into project implementation?
- Were contractual procedures clearly understood and did they facilitate the timely implementation of the project?
- Was the project sufficiently flexible to adapt to changing needs?
- What was the role of the project's governing body and how were decisions made?
- Did donors (Norway/EC) and grantmakers (UNODC) receive appropriate reporting?

### **Sustainability**

- What is the level of resources, policy and fiscal support that partners have committed independently to project results? Will that continue?
- Is the project and its results embedded in local structures?
- How did the project coordinate with T71 to encourage synergy and avoid overlaps?

- What is the likelihood that the project results will continue to benefit project stakeholders in the future, with the upcoming election?
- How will the new relationships of project partners continue to grow and coordinate?

### **Impact**

- What impacts have been achieved?
- Was the project design objectives realistic?
- Were donors coherent, complementary and coordinated?

### **Partnership and cooperation**

- On what criteria were project implementers (TII, ICW) identified and engaged?
- How did UNODC manage the relationship with secondary and remote CSO partners engaged through project implementers (TII, ICW)?
- Are there good relations with new or existing institutions and are there plans to continue with some or all of the project's activities?
- Were project partners properly developed (technically, financially and managerially) for continuing to deliver the project's benefits/services?
- How flexible was the project in adapting to changing needs?
- Was budget managing and reporting sufficiently elastic to manage different partner needs?
- How does the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?

### **Cross cutting issues**

- To what extent was gender balance, human right and rule of law part of project planning and implementation
- What is the percentage of women trained by the project?

### **Lessons learned and best practices**

- Provide key recommendations related to : the project design; project implementation; project management and management of resource; programmatic response
- What lessons can be learned from the project implementation in order to improve performance, results and effectiveness in the future?
- What best practices emerged from the project implementation?
- What lessons can be drawn from unintended results?
- Which improvements can be made to gender, human rights and cross cutting issues beyond the project?

Pursuant to the findings of the preliminary desk review, this evaluation adds a further criteria for evaluation

### **Operating Environment**

- What were the major risks of the project?
- How did project managers and implementers assess and prepare for risks to project implementation?
- How accurate was the risk assessment?
- How were risks that transpired mitigated and managed?
- Did risk alter the actual delivery of the project?
- Without the concurrent implementation of the project, would tensions have been worsened or alleviated?

## ANNEX III. DESK REVIEW LIST

- Minutes from Governing Board Discussions
- PUKAT-UGM Research Report "Criminalization of Corporation for Corruption in Indonesia"
- UNODC IDN/T81 Governing Board Terms of Reference
- UNODC Country Programme Indonesia 2012-2015
- Summary Report TII
- Grant Agreement between UNODC and TII, 17/05/2010.
- UNDP Amendment #1 Grant Agreement between UNODC and Transparency International Indonesia
- UNODC Inception Report of the Support to the Fight against Corruption in Indonesia IDN/T81, June 2014.
- UNODC Final Evaluation Final Report T71 "Strengthening the Capacity of Anti-Corruption Institutions in Indonesia".
- UNODC Guidelines for Evaluation Reports
- In-kind contribution IDN/T81
- UNODC IDN/T81 Final Progress Report 01-November 2012-15 December 2013
- UNODC Project Final Evaluator Terms of Reference
- UNODC Terms of Reference for Final Independence Project Evaluation
- UNODC Annual Progress Report 16 November – 31 October 2011
- UNODC 6 month Progress Report 01 November 2011 – 30 April 2012
- UNODC 4<sup>th</sup> Interim Progress Report 01 November 2012 – 31 July 2013
- UNODC 6 Month Progress Report 01 November 2012 – 20 April 2013.
- UNODC Kerangka Acuan Kerja Forum Anti Korupsi Indonesia ke-4.
- UNODC Support to the Fight Against Corruption Workplan – Year 2.
- Project Document "Support to the Fight Against Corruption" Annex II – Description of the Action

- STRANAS PPK documentary Film and 2x PSA
- Letter EU to UNODC Bangkok Ref.(AREAS)2014 136215430/04/2014
- UNODC Indonesian Mission Report 18-20 February 2013

## ANNEX IV. LIST OF PERSONS INTERVIEWED

<b>Date</b>	<b>Institution Affiliation</b>	<b>Venue</b>	<b>Number of People</b>
Tuesday, 17 June 2014	Bappenas	Bappenas	1
	University of Gadjah Mada	Teleconference	1
	UNODC		3
Wednesday, 18 June 2014	Bappenas		1
	ID-SIRTII	Id-SIRTII, Menara Ravindo 17 <sup>th</sup> floor	1
	Transparency International	TII	2
Thursday, 19 June 2014	UNODC	UNODC Office	1
	KPK	KPK	1
	Audit Board	Audit Board Training Center, Kalibata	2
	Universitas Andalas	Teleconference	1
Friday, 20 June 2014	Corruption Eradication Commission (KPK)	Mega Kuningan lantai 3	1
	PPATK	PPATK Office	2
	Indonesia National Police - Criminal Investigation Division	UNODC	1
	UNODC	UNODC	2
	Corruption Eradication Commission (KPK)	KPK	4

## ANNEX V. IN-KIND CONTRIBUTIONS

### TRAINING ON ASSET TRACING AND RECOVERY VENUE: AUDIT BOARD TRAINING CENTER

		Participants		
		Male	Female	Total
Date:	25-29 Oktober 2010	25	11	36
	1-5 Nopember 2010	20	11	31

Categories	Days	Persons	Price	Total	USD
Venue	5	-	400,000	2,000,000	225
	5	-	400,000	2,000,000	226
Accommodation	7	14	400,000	39,200,000	4,412
	7	10	400,000	28,000,000	3,160
Meeting Package	0	0	10,000	-	-
	0	0	10,000	-	-
Internet Access	5	35	50,000	8,750,000	985
	5	35	50,000	8,750,000	988
Computers	0	0	150,000	-	-
	0	0	150,000	-	-
Extra beverage	5	35	20,000	3,500,000	394
	5	35	20,000	3,500,000	395
				95,700,000	10,784

### Training on Advanced Fraud and Corruption Prevention Techniques

Venue: Audit Board Training Center

		Participants		
		Male	Female	Total
Date:	23-26 Nopember 2010	24	8	32
	29 Nopember - 2 Desember 2010	21	8	29

Categories	Days	Persons	Price	Total	USD
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Venue	5	-	400,000	2,000,000	226
	5	-	400,000	2,000,000	225
Accommodation	7	10	400,000	28,000,000	3,160
	7	10	400,000	28,000,000	3,153
Meeting Package	0	0	10,000	-	-
	0	0	10,000	-	-
Internet Access	5	35	50,000	8,750,000	988
	5	35	50,000	8,750,000	985
Computers	0	0	150,000	-	-
			150,000	-	-
Extra beverage	5	35	20,000	3,500,000	395
	5	35	20,000	3,500,000	394
				84,500,000	9,527

### Training on Investigative Interviewing

Venue: AGO Training Center

		Participants		
		Male	Female	Total
<b>Date:</b>	17-21 Januari 2011	21	7	28
	24-28 Januari 2011	24	4	28

Categories	Days	Persons	Price	Total	USD
Venue	5	400,000		2,000,000	222
	5	400,000		2,000,000	222
Accommodation	7	10	400,000	28,000,000	3,107
	7	10	400,000	28,000,000	3,107
Meeting Package	0	0	10,000	-	-
	0	0	10,000	-	-
Internet Access	0	0	50,000	-	-
	0	0	50,000	-	-
Computers			150,000	-	-
			150,000	-	-

Extra beverage			20,000	-	-
			20,000	-	-
				60,000,000	6,659

**Training on Computer Forensic Investigations**

Venue: ID-SIRTII's computer laboratory

		Participants		
		Male	Female	Total
Date:	23-27 Mei 2011	18	2	20
	6 - 10 Juni 2011	16	5	21
	4-8 Juli 2011	18	2	20
	11-15 July 2011	17	4	21

Categories	Days	Persons	Price	Total	USD
Venue	5		400,000	2,000,000	232
	5		400,000	2,000,000	234
	5		400,000	2,000,000	233
	5		400,000	2,000,000	233
Accommodation	0	0	400,000	-	-
	0	0	400,000	-	-
	0	0	400,000	-	-
	0	0	400,000	-	-
Meeting Package	0	0	10,000	-	-
	0	0	10,000	-	-
	0	0	10,000	-	-
	0	0	10,000	-	-
Internet Access	5	20	50,000	5,000,000	581
	5	20	50,000	5,000,000	585
	5	20	50,000	5,000,000	582
	5	20	50,000	5,000,000	582
Computers	5	22	150,000	16,500,000	1,917
	5	22	150,000	16,500,000	1,932
	5	22	150,000	16,500,000	1,920
	5	22	150,000	16,500,000	1,920

Extra beverage			20,000	-	-
			20,000	-	-
			20,000	-	-
			20,000	-	-
				94,000,000	10,950

### Training on Investigative Interviewing

Venue: Annex Building

		Participants		
		Male	Female	Total
<b>Date:</b>	1-5 April 2013	12	8	20
	8-12 April 2013	15	8	23

Categories	Days	Persons	Price	Total	USD
Venue	0	0	400,000	-	-
	0	0	400,000	-	-
Accommodations	5	25	280,000	35,000,000	3,599
	5	25	280,000	35,000,000	3,599
Meeting Package	0	0	10,000	-	-
	0	0	10,000	-	-
Internet Access	0	0	50,000	-	-
	0	0	50,000	-	-
Computers			150,000	-	-
			150,000	-	-
Extra beverage			20,000	-	-
			20,000	-	-
				74,000,000	7,198

### Training on Mutual Legal Assistance

Venue: N/A

		Participants		
		Male	Female	Total
<b>Date:</b>	7 - 8 November 2013	25	11	36

Categories	Days	Persons	Price	Total	USD
Venue			-	-	-
Accommodation				-	-
Meeting Package					
Internet Access				-	
Computers				-	
Extra beverage				-	-
				-	-

**Training on Computer Forensics for Judges**

**Venue:** Supreme Court Training Center

		Participants		
		Male	Female	Total
<b>Date:</b>	2-3 December 2013	34	7	41

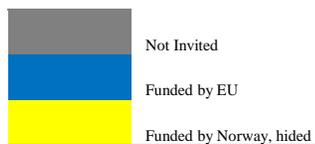
Categories	Days	Persons	Price	Total	USD
Venue	2		400,000	800,000	82
Accommodation	4	44	400,000	70,400,000	7,813
Meeting Package	0	0	-		
Internet Access	2	44	50,000	4,400,000	
Computers	2	44	150,000	13,200,000	
Extra beverage	4	44	20,000	3,520,000	
				92,320,000	9,493

# ANNEX VI. TRAINING PARTICIPANTS

## UPDATE NUMBER OF TRAINING PARTICIPANTS UNDER ANTI CORRUPTION PROJECTS

Course	Batch	KPK		INP		AGO		BPK		PPATK		AC Court		MoFA		MoLHR		BoI		KY		Forestry		Per Batch			Percentage		Per Training			Percentage		Budget
		M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	Total	M	F	M	F	Total	M	F	
Asset Tracing and Recovery	1	2	4	7	1	7	2	4	0	2	1	0	2	0	0	2	0	1	1	0	0	0	0	25	11	36	69.44	30.56	45	22	67	67.16	32.84	IDN-T81
	2	3	2	5	1	5	4	2	0	0	3	2	0	0	1	2	0	1	0	0	0	0	20	11	31	64.52	35.48	IDN-T81						
Advanced Fraud and Corruption Prevention Techniques	1	5	1	5	1	7	3	3	2	2	0	2	1	0	0	0	0	0	0	0	0	0	24	8	32	75.00	25.00	45	16	61	73.77	26.23	IDN-T81	
	2	2	0	6	1	7	3	2	1	0	3	4	0	0	0	0	0	0	0	0	0	0	21	8	29	72.41	27.59						IDN-T81	
Investigative Interviewing	1	4	1	8	0	7	4	1	1	1	1	0	0	0	0	0	0	0	0	0	0	0	21	7	28	75.00	25.00	45	11	56	80.36	19.64	IDN-T81	
	2	3	2	7	0	9	2	3	0	2	0	0	0	0	0	0	0	0	0	0	0	0	24	4	28	85.71	14.29						IDN-T81	
Computer Forensic Investigations	1	0	0	8	0	8	0	2	1	0	1	0	0	0	0	0	0	0	0	0	0	0	18	2	20	90.00	10.00	69	13	82	84.15	15.85	IDN-T81	
	2	0	0	8	0	5	1	3	3	0	1	0	0	0	0	0	0	0	0	0	0	0	16	5	21	76.19	23.81						IDN-T81	
	3	0	0	7	0	8	0	3	1	0	1	0	0	0	0	0	0	0	0	0	0	0	18	2	20	90.00	10.00						IDN-T81	
	4	17	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	17	4	21	80.95	19.05						IDN-T81	
Investigative Interviewing	1	10	6							1	1									1	1		12	8	20	60.00	40.00	27	16	43	62.79	37.21	IDN-T81	
	2	12	7							2	0									1	1		15	8	23	65.22	34.78						IDN-T81	
Mutual Legal Assistance	1	1	1	4	0	2	2			3	0					14	8	1	0				25	11	36	69.44	30.56	25	11	36	69.44	30.56	IDN-T81	
Computer Forensics for Judges	1											34	7										34	7	41	82.93	17.07	34	7	41	82.93	17.07	IDN-T81	
Total per institution		59	28	65	4	65	21	#	9	13	12	42	10	0	1	18	8	3	1	2	2	0	0	#	#	##			##	96	##			

75	25
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Participants based on funded		
EU	Norway	Total
386	0	386