

Final Independent project evaluation of the

**“Promoting Alternatives to Incarceration
for Convicted Drug Users, including
Rehabilitation and Probation”**

(Forming part of the Sub-Programme 5 on Drugs and HIV of the
Indonesia Country Programme 2012-2016)

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This evaluation report was prepared by Iko Safika, PhD, an external, independent evaluator. The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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ABBREVIATIONS AND ACRONYMS

AGO	Attorney General's Office
ATS	Amphetamine-Type Stimulants
BNN	National Narcotics Board
CJS	Criminal Justice System
CSO	Civil Society Organization
DGC	Directorate General of Corrections
GOI	Government of Indonesia
IAT	Integrated Assessment Team
IEC	Information, Education, and Communication
IEU	Independent Evaluation Unit
INL	International Narcotics and Law Enforcement Affairs
INP	Indonesian National Police
LAO	Legal Aid Organization
LEA	Law Enforcement Agencies
MoH	Ministry of Health
MoSA	Ministry of Social Affairs
MoLHR	Ministry of Law and Human Rights
NLDB	National Law Development Board
OECD/DAC	The organization for Economic Co-operation and Development- Development Assistance Committee
SAP	The Umoja Enterprise Resource Monitoring System
SC	Steering Committee
SDG	Sustainable Development Goals
UNODC	The United Nations Office on Drugs and Crime

EXECUTIVE SUMMARY

The Project

Drug abuse remains a major problem in Indonesia. At the same time, the national policy response to drugs remains predominantly focused on law enforcement measures, which contributes to the overcrowding of Indonesia's prison. The new Narcotics Law #35/2009 introduces mechanisms for diverting people who use drugs away from prison and towards rehabilitation. However, significant challenges remain in the execution of the law. As of March 2014, several Indonesian government agencies, including the National Narcotics Board (*In Indonesia: Badan Narkotika Nasional/BNN*), the Indonesian National Police (INP), Supreme Court, Attorney General's Office (AGO), Ministry of Health (MoH), Ministry of Law and Human Rights (MoLHR), and Ministry of Social Affairs (MoSA), signed a Memorandum of Understanding (MOU) to promote this legislative framework.

The MoU further launched the joint Inter-ministerial regulation to operationalize this legislation by establishing the Integrated Assessment Team (IAT). As a valued partner of the Government of Indonesia (GOI), the United Nations Office on Drugs and Crime (UNODC) has been asked to provide technical assistance on the implementation of this regulation. Therefore, UNODC has been implementing the ***"Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation"*** (INDA06) project. The INDA06 is funded by the Government of the United States of America through the U.S. Department of State's Bureau of International Narcotics and Law Enforcement Affairs (USA-INL). The original duration of the project was 24 months – January 2015 – December 2016. However, a no-cost extension was approved which extended it to June 2017. The project was implemented in two cities, Jakarta and Makassar, Indonesia.

The project's main objective is to improve Indonesia's criminal justice reform agenda through alternatives to imprisonment for convicted drug users. The project outcome is to support the implementation of the national joint regulation on the placement of people with drug dependence and victims of drug abuse into rehabilitation institutions. The activities include providing capacity building to Law Enforcement Agencies (LEA), service providers and civil society, strengthening the Integrated Assessment Team (IAT), and introducing international best practices (i.e. the Drug Court Treatment).

The Evaluation

The purpose of this evaluation is to document key achievements, challenges, lessons learned and good practices for future programming and decision-making. It aims to: 1) Assess the Organisation for Economic Co-operation and Development - Development Assistance Committee (OECD DAC) criteria for: Relevance, efficiency, effectiveness, impact, sustainability, as well as partnership and cooperation, human rights and gender; 2) Identify gaps, limitations and/or challenges; 3) Derive lessons learned and best practices; and 4) Generate actionable recommendations that help in promoting the model of alternatives to imprisonment for convicted drug users.

This evaluation was conducted from early April through the end of June 2017. The evaluation reviewed all project activities implemented from January 2015 until the end of the field mission in early June 2017. The field missions took place in two cities in Indonesia: Jakarta and Makassar.

The evaluation had three phases – (1) the inception phase, with desk review and preparation of the inception report; (2) the data collection phase, which involves a “mixed methods approach” to combining quantitative (i.e. on-line survey) and qualitative methods (i.e. interviews and focus group discussions (FGDs)) to obtain deeper insight into what the project has been able to achieve, including a proper diversification of data sources; and (3) the analysis/synthesis/reporting phase, with drafting and finalization of the report.

Findings

Relevance

The project responds strongly to the needs and priorities of Indonesia in addressing drug abuse and drug dependence. It specifically addresses Indonesia’s drug policy by supporting the implementation of the joint Inter-ministerial regulation which introduced mechanisms for diverting people who use drugs away from prison and towards treatment. The project is also relevant to UNODC’s strategic framework, as well as the regional programme for Southeast Asia and UNODC country programme for Indonesia. The project is also particularly relevant to Goal 3 and 16 of the Sustainable Development Goals (SDG), in particular to strengthen the prevention and treatment of addictive substance abuse, as well as the provision of access to justice for all, and building effective, accountable institutions at all levels.

Efficiency

Although all activities and outputs have been implemented, some of the planned outputs were not delivered on time. Several factors contributed to delays in project activities. These include: administrative delays were due to the approval of the project document; the implementation of a new financial and administrative UN system (Umoja); a request from BNN to postpone some activities; and the human rights vetting (Leahy vetting) requirements of the donor, which required submission of the names of personnel from law enforcement agencies (LEAs) prior to an event. A high turnover rate of staff within LEAs hindered the submission of personnel information on time. These factors have resulted in changes and modifications to the activities throughout the project implementation period.

Effectiveness

Providing capacity building to the LEAs, service providers and civil society, strengthening the Integrated Assessment Teams (IATs), and introducing international best practices (i.e. Drug Courtmodel) are the most visible and notable outcomes of the project. However, the project’s logical framework does not include a monitoring and evaluation tool to track quantitative indicators of how well the outcomes translate into achievement of objectives. These include: Percentage of convicted drug users diverted into treatment as an alternative to imprisonment increased; and lower inmate population as a result of effective implementation of alternatives to incarceration, including both rehabilitation for drug users and probation. The project has not developed monitoring tools and database to collect this data from the counterparts, thus lack the mechanism to track the number of convicted drug users that have been diverted into rehabilitation

throughout the project implementation period. Likewise, the positive trends of official data on number of inmate population who were convicted of drug offenses could not be reflected on the project also showing positive results.

Impact

Lack of baseline data, monitoring and evaluation (M&E) plan of the project, and short duration of activities have affected the assessment of the impact of the programme. Nonetheless, the assessment of impact was derived from the following sources: the perceived impact on the most significance change due to project by stakeholders; perceptions of training participants on what personal capacity has been increased as a result of the training; perceptions of the IAT members on the implementation of joint Inter-Ministerial regulation and the most significant success that IAT has achieved; and data on certain factors and other related information. The role of UNODC as a neutral organization has had a positive impact by involving key institutional actors (including different LEAs) in the implementation of alternatives to imprisonment for convicted drug users. The capacity development provided by the project has included both legal and medical aspects of drug dependence and policies, which has led to improved knowledge.

Human rights and gender

This project aims to promote rehabilitation as an alternatives to incarceration for convicted drug users and has emphasized the protection of the rights and well-being of drug users. Improvement is needed at the implementation level, particularly in terms of the process leading to entering the rehabilitation programme by convicted drug users. The adoption of gender sensitive concepts has only been implemented by ensuring equal numbers of female and male participants during capacity development.

Sustainability

The project introduced alternatives to incarceration through exposing partner organizations to a series of capacity building activities and by introducing them to the concept of Drug Treatment Courts (DTC). However, whether DTC can be adopted in Indonesia or not requires strong political will and high level decisions. In terms of civil society engagement in providing legal aid, the strategic planning workshop has been implemented to ensure its sustainability. UNODC could further offer support to serve as a liaison between civil society and government agencies (i.e. BNN, the National Law Development Board (*In Indonesia: Badan Pembinaan Hukum Nasional/BPHN*)) for further technical and financial assistance. An exit strategy could provide further advantages in ensuring project's sustainability.

Partnership and cooperation

UNODC has been seen as a neutral organization that can bring all LEAs into discussion of rehabilitation as an alternative to incarceration. The project has included all potentially important partners (i.e. key ministerial, LEAs and civil society), who served as the steering committee for the project. They have met annually, provided inputs and endorsed the work plan. However, changes in personnel at almost every meeting have lessened their role in coordination and follow up activities.

Main conclusions

The evaluation confirmed growing demand for assistance in the area of drug policy and criminal justice. UNODC has brought different types of LEAs and key institutional actors into discussions on how to provide alternatives to incarceration for convicted drug users through rehabilitation. The capacity building provided by the project has targeted all actors involved in this area. Despite significant delays in the beginning of the project, it has accomplished several activities and received largely positive feedback from most of the stakeholders. In some areas the project has achieved wide acknowledgement (e.g. the introduction of DTC concept and capacity building on ***“Strategies of rehabilitation for drug addicts and victims of drug abuse who come into contact with the CSJ in Indonesia”***). In other areas (e.g. the active role of the steering committee, IAT and civil society), progress has been less successful. The implementation of the Umoja Enterprise Resource Monitoring System has had an undesirable influence on the performance of the project. A lack of monitoring processes has also had a negative influence on the ability to track the progress of the project’s various activities.

Recommendations

Future directions should utilize the education and training center by the LEAs, thus making training activities more cost-effective and sustained. Doing so could also address issues related to a high staff turnover rate and unequal exposure among different levels of officials. The active role of the steering committee is needed, to facilitate better planning, implementation and follow up action. A stronger involvement of civil society could be done by implementing strategic planning and improving their knowledge on criminal law and regulations. A project progress monitoring mechanism should be developed. A tool to monitor progress will be necessary to evaluate whether the desired objectives have been achieved. The project management performance can be improved by better planning by both internal program management and their counterparts. The process leading to entering the rehabilitation programme by convicted drug users also need to be improved. UNODC could offer further support to the government in further strengthening the information sharing process with convicted drug users and/or those who come into contact with the Criminal Justice System (CJS). Further work is also needed to ensure that project activities benefit women and men equally, and in particular vulnerable groups within the group of drug users (e.g. children, adolescents, women, prisoners, minorities, people who experience discrimination). Future directions include capacity building targeted not only to the partner organizations but also to the internal management of UNODC on how to integrate gender concepts into their work.

Main lessons learned

A model of diversion into treatment and/or probation as an alternative to imprisonment toward drug users should be implemented in the early stage of the CJS (at the investigation stage). The deeper that convicted drug users go into the CJS, the harder they are to be diverted. Therefore, the police institution is the first step and entry point to divert those who come into contact with the CSJ. Increasing the participation of Government counterparts during planning, implementation, monitoring and evaluation will contribute to both a more intensive participation in implementation and a greater ownership of activities and results. The availability of data is crucial to see the progress of project. Monitoring and evaluation tools and a database could ensure that the desired objectives have been achieved. Better planning by both internal program management and external counterparts is highlighted. Given the complexity of rehabilitation

programmes for convicted drug users (i.e. both legal and medical aspects), UNODC could offer further support to civil society to serve as a liaison between civil society and the government agencies for further technical and financial assistance. In this way, the results of strategic planning workshops could be followed up by civil society and more convicted drug users could receive legal assistance by CSOs.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ¹	Evidence (sources that substantiate findings)	Recommendations ²
Key recommendations		
The project's logical framework does not include a monitoring and evaluation tool to track quantitative and qualitative indicators of how well the outcomes translate into achievement of objectives	Project Documentation Progress reports Project Staff Interviews	Implement the project progress monitoring mechanism, which includes a baseline survey, together with a formal needs assessment; clear and unambiguous quantitative and qualitative markers of achievement for specified results; a database which enables retrieval of data regarding various stakeholders and locations at any time; and post-evaluation after completion of workshops, trainings, and seminars. Additionally, as part of the need for monitoring and also an indicator of success, a dialogue should be facilitated by UNODC between and among key related ministerial, Parliamentary and CSO to reduce prison population through use of rehabilitation and probation alternatives for drug users, and potentially select other non-violent offenders are further highlighted. (UNODC Project Management)
Limited involvement of civil society relating to alternatives to imprisonment of drug users	Project Documentation Progress reports Project Staff Interviews Stakeholder Interviews	Stronger involvement of civil society could be done by following up from the strategic planning workshop. UNODC could serve as a liaison between civil society (i.e. Indonesian Drug Users Network and Indonesian counsellor addiction association) and the government agencies (i.e. BNN and BPHN) for further technical and financial assistance (UNODC Project Management)

¹ A finding uses evidence from data collection to allow for a factual statement.

² 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.

<p>This project has emphasized the protection of the rights and well-being of drug users. Improvement is needed at the implementation level, particularly in terms of the process leading to entering the rehabilitation programme by convicted drug users</p>	<p>Project Documentation Project Staff Interviews Stakeholder Interviews Focus Group Discussions with the beneficiaries</p>	<p>UNODC could offer further support to the government in further strengthening the information sharing process (UNODC Project Management)</p>
<p>The adoption of gender sensitive concepts has only been implemented by trying to ensure equal numbers of female and male participants during capacity development</p>	<p>Project Documentation Progress reports Project Staff Interviews Stakeholder Interviews</p>	<p>Further work is also needed to ensure that project activities benefit women and men equally, and in particular vulnerable groups within the group of drug users (e.g. children, adolescents, women, prisoners, minorities, people who experience discrimination). Future directions include capacity building targeted not only to the counterparts but also the internal management of UNODC on how to integrate gender concepts into their work (UNODC Country Office Management)</p>
<p>Important recommendations</p>		
<p>The capacity development conducted by the project should target not only the front line officers but also high level officials. A high staff turnover rate from the LEA should be taken into consideration when designing and selecting training participants</p>	<p>Project Documentation Progress reports Project Staff Interviews Stakeholder Interviews</p>	<p>Extend target participants by having balanced personnel/officials not only from the front line but also high level officials. The training modules “Strategies of rehabilitation for drug addicts and victim of drug abuse who come into contact with the CSJ in Indonesia” can be used when conducting training at their education and training centre. If requested, support the development of guidelines and standard operating procedures for the investigators and the legal team at IAT (UNODC Project Management)</p>
<p>Short duration of activities due to unforeseen circumstances (i.e. late start of activities, the implementation of a new system, the Umoja-SAP, request by BNN to postpone some activities) have resulted in some of the planned outputs not being delivered on time.</p>	<p>Project Documentation Progress reports Project Staff Interviews Stakeholder Interviews</p>	<p>Improve the role of the steering committees by increasing the participation of key ministerial, LEA, and civil society during planning, implementation, monitoring and evaluation processes will contribute to better implementation, commitments and ownership of activities (UNODC Project Management)</p>

I. INTRODUCTION

BACKGROUND AND CONTEXT

The United Nations Office on Drugs and Crime (UNODC) has been implementing the “Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation” (INDA06) project. The INDA06 is funded by the Government of the United States of America through the U.S. Department of State’s Bureau of International Narcotics and Law Enforcement Affairs (USA-INL), with a budget of US\$499,002. The project duration is two years and six months, from January 2015 to June 2017. The project is implemented in two cities, Jakarta and Makassar.

The project’s main objective is to improve Indonesia’s criminal justice reform agenda through alternatives to imprisonment for convicted drug users. The project outcome is to support the implementation of the national joint regulation on the placement of people with drug dependence and victims of drug abuse into rehabilitation institutions.

The project logical framework provides quantitative indicators of how well the outcomes translate into achievement of the objective. These include:

- Percentage of convicted drug users diverted into treatment as an alternative to imprisonment increased; and
- Lower inmate population as a result of effective implementation of alternatives to incarceration, including both rehabilitation for drug users and probation

The project’s objective further translates into five outputs and 18 related activities (see Annex V for the progress and gap between planned and achieved results).

Project Background and Context

Drug abuse remains a major problem in Indonesia. The prevalence of drug abuse has increased significantly in recent years. For example, the prevalence of drug abuse among population aged 10-59 years rose from 1,75% in 2005 to 1,99% in 2008³. By 2011 and 2015, the prevalence rose to 2,2% and 2,8%, respectively. The increase mostly reflects a recent rise in use of Amphetamine-Type Stimulants (ATS) in the forms of crystalline methamphetamine and ecstasy⁴. People who use drugs are subjects to arrest by law enforcement agencies (LEA). Indeed, most arrests and charges relating to drugs are made on the grounds due to dealing or possession⁵. The narcotics-related offenders account for 35%

³ The national survey report: Drug Abuse in Indonesia. 2008. BNN and Center for Health Research, University of Indonesia (CHR-UI). Jakarta:BNN

⁴ The national survey report: Drug Abuse in Indonesia. 2008. BNN and CHR-UI. Jakarta:BNN

⁵ The national survey report: Drug Abuse in Indonesia. 2008. BNN and CHR-UI. Jakarta-BNN

of the total prison population⁶. Data from the Indonesian National Police (INP) and the National Narcotics Board shows that between 2007 and 2012, there were 188,545 narcotics cases. 38% of these individuals arrested for drug offences were suspected of possession offences⁷. Meanwhile, the correctional system in Indonesia suffers from inadequate management and facilities, lack of capacity building for staffs working in prisons, and lack of financial resources⁹.

Indonesia's Narcotics Law Number 35 of 2009¹⁰ provides legislative options to channel those convicted of drug use, but not dealers, through rehabilitation rather than incarceration. BNN has sought to build consensus among the police, prosecutors, judges, and others to share the understanding that those convicted of drug use should be channelled into rehabilitation programmes rather than imprisoned. As of March 2014, several Indonesian government agencies (BNN, INP, Supreme Court, Attorney General's Office (AGO), Ministry of Health (MoH), Ministry of Law and Human Rights (MoLHR), and Ministry of Social Affairs (MoSA)), signed a Memorandum of Understanding (MoU) to promote this legislative. The joint Inter-ministerial regulations have been further developed as a result of this MoU¹¹.

As a valued partner of the Government of Indonesia (GOI), UNODC has been asked to provide technical assistance by piloting a model as alternative to imprisonment for those who are convicted as drug users. Therefore, under the lead of UNODC country programme for Indonesia, sub-programme 5: Drugs and HIV, outcome 5.2: "Drug dependent people have access to more effective treatment and reintegration services", UNODC Indonesia and BNN have launched a project "Promoting alternatives to incarceration for convicted drug users, including rehabilitation and probation" through increased inter-agency cooperation and communication on the implementation of the joint Inter-Ministerial regulation, as well as established evidence to help promoting a model of diversion from prison to rehabilitation. Specific outputs and activities of the project can be seen in Annex V.

The partner organizations for this project include the INP, AGO, Supreme Court, MoLHR, MoH, MoSA, BPHN, Civil Society Organizations (CSOs) such as Indonesian Drug Users Network (*In Indonesian: Persaudaraan Korban Napza Indonesia (PKNI)*) and Indonesian counsellor addiction association (*In Indonesian: Ikatan Konselor Adiksi Indonesia (IKAI)*). All of these have served as the Steering Committees (SC) for this project. They met annually to develop and endorse the work plans. During the life of the project, they have met three times, in 2015, 2016 and 2017, respectively. They also provide assistance in the execution of the activities.

The project contributes directly to the objectives set out by the UNODC Country Programme for Indonesia 2012–2016; it is part of Sub-Programme 5: Drugs and HIV, and contributes to Outcome 5.2: "Drug dependent people have access to more effective treatment and

⁶ Retrieved from <http://smslap.ditjenpas.go.id/public/grl/current/monthly/year/2016/month/7>

⁷ UNODC project document on INDA06

⁸ Lai, G., Asmin, F., Birgin, R. 2013. Drug Policy in Indonesia. Jakarta: International Drug Policy Consortium

⁹ UNODC's Project Document on INDA06, section situation analysis

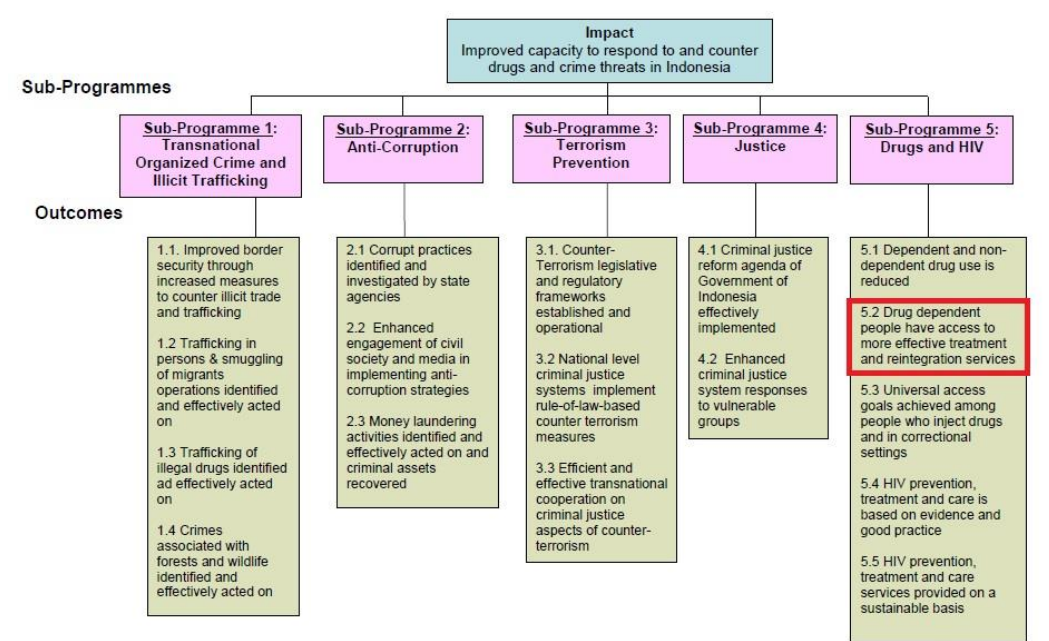
¹⁰ Law No. 35 of 2009 on narcotics. Republic of Indonesia

¹¹ UNODC's project document and TOR of Independent Evaluation

reintegration”. This project also links to Sub-programme 5: Drugs and Health, and Alternative Development and Outcome 5.2: “Drug use treatment and re-integration” of the Regional Programme for Southeast Asia 2014-2018.

The project also links to the UNODC Strategic Framework Sub-programme 2 on Prevention, treatment and reintegration, in particular, accomplishment (a) on Increased application, with the support of UNODC and upon request of Member States, of measures to reduce the vulnerability to drug use and HIV/AIDS of people in the community, sub-point (ii) on Number of countries assisted by UNODC in implementing drug dependence treatment, rehabilitation and social reintegration interventions in line with relevant international treaties and based on scientific evidence. Figure 1 shows further information on other sub-programmes of the UNODC Country Programme for Indonesia.¹²

Figure 1. UNODC Country Programme for Indonesia-Thematic Sub-Programmes



The project also contributes to the goal 3 of the Sustainable Development Goals (SDG), specifically target 3.5, which is to strengthen the prevention and treatment of addictive substance abuse, including drug abuse and harmful alcohol use. It has a specific indicator on the number of people who use drugs who are able to access rehabilitation measures in accordance with government standards. One of the INDA06 project’s output is to strengthen the legal, regulatory and policy framework on national drug policy, which assists the GOI to develop standards that are necessary for the law to take place (e.g. modules for the implementation of the joint Inter-Ministerial regulations, Indonesia’s drug policy legal framework reviewed by using the UNODC justice assessment toolkits, etc.).

The project has also related to the goal 16 of the SDGs, which is the promotion of peaceful and inclusive societies for sustainable development, the provision of access to justice for

¹² UNODC Country Programme for Indonesia 2012-2015

all, and building effective, accountable institutions at all levels. In particular, the establishment of MoU by BNN and other government agencies, including the mechanisms established between ministries on the development of rehabilitation programme for the convicted drug users.

The purpose, scope and use of the evaluation

This is an independent final evaluation of the INDA06 project. There was no prior mid-term evaluation. The purpose of this evaluation is to document key achievements, challenges, lessons learned and good practices for future programming and decision-making. It aims to:

- Assess the OECD DAC (The Organisation for Economic Co-operation and Development - Development Assistance Committee) criteria relevance, effectiveness, efficiency, sustainability, impact, partnership and cooperation, as well as human rights and gender
- Identify gaps, limitations and/or challenges
- Derive lessons learned and best practices
- Generate actionable recommendations that help promoting the model of alternatives to imprisonment for convicted drug users

This evaluation is carried out from early April to the end of June 2017. The evaluation included all project activities implemented from January 2015 until the end of field mission in early June 2017. The field missions were undertaken in two cities in Indonesia: Jakarta and Makassar.

The primary end users of the evaluation's findings will be the management team of the INDA06 project, UNODC at large, BNN, and the donor (US Embassy-INL). Secondary parties making use of the results will include the UNODC's partner organizations, drug users by the implementation of the joint Inter-ministerial regulation, and CSOs who have partnered with the project, as well as other agencies working on criminal justice reform for convicted drug users at the national and regional levels. Actors from other regions working on these issues may also take an interest in the evaluation's assessment.

EVALUATION METHODOLOGY

The evaluation methodology was designed to conform to the Norms and Standards for Evaluation in the United Nations System and the Evaluation Norms, Guidelines, Templates and Standards at UNODC¹³

Evaluation approach

The evaluation used a mixed methods approach combining quantitative (i.e. on-line survey) and qualitative methods (i.e. interviews, focus group discussions (FGDs) and desk reviews). The adoption of gender sensitive concepts has only been implemented by ensuring equal numbers of female and male participants during FGDs with the

¹³ <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

beneficiaries. This, however, could not be ensured during interviews with the stakeholders as the list of persons to be interviewed had been provided to reflect involved stakeholders. Additional interviews could not be arranged due to the tight time frame. This is a limitation to the overall evaluation. A set of questions regarding gender has been included in the evaluation tools (see Annex II for Evaluation tools: questionnaires and interview guides) in order to assess aspects of gender equality regarding the project. The methodology specifically considered both primary and secondary data sources facilitating deeper insight into what has been conducted, what the project has been able to achieve and a proper diversification of data sources. The methods used included the desk review of documentation, interviews and surveys. The evaluation had three phases: inception, data collection phase/field mission, analysis/synthesis/reporting. Each are discussed below.

Inception

It summarized the review of project documentation, stated the purpose, scope and use of the evaluation, and prepared the evaluation approach and methodology. The process included discussion with the project manager, review project documentations, and preparation of a report based on the template for inception reports by UNODC.

Key components of the inception report included:

- Primary Findings of the Desk Review
- Evaluation Questions
- Data Collection Instruments
- Sampling Strategy
- Evaluation Matrix

The final Inception Report was the first deliverable of the evaluation. This report was approved by the UNODC Independent Evaluation Unit (IEU) on 9 May 2017.

Data collection phase/field mission

Following the inception phase, the field mission was conducted in Jakarta and Makassar. Together with the document review undertaken during the inception phase, the field mission, with its focus on collecting primary data, was the key aspect of the evaluation.

Interviews

Interviews were conducted with key stakeholders who are part of SC, other stakeholders, and the donor. The interviews consisted of questions related to the OECD DAC evaluation criteria that has been described previously. Face to face interviews were conducted with a total of 15 people. The actual number of interviews were less than originally planned (17) due to interviewees from BNN and UNAIDS not being available. The full list can be found at *Annex IV - List of persons contacted during the evaluation*. Interviews followed the general structure of agreed evaluation questions, but with modifications and refinements as required subject to the type of stakeholder and their level of detailed knowledge of the project.

Focus Group Discussions

Two focus group discussions (FGDs) were conducted. *First*, with a group of convicted drug users to see the benefit of the programme (rehabilitation rather than prison) from their perspective as the beneficiary of the programme. Two group discussions were conducted per location (Jakarta and Makassar), with approximately 3-4 convicted drug users. The FGD was conducted at the BNN's Centre of Rehabilitation Baddoka (in Makassar) and Lido (in West Java). *Second*, with the IAT members to assess the implementation of the joint Inter-ministerial regulation and their role as an assessment team in promoting alternative to incarceration through rehabilitation. One group discussion was conducted per location (Jakarta and Makassar), approximately 3-4 person. The IAT members participated in the discussion consisted of the legal and medical team. See *Annex IV - List of persons contacted during the evaluation*.

The on-line survey

The online survey was conducted to collect additional data from people who have received capacity building by the project. It consisted of CSOs who have participated in the paralegal training. The paralegal training targeted outreach workers, peer educators, community leaders, drug user communities and the methadone networks. The project documentation shows that 21 participants in Makassar, and 20 participants in Jakarta have participated in the paralegal training, respectively. The online survey consisted of closed and few open questions that were carefully tested and adapted beforehand. It was translated into Indonesia language. It included questions on personal capacity gained as a result of the training and recommendations to improve services for people who use drugs.

Of the 41 personnel of CSOs who have participated in the paralegal training, only 16 have participated in the survey (8 participants in Makassar and 8 participants in Jakarta). The response rate was low (39%), despite multiple reminders that had been sent. Due to the low response rate, the survey results can only be used to a certain extent. Upon further confirmation with director/project manager of the organization, some of them no longer worked for the organization. No bounce back email was experienced, so the email address in the project documentation was still valid. Out of 16, 86% were male. More than three quarters (75%) worked in the community. Less than half (44%) held positions as the project implementation staff (i.e. field coordinators, outreach workers). More than half (56%) have worked in the organization between 1-3 years. Three quarters (75%) have reported having ever provided legal assistance to convicted drug users but the evaluator could not be ascertain if they have provided legal assistance to convicted drug users before or after attending the paralegal training. On average, they provide legal assistance to 1-3 convicted drug users per year. They have provided legal assistance to both female and male convicted drug users.

Analysis/Synthesis/Reporting phase

The results of desk review of project documentation and field mission were analyzed and synthesized. Descriptive analysis was used to analyse the quantitative information from the online survey. Meanwhile, qualitative analysis was applied continuously throughout data collection. Extensive notes were taken from interviews and FGDs. Notes were reviewed for emerging themes, completeness of work and inconsistencies. Identified themes were coded, and analysis was undertaken based on these themes but also against the evaluation criteria and the evaluation objectives. The evaluation criteria as described previously were used as the analysis framework. Triangulation was conducted by cross-checking multiple data sources (i.e. primary and secondary data sources) and collection procedures above to evaluate the extent that all evidence converges.

Based on these analyses and findings, a draft report was developed. The report consisted of conclusions derived from findings based on the evaluation questions. A set of lessons learned and recommendations were also included. The synthesis/analysis/reporting phase is the last stage of this evaluation.

The finalization of the report has two components. *First*, drafting of the evaluation Report and submission to UNODC's Project Management for review and comments on any factual errors and to the Independent Evaluation Unit (IEU) for review and comments. *Second*, upon clearance by IEU, the Draft Evaluation Report was shared with the main partners in form of the CLPs, in this case BNN, for comments on factual errors. Following any comment from BNN, the report was finalized. This final draft was then cleared by the IEU. The Final Evaluation Report is the *third and final deliverable* of the evaluation.

LIMITATIONS TO THE EVALUATION

The evaluation is not explicitly seeking to ascertain the impact of the intervention because (1) there were significant delays in the execution of programme activities; (2) the scope of the programme is not isolated to two target cities but national coverage, making it difficult to determine impact; and (3) attribution of impact is difficult in the absence of baselines and short duration of activities. Nonetheless, the perceived impact has been assessed by asking the training participants (e.g. CSOs who participated in the paralegal training, the IAT member) regarding their personal perception if their capacity had increased as a result of the capacity building provided by the project. Additionally, information from drug users regarding the impact of the project was also collected.

The availability of secondary data was limited. In some cases, data could not be provided by the relevant stakeholders. Therefore, the evaluator's ability to triangulate between primary and secondary data was limited. The evaluator could not fully collect quantitative indicators as stated in the project's logical framework. These include: 1) percentage of convicted drug users diverted into treatment as an alternative to imprisonment increased; 2) lower inmate population as a result of effective implementation of alternatives to incarceration, including both rehabilitation for drug users and probation; and 3) number of drug users who received paralegal assistance from CSOs. This is part of project's limitation as no monitoring and evaluation tool and mechanism were developed. The interpretation of secondary data has been made cautiously by discussing the trends of data during the

duration of the project (2015 to 2017). However, it could not be ascertained if the fact that data showed positive trends this reflected on the project also showing positive results. More details of secondary data sources can be seen in section “Impact” of the report.

II. EVALUATION FINDINGS

Relevance

Relevance of INDA06 with respect to UNODC mandates and strategic framework has been described in the Section “Project Background and Context”. In particular, the explanations given as part of the introduction and outlining the contribution of the project to UNODC’s mandate, strategy and wider programmes as well as to the SDGs more specifically have acknowledged the notable relevance of the project.

The importance of this project to Indonesia can further be highlighted as follows. The GOI has passed a new drug law, the Narcotics Law #35/2009¹⁴ to respond to the challenges of drug abuse and drug dependence. This law, as previously mentioned, classifies drug users as patients and not criminals by introducing mechanisms for diverting people who use drugs away from prison and towards treatment. The Government has also designated BNN as the key agency with responsibility to lead the response to drugs related matter. BNN is a strategic partner of UNODC in Indonesia and a key counterpart within the GOI. UNODC has provided technical assistance to the implementation of the law and the execution of the joint Inter-ministerial regulation that was signed by BNN and six other government agencies (e.g. INP, AGO, Supreme Court, MoH, MoSA, and MoLHR). The joint Inter-ministerial regulation aims to operationalize the law #35/2009. Hence, the relevance of the project for Indonesia is reflected in these important achievements.

The data gathered in the subsequent stages of the evaluation evidenced that the project is also aligned with counterparts’ role and function in the area of drug rehabilitation and policy. For example, the capacity building provided through seminars, workshops and training has improved their knowledge on the drug policy and rehabilitation strategies. This has been confirmed during the analysis of the desk materials as well as during stakeholder interviews. The INDA06 activities have targeted not only LEAs and other government agencies but also civil society who works closely with the beneficiaries (in this case people who use drugs who come into contact with the CJS). Moreover, in the opinion of IAT members, INDA06 offers appropriate solutions to develop similar perceptions between the legal and medical team. This has been confirmed during FGDs with the IAT members.

The project is also relevant for the donor (in this case the USA-INL). The fact that the funding of the project was provided might be an indication for its importance. The project’s main objective is to improve Indonesia’s criminal justice reform agenda through alternatives to imprisonment for convicted drug users. One of INL’s focus areas in Indonesia is counter-narcotics, sub programme drug rehabilitation and treatment¹⁵. Therefore, this project is relevant to their focus areas of intervention, which is drug rehabilitation and treatment.

¹⁴ Law No. 35 of 2009 on narcotics. Republic of Indonesia

¹⁵ INL’s focus area “Drug Treatment and Rehabilitation”: <https://www.state.gov/j/inl/focus/counternarcotics>

Finally, the project is also particularly relevant to the Goal 3 of the Sustainable Development Goals (SDG), Target 3.5, which is to strengthen the prevention and treatment of addictive substance abuse, including drug abuse and harmful alcohol use. It has a specific indicator on the number of people who use drugs who are able to access rehabilitation measures in accordance with government standards. One of the INDA06 project's output is to strengthen the legal, regulatory and policy framework on national drug policy, which assists the GOI to develop standards that are necessary for the law to take place (e.g. modules for the implementation of the joint Inter-Ministerial regulations, Indonesia's drug policy legal framework reviewed by using the UNODC justice assessment toolkits, etc.).

The project has also relates to Goal 16 of the SDGs, which is the promotion of peaceful and inclusive societies for sustainable development, the provision of access to justice for all, and building effective, accountable institutions at all levels. In particular, the establishment of MoU by BNN and other government agencies, including the mechanisms established between ministries on the development of rehabilitation programme for the convicted drug users.

Therefore, the project is aligned not only with the overall UNODC strategy¹⁶ in the area of criminal justice reform, but also with Indonesia's drug policy, the civil society, the donor, and the SDGs.

Efficiency

The project documentation has shown the project performance progress. These include the annual work plans, which are agreed by members of the SC; project performance progress reports (e.g. quarterly, semi-annual and annual), which document progress against performance indicators and gaps between planned and achieved results.

To what extent were inputs converted into outputs in a cost efficient and timely manner, and how have unexpected causes of delay been managed by the project can be described as follows:

1) Late start of the activities due to the following reasons:

- The administrative delayed due to the approval of the project document. The concept note was agreed in August 2014 and the approval of the project document was in December 2014. The original duration of the project was 24 months – January 2015 – December 2016. However, a no-cost extension was approved which extended it to June 2017. Likewise, the letter of intent (LoI) between UNODC and BNN was signed in February 2015. The SC's first meeting was conducted in April 2015 by when the 2015 work plan was agreed and endorsed. Therefore, many activities, which were supposed to be implemented in early 2015, have been postponed into 2016 and/or early 2017 (see Annex V for further information on discrepancy between planned and achieved results).

Additionally, in the 4th quarter of 2015, UNODC has implemented a new financial and administrative system, the Umoja Enterprise Resource Monitoring System (SAP). Umoja

¹⁶ UNODC Country Programme for Indonesia 2012-2015

- requires harmonizing the UN financial and administrative system. UNODC could not do business transactions during the transition period. This has resulted in postponing activities that were supposed to be executed in the 4th quarter of 2015 to 2016. Umoja requires advanced planning of 2-3 months before the actual activities.
- BNN as UNODC's main partner has also requested to postpone some of the activities due to another regulation on the implementation of rehabilitation programme for convicted drug users was about to be launched in August 2015. This was an extension of the MoU to include additional government agencies (e.g. the Ministry of Internal Affairs). This has resulted in delays of project output no: 1, particularly activities 1.1, 1.2 and 1.3 (see Annex V for more details). Unfortunately, as confirmed during stakeholder interviews, the new regulation was not executed due to no consensus among government agencies on the contents of the regulation.
 - The human rights vetting (Leahy Vetting) requirement by the donor. Per contract agreement between UNODC and the donor (USA-INL), UNODC could not proceed with activities that involved INP personnel until advised by the United States government that human rights vetting had been successfully completed¹⁷. Therefore, many activities that required the involvement of INP personnel as one of UNODC's partner organization for this project could not be conducted on time. The Leahy process actually takes only one week, however the INP did not provide the names of their personnel on time, which have to be submitted in advance. As a result, output 1 activity 1.3 has also been postponed from 2015 to the 2nd quarter of 2017 (implemented in April 2017) (see Annex V for more details).
- 2) Changes of the activities were also observed. These include output 2 activity 2.3. The activity was originally a co-sharing between UNODC and BNN to support the development of "the National grand design for treatment and rehabilitation for people who use drugs¹⁸". In the end, BNN funded the activity from their national budget. This is an on-going process as more meetings among government agencies are needed to finalize the document. Under the project progress performance, it was mentioned that the activity has been cancelled by UNODC (in terms of funding) but BNN has continued with the funding. Other examples include output 3 activity 3.4, which has been modified from "the implementation of longitudinal study on diversion model into treatment" to "monitoring and evaluation on the implementation of the joint Inter-ministerial regulation with focus on the effective functions of the IAT". This modification was requested by BNN.
- 3) The broader scope of the project. Some activities targeted the national level not the provincial/district level (e.g. Jakarta and South Sulawesi/Makassar) where the locations of the pilot were conducted. Furthermore, several planned activities in these two locations have also

¹⁷ The contract agreement between the Government of the United States of America through the U.S. Department of State's Bureau of International Narcotics and Law Enforcement Affairs (USA-INL) and UNODC Vienna on "Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation" (INDA06) signed in August 2014

¹⁸ This is an initiative of government of Indonesia to synchronize and harmonize the implementation of rehabilitation programme by three key government agencies (i.e. BNN, MoH and MoSA). The source of funding is the national budget. BNN is the leading of this development. It is on-going process.

been postponed to the 2nd quarter of 2017 (implemented in May 2017). For example, a workshop on “the Strategy of rehabilitation for drug addicts and victim of drug abuse who come into contact with the CJS” supposed to be conducted in Jakarta and Makassar, but it was conducted in Batam and Makassar per request of BNN. The workshop was scheduled in 2015 but executed in May 2017.

- 4) Evidence of “in kind contributions” from the counterparts existed. BNN (both at the national and provincial level) and the Supreme Court have provided “in kind contributions”, particularly to provide local transportations of training participants and meeting facilities. These have shown commitment from the counterparts to the success of the project. The Supreme Court has appreciated UNODC for involving judges in the project. The seminar on DCT concept has been conducted at the Supreme Court’s office in April 2017, in which judges from several locations in Indonesia were invited. The Supreme Court provided meeting facilities and transportation while UNODC provided the resource person. Additionally, during the Umoja implementation period, BNN has continued the activities by using their own funding. These include discussions on the development of the National Grand Design Treatment and Rehabilitation, as well as monitoring IAT. However, different perceptions on how much contributions were needed and which activities should be supplemented with funding by the counterparts existed between UNODC and the counterparts. Written agreement between UNODC and the counterparts in regards to “in kind” contributions should be made and signed up front. This misunderstanding could also be prevented if the SC would have taken more active role to review and discuss the project performance progress.
- 5) Limitation in the project management performance. In addition to the transition to Umoja, the UN Harmonization rate¹⁹ has further limited the ability of UNODC to provide local transportations when activities were conducted in the city. This should be a contribution from the counterpart. Nonetheless, this has not been consistently implemented within the UN agencies in Indonesia. Further discussions are needed among UN agencies. The co-sharing arrangements between UN and Indonesia’s counterparts are also subject to further discussions. This requires high level discussions by UNODC and Indonesia’s counterparts which can be done through the Government programme committee meetings. The donor quarterly report has included information regarding delays in the project activities.

The annual progress report has also included the financial information. The exact expenditure in each reporting period has been provided in the transactional report. Up to May 2017, the project has spent US\$492,059. A balance of US\$6,942.77 remains until the end of the project in June 2017. The financial statement further provided an annual figure. For example, the total expenditure in 2015, 2016 and 2017 (up to 3 May) are US\$196,342.33; US\$232,230; and US\$64,491, respectively.

As previously described, the project’s objective further translates into five outputs and 18 related activities. Due to changes and modifications to the activities throughout the project implementation period, the financial resources have been allocated per output but not spent as planned. For example, the total budget allocations for output 1, 2, 3, 4 and 5 were US\$47,000, US\$15,000, US\$102,400, US\$63,000, US\$50,510, respectively. Meanwhile, the overall

¹⁹ Internal UN Document. Guideline for Harmonization Cost Rates with Implementing Partners (IPs). Version 10-09-2014

expenditures by June 2017 showed variances between planned and the actual expenses. For example, the overall expenditures for output 1, 2, 3, 4 and 5 by June 2017 were US\$41,500 (88%), US\$15,500 (103%), US\$98,400 (96%), US\$65,000 (103%), and US\$36,193 (72%), respectively. This shows that the project has good efficiency and converting of financial inputs into results/ outputs. Finally, through the co-sharing arrangements, BNN has contributed in the amount of US\$13,412 (US\$5,106 in 2015 and US\$6706 in 2016).

Partnerships and cooperation

It has been confirmed during the analysis of the desk materials as well as during stakeholder interviews, that the project has implemented multi-sectoral coordination and communication. Most counterparts have emphasized the positive role of UNODC in the criminal justice reform and drug policy. Most counterparts have also expressed positive views on how the project was able to implement the inter agency cooperation and communication, particularly among the LEA and key ministerial. UNODC has been viewed as a neutral player who can liaise all government agencies. This role could be also extended to civil society who also need further coordination with the government and law enforcement agencies. This has been confirmed during stakeholder interviews. The project has also cooperated with other projects/programmes within UNODC and between UN agencies. For example, the project is part of Regional Programme for Southeast Asia - Sub-Programme 5; Outcome 5.2. The project has also contributed to UNAIDS Unified Budget, Results and Accountability Framework (UBRAF) country achievement, particularly on HIV prevention among people who use drugs through rehabilitation²⁰.

Numerous examples of successful cooperation between UNODC and key stakeholders can also be described as follows:

- 1) the establishment of a SC. As previously described, the SC consists of key ministerial, LEA and civil society. They meet annually in which the annual work plan was agreed and endorsed. Discussions on the project's progress also took place;
- 2) the active participation of key stakeholders through seminars, discussions and workshops;
- 3) high ownership from BNN, which can be seen through the implementation of co-sharing arrangements between BNN and UNODC;
- 4) the involvement of civil society to provide legal aid and a referral mechanism to people who use drugs;
- 5) the implementation of capacity buildings (e.g. workshops, seminar, training) have been successfully implemented due to close collaborations between UNODC, BNN and the Supreme Court; and
- 6) stronger involvement of CSOs through the implementation of the paralegal training and the development of CSOs national strategic work.

Effectiveness

²⁰ UNAIDS Unified Budget, Results and Accountability Framework. 2016. UNAIDS

The project logical framework provides quantitative indicators of how well the outcomes translate into achievement of the objective. These include:

- Percentage of convicted drug users diverted into treatment as an alternative to imprisonment increased; and
- Lower inmate population as a result of effective implementation of alternatives to incarceration, including both rehabilitation for drug users and probation.

The project's logical framework does not include a monitoring and evaluation tool to track quantitative indicators of how well the outcomes translate into achievement of objectives. Therefore, it limits the evaluator's ability to track the progress of these indicators. The availability of data on "percentage of convicted drug users diverted into treatment as an alternative to imprisonment increased" has been limited. The project has not developed monitoring tools and database, which enable retrieval of data regarding various stakeholders and locations at any time. Likewise, the availability of data on "Lower inmate population as a result of effective implementation of alternatives to incarceration, including both rehabilitation for drug users and probation" has also been limited. The Project Documentation has stated that this data should be obtained from records of directorate of correction. However, it was not collected routinely. More details can be seen in section "Limitations to the evaluation" and "Impact" of the report.

In short, providing capacity building to the LEAs, service providers and civil society, strengthening the IAT, and introducing international best practices (i.e. the Drug Court Treatment) are the most visible and notable outcomes of the project. More work is needed with monitoring tools and database, guidelines/tools and database for civil society in providing legal aid, follow up actions, and inter-agency communication and cooperation.

In addition, the following analysis outlines to what extent all planned outputs have been delivered in a logical sequence and with high quality.

Output 1- Initiate a dialogue between and among key related ministerial, Parliamentary and CSOs to reduce prison population through use of rehabilitation and probation alternatives for drug users, and potentially select other non-violent offenders

The fact that the SC's involvement in the project is inefficient because changes in personnel at almost every meeting have lessened their role in coordination and follow up activities. For example, lack of discussions on the DCT concept after the team came back from the study tour. Other includes lack of further coordination among partner organizations while many activities require cross sectoral collaborations in order to be effective. For example, civil society requires further coordination with BPHN, BNN and LEAs in order to provide legal assistance to convicted drug users. UNODC could support and facilitate this coordination.

Output 2- Strengthen the legal, regulatory and policy framework on national drug policy

The project has supported the implementation of the national joint regulation on the placement of people with drug dependence and victims of drug abuse into rehabilitation institutions. These include modules for the implementation of the joint Inter-Ministerial regulations; Indonesia's drug policy legal framework reviewed by using the UNODC justice

assessment toolkits; and introducing the concept of DCT. Most of these activities have found to be useful by the counterparts but ineffective. For example, those who joined the study tour to Washington DC were not always high level officials. The concept requires high level decisions in order to be adopted in Indonesia. The follow up seminar has been conducted by UNODC among judges in collaboration with the Supreme Court. The feasibility study has been conducted to see whether this concept can be adopted within the existing national court system. The final products should be finalized and disseminated for further discussions.

Another important element of this project is the development of the National Grand Design Treatment to synchronize rehabilitation centres under three government agencies (e.g. BNN, MoH, and MoSA). This was not initiated by UNODC but BNN. UNODC provided technical support and served as member of the working groups. This grand design could improve better coordination and prevent confusion in the field on “who does what”. This is an ongoing process and needs to be finalized by BNN. This is a government’s initiative so it will continue beyond the project. UNODC has only provided technical assistance, not funding for this activity.

Output 3- Pilot a model of diversion into treatment and/or probation as an alternative to imprisonment toward drug users in two selected cities (i.e. Jakarta and Makassar)

The project has supported the government by implementing the pilot of a model of diversion into treatment and/or probation as an alternative to imprisonment toward drug users in Jakarta and Makassar, with the following activities: 1) strategic campaign through media (e.g. cartoon) by advertising the concept of alternatives to imprisonment for drug users through rehabilitation in the local newspaper; 2) an education session targeting university and high schools students on the concept of alternatives to imprisonment for drug users and drug dependency; 3) the paralegal training targeting civil society and the legal aid organization who have provided legal assistance to convicted drug users; 4) series of meeting and workshop targeting LEAs, the IAT and service providers to support the implementation of pilot programme on diversion into treatment; and 5) monitoring and evaluation of IAT.

The analysis of desk materials and stakeholder interviews have highlighted several points:

- Several activities have been changed and/or modified under this output. For example, BNN has started the activity by piloting IAT in 16 districts/cities due to late start of the activities. The project has supported the capacity development of IAT by providing a workshop on “the strategy of rehabilitation for drug addicts and victim of drug abuse who come into contact with the CJS”. Unfortunately, the workshop has been conducted in Batam and Makassar as opposed to Jakarta and Makassar, per request of BNN. The workshop has been conducted in the 2nd quarter of 2017 (completed in May 2017), approaching the end of the project. The monitoring and evaluation (M&E) on IAT has also been conducted. Site visits to eight IAT secretariats in Indonesia have been conducted in the 4th quarter of 2016. This further confirmed that the scope of the programme is not isolated on two target cities but national coverage.
- Due to the Umoja-SAP implementation, limited activity has been conducted in Makassar in 2016. The project only provided technical assistance to CSOs and coordination missions during the transition period. The strategic campaign through media (e.g. cartoon) has been

implemented in Jakarta in the 3rd quarter of 2015 but not in Makassar. This campaign was not conducted in Makassar due to the difficulty to find a vendor that fits into UN standards.

Output 4- Enhance professional performance of key institutions personnel (law enforcement and service providers), compliant with the National joint regulation on handling drug addicts and victims of drug abuse into rehabilitation institution

The project has provided many capacity building activities targeting the LEAs (e.g. Policemen, Prosecutors, and Judges) and service providers (e.g. medical doctors, health practitioners, hospital director). The majority of stakeholders have reported that the importance of these trainings either increased their knowledge or sped up the implementation of rehabilitation as an alternative to incarceration. This has been confirmed during the analysis of stakeholder interviews.

As previously mentioned, the project has initiated the development of a training module titled: "Strategies of rehabilitation for drug dependence and victims of drug abuse who come into contact with the CSJ in Indonesia". The module was originally designed for five days training but the training itself was conducted three days due to suggestions by the counterparts that shortened number of days would result in a higher rate of attendance. The module consisted of the global, regional and country drug policy and situation, basic knowledge on substance abuse and its classifications; and the IAT. The development of the module was not very effective due to limited time and budget to undertake intensive panel expert reviews (only twice instead of three times). The training of trainers (TOT) has been conducted in August 2016. The TOT would be more effective if high level officials are included given the top down commando within the LEAs. This has been confirmed during the analysis of stakeholder interviews. The training was conducted in Batam and Makassar in May 2017. The implementation went well but not all participants attended the whole training.

In addition to the development of a training module, the project has also printed and distributed IEC material in the form of booklets. One thousand (1000) booklets of supportive regulations and policies related to rehabilitation have been distributed to the relevant stakeholders.

Output 5- Achieve stronger involvement of CSOs to support government's criminal justice agenda against alternative to imprisonment of drug users

The project has initiated two capacity building activities for CSOs; the paralegal training and the development of CSOs national strategic work plan. The INDA06 has acknowledged the importance of civil society's role in supporting the CJS. The Legal Aid Organizations (LAO) and CSOs are crucial components in providing legal assistance to convicted drug users. According to LAO's personnel, the LAO understood about the legal matter but had limited knowledge on drug dependence. Their knowledge in regard to Indonesia's drug policy and rehabilitation measures were limited. This has been confirmed during stakeholder interviews. To bridge between these two, the Association of Legal Aid Indonesia (*In Indonesia: Perkumpulan Bantuan Hukum Indonesia/ PBHI*) has provided further technical assistance. PBHI is under BPHN, which is one of key stakeholders under this project. BPHN is part of MoLHR. They supervise, provide financial assistance through the national budget to the LAO. However, no capacity building is provided to LAO under BPHN, thus the INDA06 was very helpful. This has been confirmed during the analysis of stakeholder interviews.

The project seeks to increase knowledge of LAO and CSO paralegal on narcotic law, particularly on rehabilitation strategies as alternatives to incarceration. The analysis of stakeholder interviews further confirmed that the outcome is achieved as it has improved their capacity on legal and rehabilitation aspects (*see section “Impact” for more details*). Further insights regarding capacity development provided by the project have been provided by CSO personnel. These included the appropriate and useful contents of the training, that the facilitators of training were qualified. However, not all training participants were necessarily the right target group. Not all of the participants were providing legal aid for drug users and some do no longer work with drug users. Indeed, the low response rate from the online survey has confirmed this assumption (*see section “Evaluation Methodology” for more details*). Despite this, lack of operational support and technical assistance after the CSO paralegal training were mentioned as setbacks.

The project has conducted the strategic planning workshop, which was conducted after the CSOs paralegal training to ensure CSOs involvement could be continued beyond the project. A strategic planning and action plan for 2017-2019 was developed. It was also agreed that the strategic framework consisted of five thematic areas; capacity building; management; networking; community strengthening; and advocacy. There was however no clear decision who would be responsible for any follow-up. The workshop should include discussion on timeline and person in-charge. Other limitations included that no representative from LEAs (only BNN and BPHN personnel) attended the workshop. The representative from LEAs would be useful as they could further confirm drug regulations and policies, as well as government support for civil society. The civil society can also share their experiences in the field. Further networking and coordination between civil society and government agencies are needed. UNODC could serve as a liaison between civil society and the government agencies (e.g. BPHN). UNODC is not able to support CSOs beyond the strategic planning, this should be followed up by each organization individually.

Impact

Lack of baseline data, monitoring and evaluation (M&E) plan of the project, and short duration of activities have affected the assessment of impact of the programme. Nonetheless, the assessment of impact was derived from the following sources:

- 1) the perceived impact on the most significance change due to project by project stakeholders;
- 2) perceptions of training participants on what personal capacity has been increased as a result of the training;
- 3) perceptions of the IAT members on the implementation of joint Inter-Ministerial regulation and the most significant success that IAT has achieved; and
- 4) Data on statistics of certain factors and other related information.

Each can be described as follows:

The perceived impact on the most significance change due to project by stakeholders

The most significance change due to the project that has been mentioned by the counterparts include:

- Improved knowledge on rehabilitation as alternative to incarceration from legal and medical perspective;
- Unified the LEAs (e.g. Police, Prosecutor and Judges) and other government agencies (e.g. BNN, MoSA, MoH, BPHN) into discussions of alternative to incarceration on how to handle drug cases;
- Shifted paradigm from the LEA to treat drug addicts and victim of drug abuse from criminals to patients;
- Increased demand for IAT;
- Enhanced involvement of civil society in supporting government's criminal justice agenda, particularly on alternative to imprisonment; and
- Introduced the global best practice "Drug Court Treatment" as alternative to incarceration to the Government of Indonesia.

The workshop "Strategies of rehabilitation for drug addicts and victim of drug abuse who come into contact with the CSJ in Indonesia", which was conducted in May 2017 in Batam and Makassar showed increased knowledge from pre-test to post-test. For example, the participants' knowledge has improved from 37% in the pre-test to 76% in the post-test and 37% in the pre-test to 74% in the post-test in Batam and Makassar, respectively. The majority of participants in both locations have also shared positive remarks about the training, such that it has improved their knowledge on the global policy and practices, IAT, substance abuse and treatment. However, in order to assess medium/longer term impact, a post evaluation with these workshop participants should be conducted. Indicators for impact would need to be developed including baseline, pre-tests and comparison groups.

Perceptions of training participants on what personal capacity has been increased as a result of the training

The findings of the online survey re-affirmed the positive impact of capacity building provided by the project. The majority of respondents (81%) have used what they learned in the paralegal training in their work, particularly on advocacy on people who use drugs and/or convicted drug users as well as policy discussions within their organizations and networking with other local CSOs. The analysis of the survey data has further shown that the paralegal training has also influenced a lot of changes in attitudes in their organization towards people who use drugs. For example, also stronger advocacy for drug issues at the national/provincial level.

In terms of how participation in the paralegal training has increased their capacity, the majority have said that the training has improved their understanding of Indonesia's context on drug, the current national law and related regulations, gained specific skills on mechanism to report human rights violations, and addressing factors hindering rehabilitation among convicted drug users (see Table 1).

Table 1. Has participation in the paralegal training increased your capacity in:

	N (%)
Understanding Indonesia's context on drug, the current national law and related regulations)	14 (87.5)
Specific skills on mechanism to report human right violations	9 (56)
Addressing factors hindering rehabilitation among convicted drug users	9 (56)
Specific skills on advocacy	8 (50)

The opportunity to observe the court process	8 (50)
Understanding of importance of people who use drugs in addressing the drug epidemic	6 (38)
Addressing stigma and discrimination	6 (38)
Respond to specific needs on female drug users	3 (19)
Working with stakeholders at different levels	3 (19)

When further asked whether they have noticed any change since the narcotic law no:35/2009, the majority said yes, specifically in promoting alternative to incarceration (94%), the availability of social and health services for convicted drug users (56%), and reduced stigma and discrimination for people who use drugs (50%).

Perceptions of the IAT members on the implementation of joint Inter-Ministerial regulation and the most significant success that IAT has achieved

The project has supported the implementation of the national joint regulation on the placement of people with drug dependence and victims of drug abuse into rehabilitation institutions. The implementation of the joint Inter-Ministerial regulation has been more effective in the beginning of its implementation (2015) than now.

The most significant change of IAT as a result of this project include more requests of IAT and changes in perceptions among the LEAs to view drug users as patients and not as criminals. The capacity development provided by the project has included both legal and medical aspects of drug dependence and policies, which has led to improved knowledge. This has been confirmed during FGDs with the IAT members.

The project has supported a dialogue between and among key related ministerial and civil society to reduce prison population through use of rehabilitation and probation alternatives for drug users. The diversion process, however, has not yet been fully successful as confirmed during the analysis of stakeholder interviews as well as during FGDs with the IAT members and the beneficiaries.

UNODC could offer further support to the government in further strengthening information sharing processes.

Data on statistics of certain factors and other related information

As previously mentioned, the project logical framework provides quantitative indicators of how well the outcomes translate into achievement of the objective. These include:

- Percentage of convicted drug users diverted into treatment as an alternative to imprisonment increased;
- Lower inmate population as a result of effective implementation of alternatives to incarceration, including both rehabilitation for drug users and probation; and

Despite multiple attempts, secondary data collection was not very optimal as not all data was provided by related stakeholders. We could not be ascertain whether data is actually available or not. Clearly, this can be averted if M&E plan has been built in the project.

As seen in Table 2, there was no improvement in percentage of convicted drug users diverted into treatment as an alternative to imprisonment from 2015 to 2016. Table 2 also indicates lower inmate population between 2015-May 2017. For example, number of inmate population in Indonesia has shown decreasing trends, from 38% in 2015, 33% in 2016 to 9% in 2017. Likewise, number of inmate population in DKI Jakarta has also shown decreasing trends, from 40% in 2015, 31% in 2016 to 2% in 2017. Similarly, number of inmate population in South Sulawesi has decreased from 57% in 2015, 46% in 2016, to 37% in 2017. Please note that we could be ascertain if the positive trends in lower number of inmate population are due to a result of effective implementation of alternatives to incarceration, including both rehabilitation for drug users and probation. The lower trends of inmate population could be due to other factors.

The project has also highlighted the importance of civil society to support the government's criminal justice agenda seeking alternatives to imprisonment of drug users by implementing strategic planning and improving their knowledge on criminal law and regulations. Part of this indicator, the project should collect "number of drug users who received paralegal assistance from CSOs". This should be part of the project's M&E plan, which has not been implemented.

Table 2 further describes number of drug users who received paralegal assistance from CSO/LAO. For example, the official data from the government (i.e. BPHN) has shown increasing trends on number of drug users who received legal assistance from civil society, from 313 in 2015 to 3,060 in 2016. Further data from CSO (i.e. the Indonesian Drug Users Network in Makassar) also shows positive trends. Number of convicted drug users who received legal assistance from CSO in Makassar has increased from 6 in 2015 to 9 in 2016. Unfortunately, there was no data available from CSOs in Jakarta.

Table 2. Data on statistics of certain factors and other related information

Indicators	2015			2016			2017 (Up to May)		
	National	Jakarta	South Sulawesi	National	Jakarta	South Sulawesi	National	Jakarta	South Sulawesi
Number of convicted drug users diverted into treatment as an alternative to imprisonment increased ²¹	11/280 (4%)	-	8	13/367 (4%)	-	4	-	-	-
Number of convicted drug users who were	26,330 / 68,654 (38%)	5,361 / 13,302	1,320 / 2,321 (57%)	28,615 / 87,659 (33%)	3,701 / 11,935	1,643 / 3,589 (46%)	24,806 / 262,319 (9%)	3,696 / 199,347 (2%)	592 / 1,589 (37%)

²¹ Based on Supreme Court report on Court ruling on narcotics cases 2015-2016

Indicators	2015			2016			2017 (Up to May)		
	National	Jakarta	South Sulawesi	National	Jakarta	South Sulawesi	National	Jakarta	South Sulawesi
incarcerated ²²		(40%)			(31%)				
Number of drug users who received paralegal assistance from CSO/LAO ²³	313 (89% male; 99% adult)	-	6 (100% male; 50% children)	3,060 (86% male; 95% adult)	-	9 (99% male; 78% children)	338 (91% male; 93% adult)	-	5 (100% male and children)

Sustainability

The project has no specific exit strategy. The fact that the project has involved multi sectoral and various stakeholders means that it has the potential for sustainability. The role played by BNN in providing overall direction and leadership is indicative of sustainability of outcomes, as this role is likely to continue into the future. BNN treats the project as their own by providing “in kind contributions”. They have also extended the geographical areas beyond Jakarta and Makassar, which shows the importance of the project to them. The training module titled: “Strategies of rehabilitation for drug addicts and victims of drug abuse who come into contact with the CSJ in Indonesia” could be used to train more LEAs and service providers elsewhere. Indeed, it has been used by BNN Provincial Riau to train the IAT members in their jurisdiction.

Acknowledging the importance of CSOs in supporting the criminal justice reform agenda, the project has conducted a strategic planning workshop to ensure their sustainability. A strategic planning and action plan for 2017-2019 was developed. It was also agreed that the strategic framework consisted of five thematic areas; capacity building; management; networking; community strengthening; and advocacy. However, further relationships between Government/law enforcement agencies and civil society are needed to ensure its sustainability. They also need further technical and financial assistance.

Human Rights and Gender

The fact that this project aims to promote alternatives to incarceration for convicted drug users into rehabilitation has shown protection of the rights and well-being of drug users, which was confirmed during fieldwork interviews. The concept of the protection of human rights has been inserted in the training modules of “Strategies of rehabilitation for drug addicts and victims of drug abuse who come into contact with the CSJ in Indonesia”. The module has included examples of the human rights consensus, in which the rights of drug users are protected through rehabilitation as opposed to criminalization. The fact that the donor also requires Leahy vetting

²² www.smslap.ditjenpas.go.id

²³ <https://sidbankum.bphn.go.id> and data from Makassar Drug Users Network (*In Indonesian: Persaudaraan Korban Napza Makassar*)

for the LEAs who are involved in the project has also shown the protection of human rights by ensuring those who are involved have no record of human right violations.

The adoption of gender sensitive concepts has only been implemented by trying to ensure equal numbers of female and male participants during capacity development. This has been confirmed during the analysis of desk materials and stakeholder interviews.

III. CONCLUSIONS

RELEVANCE

The project responds strongly to the needs and priorities of Indonesia in addressing drug abuse and drug dependence. It specifically addresses Indonesia's drug policy by supporting the implementation of the joint Inter-ministerial regulation, which introduced mechanisms for diverting people who use drugs away from prison and towards treatment. The project is also relevant to UNODC's strategic framework, as well as the regional programme for Southeast Asia or UNODC country programme for Indonesia. The project is also particularly relevant to goals 3 and 16 of the Sustainable Development Goals (SDG), in particular to strengthen the prevention and treatment of addictive substance abuse, as well as the provision of access to justice for all, and building effective, accountable institutions at all levels.

EFFICIENCY

Although all activities and outputs have been implemented, some of the planned outputs were not delivered on time. Several factors contributed to delays in project activities. These include: administrative delay due to the approval of the project document; the implementation of a new financial and administrative UN system (Umoja); request from BNN to postpone some activities; and the human rights vetting requirement of the donor, which required submission of personnel from LEAs up front while a high turnover rate of staff within LEAs hindered the submission of personnel information on time. These factors have resulted in changes and modifications to the activities throughout the project implementation period.

EFFECTIVENESS

Providing capacity building to the LEAs, service providers and civil society, strengthening the IAT, and introducing international best practices (i.e. the Drug Court Treatment) are the most visible and notable outcomes of the project. However, the project's logical framework does not include a monitoring and evaluation tool to track quantitative indicators of how well the outcomes translate into achievement of objectives. These include: Percentage of convicted drug users diverted into treatment as an alternative to imprisonment increased; and Lower inmate population as a result of effective implementation of alternatives to incarceration, including both rehabilitation for drug users and probation. The project has not developed monitoring tools and database to collect this data from the counterparts, thus lack of mechanism to track number of convicted drug users that have been diverted into rehabilitation throughout the project implementation period. Likewise, the positive trends of official data on number of inmate population who were convicted of drug offenses could not be reflected on the project also showing positive results.

IMPACT

Lack of baseline data, monitoring and evaluation (M&E) plan of the project, and short duration of activities have affected the assessment of impact of the programme. Nonetheless, the assessment of impact was derived from the following sources: the perceived impact on the most significant change due to project by stakeholders; perceptions of training participants on what personal capacity has been increased as a result of the training; perceptions of the IAT members on the implementation of joint Inter-Ministerial regulation and the most significant success that IAT has achieved; and data on certain factors and other related information. The role of UNODC as a neutral organization has had a positive impact by involving key institutional actors (including different LEA) in the implementation of alternatives to imprisonment for convicted drug users. The capacity development provided by the project has included both legal and medical aspects of drug dependence and policies, which has led to improved knowledge.

HUMAN RIGHTS AND GENDER

This project aims to promote rehabilitation alternatives to incarceration for convicted drug users and has emphasized the protection of the rights and well-being of drug users. Improvement is needed at the implementation level, particularly in terms of the process leading to entering the rehabilitation programme by convicted drug users. UNODC could offer further support to the government in further strengthening the information sharing process with convicted drug users and/or those who come into contact with the Criminal Justice System (CJS). Further work is also needed to ensure that project activities benefit women and men equally, and in particular vulnerable groups within the group of drug users (e.g. children, adolescents, women, prisoners, minorities, people who experience discrimination). The adoption of gender sensitive concepts has only been implemented by ensuring equal numbers of female and male participants during capacity development. Future directions include capacity building targeted not only to the partner organizations but also to the internal management of UNODC on how to integrate gender concepts into their work.

SUSTAINABILITY

The project has introduced alternatives to incarceration through exposing partner organizations into a series of capacity building activities and by introducing them to the concept of Drug Treatment Courts (DTC). However, whether DTC can be adopted in Indonesia or not requires strong political will and high level decisions. In terms of civil society engagement in providing legal aid, the strategic planning workshop has been implemented to ensure its sustainability. UNODC could offer further support to serve as a liaison between civil society and related stakeholders who are also part of the steering committee of this project (e.g. BNN, BPHN, and LEAs). An exit strategy could provide further advantages in ensuring project's sustainability.

PARTNERSHIP AND COOPERATION

The project has included all potentially important partners (i.e. key ministries, LEAs and civil society). UNODC has been seen as a neutral organization that can bring all LEAs into discussion of rehabilitation as an alternative to incarceration. The project has involved key ministerial, LEAs, and civil society representatives, who served as the steering committee for the project. They have met annually, provided inputs and endorsed the work plan. However, changes in personnel at almost every meeting have lessened their role in coordination and follow up activities.

IV. RECOMMENDATIONS

Several recommendations for future programme are proposed.

First. The project should implement the project progress monitoring mechanism, which includes a baseline survey, together with a formal needs assessment; clear and unambiguous quantitative and qualitative indicators of achievement for specified results; a database which enables retrieval of data regarding various stakeholders and locations at any time; and post-evaluation after completion of workshops, trainings, and seminars.

Second. Stronger involvement of civil society could be done by following up from the strategic planning workshop. UNODC could serve as a liaison between civil society (i.e. Indonesian Drug Users Network and Indonesian counsellor addiction association) and the government agencies (i.e. BNN and BPHN) for further technical and financial assistance.

Third. This project has emphasized the protection of the rights and well-being of drug users. Improvement is needed at the implementation level, particularly in terms of the process leading to entering the rehabilitation programme by convicted drug users. UNODC could offer further support to the government in further strengthening the information sharing process.

Fourth. The adoption of gender sensitive concepts should be implemented beyond ensuring equal numbers of female and male participants during capacity development. Further work is also needed to ensure that project activities benefit women and men equally, and in particular vulnerable groups within the group of drug users (e.g. children, adolescents, women, prisoners, minorities, people who experience discrimination). Future directions include capacity building targeted not only to the counterparts but also the internal management of UNODC on how to integrate gender concepts into their work.

Fifth. The capacity development conducted by the project should target not only the front line officers but also high level officials. A high staff turnover rate from the LEAs should be taken into consideration when designing and selecting training participants. Extend target participants by having balanced personnel/officials not only from the front line but also high level officials. The training modules “Strategies of rehabilitation for drug addicts and victim of drug abuse who come into contact with the CSJ in Indonesia” can be used when conducting training at their education and training center. If requested, support the development of guidelines and standard operating procedures for the investigators and the legal team at IAT.

Sixth. Improve the role of the steering committees by increasing the participation of key ministerial, LEAs, and civil society during planning, implementation, monitoring and evaluation processes will contribute to better implementation, commitments and ownership of activities.

V. LESSONS LEARNED

Several lessons learned can be drawn from the implementation of the project.

An improved and expanded capacity development for the LEAs

The deeper that convicted drug users go into the CJS, the harder it is to be diverted. This also became clear during the implementation of the project and has been reported by different stakeholders. Therefore, the police institution has been identified as the first step and entry point to divert those who come into contact with the CSJ. UNODC should therefore concentrate on supporting the development of guidelines and standard operating procedures concerned with mechanisms for diversion of suspects into rehabilitation, if requested by the Government. The project started to focus on this. In addition to policemen, prosecutors and judges are also important components of the CJS in Indonesia. Future directions should utilize the education and training center by the LEAs, thus making training activities more cost-effective and sustained. Doing so could also address issues related to a high staff turnover rate and unequal exposure among different level of officials.

Increasing the participation of Government counterparts

Increasing the participation of Government counterparts during planning, implementation, monitoring and evaluation contributed to both a more intensive participation in implementation and a greater ownership of activities and results. Having balanced personnel/officials not only targeted to the front line officers but also to high level officials was beneficial when establishing the steering committee of the project and throughout the project's activities.

Improving the role of IAT

Without the tools to monitor progress of IAT it was difficult to evaluate whether the desired objectives of IAT have been achieved. The IAT role was crucial to answer the project's quantitative indicator: "number of convicted drug users diverted into treatment as an alternative to imprisonment." Having similar perceptions between the legal and medical teams were also necessary to ensure better assessments provided by IAT.

The importance of the project progress monitoring mechanism

The availability of data is crucial to see the progress of the project during the implementation; also in order to initiate corrective measures in case something needs to be changed. Monitoring and evaluation tools and database could ensure that the desired objectives have been achieved.

Improving the project management performance

It was essential that UNODC and GOI understand each other's systems. For example, there are differences between the GOI and the UN in terms of providing local transportation for personnel involved in the project. These differences needed to be clearly communicated in order to manage expectations. Thus, the harmonization UN rate (i.e., travels, per diem, transportation) should be communicated to the counterparts, including discussions on co-sharing arrangements between counterparts and UNODC. This process requires of course the participation of project management on the one hand and counterparts on the other hand.

The role of UNODC in building sustainability of civil society

Given the complexity of rehabilitation programme for convicted drug users (i.e. both legal and medical aspect), UNODC was able to serve as a liaison between civil society, the government agencies (i.e. BNN, BPHN) and LEA for further coordination and networking. In this way, the results of strategic planning workshops could be followed up by civil society and more convicted drug users received legal assistance by CSOs.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

Terms of Reference of the

**Final Independent Project Evaluation of
“Promoting Alternatives to Incarceration
for Convicted Drug Users, including
Rehabilitation and Probation”**

(Forming part of the Sub-Programme 5 on Drugs and HIV of the
Indonesia Country Programme 2012-2016)

INDA06, Indonesia

December 2016



UNITED NATIONS

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I. ABBREVIATIONS AND ACRONYMS

BNN	National Narcotics Board
INP	Indonesian National Police
AGO	Attorney General's Office
SC	Supreme Court
MoH	Ministry of Health
MoSA	Ministry of Social Affairs
MoLHR	Ministry of Law and Human Rights
DGC	Directorate General of Corrections
IAT	Integrated Assessment Team
CLP	Core Learning Partnership
CSO	Civil Society Organisation
GoI	Government of Indonesia
IEU	Independent Evaluation Unit
NGO	Non-Governmental Organisation
UNODC	United Nations Office on Drugs and Crime

II. BACKGROUND AND CONTEXT

Project number:	INDA06
Project title:	Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation
Duration:	2 years and six months January 2015 – June 2017
Location:	Indonesia
Linkages to Country Programme:	UNODC Indonesia's Country Programme - Sub-Programme 5: Drugs and HIV; Outcome 5.2
Linkages to Regional Programme:	Regional Programme for Southeast Asia - Sub-Programme 5; Outcome 5.2
Linkages to Thematic Programme:	Drug use treatment and re-integration
Executing Agency:	UNODC, Indonesia Programme Office
Partner Organizations:	<ul style="list-style-type: none"> • Indonesia National Police • Attorney General's Office • Supreme Court • Ministry of Law and Human Rights • Ministry of Health • Ministry of Social Affairs • NGOs (local, national and international)
Total Approved Budget:	USD \$ 499,002

Donors:	USA-INL
Project Manager/Coordinator:	Mr. Ade Aulia Erwin
Type of evaluation (mid-term or final):	Final Independent Project evaluation
Time period covered by the evaluation:	January 2015 to end of the field mission (tentatively end April 2017)
Geographical coverage of the evaluation:	Indonesia with a special focus on the two project target areas: Jakarta and Makassar
Planned budget for this evaluation:	USD \$ 10,000
Core Learning Partners ²⁴ (entities):	- National Narcotics Board - US Embassy – INL

Project overview and context in which the project is implemented

The project is part of UNODC Country Programme for Indonesia 2012-2016 - Sub-Programme 5: Drug and HIV, Outcome 5.2: “Drug dependent people have access to more effective treatment and reintegration services”. Its main objective is to improve Indonesia’s criminal justice reform agenda through alternatives to imprisonment for convicted drug users by supporting the implementation of the national joint regulation on the placement of people with drug dependence and victims of drug abuse into rehabilitation institutions.

Indonesia’s National Narcotics Board (BNN) has sought to build consensus among the police, prosecutors, judges, and others, that those convicted of drug use (but not trafficking) should be channelled toward rehabilitation rather than incarceration. As of March 2014, and partly as a result of these efforts, several Indonesian government agencies (National Narcotics Board, Indonesian National Police, Attorney General’s Office, Ministry of Health, Supreme Court, and Social Affairs Ministry) signed a Memorandum of Understanding (MOU) to promote this legislative framework. However, the signing of the MOU needs to be followed by concrete actions. In order for the implementation to occur, there must be an increased awareness of the approach provided within the MOU, as well as past Supreme Court and Presidential Instruction Letters; in addition, there must be a mechanism to measure and follow through with the implementation. In order for the MOU to have a meaningful impact, a regulation promulgation process needs to be in place as part of the implementation procedure.

The project was launched to promote the channelling of arrested drug users to rehabilitation with the aim to significantly reduce the number of drug users being incarcerated, and thus ease the problems caused by the overcrowding of Indonesia’s prisons through promotion of

²⁴ The Core Learning Partnership (CLP 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 Evaluation Manager to guide the evaluation process.

alternatives to incarceration, such as rehabilitation and probation. More specifically, the project aimed to achieve the following five outputs:

1. Initiate a dialogue between and among key related ministerial, Parliamentarian and CSO to reduce prison population through use of rehabilitation and probation alternatives for drug users, and potentially select other non-violent offenders;
2. Strengthen the legal, regulatory and policy framework on national drug policy;
3. Pilot a model of diversion into treatment and/or probation as an alternative to imprisonment toward drug users in two selected cities;
4. Enhance professional performance of key institutions personnel (law enforcement and service providers), compliant with the National joint regulation on handling drug addicts and victims of drug abuse into rehabilitation institution;
5. Achieve stronger involvement of CSOs to support the government's criminal justice agenda against alternatives to imprisonment of drug users.

The objective of the project was thus to inform decision-makers about the merits of expanding the pilot or possibly replicating the objective of the programme in other countries in the East Asia and Pacific region.

Justification of the project and main experiences / challenges during implementation

Since the mid-1950s, the United Nations has developed and promoted standards and norms to encourage the development of criminal justice systems that meet fundamental human rights standards. These standards and norms represent a collective vision of the structure of a criminal justice system. Although non-binding, they have helped to significantly promote a more effective criminal justice system and action. UNODC has a clear mandate to deliver technical assistance in the field of criminal justice reform, including in relation to alternatives to imprisonment for drug users, helping Member States in the application of the United Nations standards and norms in criminal justice.

UNODC's drug related programmes are guided by the three principal treaties: the Single Convention on Narcotic Drugs of 1961 as amended by the 1972 Protocol, the Convention on Psychotropic Substances of 1971, and the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988. All three are relevant for this project as they stipulate recommendations to revert to alternatives to conviction or punishment, such as treatment, education, after-care, rehabilitation and social re-integration. UNODC is thus well-positioned to address this issue.

UNODC is a valued partner to the Government of Indonesia in dealing with issues pertaining to illegal narcotics, and Indonesia has asked UNODC for assistance in

addressing the issue of prison overcrowding. The project was launched to promote the channelling of arrested drug users to rehabilitation with the aim to significantly reduce the number of drug users being incarcerated, and thus ease the problems caused by the overcrowding of Indonesia's prisons. Reducing the number of low-risk, minor offenders also bears the benefit of freeing up limited resources and corrections personnel, who would be better equipped to focus on and to address more challenging and dangerous inmates, such as convicted terrorists.

Project documents and revisions of the original project document

Project document	Year	General information
Original project document	2014	Original project document approved in December 2014
Project revision	2016	Ongoing project revision to extend the duration of the project by six months until 30 June 2017 to conduct a final evaluation

The project document was designed and approved in December 2014 as part of the UNODC Country Programme for Indonesia 2012-2016. No revisions have been made to the outcomes during project implementation, but a no-cost extension has been sought and agreed to by the donor due to unexpected delays in implementation in relation to the transition to a new harmonised UN financial and administrative system – Umoja – which was adopted by UNODC in October 2015. The project was originally planned to end 31 December 2016, but it has been extended at no cost for six months until 30 June 2017.

UNODC strategy context, including the project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme

The project's main objective is to improve Indonesia's criminal justice reform agenda through alternatives to imprisonment for convicted drug users by supporting the implementation of the national joint regulation on the placement of people with drug dependence and victims of drug abuse into rehabilitation institutions. As mentioned above, the project aims to achieve five main outputs.

The project contributes directly to the objectives set out by the UNODC Country Programme for Indonesia 2012-2016; it is part of Sub-Programme 5: Drugs and HIV, and contributes to Outcome 5.2: "Drug dependent people have access to more effective treatment and reintegration". This project also links to Sub-programme 5: Drugs and Health, and Alternative Development and Outcome 5.2: "Drug use treatment and reintegration" of the Regional Programme for Southeast Asia 2014-2018.

The project also links to the UNODC Strategic Framework Sub-programme 2 on Prevention, treatment and reintegration, in particular, accomplishment (a) on Increased application, with the support of UNODC and upon request of Member States, of measures to reduce the vulnerability to drug use and HIV/AIDS of people in the community, sub-point (ii) on Number of countries assisted by UNODC in implementing drug dependence treatment, rehabilitation and social reintegration interventions in line with relevant international treaties and based on scientific evidence.

The project is contributing to the achievement of Goal 3 of SDG, the Good Health and Well-Being. The SDG target 3.5 which is to strengthen the prevention and treatment to addictive substance abuse, including drug abuse and harmful alcohol use has specific indicator on number of people who use drugs that able to access the rehabilitation in accordance with government standards that very much align with the project.

III. DISBURSEMENT HISTORY

Total Approved Budget	Yearly Expenditures & Budget			Percentage from Total approved Budget
	Fiscal Year	Expenditures / Allocation	Budget	
	2015	200,596		40%
	2016	220,665		44%
	2017			

IV. PURPOSE OF THE EVALUATION

Reasons behind the evaluation taking place

The final independent project evaluation is conducted close to the end of the project as envisaged in the project document. This external evaluation initiated by the UNODC is also in line with the UNODC Evaluation Policy, norms and standards. The project ends on 30 June 2017, and therefore it is proposed to conduct the evaluation in March-June 2017. The evaluation seeks to provide accountability to the donor by determining whether the project objectives were met or not, assess the utilization of resources, identify areas for improvement, and to learn lessons for executing the next phase of the project as well as formulate a strategy after the life of the project. The outcome of the evaluation will be shared with Core Learning Partners to the project and published on the IEU website.

The evaluation will assess the following DAC criteria: relevance, efficiency, effectiveness, impact and sustainability, established partnerships and cooperation and human rights. Furthermore, it will specifically assess how gender aspects have been mainstreamed into

the project as well as identify lessons learned and best practices and derive recommendations.

V. SCOPE OF THE EVALUATION

Unit of analysis (full project/programme/ parts of the project/programme; etc.)	INDA06 project
Time period of the project/programme covered by the evaluation	January 2015 –May 2017 (end of field mission)
Geographical coverage of the evaluation	Indonesia

The Final Independent Project Evaluation will assess the performance of the project in two areas:

1. Progress of the portfolio towards achieving the objective of the project and the status of the portfolio in terms of relevance, effectiveness, efficiency, sustainability, impact, human rights and gender, lessons learned and best practices;
2. Operational performance in terms of relevance and effectiveness of the project governance, management mechanisms and level of compliance with national context and requirements.

Both above mentioned areas should be thoroughly reviewed, but stronger focus should lie on assessing the quality of the project portfolio with the intention to promote capturing lessons learned and especially recommendations for the future.

The performance of the portfolio should be assessed against the project result framework, both to show the achievement of the project objective and outputs, as well as to review the validity of the result framework as a reporting tool. The final report will represent both project findings as well as the programmatic assessment.

It shall cover the geographic jurisdiction of Indonesia with a special focus on the two project target areas of Jakarta and Makassar. The project activities and objectives are detailed within the project document.

The evaluation report will be prepared in English.

VI. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lessons learned, and will respond to the following below questions (provided as indicative only and required to be further refined by the evaluator).

<i>Relevance</i>
Relevance of a project or programme is the extent to which its objectives are continuously consistent with recipient needs, UNODC mandate and overarching strategies and policies
1. To what extent did the project respond to the needs and priorities of national partner organisations, i.e. National Narcotics Board, law enforcement agencies (INP, AGO), judiciary, the National Narcotics Board at provincial and district levels, civil society organizations, as well as UNODC strategic approach in this region at large?
2. To what extent are the project outputs and outcomes suitable and informative targets, e.g. are they Specific, Measurable, Achievable, Realistic and Time-bound (SMART)?
3. To what extent were local circumstances taken into consideration when planning and implementing this project?
4. To what extent are the outputs, outcomes and objectives of this project relevant to implementing the Sustainable Development Goals?
<i>Efficiency</i>
Efficiency is a measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs
1. To what extent were inputs converted into outputs in a cost efficient and timely manner, and how have unexpected causes of delay been managed?
2. To what extent have all planned outputs been delivered in a logical sequence and with high quality?
<i>Effectiveness</i>
Effectiveness is the extent to which a project or programme achieves its objectives and outcomes
1. To what extent did the project achieve its planned objective and outcomes?
2. To what extent did the quality of the outcomes meet national partner organisations' needs ?
3. To what extent were appropriate measures taken to mitigate unplanned negative and positive effects on target groups contributing to results produced/services provided?
<i>Impact</i>
Impact is the positive and negative, primary and secondary long-term economic, environmental, social change(s) produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented
1. What difference has the project made to beneficiaries?

2. To what extent have workshops delivered by the project contributed to increased use of treatment for convicted drug users rather than incarceration?
3. What are the intended or unintended positive and negative long-term social, economic, technical, environmental, and other effects on individuals, communities, and institutions?
<p><i>Sustainability</i></p> <p>Sustainability is the extent to which the benefits of the project or programme will last after its termination and the probability of continued long-term benefits. Projects and programmes need to be environmentally as well as financially sustainable</p>
1. To what extent are the project results (impact if any, and outcomes) likely to continue after the project ends?
2. Is stakeholders' engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?
3. What is the level of ownership of the project by target groups and how will it impact sustainability after the project ends?
<p><i>Partnerships and cooperation</i></p> <p>Partnerships and cooperation is a measure of the level and quality of UNODC's cooperation with partners and implementing partners (e.g. donors, NGOs, Governments, other UN agencies etc.)</p>
1. To what extent have partnerships been sought and established (including UN agencies) and synergies been created in the delivery of assistance?
2. To what extent were efficient cooperation arrangements established (e.g. between UNODC and Government at national and local levels, donors, other UN agencies, and other relevant partners)?
<p><i>Human rights and gender</i></p> <p>Evaluate whether mainstreaming of human rights and gender was considered in project design and implementation</p>
<p><i>Human rights</i></p> <p>1. To what extent were human rights considerations mainstreamed in the design and implementation of the project?</p>
<p><i>Gender</i></p> <p>2. To what extent were gender considerations mainstreamed in the design and implementation of the project?</p>
<p><i>Lessons learned and best practices</i></p> <p>Finally, the evaluation will look at lessons learned and best practices of the project</p>
1. What lessons can be learned from the project implementation in order to improve performance, results and effectiveness in the future?
2. What best practices emerged from the project implementation?
3. What lessons can be drawn from unintended results?

VII. EVALUATION METHODOLOGY

The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of stakeholders. In all cases, the evaluation team is expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluators are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the key stakeholders of the project/ programme, the Core Learning Partners (CLP).

The present ToR provide basic information as regards to the methodology, which should not be understood as exhaustive. It is rather meant to guide the evaluator in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in the Inception Report.

In addition, the evaluation team will be asked to present a summarized methodology (including evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive methodology. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender-sensitive as well as inclusive. The credibility of the data collection and analysis are key to the evaluation. Rival theories and competing explanations must be tested once plausible patterns emerge from triangulating data.

The limitations to the evaluation need to be identified and discussed by the evaluator in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

The sources of data

The evaluation will have to utilise a mixture of primary and secondary sources of data. The primary sources include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include the project documents and their revisions, progress

and monitoring reports and all other relevant documents, including visual information (e.g. eLearning, pictures, videos, etc.).

Desk Review

The evaluation team will perform a desk review of existing documentation (please see the preliminary list of documents to be consulted in Annex II of the evaluation ToR). This list is however not to be regarded as exhaustive as additional documentation may be requested by the evaluators.

Phone interviews / face to face consultations

The evaluators will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders:

- Deputy of Rehabilitation BNN
- Director of Rehabilitation Enforcement on Government Institution, National Narcotics Board
- Director of Law, National Narcotics Board
- Director of Social Rehabilitation of Drug Abuse, Ministry of Social Affairs
- Head of Sub-directorate of Legal Aid, National Law Development Board
- Head of Sub-directorate III, Directorate of Narcotics, Indonesia National Police
- District Court of Makassar
- Head of Rehabilitation Division, National Narcotics Board South Sulawesi
- Health Administrative, Ministry of Health
- Head of Advocacy, Indonesia Drug Users Network
- Director of Rumah Balata Foundation
- UNAIDS Indonesia
- UNODC management and staff;

Questionnaire

A questionnaire (on-line) should be developed and used in order to help collect the views of additional stakeholders (e.g. trainees, counterparts, partners, etc.), if deemed appropriate.

VIII. TIME FRAME AND DELIVERABLES

Time frame for the evaluation

The evaluation process shall commence by 7 April 2017. Documents required for desk review shall be furnished to the evaluator prior. This will facilitate him/her to conduct the desk review and prepare the inception report.

Time frame for the field mission

The evaluator shall be on mission to Jakarta and to Makassar (South Sulawesi) from 3-12 May 2017 for meetings with the Project Manager, the National Narcotics Board, law enforcement institutions, and other relevant project stakeholders.

Expected deliverables and time frame

Duties	Time frame	Location	Deliverables
Desk review and preparation of Draft Inception Report	7 - 21 April 2017 (7 working days)	Home-based	Draft Inception report containing: preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation
Review of Draft Inception Report by IEU (can entail various rounds of comments) and incorporation of IEU's comments	24 April - 05 May 2017 (IEU review - 2 working days)	Home-based	Revised Draft Inception Report
Deliverable A – Final Inception Report in line with UNODC	By 05 May 2017 (overall 9 working days)		Final Inception Report to be cleared by IEU

evaluation norms, standards, guidelines and templates			
Interviews with staff at UNODC Jakarta and project target areas. Evaluation mission: briefing, interviews; presentation of preliminary findings	07 - 16 May 2017 (8 working days, including travel time)	UNODC, Jakarta and Makassar (South Sulawesi)	Presentation of preliminary findings
Drafting of the Evaluation Report; submission to Project Management for review and revision of any factual errors and to IEU for review and comments	17 - 31 May 2017 (9 working days)	Home-based	Draft evaluation report (to be reviewed and cleared by IEU; can entail various rounds of comments)
Review by IEU for quality assurance (can entail various rounds) and Project Management for factual errors; incorporation of comments	31 May – 14 June 2017 (2 working days)	Home-based	Revised Draft Evaluation Report
Deliverable B – Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	By 14 June 2017 (overall 19 working days)		Draft Evaluation Report to be cleared by IEU
Sharing by IEU of the Draft Evaluation Report with Core Learning Partners for comments	14 - 21 June 2017		
Consideration of comments from Core Learning Partners	22 - 23 June 2017 (2 working days)	Home-based	Revised Draft Evaluation Report
Final review by IEU; incorporation of comments and finalisation of report	27 - 29 June 2017 (2 working days)	Home-based	Revised Draft Evaluation Report
Deliverable C - Finalization of Evaluation Report incl. Management response (if needed) and presentation of evaluation results	By 30 June 2017 (overall 5 working days)	Home-based; UNODC Jakarta	Final Evaluation Report; Presentation of evaluation results. All to be cleared by IEU
Finalisation by the Project Management of the Evaluation Follow-up Plan in ProFi	By 14 July 2017		Final Evaluation Follow-up Plan to be cleared by IEU
Dissemination by Project Management of the Final Evaluation Report			Disseminate Final Evaluation Report

IX. EVALUATION TEAM COMPOSITION

Number of evaluators needed

A national consultant will be sought for conducting the Independent Final Evaluation. It is previewed that no international consultants will be required due to the small scope of the project and sufficient national capacity for conducting the evaluation.

The evaluator will be contracted locally through UNDP. The qualifications and responsibilities of the evaluators are specified in the respective Terms of Reference of the evaluator (Annex I).

The role of the evaluator

The evaluator will be expected to carry out the following specific tasks:

- Carry out a desk review;
- Develop the Inception Report, including sample size and sampling technique;
- Draft and finalise the inception report and evaluation methodology, incorporating relevant comments, in line with UNODC norms, standards, guidelines and templates that can be found on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>;
- Lead and coordinate the evaluation process;
- Implement quantitative tools and analyse data;
- Triangulate data and test rival explanations;
- Ensure that all aspects of the Terms of Reference are fulfilled;
- Draft the Evaluation Report in line with UNODC norms, standards, guidelines and templates that can be found on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>;
- Finalise the evaluation report on the basis of comments received, including management response in the final report;
- Present the final evaluation findings and recommendations to stakeholders.

Absence of Conflict of Interest

The project will seek to engage for conducting the Independent Final evaluation a national consultant who has not been involved in the design and/or implementation, supervision and coordination of the project, nor has benefited from this project.

Reference to the evaluator's ToR detailing qualifications and responsibilities

Please refer to Annex I for the details of the evaluator's ToR.

X. MANAGEMENT OF EVALUATION PROCESS

Roles and responsibilities of the Project Manager

The Project Manager is responsible for:

- managing the evaluation,
- drafting and finalising the ToR,
- selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role,
- recruiting evaluators following clearance by IEU,
- providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation team including the full TOR,
- reviewing the inception report as well as the evaluation methodology,
- liaising with the Core Learning Partners,
- reviewing the draft report for factual errors,
- developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year),
- disseminating the final evaluation report and facilitate the presentation of evaluation results;

The Project Manager will be in charge of **providing logistical support** to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel of the consultants (including travel details; DSA-payments; transportation; etc.)

- All logistical arrangement for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups (including independent translator/interpreter if needed; set-up of meetings; arrangement of ad-hoc meetings as requested by the evaluation team; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes); ensuring that members of the evaluation team and the respective interviewees are present during the interviews; etc.)
- All logistical arrangements for the presentation of the evaluation results;
- Ensuring timely payment of all fees/DSA/etc. (payments for the evaluators need to be released within 5 working days after the respective deliverable is cleared by IEU).

For the field missions, the evaluation team liaises with the UNODC Regional/Field Offices and mentors as appropriate

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are identified by the project managers. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

Roles and responsibilities of the Independent Evaluation Unit

The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>. Furthermore, IEU provides guidance and evaluation expertise throughout the evaluation process.

IEU reviews and clears all steps and deliverables during the evaluation process:: Terms of Reference; Selection of evaluator(s); Inception Report; Draft Evaluation Report; Final Evaluation Report; Evaluation Follow-up Plan.

XI. PAYMENT MODALITIES

The National Consultant will be issued a consultancy contract and paid in accordance with UNODC rules and regulations. The contract is a legally binding document in which the consultant agrees to complete the deliverables by the set deadlines.

Payment is correlated to deliverables and three instalments are typically foreseen:

- The first payment upon clearance by IEU of the Inception Report (in line with UNODC evaluation norms, standards, guidelines and templates);
- The second payment upon clearance by IEU of the Draft Evaluation Report (in line with UNODC norms, standards, evaluation guidelines and templates);
- The third and final payment (i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the Final Evaluation Report (in line with UNODC evaluation norms, standards, guidelines and templates) and clearance by IEU, as well as presentation of evaluation results.

For missions outside of home base, 75 percent of daily subsistence allowance shall be paid in advance before travelling. The balance of 25 percent and terminals shall be paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

ANNEX I

Terms of reference



Empowered lives.
Resilient nations.

GENERAL INFORMATION

Title: Independent Evaluator (National Position)

Project Name: UNODC Sub-Programme 5 (INDA06)

Reports to: Country Manager and National Programme Officer

Duty Station: Jakarta, Indonesia

Expected Places of Travel (if applicable): Jakarta and Makassar, Indonesia

Duration of Assignment: March – June 2017 (34 working days)

REQUIRED DOCUMENTS FROM HIRING UNIT

	TERMS OF REFERENCE
	CONFIRMATION OF CATEGORY OF LOCAL CONSULTANT , please select :
	(1) Junior Consultant
	(2) Support Consultant
	(3) Support Specialist
	(4) Senior Specialist
5	(5) Expert/ Advisor
	CATEGORY OF INTERNATIONAL CONSULTANT , please select :
	(6) Junior Specialist
	(7) Specialist
	(8) Senior Specialist
	APPROVED e-requisition

REQUIRED DOCUMENTATION FROM CONSULTANT

X	CV
X	Copy of education certificate
X	Completed financial proposal
X	Completed technical proposal (if applicable)

Need for presence of IC consultant in office:

☐ partial (explain)

☒ intermittent (explain): **attendance for meetings if needed**

☐ full-time/office based (needs justification from the Requesting Unit)

Provision of Support Services:

Office space: ☐Yes ☒No

Equipment (laptop etc): ☐Yes ☒No

Secretarial Services ☐Yes ☒No

If yes has been checked, indicate here who will be responsible for providing the support services: < Enter name >

Signature of the Budget Owner:

I. BACKGROUND

Indonesia's National Narcotics Board has sought to build consensus among the police, prosecutors, judges, and others, that those convicted of drug use (but not trafficking) should be channelled toward rehabilitation rather than incarceration. As of March 2014, and partly as a result of these efforts, several Indonesian government agencies (National Narcotics Board, Indonesian National Police, Attorney General's Office, Ministry of Health, Supreme Court, and Social Affairs Ministry) signed a Memorandum of Understanding (MOU) to promote this legislative framework. However, the signing of the MOU needs to be followed by concrete actions. In order for implementation to occur, there must be an increased awareness of the approach provided within the MOU, as well as past Supreme Court and Presidential Instruction Letters; in addition, there must be a mechanism to measure and follow through with the implementation. In order for the MOU to have a meaningful impact, a regulation promulgation process needs to be in place as part of the implementation procedure.

To support the Indonesian Government in promoting alternatives to imprisonment for people who use drugs, UNODC has implemented the project "Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation" since January 2015 with financial assistance from the American Embassy in Jakarta. Project activities have focussed on Improving Indonesia's Criminal Justice Reform Agenda through Alternatives to Imprisonment for Convicted Drug Users.

By implementing a pilot to promote the channelling of arrested drug users to rehabilitation, there is an opportunity to significantly reduce the number of drug users being incarcerated, and thus ease the problems caused by the overcrowding of Indonesia's prisons through promotion of alternatives to incarceration, such as rehabilitation and probation.

This pilot will help inform decision-makers about the merits of expanding the pilot or possibly replicating the objective of the programme in other countries in the East Asia and Pacific region.

II. SCOPE OF WORK, RESPONSIBILITIES AND DESCRIPTION OF THE PROPOSED ANALYTICAL WORK

Conduct the final independent project evaluation of UNODC project INDA06 in line with the full Evaluation Terms of Reference (to be provided once the contract is signed). The Final Independent Evaluation shall cover the whole duration of the project on “Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation” from January 2015 to the end of the evaluation field mission (tentatively end April 2017). It shall cover the geographic jurisdiction of Indonesia with a special focus on the two project target areas: Jakarta and Makassar (South Sulawesi). The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lessons learned, and assess the performance of the project in two areas:

1. Progress of the portfolio towards achieving the objective of the project and the status of the portfolio in terms of relevance, effectiveness, efficiency, sustainability, impact, lessons learned and best practices; and
2. Operational performance in terms of relevance and effectiveness of the project governance, management mechanisms and also level of compliance with the national context and requirements.

Under the guidance of the Independent Evaluation Unit (IEU), the National Evaluation Consultant will conduct the Independent Project Evaluation of the UNODC project INDA06 on “Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation”. On the basis of the Evaluation Terms of Reference, key responsibilities of the Evaluator includes:

- I. Development of the evaluation design with detailed methods, tools and techniques;
- II. Leading the evaluation process;
- III. Ensuring adherence to the UNEG Norms and Standards, UNODC Evaluation Guidelines and Templates, and the Evaluation Terms of Reference;
- IV. Ensuring overall coherence of the report writing;
- V. Ensuring that all deliverables are submitted in line with UNODC evaluation policy, handbook, guidelines and templates;
- VI. Ensuring that the draft and final report are fully proofread and meet the high quality standards of international evaluation reports;
- VII. Performing any other tasks as deemed necessary to ensure the success of the project.

The evaluator will be responsible for the quality and timely submission of his/her specific deliverables as specified below. All products should be well written, inclusive and have a clear analysis process.

- Draft Inception Report, containing a refined work plan, methodology and evaluation tools and in line with UNODC norms, standards, evaluation guidelines and templates (to be reviewed and cleared by IEU; can entail various rounds of comments);
- Presentation of preliminary evaluation findings and recommendations (if applicable);
- Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates (to be reviewed and cleared by IEU; can entail various rounds of comments);

<ul style="list-style-type: none"> Revised Draft Evaluation Report based on comments received from the various consultative processes (IEU, internal and external); Final Evaluation Report, in line with UNODC evaluation norms, standards, guidelines and templates (to be reviewed and cleared by IEU; can entail various rounds of comments). Final presentation of evaluation results to stakeholders. 			
Deliverables/ Outputs	Estimated number of working days	Target due dates	Percentage (%)
Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates, reviewed and cleared by IEU (can entail various rounds of comments)	9 working days	Month one	26%
Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	19 working days	Month three	59%
Final Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates, reviewed and cleared by IEU (can entail various rounds of comments), and presentation of findings	4 working days	Month three	15%
Duties	Time frame	Location	Deliverables
Desk review and preparation of Draft Inception Report	7 - 21 April 2017 (7 working days)	Home-based	Draft Inception report containing: preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation
Review of Draft Inception Report by IEU (can entail various rounds of comments) and incorporation of IEU's comments	24 April - 05 May 2017 (IEU review - 2 working days)	Home-based	Revised Draft Inception Report
Deliverable A – Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates	By 05 May 2017 (overall 9 working days)		Final Inception Report to be cleared by IEU

Interviews with staff at UNODC Jakarta and project target areas. Evaluation mission: briefing, interviews; presentation of preliminary findings	07 - 16 May 2017 (8 working days, including travel time)	UNODC, Jakarta and Makassar (South Sulawesi)	Presentation of preliminary findings
Drafting of the Evaluation Report; submission to Project Management for review and revision of any factual errors and to IEU for review and comments	17 - 31 May 2017 (9 working days)	Home-based	Draft evaluation report (to be reviewed and cleared by IEU; can entail various rounds of comments)
Review by IEU for quality assurance (can entail various rounds) and Project Management for factual errors; incorporation of comments	31 May – 14 June 2017 (2 working days)	Home-based	Revised Draft Evaluation Report
Deliverable B – Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	By 14 June 2017 (overall 19 working days)		Draft Evaluation Report to be cleared by IEU
Sharing by IEU of the Draft Evaluation Report with Core Learning Partners for comments	14 - 21 June 2017		
Consideration of comments from Core Learning Partners	22 - 23 June 2017 (2 working days)	Home-based	Revised Draft Evaluation Report
Final review by IEU; incorporation of comments and finalisation of report	27 - 29 June 2017 (2 working days)	Home-based	Revised Draft Evaluation Report
Deliverable C - Finalization of Evaluation Report incl. Management response (if needed) and presentation of evaluation results	By 30 June 2017 (overall 5 working days)	Home-based; UNODC Jakarta	Final Evaluation Report; Presentation of evaluation results. All to be cleared by IEU
Finalisation by the Project Management of the Evaluation Follow-up Plan in ProFi	By 14 July 2017		Final Evaluation Follow-up Plan to be cleared by IEU
Dissemination by Project Management of the Final Evaluation Report			Disseminate Final Evaluation Report

III. WORKING ARRANGEMENT

Institutional Arrangement

The consultant will work under the overall supervision of the Country Manager and National Programme Officer

Duration of the Work

34 working days in a three and a half months period. The working period will commence on 16 March 2017.

Duty Station

Home-based with periodic visits to the UNODC office in Jakarta.

Travel Plan

Yes

IV. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

SHORTLISTING CRITERIA

I. Academic Qualifications:

Advanced university degree (Master's degree or equivalent) in Social Sciences or related field, with specialized training in evaluation

II. Years of experience:

- 10 years of progressive experience in evaluation design methodology, including conducting evaluations in an international context (qualitative and quantitative models);
- Extensive technical expertise in various evaluation methodologies and techniques, including multiple stakeholders;
- Extensive expertise in conducting evaluations of projects and programmes in an international organisation is required;
- Prior experience in planning, designing, implementing, analyzing and reporting results of qualitative and quantitative studies including survey design and implementation;
- Experience in policy planning and policy analysis;
- Experience in the field of law enforcement, drug dependence treatment, countering organised crime in the UN system is an asset;
- Understanding of gender and human rights considerations is a strong asset;
- Excellent communication and drafting skills;
- Proficiency in English language, spoken and written is required.

III. Competencies:

- Extensive knowledge of, and experience in, applying qualitative and quantitative evaluation methods;
- Strong record in designing and leading evaluations;
- Excellent communication and drafting skills in English, proven by previous evaluation reports;
- Ability to operate MS-Office, media development software and other office equipment;
- Strong motivation and a good team player;
- Familiarity with UN rules and regulations.

According to UNODC rules, the evaluator must not have been involved in the design and/or implementation, supervision and coordination of the project, nor have benefited from the programme/project or theme under evaluation.

The evaluator shall respect the UNEG Ethical Guidelines.

V. EVALUATION METHOD AND CRITERIA		
<p><u><i>Cumulative analysis</i></u></p> <p><i>When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:</i></p> <p><i>a) being responsive/compliant/acceptable, and</i> <i>b) having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.</i></p> <p><i>* Technical Criteria weight; 70%</i> <i>* Financial Criteria weight; 30%</i></p>		
Criteria	Weight	Max. Points
<u><i>Technical</i></u>		100
<p>Criteria A: Qualification requirements as per TOR:</p> <ol style="list-style-type: none"> 1. Ph.D with minimum 6 years of experience or Master's with minimum 8 years of experience in law or other related field. 2. At least 6 years of experience in conducting research on drugs demand reduction and health. <p>Criteria B: Brief description of approach to assignment:</p> <ol style="list-style-type: none"> 1. Strong knowledge of national and global drug treatment policies and regulations. 2. Knowledge on conducting evaluation. 3. Excellent report writing and presentation skills. 	<p>40%</p> <p>20%</p> <p>20%</p> <p>60%</p> <p>20%</p> <p>20%</p> <p>20%</p>	<p>40</p> <p>20</p> <p>20</p> <p>60</p> <p>20</p> <p>20</p> <p>20</p>
<i>Only candidates obtaining a minimum of 70 points will be considered for the Financial Evaluation</i>		

ANNEX II. LIST OF BACKGROUND DOCUMENTS FOR THE DESK REVIEW

The list is not to be regarded exclusive but may be further refined by the evaluator.

- Project document and Project revision documents;
- Country Programme for Indonesia 2012-2016;
- Regional Programme for Southeast Asia 2014-2018;
- UNODC Thematic Programme on Drugs and HIV;

- Documents (laws/regulations/procedures/guidelines) of national and international authorities on alternatives to imprisonment;
- Annual costed work plans;
- Financial statements of the project;
- Project Performance Progress Reports (annual and semi-annual);
- Minutes of meetings of the Project Steering Committee;
- Training programmes course schedules, feedback, impact assessment of learning, and course completion reports;
- Details of equipment supplied;
- Monitoring and Evaluation tools of the project;
- UNODC concept note for future activities;
- UNODC Position Paper on Human Rights (2011)²⁵
- Guidance Note on Gender Mainstreaming in UNODC (2013)²⁶
- UNODC evaluation guidelines, templates, handbook, policy²⁷
- UNODC Inception Report Guidelines and Template²⁸
- UNODC Evaluation Report Guidelines and Template²⁹
- UNEG: Integrating human rights and gender equality in evaluation³⁰

²⁵ http://www.unodc.org/documents/justice-and-prison-reform/UNODC_Human_rights_position_paper_2012.pdf

²⁶ <http://www.un.org/womenwatch/directory/docs/UNODC-GuidanceNote-GenderMainstreaming.pdf>

²⁷ <http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

²⁸ <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking>

²⁹ <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking>

³⁰ <http://www.uneval.org/detail/980>

ANNEX III. LIST OF STAKEHOLDERS

The list is not to be regarded exclusive but may be further refined by the evaluator.

This list has been deleted as part of the published report for reasons of confidentiality.

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

In this Annex the interview guides are given for:

- 2.1 Guide for interviews with key informants**
- 2.2 Guide for Focus Group Discussion for the IAT members**
- 2.3 Guide for Focus Group Discussion for convicted drug users**
- 2.4 E-survey for CSOs who participated in the paralegal training**
- 2.5 Secondary data collection**

2.1 Guide for interviews with key informants

Please note that this tool is a guide for in-depth interviews, meaning that the questions will not be asked as they are, but adapted to ensure they are relevant for each individual respondent.

1. What was your role and involvement in the project? (Briefly describe)

Relevance

2. Is the way the Project was designed and implemented relevant with respect to: a) UNODC's Indonesia country programme and at large?; b) the needs and priorities of Indonesia's drug policy?
3. Is the Project relevant for donors?

Effectiveness

4. Were the project outcomes achieved, and if so to what extent?
5. Have any activities not been achieved?
6. How effective did you find the internal management of the project? (e.g. strategy and work planning, funding, technical assistance)
7. Have there been any unintended consequences of the project (either positive or negative)?

Efficiency

8. Were activities and outputs implemented and delivered as planned?
9. Were there any delays in project activities? Anything not achieved? Why/why not?
10. Was there any evidence of partner cost sharing and local commitment to/ownership of project activities and objectives?

Impact

11. What did the project envision to achieve?
12. What did the programme achieve? Did not achieve?
13. What was the most significant change due to the project?

Sustainability

14. Is stakeholders' engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?
15. Were any strategic plans developed and implemented to ensure the sustainability of the project's results?
16. Were tools and manuals developed under the project useful? How so?

Partnerships and cooperation

17. How did the project create partnerships and cooperation among different stakeholders? (e.g. BNN, law enforcement agencies, CSOs, other UN agencies, etc)
18. How did the project manage the issues of partnership and cooperation?

Human right and gender

19. To what extent was the project human rights based?
20. To what extent was is gender-sensitive and responsive? Was is based on gender analysis? If not, why not?
21. What are the human rights and gender aspects that would be relevant for the project? How have these been addressed?

Lesson Learned and Best Practices

22. In your opinion what does the project do well?
23. In your opinion where could the project improve?
24. What lessons learned are there from project implementation that should be taken into consideration of any future phase of support for this kind of work?
25. Have any best practices emerged from the project implementation that could be usefully shared with other agencies this area of work

2.2 Guide for Focus Group Discussion for the IAT members

Thank you for your time and information. Please note that all information you provide will be kept confidential.

Introduction

List name, age, sex, category of IAT, organisational affiliation, position in the organisation, length of time in this position and as IAT member

Knowledge about the project “Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation”-INDA06

1. Can you name activities that have been implemented by UNODC (Probe: are you familiar with the INDA06 project)? Please describe your level of involvement in the project?
2. In your opinion what did the INDA06 project do well?
3. In your opinion where could the INDA06 project improve?
4. In your opinion, what changed since the project engaged with you?

The implementation of the joint Inter-ministerial regulation and UNODC’s contribution

5. How many convicted drug users do you handle? How many men? women? How many are placed into rehabilitation? How many are incarcerated? (note: this link to the secondary data collection)
6. Can you describe the role of the medical team? The legal team? Is your role clear?
7. Can you describe how this regulation is being implemented? (Probe: who request the assessment? How long it takes? How the case conference being implemented? Is there any difference implementation by gender)?
8. Have resources (financial and technical: including manual, guidelines, etc.) been allocated for IAT?
9. What capacity development related to Indonesia’s drug policies have you received? (Probe: training, workshop, seminar). Please explain
10. Have male and female drug users been impacted differently and why?
11. What other vulnerable groups are you aware of that would benefit from further attention and support?
12. What are some of the gender and human rights aspects that would need to be considered? Have they been considered by the project? If yes, how? If no, why not?

13. In your opinion, what has been the most significant success that IAT has achieved?
14. In your opinion, what has been the most significant barrier to the success of the IAT?
15. Are there any unintended consequences of the IAT? Please explain
16. What recommendations can you make to help shaping the implementation of the joint Inter-ministerial regulation and IAT?

2.2 Guide for Focus Group Discussion for convicted drug users

Thank you for your time and information. Please note that all information you provide will be kept confidential.

Introduction

Please tell your age and gender

Knowledge about the project “Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation”-INDA06

1. Can you name activities that have been implemented by UNODC (Probe: are you familiar with the INDA06 project)? Please describe your level of involvement in the project?
2. In your opinion what did the INDA06 project do well?
3. In your opinion where could the INDA06 project improve?
4. In your opinion, what changed since the project engaged with you?

Experience with the criminal justice system

5. Are you familiar with the current national drug laws? Please explain
6. How did you come into contact with the criminal justice system?
7. Were you arrested?
8. Were you charged? On what grounds?
9. Have you been detained? How long?
10. What kind of legal assistance have you received? From whom?

Experience with rehabilitation and probation

11. Can you describe the process leading to entering the rehabilitation programme?
12. What kind of assessment did you receive?

13. Who did the assessment?
14. How long did it take?
15. How long do you require being in the rehabilitation programme?
16. Is there any compulsory reporting and further treatment after you finish the program?
To whom?
17. How did you experience the programme?
18. What recommendations can you make to improve the rehabilitation process for convicted drug users?

Problems being faced by people who use drugs

19. What are the major problems faced by people who use drugs? Why? Are there any differences in those problems by women and men?
20. What are the largest needs of people who use drugs?
21. What services are currently available for people who use drugs?
22. Are they equally available for the different drug users? (e.g. female versus male drug users)
23. Are you making use of these services? Why? Why not?
24. What recommendations do you have?

2.3 E-survey for CSO who participated in the paralegal training in Jakarta and Makassar

I'd like to thank you for taking part in this survey. Remember that all information you give will be kept confidential and your name will not appear anywhere on this survey.

Information you provided will be used to inform decision-making at UNODC and help shaping UNODC programmes and projects.

Please note that the survey concerns the implementation of the UNODC project INDA06 "Promoting Alternatives to Incarceration for Convicted Drug Users, including Rehabilitation and Probation" and all your answers should be related to this project.

Please tick as appropriate

General Background

No	Questions
1	How old are you <input type="checkbox"/> 18-24 <input type="checkbox"/> 25-45 <input type="checkbox"/> Above 45
2	Where do you mainly work? <input type="checkbox"/> In prisons <input type="checkbox"/> In the community <input type="checkbox"/> Other (please specify _____)
3	Are you <input type="checkbox"/> Male <input type="checkbox"/> Female
4	What is your position in the organization <input type="checkbox"/> Overall management (i.e. executive director, manager) <input type="checkbox"/> Programme management (i.e. programme manager, programme officer) <input type="checkbox"/> Project implementation staff (i.e. outreach workers) <input type="checkbox"/> Volunteer (i.e. Peer educator) <input type="checkbox"/> Other (please specify)
5	Length of time in the organization <input type="checkbox"/> 1-3 years <input type="checkbox"/> 4-6 years <input type="checkbox"/> 7 years or more
6	Length of working with people who use drugs <input type="checkbox"/> 1-3 years <input type="checkbox"/> 4-6 years <input type="checkbox"/> 7 years or more
7	Have you provided any legal assistance to convicted drug users <input type="checkbox"/> Yes <input type="checkbox"/> No
8	Have you provided legal assistance to convicted drug users before or after attending the paralegal training <input type="checkbox"/> Before <input type="checkbox"/> After <input type="checkbox"/> Never provide legal assistance to convicted drug users
9	On average, how many convicted drug users do you assist per year <input type="checkbox"/> 1-3 person <input type="checkbox"/> 4-6 person <input type="checkbox"/> 7 person or more <input type="checkbox"/> None
10	Do you provide legal assistance mainly for female, male or both female and male drug users <input type="checkbox"/> Female drug users <input type="checkbox"/> Male drug users <input type="checkbox"/> Female and male drug users <input type="checkbox"/> None

Capacity development of participants

No	Questions
11	<p>Has participation in the paralegal training increased your capacity in:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Understanding of importance of people who use drugs in addressing the drug epidemic <input type="checkbox"/> Understanding Indonesia's context on drug, the current national law and related regulations) <input type="checkbox"/> Specific skills on advocacy <input type="checkbox"/> Specific skills on mechanism to report human right violations <input type="checkbox"/> Respond to specific needs on female drug users <input type="checkbox"/> Working with stakeholders at different levels <input type="checkbox"/> Addressing stigma and discrimination <input type="checkbox"/> Addressing factors hindering rehabilitation among convicted drug users <input type="checkbox"/> The opportunity to observe the court process <p>More than one choice possible</p>
12	<p>Do you use what you learned in the paralegal training in your work related to (Please select when yes. More than one choice possible.):</p> <ul style="list-style-type: none"> <input type="checkbox"/> Policy discussions (internal/external) <input type="checkbox"/> Advocacy on people who use drugs and/or convicted drug users <input type="checkbox"/> Development of strategies and implementation plans <input type="checkbox"/> Targeted interventions on rehabilitation <input type="checkbox"/> Targeted interventions on legal assistance for people who use drugs/convicted drug users) <input type="checkbox"/> Networking with law enforcement agencies <input type="checkbox"/> Networking with service providers <input type="checkbox"/> Networking with UN agencies <input type="checkbox"/> Networking with other local CSOs <input type="checkbox"/> Networking with International Non-Governmental Organizations
13	<p>To what extent has the training influenced changes on people who use drugs in your organization?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Stronger advocacy on people who use drugs issues at the national/provincial level <input type="checkbox"/> Focus on people who use drugs programmes <input type="checkbox"/> Budget allocated for people who use drugs <p>More than one choice possible</p>
14	<p>How much do you think the paralegal training influenced changes on people who use drugs in your organization?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Influenced a lot <input type="checkbox"/> A little bit <input type="checkbox"/> Nothing at all
15	<p>Have you noticed any change since the narcotic law no:35/2009 in</p> <ul style="list-style-type: none"> <input type="checkbox"/> Promoting alternative to incarceration through rehabilitation <input type="checkbox"/> Social and health services for convicted drug users <input type="checkbox"/> Reduced stigma and discrimination for people who use drugs <input type="checkbox"/> Other (please specify)
16	<p>Have men and women been impacted differently by the changes in policy and services for convicted drug users?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Yes <input type="checkbox"/> No

	Please specify how
17	Do you think that male and female drug users have different needs? <input type="checkbox"/> Yes <input type="checkbox"/> No
18	Are these different needs considered and taken care of? <input type="checkbox"/> Yes <input type="checkbox"/> No
19	Please specify what specific needs occur and how they are being addressed (Open answer format)
20	What further recommendations do you have to improve the UNODC project? (Open answer format)

2.4 Secondary data collection

Data on statistics of certain factors and other related information

Indicators	Location			Sex		Age (years)		
	Jakarta	Makassar	National	Female	Male	18-24	24-45	Above 45
# of convicted drug users								
# of convicted drug users that able to assess the rehabilitation in accordance with government standards								
# of convicted drug users who are incarcerated								
# number of drug users who received paralegal assistance from CSO								

ANNEX III. DESK REVIEW LIST

The following list of documents were reviewed and referenced by the evaluation team during the evaluation

- Project document and Project revision documents;
- Country Programme for Indonesia 2012-2016;
- Regional Programme for Southeast Asia 2014-2018;
- UNODC Thematic Programme on Drugs and HIV;
- Documents (laws/regulations/procedures/guidelines) of national and international authorities on alternatives to imprisonment;
- Annual costed work plans;
- Financial statements of the project;
- Project Performance Progress Reports (annual and semi-annual);
- Minutes of meetings of the Project Steering Committee;
- Training programmes course schedules, feedback, impact assessment of learning, and course completion reports;
- UNODC concept note for future activities;
- Report of the feasibility of establishing a drug docket mechanism within the existing national court system;
- Report on the existing of national policy legal framework using UNODC justice assessment toolkits on alternative to imprisonment;
- Training module: Strategies of rehabilitation for drug addicts and victim of drug abuse who come into contact with the Criminal Justice System (CSJ) in Indonesia;
- UNODC Position Paper on Human Rights (2011)³¹
- Guidance Note on Gender Mainstreaming in UNODC (2013)³²
- UNODC evaluation guidelines, templates, handbook, policy³³
- UNODC Inception Report Guidelines and Template³⁴

31 http://www.unodc.org/documents/justice-and-prison-reform/UNODC_Human_rights_position_paper_2012.pdf

32 <http://www.un.org/womenwatch/directory/docs/UNODC-GuidanceNote-GenderMainstreaming.pdf>

33 <http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

34 <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking>

- UNODC Evaluation Report Guidelines and Template³⁵
- UNEG: Integrating human rights and gender equality in evaluation³⁶

Number of documents review: 20

³⁵ <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html#Undertaking>
³⁶ <http://www.uneval.org/detail/980>

ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number interviewees</i>	<i>of Organisation</i>	<i>Sex disaggregated data</i>	<i>Country</i>
3	National Board Narcotics	Male: 2 Female: 1	Indonesia
1	Ministry of Social Affairs	Male: 1 Female: 0	Indonesia
1	Ministry of Health	Male: 1 Female: 0	Indonesia
1	Supreme Court	Male: 1 Female: 0	Indonesia
1	National Development Board- Ministry of Law and Human rights	Male: 1 Female: 0	Indonesia
1	Indonesia Police	Male: 0 Female: 1	Indonesia
1	District Court Makassar	Male: 1 Female: 0	Indonesia
2	Indonesia Drug User Network	Male: 2 Female: 0	Indonesia
13	Convicted drug users	Male: 7 Female: 6	Indonesia
1	Indonesia Addiction Counsellor Association	Male: 1 Female: 0	Indonesia
4	Integrated Assessment Team-Medical team	Male: 3 Female: 1	Indonesia
3	Integrated Assessment Team-Legal team	Male: 2 Female: 1	Indonesia
2	UNODC	Male: 2 Female: 0	Indonesia
1	US Embassy-INL	Male: 1 Female: 0	Indonesia
Total: 35		Male: 25 Female: 10	

ANNEX V. TABLE OF PROGRESS AND GAP BETWEEN PLANNED AND ACHIEVED RESULTS

Outputs	Indicator and Activities	Remarks
	<p>1.1 The establishment of steering committees (SC), which consists of key related stakeholders (Ministry of Law and Human Right, INP, AGO, Supreme Court, MoH, MoSA, BNN, Kom-INA and UNODC)</p> <p>1.1.1 Conduct series SC meeting</p>	<p>It was completed. The annual work plan has been developed and agreed by the members.</p>
	<p>1.2 Bottle-neck of criminal justice reform (CSJ) on alternative to imprisonment identified</p> <p>1.2.1 Conduct series of public discussion to address and identify bottle-neck of criminal justice reform on alternative to imprisonment and probation mechanism for drug user</p>	<p>It has been postponed until the 1st quarter of 2017. It included the following topics: Amendment of narcotics law no:35/2009 to be held in Makassar and Jakarta, and the socialization of Presidential Regulation no:25/2011</p>
	<p>1.3 Socialization of the Supreme Court Instruction Letter that encourages treatment rather than incarceration for drug users</p> <p>1.3.1 Conduct Series of engagements to socialize the supreme court instruction letter encouraging treatment for convicted drug users rather than incarceration</p>	<p>It is completed in the 1st quarter of 2017. The activity has been changed from “one day seminar” targeted law enforcement agencies (e.g. the policemen, Prosecutors, Judges and the provincial BNN officers) at the national level to “discussions on the joint Inter-ministerial</p>

Outputs	Indicator and Activities	Remarks
		regulations and related policies" at the provincial level (e.g. Jakarta, Makassar, Medan, Bali and Surabaya) targeted court and attorney staffs. The change is due to Leahy Vetting for the INP staffs
	2.1 National drug policy legal framework reviewed by using the UNODC justice assessment toolkits	
	2.1.1 Assess the existing of national policy legal framework using UNODC justice assessment toolkits on alternative to imprisonment	It was completed in the 1 st quarter of 2016. A report on the national drug policy legal framework was developed and disseminated
	2.2 Establishing a drug docket and assigning judges to handle drug cases within the existing of national court system	
	2.2.1 Conduct research on the feasibility of establishing a drug docket mechanism within the existing of national court system	It was completed in the 4 th quarter of 2016. Result has been shared and disseminated to key stakeholders
	2.3 Essentials policy, regulation and procedure to divert drug users into treatments developed	
	2.3.1 Support the development of policy, regulation, and procedure to divert drug user into treatment	This activity has been funded by BNN to develop the national grand design on treatment and rehabilitation for people who use drugs. UNODC provided technical assistance as needed.
	2.3.2 Potentially organize a small study tour to develop and understanding of how drug case dockets are handled by courts in the U.S	It was completed in the 2 nd quarter of 2015. The Government of Indonesia (GoI) included the establishment of drug court as one of the substantive framework to be discussed and elaborated on the academic paper for the

Outputs	Indicator and Activities	Remarks
		proposed amendment of narcotics law. However, it is not clear how it will be conducted.
	<p>3.1 IEC strategy developed to promote and socialize the mechanism to divert drug user into treatment and reframing drug dependency as health condition</p> <p>3.1.1 Convene strategic media campaign as a pre-condition to implement model of diversion into treatment and reframing drug dependency as health condition</p> <p>3.1.2 Conduct a series of education session on concept of alternative to imprisonment for drug users and drug dependency as health condition</p>	<p>Strategic campaign through media (e.g. cartoon) was undertaken in Jakarta in the 3rd quarter of 2015 by advertising the concept of alternative to imprisonment for drug users as reflected in the inter-ministerial regulation. It was advertised in the daily newspaper (e.g. <i>Tempo</i>). This campaign was not conducted in Makassar due to the difficulty to find a vendor that fits into UN standards</p> <p>An education session targeted university and high schools students has been conducted in Makassar in the 4th quarter of 2015</p>
	<p>3.2 Establishment of drug court with-in the district court completed</p> <p>3.2.1 Series of meeting and workshop to support the implementation of pilot programme on diversion into treatment as an alternative to imprisonment toward drug user in two selected cities</p>	<p>Focus Group Discussion (FGDs) among policemen, prosecutors, judges and BNN staffs on the implementation of the joint ministerial regulation have been conducted in the 4th quarter of 2015 in Jakarta and Makassar</p>
	<p>3.3 Legal aid and referral mechanism are made available for drug user</p> <p>3.3.1 Workshop to establish a network and enhanced</p>	<p>It was completed in the 4th quarter of 2015 in Jakarta and Makassar. 25 participants in each</p>

Outputs	Indicator and Activities	Remarks
	capacity of legal aid institution to commit and provide legal assistance toward drug users	city participated in the workshop. Participants consisted of the legal aid organizations and the provincial office of law and human rights
	3.4 Study on the implementation of diversion into treatment model	As requested by BNN, it has been modified into monitoring and evaluation activity on the implementation of the inter-ministerial regulation with focus on the effective functioning of the Integrated Assessment Team (IAT). A site visit to eight IAT secretariats has been conducted in the 4 th quarter of 2016
	3.4.1 Conducts longitudinal study on the implementation of diversion into treatment model	
	3.5 Enhancement of south to south regional cooperation	The dissemination of DCT concept among judges at the Supreme Court Office has been conducted in the 2 nd quarter of 2017
	3.5.1 Conducts regional workshop as a forum for information sharing and strengthening regional partnerships	
	4.1 IEC materials and training module for law enforcement and service providers is developed	It was completed in the 1 st quarter of 2016. The module focuses on information on drug dependence conditions and the legal framework of diversion program
	4.1.1 Develops IEC materials and training module for law enforcement officers and service providers	
	4.2 Personnel of key stakeholders (law enforcement officers and service providers) equipped with adequate knowledge and information of drug dependence conditions and the legal framework of diversion program	

Outputs	Indicator and Activities	Remarks
	4.2.1 Provide capacity building training for law enforcement officers (Policemen, Prosecutors and Judges) and service providers (personnel of hospital, community health center, and drug dependence center) on drug dependence conditions and the legal framework of diversion program	All costs related to this training was covered by BNN. It was completed in the 3 rd quarter of 2016. The Training of Trainers (TOT) consisted of BNN staffs and Policemen. However, the training was conducted in Batam and Makassar in the 2 nd quarter of 2017
	5.1 The development of CSOs national strategic work plan	
	5.1.1 Conduct capacity building training for CSO/Kom-INA on advocacy work for legal review and paralegal	It was completed in the 2 nd quarter of 2015 in Bandung and Makassar. The paralegal training targeted outreach workers, peer educators, community leaders, drug user communities and the methadone networks. The training aims to provide basic knowledge on the following topics: the narcotics law and related regulations; appropriate advocating techniques; mechanisms to report human rights violations; and the opportunity to observe the court process
	5.2 Contribution of CSO/Kom-INA to support the development and monitor the implementation of model diversion into treatment in two selected cities	
	5.2.1 Conduct a series of workshop and meeting to develop Kom-INA strategic planning	It was completed in the 2 nd quarter of 2016. 18 community paralegals from 15 cities (included representative from Jakarta and Makassar) who provide services for people who use drugs participated. The workshop aimed to increase knowledge and understanding of the community paralegal on the

Outputs	Indicator and Activities	Remarks
		implementation of recent national drug policy to divert people who use drugs to rehabilitation when in contact with the Criminal Justice System (CSJ). Discussion on their roles and contributions was also conducted. A strategic planning and action plan for 2017-2019 was developed. It was also agreed that the strategic framework consisted of five thematic areas; capacity building; management; networking; community strengthening; and advocacy
	<p>5.3 Number of drug users who received paralegal assistance from CSO/Kom-INA</p> <p>5.3.1 Provides technical assistance (TA) for the implementation of CSO/Kom-INA strategic plan</p>	<p>Two visits for TA have been conducted in 2016. The last one has been conducted in the 2nd quarter of 2017</p>