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MID TERM EVALUATION

IDN T71

Strengthening the capacity of anti-corruption institutions in Indonesia

Rule of Law

Indonesia

Report of the evaluation team

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Abbreviations and Acronyms

ACF	Anti Corruption Forum
AGO	Attorney General Office (<i>Kejaksaan Agung RI</i>)
Bappenas	National Development Planning Agency (<i>Badan Perencanaan Pembangunan Nasional</i>)
BPK	<i>Badan Pemeriksa Keuangan</i> (State Audit Body)
Binus	Bina Nusantara University
BOS	<i>Bantuan Operasional Sekolah</i> (government education grants)
CBT	Computer based training
CSO	Civil Society Organization
EC	European Commission
ICW	Indonesian Corruption Watch
ID-SIRTII	Indonesia Security Incident Response Team on Internet Infrastructure
INP	Indonesian National Police (<i>Kepolisian Negara RI</i>)
Kemitraan	Partnership for Governance Reform Indonesia
KPK	<i>Komisi Pemberantasan Korupsi</i> (Anti Corruption Commission)
LBH	<i>Lembaga Bantuan Hukum</i> (Legal Aid Institution)
MenPan	<i>Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi</i> (Ministry for State Apparatus Empowerment and Bureaucracy Reform)
NGO	Non-Governmental Organization
PPATK	<i>Pusat Pelaporan dan Analisa Transaksi Keuangan</i> (Indonesian Financial Intelligence Unit)
Raca Institute	NGO working on human rights and governance at grassroots level.
Sahdar	Sentra Advokasi untuk Hak Pendidikan Rakyat (NGO – Centre of Advocacy for the People’s Right to Education)
Sidak	Sentra Informasi dan Data untuk Anti Korupsi (NGO – Centre of Information and Data for Anti-Corruption)
TII	Transparency International Indonesia
UNDP	United Nations Development Programme
UNODC	United Nations Office on Drugs and Crime
USAID	United States Aid Agency

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Summary matrix of findings, supporting evidences and recommendations

Findings: problems and issues identified	Supporting evidences	Recommendations
<p>1. The CSOs chosen for the grant-making scheme were widely dispersed geographically and only had 10-12 months of funding. Some of them still have more potential to have impacts beyond their particular localities, but need more support to do so.</p>	<p>Interviews with <i>Kemitraan</i> staff, grantees and UNODC staff.</p>	<p>A smaller number of the most effective grantee projects should be chosen and given further support by the <i>Kemitraan</i> until the end of the whole project in December 2012. <i>Kemitraan</i> staff should use their experience and networks creatively by making connections between the grantees and others working in the same fields.</p>
<p>2. The project has had enough flexibility to allow it to respond to a fast changing environment. But extra care should be taken to ensure that stakeholders know about and agree with the rationale behind any project amendments.</p>	<p>Evaluation of Norwegian Embassy, interview with Norwegian embassy staff, review of project documents.</p>	<p>UNODC should detail the reasons why some activities have been sidelined, why other new ones have been adopted and discuss these decisions at governing board meetings.</p>
<p>3. There have been times when it would have been useful to call a governing board meeting, but it was not possible because some of the governing board were not available.</p>	<p>Interviews with UNODC staff.</p>	<p>The composition and functioning of the governing board should be reconsidered to find the right balance of maintaining senior-level support and ease of calling the meetings together.</p>
<p>4. Sustainability of training has already been given much thought, but there are opportunities to strengthen it further. Component Two needs a better developed plan for how to feed back participant evaluations into the materials to make them as relevant as possible when handed over to</p>	<p>Interviews with project staff, INP, AGO, training participants. Review of project documents.</p>	<p>UNODC should hire a consultant at the end of the training component to make consultations in preparation for handing over course materials to the training centers of individual state agencies. Provisions should also be made for</p>

Findings: problems and issues identified	Supporting evidences	Recommendations
national agencies. Also it is unclear whether trainers will have the capacity to deliver the materials.		a training or trainers activity, if needed, to ensure trainers are able and willing to deliver the new materials.
5. Some of the trainings were less relevant for some of the participants. Some participants had a more rigorous selection from their own agencies than others.	Interviews with staff of training centers for different agencies. Focus group discussion with training participants.	Project beneficiaries should ensure that the people they send for trainings have the right background and knowledge to make the most of the classes. Where appropriate, UNODC should support project beneficiaries in this process.
6. With the project already over half way, the computer based training (CBT) module is still in development and has a long way to go before it can be tested and handed over to trained state officials for them to administer.	Interviews with UNODC staff, project documents.	The CBT should become a priority activity to ensure that it is ready in time and properly integrated into state agency trainings before the end of the project.
7. Many informants pointed to a real need for continued support of regional CSOs given the lack of attention by donors to them and the potential they have for impact, given the right support.	Interviews with ICW, CSO grantees, <i>Kemitraan</i> staff, UNODC staff, analysis of other donor projects.	For future projects, donors and implementing partners should maintain a focus on supporting CSOs in the regions, and ensure that they have enough support to make connections to other CSOs and projects.

Executive Summary

1. T71 has two main outcomes, described in the project document as:

1/ Awareness raised among stakeholders about anti-corruption issues and measures.

2/ Anti-corruption bodies established/ strengthened.

2. In practice, the majority of the project's time and funding is taken up by two main activities. The first is a grant-making scheme to CSOs in the regions which is administered by an implementing partner, the *Kemitraan*. The second is a set of trainings for state agencies involved in anti-corruption which is co-funded along with a different project funded by the EC called T81. Other activities include a Talk Series on various topics related to corruption and some media work, most of which has yet to take place.
3. Where T81 is focused more on working with state agencies involved in anti-corruption, T71 emphasizes support to civil society and the media.

Summary of Findings

4. Overall this project is relevant to Indonesia's anti-corruption needs and well executed.
5. Its focus on supporting grassroots CSOs working against corruption in the regions is very strategic and fills a gap left by many other donors as they move towards working more closely with government partners. However, there is still potential to make more out of the CSO projects if additional support is given until the end of the project. The grant administrator, the *Kemitraan*, is in a good position to leverage its experience and networks to do this.
6. The training given in this project is based on many best practices, including an initial comprehensive needs assessment and a good level of consultation with participant organizations on the training contents. It is relevant and practical, but could do with some more fine tuning on the participant selection and the strategy for handing over the materials to state agencies' own training centers at the end of the project.

Lessons Learned

7. A grant-making scheme should be based on a solid piece of analysis which details the activities of other grant-makers in the field, previous grant-making experience and a sense of the grant-makers own capacities and resources. The idea is to identify a strategy where limited resources can have significant impact.

8. Care should be taken when using two intermediary organisations to administer grants to the grassroots CSOs, otherwise grantees can become cynical about the proportion of funds that actually reaches them and donors raise questions about efficiency.
9. When forming a team of multiple stakeholders to guide a project, they should not be so senior that calling a meeting with them becomes difficult to achieve.
10. It is a common problem with governance projects to find outcome or results indicators that can be used by evaluators to gauge the success of a project. Indicators such as “increased civil society activism” are meaningless as they are impossible to measure. For governance projects, it may be better to use “indicative activities,” such as looking at the number and quality of campaigns to indicate “raised public awareness,” with the presumption that the more campaigns there are, the higher public awareness will be.

Best Practices

11. It is important for any anti-corruption project to have a balance between following international best practices and responding to local contexts. UNODC has supported Indonesia’s anti-corruption institution, the KPK, at a crucial time in its history when it is under immense political pressure with frequent calls for its dissolution.
12. As a specialist anti-corruption agency, some of the UNODC’s projects deal with the same actors and issues, so that staff efforts on one project have the potential to bolster the work of the others. Such synergies effectively mean that the funding from each donor has a farther reach through UNODC than it would have through other less specialized agencies.
13. UNODC added true value to the reform process by acting as an intermediary in bringing together different stakeholders through seminars and trainings at a time when relationships among these institutions are particularly polarized.
14. The flexibility given by the Norwegian Embassy to the UNODC to be able to make quick decisions about how best to use the funding has been very useful in such a dynamic environment where opportunities for reform can open and close quickly.
15. The comprehensive training needs assessment at the beginning of the project ensured that all agencies involved in the trainings generally found them both useful and relevant.

16. Holding the trainings in state run training facilities rather than hotels was a good idea which ensured a raised level of interest and ownership from the state agencies, helped support these often under-funded facilities and provided savings for the project.

I. Introduction

A. Background and context of the programme or project

17. T71 is an anti-corruption project funded by the government of Norway and implemented by the UNODC in conjunction with the Partnership for Governance Reform (*Kemitraan*). Its official government partner is the KPK but several other state agencies are involved in the project as participants in trainings, including the INP, AGO, BPK, PPATK and MenPan.

18. The project originally had three components: civil society and campaign, training and technology. The technology component, which included the use of asset recovery software and the management of money laundering cases, was dropped when no other donors were found to complement the US\$2,180,000 provided by Norway for the full value of the project, estimated at US\$3,040,000. Some of the technology activities were also transferred to the EC funded T81 through the adoption of case management software.

19. The grant agreement between UNODC and the Norwegian government was signed in July 2009. The Indonesian government eventually signed off on the project at the end of November 2009. Implementation of the project activities effectively began in January 2010. However, the training activities were delayed as the Indonesian parliament refused to ratify a grant by the EC which was used to co-fund the trainings. Training activities eventually began in July 2010.

B. Purpose and scope of the evaluation.

20. This evaluation assesses the first 19 months of the project from January 2010 until the end of July 2011. The project is due to end in December 2012, lasting a total of 36 months.

21. The purpose of the evaluation is to (1) document the results of the project (2) identify good practices and lessons learned (3) provide recommendations for the project's remaining period.

22. The evaluation was undertaken by Jacqueline Hicks and Ariyo Bimmo from August 5th until September 5th 2011. It was managed by the UNODC Project Coordinator, Monica Tanuhandaru.

C. Executing modalities of the programme or project

23. UNODC is the executing agency with responsibility for directly managing the project and UNDP is the associate executing agency dealing with some of the project's procurement. The *Kemitraan* is the main implementing partner. The project was designed in partnership with the *Kemitraan* and the grant-making component is fully administered by the *Kemitraan*.

24. The project is procedurally guided by a Governing Board which also guides an EC-funded project on anti-corruption managed by UNODC called T81. T71 and T81 co-fund trainings for state agencies involved in anti-corruption. For example, two batches of a training on asset recovery will be funded by the EC on particular dates, while Norway funds one batch of exactly the same training on a different date.
25. The Norwegian government provides 100% of the project's funding. See Section IID Institutional and Management Arrangements and Constraints for more on management.

D. Evaluation methodology

26. The evaluation uses a participative methodology which uses stakeholders' own assessments of what worked best *for them* rather than relying only on generalized indicators or the evaluators' ideas of what constitutes good results and best practices. This approach aims to fulfill the information needs of the stakeholders, help them understand the other stakeholders' points of view and enhance teamwork and build shared commitment to act on evaluation recommendations.
27. The evaluation was based on a 1) review of documentation, including documents setting out the rationale and strategic orientation for activities, the project and related documents, progress reports, documents relating to project implementation and production of outputs, previous evaluation reports, minutes of meetings 2) interviews with UNODC and *Kemitraan* project staff, direct interviews with six of the 15 CSO grantees, Norwegian embassy staff as project donors, some individual participants of trainings as well as staff from training bodies of several state agencies.
28. The trainings funded by T71 and T81 were based on the same training needs assessment, use the same materials, have the same trainers and train participants from the same institutions. Evaluation of this part of the project is therefore the same as that found in the evaluation of T81.

E. Limitations to the evaluation

29. Generally, the evaluation went smoothly and there were no limitations except that the last week fell on the week of *Idul Fitri* – a major public holiday.

II. Major findings and analysis

A. Relevance of the Programme or Project

30. This project fits well into the context of Indonesia's fight against corruption. CSOs are a driving force of anti-corruption activities, yet their access to funding is extremely limited. Although domestic support for CSOs is high, this does not extend to financial contributions. International donors filled

this gap for the first few years of *reformasi* from 1999, but now many donors focus their projects on state institutions since they became more open to international support in the last five years or so. It is particularly relevant to support CSOs in the regions as they are the most under-funded compared to the big CSOs in Jakarta and they take the fight against corruption to the grassroots, where it really counts.

31. However, beyond the broad idea to support regional CSOs, this component could have been more relevant if more attention had been paid to strategy in its design phase.
32. At the outset, UNODC and the *Kemitraan* decided together on some of the basic features of the grant-making scheme. It would cover the natural resource sector, public services, anticorruption education and awareness and monitoring of the government's national strategy on corruption. They should be from all over Indonesia, including several from Java, Sumatra, Kalimantan, Sulawesi and Eastern Indonesia. Originally 20 CSOs were to get US\$40,000 each. This was reduced to 15 CSOs getting US\$30,000 when complementary funding for the full original project was not found. The grantees' projects were to last between 10-12 months and it was planned that all grantees get the same amount of funding. These decisions were based on discussion and negotiation between the, albeit experienced, staff of the *Kemitraan* and the UNODC. From interviews and documents reviewed for this evaluation, the rationale for some of these decisions is not clear.
33. Grant-making is all about how to allocate resources to achieve certain goals and any grant-making scheme should be based on a solid piece of analysis. This was a relatively small scheme, with only US\$580,000 to give out, but that makes it even more important to plan how these limited resources can achieve the maximum impact. Otherwise there is a real danger that the funds, while useful in supporting the good work of CSOs in the short term, will sink without a trace in the long term.
34. Some questions that could have been asked at the design stage are:
What funding approaches have been most or least successful in this area and why? What models might be good ones for replication? What are other grant-makers funding? Are there any partners that can be utilized? Which particular processes of reform can grantees engage in? Who are the key players who need support in these processes? Where are the leverage points?
35. Matching available resources to the type of projects is also key. For example, one of the grantees built a website to raise awareness on anti-corruption issues for teenagers. But it is surely unrealistic to expect an effective website from such a small amount of funding – it costs many

thousands of dollars and a lot of time and effort to design a website that can have any degree of impact. This grantee (Binus), who did other good activities with school children as well, has now finished the grant and the result is a basic website that records 300 visits (<http://www.goooclean.com/~goooclean/>).

36. By contrast, another grantee (Raca) used the funds to cover transport and other incidental costs of paralegals in the regions as well as providing guidance and support. Money is so tight for ordinary Indonesians that any sort of activities to support non-profit work can be stopped dead by the lack of relatively small amounts of money for activities like transport or printing. In this context, a small grant to an organization like Raca can go a long way.
37. The grid of evaluation criteria used for choosing grantees is well thought out and useful, but would be better if it was joined by this extra layer of strategic analysis about how to use small amounts of funding for maximum impact.
38. The other parts of the project as a whole are also very relevant to Indonesia's needs in anti-corruption. Working with the anti-corruption commission (KPK) on a media campaign is very strategic. It is effectively the only anti-corruption institution in Indonesia's history that has the requisite powers and integrity to bring forward corruption cases against the previously untouchable political elite. As an institution, it is an "island of reform" with the potential to trigger behavioural changes beyond the few corruption cases it is able to handle each year. At this time, the KPK is under immense pressure and is constantly dragged into political infighting, with frequent calls for its dissolution. It is also currently undergoing its regular five yearly top leadership change, which makes its future vulnerable to outside interests. Continued donor support for this important institution will be crucial to Indonesia's fight against corruption and, having already built up a good deal of trust, the UNODC is in a good position to continue its working relationship with it.
39. Interviews with training participants for this evaluation found that the courses were relevant to their needs. Those involved in the training institutes of different state agencies also said the trainings were relevant to their needs and looked forward to receiving the materials to use on their own courses in the future. This is because the trainings were based on a solid piece of analysis in a training needs assessment at the beginning of the project.

B. Attainment of the programme or project objectives

40. Objective One: Awareness raised among stakeholders about anti-corruption issues and measures: The project originally planned three ways

of achieving a raised public awareness of anti-corruption issues. The first was to give grants to 20 CSOs working on anti-corruption, the second was to engage with the KPK in a media campaign and the third was to support networking activities among anti-corruption CSOs.

41. So far, there have been few activities for the media campaign, although there was some minor involvement in the anti-corruption day held in association with KPK on December 9, 2010. UNODC is currently considering shifting the focus of the media output to producing an information, education and communication strategy for national anti-corruption efforts instead of a KPK campaign.
42. The networking activities for CSOs working in anti-corruption produced some results, but not particularly networks. The 15 CSOs which received grants were also invited to the Anti-Corruption Forum (ACF) funded by the EC and implemented by UNODC and TII under T81. The CSO staff interviewed for this evaluation said that the substance of the ACF talks was not particularly relevant to their own activities. They are grassroots CSOs, most often working on very focused thematic or geographical areas with little real engagement with the national level strategies discussed at the ACF.
43. Nevertheless, the CSO staff said they were happy to attend the forum and considered it a good place to meet others working in field. Senior staff from Bappenas said they would likely take over the running of the ACF once UNODC's funding had ended, but would not pay for CSOs to travel from the regions. This effectively means that the ACF is not sustainable as a CSO network.
44. The "Talk Series" on different anti-corruption issues has been held 14 times around the country, receiving good levels of attendance. One of the talks on asset recovery generated enough momentum to pursue the formation of an asset recovery team. Recommendations from the talk were accepted by the head of the police and AGO, and the UNODC has now become involved in providing baseline information for the establishment of the team. This shows the benefit of bringing CSOs together on focused issues.
45. The grant-making to grassroots CSOs progressed well and has undoubtedly contributed to the objective of raising awareness on anti-corruption. This evaluation visited six of the fifteen grantees and was generally impressed by the quality of their work. The capacities of the different grantees were extremely variable with some much less experienced and more informal than others, making their results more difficult to evaluate.

46. The selection process for the CSOs was timely and transparent and, as the implementing partner, the *Kemitraan* generally did a good job of managing the grantees. *Kemitraan* now has around ten years of experience in channeling donor funds through small grants to CSOs. It is a relatively institutionally robust organization with well established operational, financial and monitoring procedures. It has a good network among CSOs, having worked with many over the years, and a good sense of how to support grantees to fulfill the formal requirements of receiving donor funding.
47. All of this means that, during the lifetime of the funding at least, the CSOs were able to work well towards raising public awareness of anti-corruption. The degree to which the grants are able to produce wider or more long term effects is dealt with in Section III B on Impact.
48. Objective Two: Anti-corruption bodies established / strengthened: The project document gives three ways of achieving the objective of strengthening anti-corruption bodies: (1) a set of trainings (2) a mentoring and exchange programme (3) the development of a computer based training (CBT) module.
49. There have been no real activities for the mentoring and exchange programme except a minor involvement in a USAID-organised conference for regional public prosecutor training centers.
50. The original project document had the CBT at the centre of its training component, but as the trainings developed to cover several different topics which are delivered in person by trainers, the CBT has become relatively more sidelined. Its development has good support from the KPK, INP and the AGO and UNODC is in a strong position to deliver it, given its experience in developing similar products in a range of topics including money laundering, computer forensics and human trafficking.
51. The CBT's development has been slow as it is still in its storyboard phase and has yet to be turned into an IT product. There are also some discussions within UNODC about the scope of the modules. The CBT still has a long way to go before it will be ready for testing, its trainers trained and the modules actually delivered. At the current rate of development, it is important to ensure that enough time is left before the end of the project so that it will actually be delivered as promised to the government institutions which are expecting it.
52. The other trainings which have been co-funded with the EC project T81 have been professionally developed, although until now only a fraction of the classes planned for funding under T71 have actually been delivered: two out of twelve.

53. All of those interviewed for the evaluation of these trainings from the AGO, INP, KPK and BPK were positive about them, and it is fair to say that they have contributed well to increasing the capacities of staff working in anti-corruption bodies.


54. According to trainers in the AGO, BPK and KPK, and a focus group discussion with participants from one of the classes, the content of the trainings undertaken so far have been relevant to most of the participants' needs, although not all. A common remark was that the materials were refreshingly practical and advanced compared to the usual training they receive which is often general and theoretical. Achieving the right balance of generality and specificity is especially hard for these trainings given the variety of institutions from which the participants came and the project should be commended for it.



55. As well as imparting skills and knowledge, the trainings have also encouraged mutual understanding among participants of each other's work. This also appears to have been a success, with both participants and training staff keen to highlight the importance and uniqueness of this aspect of the training. Staff from the AGO's training center said there were two trainings per year which involved attorneys, police and judges, but apart from those, there were no other courses which involved participants from a range of institutions. Similarly, the KPK has some *ad hoc* cross-institutional training on specific topics, but welcomed this approach by the UNODC.



C. Achievement of the programme or project outputs




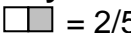
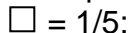
56. This section compares the level of achievement of outputs to those stated in the original project document.

57. Until the end of August 2011, the project has achieved an implementation rate of 49% of the total approved budget. Overall, the project outputs for the training and the grant-making have been most fully implemented, while the other activities lag behind by comparison.

Outcome One: Raised Stakeholder Awareness on Anti-Corruption		
Expected Outputs	Key (see end of table)	Level of Achievement
Activities of twenty selected civil society organizations or universities against corruption selected and supported		Fifteen CSOs were given US\$30,000 each to carry out a wide variety of anti-corruption projects across Indonesia. The process ran smoothly from a call for proposals through the national press to the selection of grantees and fund allocation. The 15 projects lasted for 10 –

through small grants of US\$40,000.		12 months. Some have already finished, the others will end around October 2011.
Media campaign strategy in partnership with KPK prepared and implemented.	-	The original project document had three main activities to produce this output: production and screening of a video clip, a poster campaign and an award for best journalism. None of these activities have been undertaken.
NGO networking to counter corruption supported.		<p>From February 2011, there have been 14 discussions in a “Talk Series on Anti-corruption.” Topics have ranged from corruption in the forestry sector, decentralization and asset recovery. The talks are planned to take place every month and have been attended by 30 to 100 people from CSOs, donors, universities and the public sector. The talk on asset recovery generated further project activities (see Section III B Impact).</p> <p>A one day forum was held on December 22nd 2010 as part of anti-corruption day entitled “Empowering Civil Society in the Fight Against Corruption” around 30 CSOs attended to hear several senior anti-corruption activists speak.</p> <p>Transport and accommodation costs for the 15 CSO grantees above were covered to attend two Anti-corruption Forums which are otherwise funded by the complementary EC funded project, T81.</p>
Outcome Two: Anti-corruption bodies strengthened through trainings		
Expected Outputs		Level of Achievement
Target institutions are selected and training needs identified.		Initial meetings were held with a number of institutions and a training needs assessment was undertaken by the Basel Institute on Governance in February 2010. This was co-funded by T81.
Mentoring and exchange programme delivered.	<input type="checkbox"/>	<p>The activities for this output stated in the original project document are: (1) to identify training mentors (2) to collaborate with regional and international training centres.</p> <p>The only activity the project participated in for this output was a small funding (US\$3000) to a USAID-organised conference for regional Public Prosecutor Training Centers in March</p>

		2011.
<p>Anti-corruption and financial crimes training for police, prosecutors, judges and analysts delivered and evaluated.</p>		<p>Training modules and materials have been developed with co-funding from the EC funded project T81. Activities included a training needs analysis, the identification and hiring of trainers, syllabus development, and a monitoring and evaluation strategy.</p> <p>Two T71-funded trainings have so far taken place:</p> <ul style="list-style-type: none"> • Investigative interviewing (31 January - 4 February 2011) with 29 participants from KPK, INP, AGO and BPK. International trainers were used. • Computer forensic investigation (11 -15 July 2011) with 21 participants from AGO, BPK, INP, KPK and PPATK. National trainers from the Digital Forensic Laboratory of INP and Id –SIRTII were used. <p>There have been 14 trainings so far supported by the EC-funded T81.</p> <p>Ten more T71 funded trainings are scheduled to take place from September 2011 until May 2012 on five topics: computer forensic investigation, financial investigations and forensic accounting, mutual legal assistance, advanced investigative interviewing and asset tracing and recovery.</p> <p>For all of the above trainings, each participant has (1) a pre and post course test (2) a post training evaluation and (3) a follow up questionnaire 6 months after the training to assess the use of the skills learnt in the workplace. All participants have completed the first two evaluations, and the third is still ongoing, although it has been difficult to get a good level of responses for the 6 month follow up. There is yet to be any detailed analysis of this data.</p>
<p>Computer based training (CBT)</p>		<p>The computer based training (CBT) module which formed the core of the training output in the original project document is still being</p>

	<p>developed. UNODC's CBT expert met with representatives of AGO, INP, State Auditor in August 2010 and since then the substantive material for the module is still being organised.</p> <p>There are currently discussions under way within UNODC about what the scope of the CBT should be.</p>
<p>Key: Level of output achievement:  = 5/5;  = 4/5;  = 3/5  = 2/5;  = 1/5; - = 0.</p>	

D. Institutional and management arrangements and constraints

58. UNODC is the executing agency with responsibility for directly managing the project including monitoring the project progress, sub-contracting and managing the project staff and funds. To manage the project there is one project coordinator and two project officers who are supported by one finance assistant and one administration assistant.
59. Each project officer is responsible for one of the project's components, but also have responsibilities in another complementary project (T81) funded by the EC. The only staff costs funded by T71 are for half of the project officer in charge of the training component, half of the finance and administration assistants and the ad hoc use of consultants.
60. Human resource management can sometimes be an issue in the UNODC office as staff are pulled in different directions to cover tasks outside their main responsibilities or temporary shortfalls on other projects. While this is a feature of most organizations working in this highly dynamic sector, care should be taken that staff are able to focus on their core responsibilities for projects. Adding extra tasks without reducing existing responsibilities can make for a stressful work environment.
61. The UNDP acts as an associated executing agency supporting procurement of equipment and services above US\$2500 and the contracting of all staff including consultants. While this can cause delays of several months, especially when contracting new staff, it serves a useful function for the UNODC as it has no procurement department of its own.
62. UNODC in Bangkok receives and provides input into six monthly and annual evaluation reports for the project.
63. Provisions were made in the EC's T81 project to set up a governing board to help steer it. With representatives from the KPK, AGO, INP, BPK, MenPan, Bappenas, EC, it was to meet every six months. Although it was not in T71's original project document, given the close relationship of the

- two projects, it made sense for the governing board to also provide some guidance for T71.
64. In practice, the governing board has so far met twice, on the 8th and 26th of April 2011, to agree to its terms of reference and the project's work plan. When interviewed for this evaluation, none of the governing board members had any complaints about the meetings so far, but it is clear that it has not yet provided very much guidance to the projects. UNODC and the governing board are due to meet on September 15, and one of the items on the agenda is to review the form and function of the governing board itself.
65. The vast majority of funding and effort for component one of this project is in the grant-making scheme that is administered by the *Kemitraan*. Where donors have little capacity themselves to engage with smaller CSOs, it is normal practice to use intermediary organisations to administer grants. However, in the case of this project, the funding from Norway flows through both the UNODC and the *Kemitraan* before it reaches the grassroots grantees, raising questions of efficiency.
66. The *Kemitraan* certainly has the capacity to handle the grant administration without the involvement of the UNODC. It has good networks among CSOs and experienced staff. With over ten years of experience, it also has relatively robust procedures for administering grants to smaller CSOs in terms of reporting requirements and financial oversight. This means that the extra monitoring that UNODC carried out of the grantees - one UNODC project officer visited 4 grantees - was probably superfluous. Apart from this monitoring and some input at the design phase, UNODC had little additional involvement in the grant-making scheme.
67. However, because UNODC did not use T71 funds to pay for any staff connected to this part of the project, the cost of channeling the money through UNODC seems to have been minimal. At the same time, the presence of UNODC brings potential benefits for both the grantees and the *Kemitraan* of involvement in the UNODC's other activities, effectively serving as a platform to a wider audience. Staff from the *Kemitraan*, for example, have served as training resource persons and seminar participants in some of UNODC's other projects, as have the CSO grantees.
68. There have been several changes to the implementation of this project compared to the original project plan - the technology component was dropped, the media campaign with the KPK is under re-consideration, as is the scope of the computer based training and the mentoring programme has been sidelined. The original project document stated that there

should be written approval for any changes. In practice communication on changes was more ad hoc, based on emails, or simply added to the annual reports submitted to the Norwegian embassy. After recommendations from a Norwegian government evaluation of several of the projects under the Norwegian embassy in Jakarta, quarterly meetings have now been agreed with the UNODC to keep the embassy up to date with the project activities.

69. Until now, the Norwegian embassy has afforded the project a good deal of flexibility which has worked well in conjunction with the EC's more tightly planned approach for implementing the complementary EC project, T81. Where new activities have been generated from planned ones or where new opportunities for reform have suddenly opened up, it has been possible to use funds from Norway in a way that the EC style of management does not permit.

70. However, there should be limits to the degree of flexibility. While being able to react to changes in the environment in such a dynamic sector as anti-corruption is obviously very useful, it is also important not to lose sight of an overall strategy. Because corruption is such a complex and broadly-based phenomena, there are almost endless ways that donors can support reform. Under these circumstances, following a strategy is crucial to achieving impact and avoiding efforts being spread too thinly.

III Outcomes, impact and sustainability.

A. Outcome

71. The project's original overall outcome was "to effectively prevent, investigate and prosecute corrupt practices, recover illegally acquired assets and combat money laundering." Since the component on asset recovery and money laundering was scrapped at the beginning of the project due to funding restrictions, the overall outcome can become "to effectively prevent, investigate and prosecute corrupt practices." By supporting CSOs and providing training to state agencies involved in anti-corruption, the project has contributed well to the overall outcome. However, it is impossible to objectively verify this using the unrealistic indicators and sources of verification stated in the project document (see Section IV A Lessons Learned for more discussion of indicators).

B. Impact

72. Objective One: Awareness raised among stakeholders about anti-corruption issues and measures: The grant-making supported some excellent projects from grassroots CSOs. All of the grantees visited for this evaluation impressed both evaluators with their concepts, strategies, energy and dedication. There was a wide variety of different grantees, from religious to research organizations, universities, legal aid institutes

- and advocacy bodies, all using different approaches to anti-corruption. Some were more organised than others and seemed as though their activities would likely have more impact in the future. But this could also attest to the difficulty of evaluating projects engaged in behavioural change as opposed to those working on court decisions, corruption cases or school budgets.
73. As discussed in the section on relevance, the impact of the grant-making could have been better if its design had been more tightly conceptualized. Another factor influencing the long term impact of grant-making in this context is the degree to which the 15 grantees have been supported by the funding managers – the *Kemitraan*.
74. The *Kemitraan* has an “umbrella document” which includes some points on how the projects fit together and the plan for their future sustainability. As stated in this document, one of the objectives of the grant-making is to build the capacities of the grantees, which it certainly seems to have done in terms of fulfilling the procedural requirements of the grants. All of those interviewed for this evaluation said that they often received good support from the *Kemitraan* on the technicalities of narrative and financial reporting, although one grantee interviewed complained that their funding was delayed when they had problems with their financial reporting. One workshop was held at the beginning of the grants for all the grantees and another for three of the grantees based in Sulawesi whom the *Kemitraan* judged to need extra support. Having participated in this grant-making scheme, the CSOs are in a stronger position to apply for and manage future funding as well as their own workload.
75. However, there is still room for more creativity to try to ensure that the funds produce the desired impacts. The umbrella document highlighted the way the grantees could integrate with the other work of the *Kemitraan* on democratic, public service and environmental governance, but there is no evidence that this occurred. Originally, there were also plans to create synergies among the grantees by using two of the projects that deal with websites (Binus and Sidak) to help publicise the work of the other grantees. But again, there is no evidence that this has happened.
76. The grantees interviewed said they were very happy to attend the meetings set up by the *Kemitraan* to learn about the reporting requirements and took the opportunity to share other types of information together. But this does not add up to the “strong network” proposed in the umbrella document. At the end of the project the *Kemitraan* plans to bring the grantees together once more and produce a book of their experiences for them and other CSOs working in anti-corruption to learn from. This will be a good opportunity for the *Kemitraan* staff to use their expertise and

draw lessons from the data submitted by the grantees (see Section C below on Sustainability for further discussion).

77. It will be interesting to see what conclusions can be drawn from the very diverse experiences of the grantees, but it is usually more likely that CSOs can learn from or support each other if they are working on similar topics. In this regard, there is a lot of scope for the *Kemitraan* to use their experience and networks to support the formation of partnerships and synergies with other organizations working in the same fields, but until now it doesn't seem as though they have done this.
78. Some of the projects could benefit more from this kind of support than others. An easy example, because their focus is so tight and there are so many other organizations working in this field, is Sahdar. This grantee runs an excellent project intensively monitoring the use of education grants (*Bantuan Operasional Sekolah - BOS*) at two schools in Medan. Sahdar already has some connections to other organizations working in the area through ICW and a teachers' union, but there is a much wider constituency of donors, NGOs and government agencies which monitor BOS. The *Kemitraan* could add real value to the grants by acting as a bridge to the activities of some of these other organizations for Sahdar.
79. Concerning the other outputs under this component, the media work with the KPK has not yet taken place and so has had no impact. As for the talk series, it is refreshing to see it held with such regularity over a fairly long term – seminars associated with donor projects tend to descend into ad hoc irregular meetings. The talk on asset recovery in particular generated enough momentum to pursue the formation of an asset recovery team. Recommendations from the talk were accepted by the head of the police and AGO and the UNODC has now become involved in providing baseline information for the establishment of the team. Their long term impact will rely on the project's ability to integrate these activities with those already underway at various state agencies on asset recovery. It should also be pointed out that they are only tangentially related to the project's immediate objective of creating an NGO network on anti-corruption. Nevertheless, it is a promising start and in terms of potential outcomes of a talk series, it could not have been better.
80. Objective Two: Anti-corruption bodies strengthened through trainings: These trainings, cost-shared between T71 and T81, were generally of a good quality with a high potential of impact. But, while the quality of the course material and trainers is an essential part of the success of any training, if the participants are not chosen well, the strategic impact of the training will be lost. This is especially the case in a country as large as Indonesia where there are literally tens of thousands of potential candidates for training from anti-corruption agencies.

81. There was a wide variety of practices within the different institutions for choosing the training participants involved in component two. BPK showed many best practices, first advertising the course on its intranet to ask for volunteers, then interviewing them according to UNODC's and their own criteria. The AGO and the police appointed participants after interviews, which is not ideal. The police in particular seem to have sent several people whose jobs were not relevant to the training.
82. Beneficiary institutions should be careful to ensure that participants are of high enough quality and that they are sufficiently engaged in the training. The national officer in charge of this component has had talks with the police and the attorney general on this issue and they have agreed to give UNODC a bigger supporting role in the participant selection process. But this has yet to be confirmed by the police and attorney general superiors.
83. Immediately prior to undertaking the training courses, participants were given a test on the subject of the training and then given the same test immediately after the training had finished. The available data, which covers 9 classes over three courses, shows an average of 52% improvement in knowledge. Participants were also given satisfaction surveys. Of the five classes for which there is data currently available, 99% rated the overall course as good or excellent and 95% rated the course good or excellent in terms of its application to their work. As it stands, the data available from these tests and surveys is patchy and badly organised. If this data is to become a useful source of feedback on these courses, much work remains to be done on their analysis.
84. Because the CBT course is still under development, it is impossible to ascribe any impact. All that can be said at this stage is that it has potential, given the UNODC's previous experience in this field and the openness of state agencies here to its use.

C. Sustainability

85. Using the *Kemitraan* as the small grant administrator contributes towards more sustainability for this part of the project. Seven of the fifteen grantees have worked with *Kemitraan* before and it is likely that more of them will do so in the future as they are absorbed into the *Kemitraan's* network.
86. The biggest sustainability issue for this part of the project is the short length of time given for the grantee funding. In any sort of governance reform where activities usually involve building complicated sets of relationships or processes and any change usually needs time before it reaches "tipping point," a project lasting ten to twelve months is simply not long enough. This is well known in the governance reform community and

it is already recognized best practice for projects to last at least three years. With the Norwegian funding lasting for three years, it is hard to understand why the grassroots CSOs were only given a year or less. Even given funding constraints, less funding for fewer CSOs over a longer time would have been more effective and better for long term sustainability.

87. According to the grantees interviewed for this evaluation, generally their funded activities will continue beyond the end of the project but at a less intense level than with the funding. Where, for example, inputs to a local government regulation are part of the project, the CSO will still try to engage local legislators or government officials after the funding has ended, but they will be able to spend less time on it so that the prospects of their input being accepted falls substantially. In this case then, funding that has supported the development of a draft regulation may have been wasted if the CSO does not have the support to push further for its adoption.
88. The *Kemitraan* plans to bring together all of the grantees for a final workshop once the grants have ended and to produce a book based on the grantees experience in an attempt to draw wider lessons for corruption reform. It is planned that each grantee will write a chapter of the book and the *Kemitraan* will write an introduction to draw lessons. The *Kemitraan* has done this before for other projects, but it is important that the *Kemitraan* uses its creativity here and does not just produce a book because it is part of the grant agreement. It is a very common problem for CSOs like the *Kemitraan* that rely on donor funding to become geared towards fulfilling funding requirements rather than focusing on how best to actually bring about change.
89. Some questions should be asked about the format of any document that aims to spread the message about lessons learned. What are the positives and negatives about producing a long essay style book or a shorter and snappier pamphlet? Who will provide the analysis to draw the lessons from what will surely be lot of specific and detailed information? Who will these lessons learned be distributed to? Could the *Kemitraan* bring some of the grantees together with other CSOs working on the same topics? Or should they be distributed more widely to CSOs working in anti-corruption more broadly?
90. If possible, it may be an idea to choose some of the best projects and work more intensively with them for the remainder of the project's lifetime (see Section V B Actions Recommended).
91. Sustainability has already been given some thought in the training component. There are plans to collect materials used during the trainings

and hand them over to the dedicated training arms of each of the institutions. Interviewees from the BPK, the AGO and the KPK all said that they were looking forward to receiving the materials and that some, if not all, of the courses would be repeatedly taught using their own trainers and facilities. Staff from the AGO training center said that the more involved their own staff were in writing the materials at the beginning of the course, the more likely the course would be adopted wholesale. To ensure that materials were well adopted it may be an idea to finish the component with a training of trainers activity for the staff of all the institutions' training centers.

92. It is also important to consider the purpose of the participant evaluations. Ideally, the results of such evaluations are coupled with focus group discussions and fed back into a process of curriculum development to ensure that the materials are as relevant as possible to the needs of all the participants. This will be especially important for this project since there was such a wide variety of participants on each course. An end of project activity to ensure the materials that are handed over to each institution are as relevant as possible should also be considered. The post training analysis to find how far the skills from the course are being used by participants six months after the course have yet to be undertaken. Again, these evaluations have the potential to be fed back into the curriculums before they are handed over to the training centers.

IV. Lessons learned and best practices

A. Lessons learned

93. A grant-making scheme should be based on a solid piece of analysis which details the rationale behind the many important decisions that have to be made. A piece of research should cover existing knowledge of the issue, the activities of other grant-makers in the field, previous grant-making experience and a sense of the grant-makers own capacities and resources. The idea is to identify a strategy where resources can have significant impact.
94. This is in contrast to this project's grant-making design, which covered a very wide geographical and thematic area. There was no mention of any expected objectives or results from the grants and a one size fits all policy of giving the same amount of funding to all the grantees even though some of them were clearly much more able to use the funds more appropriately than others.
95. There are few circumstances under which two intermediary organisations are needed to administer grants to the grassroots CSOs. If there are too many organisations involved in the process, grantees can become cynical about the amount of funds that actually reaches them in contrast to the

amount that the bigger organisations take for administration. It also raises questions of efficiency for donors.

96. When forming a team of multiple stakeholders to guide a project, it is very useful to have the support of senior level staff to give added authority to the project. However, this must be balanced with ease of access. Care should be taken that stakeholders tasked with guiding the project are not so senior that calling a meeting with them becomes difficult to achieve.
97. It is a common difficulty with governance projects to find outcome or results indicators that can be used by evaluators to measure the success of a project. It is pointless to use indicators such as “increased public awareness”, “increased civil society activism,” “more cooperation between CSOs” or “number or type of corruption cases identified.” These are all impossible to measure accurately and would take large amounts of resources to even try.
98. For governance projects, it may be more useful to have an “indicative activities” column instead of “objectively verifiable indicators.” This approach assumes that certain activities will produce the desired results. For example, one indicator for the “raised capacity of an anti-corruption commission” could be the “number of staff who receive training.” Here, it would be assumed that the more the staff receive training, the stronger the capacity of the commission will be, rather than trying to determine the actual impact of the commission on incidences of corruption. Similarly, rather than trying to measure “increased public awareness”, it is more realistic to take the number and quality of campaigns or workshops as indicators and presume that the more campaigns there are, the more awareness will be raised.

B. Best practices

99. It is important for any anti-corruption project to have a balance between following international best practices and responding to local contexts. UNODC has supported Indonesia’s anti-corruption institution, the KPK, at a crucial time in its history when it is under immense political pressure with frequent calls for its dissolution. Under these circumstances, UNODC’s perceived neutrality is a useful asset as some other donors are weary of the politicization of their support to the KPK.
100. UNODC added value to the reform process by acting as an intermediary in bringing together different stakeholders through seminars and trainings, including CSOs, the police, the KPK and the AGO at a time when relationships among these institutions is particularly polarized.
101. As a specialist agency, UNODC is currently implementing several different anti-corruption and judicial reform projects. Because some of the projects

deal with some of the same actors and issues, staff efforts on one project have the potential to bolster the work of the others. Such synergies effectively mean that the funding from each donor has a farther reach through UNODC than it would have through other less specialized agencies.

102. This project operates in an extremely dynamic environment where opportunities for reform can open and close quickly. Under such circumstances, the flexibility given by the Norwegian Embassy to the UNODC to be able to make quick decisions about how best to use the funding has been very useful, helping to ensure that the project stays relevant and effective.
103. The comprehensive training needs assessment at the beginning of the project ensured that all agencies involved in the trainings generally found them both useful and relevant compared to trainings held by other state agencies and donors.
104. Holding the trainings in state run training facilities rather than hotels was a good idea which ensured a raised level of interest and ownership from the state agencies who may take the materials forward after the life of the project. It also helped support these often under-funded facilities and provided savings for the project.

V. Recommendations

A. Issues resolved during the evaluation

105. There were no issues resolved during the evaluation.

B. Actions recommended

106. The grant-making component has supported some fine work by regional CSOs working on anti-corruption. To leverage maximum impact for the funding already dispersed, the project should support further activities by a handful of the most effective CSO projects. The *Kemitraan* should use their experience creatively by making connections between the CSO projects and others working in the same field and supporting them more intensively to find ways to replicate and continue their activities until the end of the project in December 2012 and beyond.
107. It has been very useful to have the flexibility to direct funding according to new reform opportunities and this should continue. However, the UNODC should document the rationale behind all new decisions, ensure that it still fits with their original strategy and discuss changes at the governing board meetings.

108. The composition and functioning of the governing board should be reconsidered to find the right balance of maintaining senior-level support and ease of calling the meetings together.
109. UNODC should hire a consultant at the end of the training component to prepare for the handing over of course materials to the training centers of individual state agencies. Participant evaluations and the opinions of training center staff can be fed back into the materials, ensuring they are as useful as possible to the needs of future participants. A training of trainers activity would help ensure that the materials could be optimally used.
110. In order to ensure participants for the trainings are of high enough quality and that they are sufficiently engaged, project beneficiaries should follow best practices in choosing participants for the trainings. If possible, this includes potential participants volunteering for the course and careful selection according to UNODC criteria in subsequent interviews. Where appropriate UNODC can support beneficiaries more closely in the selection process.
111. Efforts to produce the computer based training (CBT) module should be stepped up to ensure that there is enough time in the remainder of the project for its development, testing, the state trainers to be trained and support given to state agencies to integrate it into their training programmes.
112. For future projects, donors and implementing partners should maintain a focus on supporting CSOs in the regions as this is the areas that receives the least attention, but has the most potential for impact if properly supported.

VI. Conclusions

113. This project chose some strategic areas to work in, including support for grassroots regional CSOs and training for state agencies involved in anti-corruption, especially the KPK. It has generally been well received by all the stakeholders interviewed for this evaluation, with the UNODC playing an important mediating role among some of the increasingly polarized state elements involved in anti-corruption.
114. The project's implementation has been relatively smooth and gains benefits from integration with the UNODC's other anti-corruption projects. The challenge now for the project is to ensure that maximum impact is derived from the funding already dispersed by providing more expert support for the future of both the grantees projects and the trainings.

Annex One: List of Persons Interviewed and Field Visit Schedule

Date	Respondent	Job and Relationship to Project
8 August	Ajit Joy	UNODC, Country Manager; Oversees project.
Multiple	Monica Tanuhandaru	UNODC, National Project Coordinator, Anti-Corruption; Project Coordinator.
Multiple	Rizky Indrawansyah	UNODC, Project Associate, Anti-Corruption; Project Officer for Component One.
8 July	Focus group discussion with 5 training participants from AGO, PPATK, INP, BPK.	Training participants.
8 July	Muhammad Nuh Al-Azhar	Police, Forensics Officer; Trainer for Computer Forensics (refused to speak to evaluation team).
11 July	Bambang Sapto Pratomosunu	KPK Secretary General; Member of governing board.
11 July	Hotman Tambunan	Donor Coordination of KPK; knowledge of the project and other donor projects.
14 July	Yogi Sasmito Nugroho	BPK, Head of Multilateral Cooperation; Member of Governing Board.
14 July	Sulung Setyo Amboro	BPK, Human Resources; Selected participants for component two training.
14 July	Audy	BPK, Public Relations; No direct involvement in project.
15 July	Mahfud Mannan, SH	AGO, Head of National Training Center; No direct relation to project, center was used to host some trainings from component two.
15 July	Neva Sari Susanti	AGO, Head of Programme and Planning Division; involved in selection of AGO participants to attend trainings in component two.
18 July	Diani Sadiawati	Bappenas, Director of Law and Human Rights; member of the governing board.
21 July	Iwan Misthohizzaman	UNODC, National Officer, Training Coordination and Capacity Building; Project Officer for Component Two.
8 August	Laode M. Syarif	Chief of Cluster for Security and Justice Governance, <i>Kemitraan</i> ; part of team which administers grant-making component.

8 August	M. Gaussyah	Project Manager, Security and Justice Governance, <i>Kemitraan</i> ; part of team which administers grant-making component.
8 August	Ahmad Qisai	Programme Manager, Security and Justice Governance, <i>Kemitraan</i> ; part of team which administers grant-making component.
9 August	Marianne Damhaug	Minister Counsellor, Royal Norwegian Embassy; project donor.
9 August	Rahimah	Advisor Development Cooperation; Royal Norwegian Embassy; project donor.
10 August	Sujanarko	KPK no direct involvement in project
11 August (Medan)	Arif Faisal	Executive Coordinator Sentra Advokasi untuk Hak Pendidikan Rakyat (SAHDAR); One of the 15 grantees administered through the <i>Kemitraan</i> .
11 August (Medan)	Alan Darmawan	Coordinator of Study Division, Sentra Advokasi untuk Hak Pendidikan Rakyat (SAHDAR); One of the 15 grantees administered through the <i>Kemitraan</i> .
11 August (Medan)	Fahriza Marta Tanjung	Teacher in one of the schools involved in SAHDAR's project.
11 August (Medan)	Implementation team (8 people)	Lakspedam NU Medan; One of the 15 grantees administered through the <i>Kemitraan</i> .
12 August (Jakarta)	Sari	Programme Coordinator, RACA Institute; One of the 15 grantees administered through the <i>Kemitraan</i> .
12 August (Jakarta)	Antony Grivod	Provincial Coordinator, RACA Institute; One of the 15 grantees administered through the <i>Kemitraan</i> .
12 August (Jakarta)	Stephen	Binus Jakarta
11 August (Sulawesi)	Thalib	Program Coordinator, LBH Makassar; One of the 15 grantees administered through the <i>Kemitraan</i> .
11 August (Sulawesi)	Zulkifli Hasanuddin	Program Expert, LBH Makassar; One of the 15 grantees administered through the <i>Kemitraan</i> .
11 August (Sulawesi)	Haswandi Andi Mas	General Affairs, LBH Makassar; One of the 15 grantees administered through the <i>Kemitraan</i> .
11 August (Sulawesi)	Syafri Marappa	General Affairs, LBH Makassar; One of the 15 grantees administered through the <i>Kemitraan</i> .

12 August (Sulawesi)	Nasrub Jamaludin	Director, LPS HAM (Lembaga Pengembangan Studi Hukum dan Advokasi Hak Asasi Manusia)
12 August (Sulawesi)	Muslimun	Project Coordinator, LPS HAM; One of the 15 grantees administered through the <i>Kemitraan</i> .
12 August (Sulawesi)	Moh. Affandi	Coordinator Advocacy Network, LPS HAM; One of the 15 grantees administered through the <i>Kemitraan</i> .
12 August (Sulawesi)	Rachmi Alichan	Researcher, LPS HAM; One of the 15 grantees administered through the <i>Kemitraan</i> .
12 August (Sulawesi)	Adi Apriyanto	Monitoring Staff, LPS HAM; One of the 15 grantees administered through the <i>Kemitraan</i> .
12 August (Sulawesi)	Irvan Sunu Yuntji	Coordinator Education, LPS HAM; One of the 15 grantees administered through the <i>Kemitraan</i> .
12 August (Sulawesi)	Riana Rasyid	Finance, LPS HAM; One of the 15 grantees administered through the <i>Kemitraan</i> .
18 August	Ahmad Qisai	Programme Manager, Security and Justice Governance, <i>Kemitraan</i> ; part of team which administers grant-making component.

Annex Two: Terms of Reference



UNITED NATIONS DEVELOPMENT PROGRAMME TERMS OF REFERENCE

I. Position Information

Title: Mid-Term Evaluation Consultant (International and National)

Department/Unit: UNODC Indonesia

Reports to: Project Coordinator

Duty Station: Jakarta, Indonesia

Duration of Assignment: From: July– August 2011

Fulltime (2 months)

COA:

ACCOUNT	OP. UNIT	FUND	DEPT.	PROJECT	IMPL. AGENT	DONOR
71305	IDN10	12000	UNODC	TCIDNT71FTH-1150	UNODC	Norway

Available Budget: USD 20,000

PROVISION OF SUPPORT SERVICES:

Office space Yes x No
 Equipment (laptop etc) Yes x No
 Secretarial Services Yes X No

Signature of the Budget Owner:.....Ajit Joy.....

II. Background Information

This UNODC project seeks to strengthen the capacity of the Attorneys General's Office (AGO), Supreme Court, Indonesian National Police (INP), Corruption Eradication Commission (KPK) and the Financial Intelligence Unit (PPATK) to counter corruption in Indonesia over a three year period. The project supports delivery of specialised training programmes that will build the technical capabilities of these agencies to execute the Government of Indonesia's initiatives to check corruption and recover lost assets. Support to the activities of civil society organizations (CSOs) to fight corruption and an anti-corruption campaign to increase public awareness are important components of the project. These project activities will also help develop the capabilities of these five institutions to fight transnational crime.

UNODC is the lead implementing agency for this project, in partnership with the Partnership for Governance Reform (Kemitraan) Indonesia. This project complements another UNODC EU funded project, namely 'Support Indonesia in the Fight Against Corruption' (T81). Both projects have a joint governing board. The duration of the project is 36 months, with the grant agreement signed in July 2009, and only signed off by the government of Indonesia in December 2009 . The project commenced in November 2009 and is scheduled for completion in November 2012.

The UNODC Project is linked to the Indonesia Country Program Framework (CPF) particularly on Sub-Program 2, Anti-Corruption;
Outcome 2.1- Improved Law Enforcement Response
Outcome 2.2- Civil Society and the Media

The key-stakeholder and partners of the project are Indonesian National Police (INP), Corruption Eradication Commission (KPK), Attorney General's Office (AGO), the Financial Transaction Reports and Analysis Centre (PPATK), JCLEC, Kemitraan and Civil Society Organizations (CSOs).

The Project Implementation Team (PIT) is headed by a National Coordinator who has experience and knowledge of working on police reform and capacity building programmes, in addition to project management experience. The National Project Coordinator is assisted by one international consultant experienced in law enforcement and project management, and with a team of four staffs.

The Project Objectives

The project's overall objective is 'To effectively prevent, investigate and prosecute

corrupt practices, recover illegally acquired assets and combat money laundering'. The project has two expected 'outcomes', namely

Outcome 1 Awareness raised among stakeholders about anti-corruption issues and measures with indicator(s)/target

- Campaigns create increased public awareness through cases, public complaints
- Civil society advocacy and activism increases in number and quality
- Evidence of increased awareness among target groups of UNODC awareness campaigns (e.g. did they understand the message, did the message influence their perceptions / understanding, did it prompt them to act etc.?)

Outcome 2 Anti-corruption bodies established / strengthened with indicator(s)/target

Capacity / effectiveness of institutions assessed against agreed criteria such as: (i) knowledge and skills of staff; (ii) quality of case management systems; (iii) ability to continue to deliver training without external support; (iv) quality of anti-corruption strategies and implementation by targeted institutions / bodies

III. Objectives of Assignment

This project requires an independent, external, mid-term evaluation, as stipulated in the grant agreement article V:

“ UNODC and MFA in consultation with other stakeholders will jointly agree on the purpose, use, timing, financing mechanism and terms of reference for conducting an independent evaluation of the Project. UNODC shall commission the evaluation, and the evaluation exercise shall be carried out by an independent external consultant. An independent and external mid-term evaluation of the Project will be conducted end of 2010 to measure impact, assess achievements and present recommendations on the way forward. A final evaluation will take place upon completion of the project”.

The independent mid-term external evaluation will be conducted by a team of evaluation experts. The evaluation will assess the relevance, efficiency, and effectiveness of the project to date and provide recommendations regarding the remaining duration of the project. As stipulated in the project document the main stakeholders and, partners of the project are Indonesian Law Enforcement Agencies, particularly INP, KPK, AGO, PPATK, BPK, and Kemitraan partnership of Indonesia, as well as the media and civil society organisations. These agencies / organisations will therefore be the key learning partners in this evaluation. The Project

Coordinator will be the evaluation manager.

The evaluator is expected to report their findings and recommendations before the 15th of August 2011.

IV. Scope of work Expected Results/Deliverables/Final Products Expected

General

The Mid-term review will assess the performance of the project T71 in two areas:

- *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.
- *Operational performance* in terms of relevance and effectiveness of the project governance, management mechanisms and also level of compliance with rules and regulations of the partner agencies.

The performance of the portfolio should be assessed against the project result framework, both to show progress towards achieving the objective of the project, as well as to review the current validity of the result framework as a reporting tool. The final report will represent both project findings as well as the programmatic assessment. Recommendations will largely be focused at program level.

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

The project activities and objectives are detailed within the project document. The evaluation will cover the period November 2009 - July 2011.

Key evaluation questions to be answered by the evaluation.

Relevance, evaluate the pertinence of project objectives and purposes in relation to the project expected impact, target groups, direct and indirect beneficiaries.

Effectiveness, evaluate project effectiveness “to what extent has the project produced its desired objectives

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

Sustainability, evaluate the project's likely contribution to sustainability of benefit streams, e.g. "to what extent benefits will continue after the life of the project.

Impact, evaluate the project impact and its contribution to the Indonesia's fight against corruption and what has the project achieved.

Recommendations, lessons learned and best practices, finally the evaluation will look at recommendations, lessons learned and best practices of the project .

EVALUATION PROCESS AND FOLLOW UP ACTION

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

1. A desk review of relevant reports and data that will mainly address quantitative issues;
2. Submission of proposed methodology to be cleared by UNODC Independent Evaluation Unit
3. Field-research and visit to partners and grantees, where more qualitative issues can be addressed, and finally
4. The preparation of the report of evaluations team's findings and recommendations.
5. Review findings with stakeholders/partners and preparing a follow-up action plan to implement accepted recommendations
6. Project Strategic Programming & Project Proposal Amendments and Refinements

1. Desk Review

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

- The original Project Document and any subsequent costed work-plans;
- The main project reports (yearly, six-monthly progress reports, which will include key budgetary information);
- Minutes and conclusions of Governing Board meetings, Anti-corruption forums, expert working groups
- Relevant documents Grants for Civil Society managed by Kemitraan
- Details of course outlines and profiles;
- Progressive copies of Projects Calendar;
- Information on the pattern of student attendance at the courses;
- Summaries of the course evaluations;
- Information on the activities of project implementation team
- Any other material that would be relevant.

2. Submission of Evaluation Methodology

The evaluator will submit proposed methodology to the evaluation manager and IEU for review and approval.

3. Field Assessments

Field research , interviews and FGDs may include but may not be limited to:

- Face-to-face discussions with the UNODC staff including members of the project implementation team. The evaluation team should provide, some days in advance of their visit, a note summarising those issues that they would particularly look to explore further and a proposed schedule.
- Observation of 'Training in action' in one of the training courses that may be ongoing during their visit. Timing is to coincide with delivery of a program.
- Discussions with target audience, beneficiaries and stakeholders
- Discussions with past and present students and their line managers (with available ongoing course) .
- This will involve a field visit to two out of the 15 NGOs/Universities/Centres grantees (grant agreement under the Kemitraan)

4. Presentation of Results, Reporting and Final Submission

The output of the evaluation will be a comprehensive draft report outlining the methodology pursued and main findings of the evaluation, including lessons learned and recommendations for the remaining half project period. The findings of the evaluation will be presented the evaluator to the members of the Governing Board and with the draft report and Aide Memoir for their review and input. The Governing Board members will provide their feedback and the evaluator integrate inputs to the report and submit the final evaluation report. The final report, which include recommendations, action plan should be submitted to UNODC on the date to be agreed in any case before end of August.

5. Strategic Programming & Project Proposal Amendments and Refinements

Subsequent to the result of the evaluation, is to generate a Strategic Programming (SP) based on mid-term evaluation findings and recommendations with the involvement of stake-holder, partners, and beneficiaries, it is also primarily to secure consensus of the Governing Board members. The output will be refinements/amendments of the project proposal, logical framework, workplan, and budget.

The final report will be prepared in English and in Bahasa Indonesia.

EVALUATION TEAM COMPOSITION

The evaluation team will comprise of one international experts selected by UNODC, who preferably have the working experience in the rule of law, justice sector, capacity building and civil society strengthening. UNODC will facilitate the

recruitment process and provide administrative and logistics support to the evaluation team, and the IEU will provide further guidance and support in regards to accordance to evaluation policy and procedures.

The international evaluation expert must have a minimum of master's degree majoring in law/ sociology/ education, with 10 years of working experience in the work of development, a vast experience in monitoring and evaluation of international projects, required with law/sociology /education background and a good command of data collection and interviewing techniques. S/he will be familiar with project management or have experience in similar capacity building projects. S/he will be the team leader. S/he must have a good understanding of the Indonesian context of law enforcement and rule of law. An essential requirement will be a good knowledge and background on police/justice sector, human rights and gender issues.

The national evaluation expert must have an excellent understanding of the Indonesian context of law enforcement and rule of law, anti-corruption national and international instruments, and required to have a good knowledge of the Indonesian justice sectors in particular in relation to anti-corruption effort. must have an excellent background of the Indonesian and International law related to anti-corruption, with proven skills in collecting data, interviewing skills, have a good understanding in the nature of the capacity building projects and s/he should act as the facilitator for the interviews as most of them could possibly be in Bahasa Indonesia. S/he should assist international expert in data collection and examination.

The evaluation experts are expected to have a good rapport with the Government of Indonesia and in particular with the Indonesian Law Enforcement. Evaluators will not act as representatives of any party and must remain independent and impartial.

Costs associated with the transportation/accommodation cost for evaluators will be borne by the project.

PLANNING AND IMPLEMENTATION ARRANGEMENTS

The TOR and the proposed methodology of the Mid-term evaluation will be shared and consulted with the Governing Board members and UNODC IEU. The evaluator(s) will be briefed on the project by the UNODC Project Coordinator on his/her arrival to the region. The essential project documents will be sent to the evaluator in advance to allow for preliminary familiarization with the project subject and preparation of the inception and submission.

UNODC Project Coordinator and the project staff will provide necessary substantive and administrative support during the expert's field visits. Office space and required equipment will be provided by relevant UNODC Programme Office.

Although the experts should be free to discuss all matters relevant to his/her assignment with the authorities concerned, he/she is not authorized to make any commitment on behalf of UNODC or the Government.

The expert will submit the evaluation report (in English) to the UNODC Country Manager and Project Coordinator. The report will contain the findings, conclusions and recommendations of the evaluator as well as a recording of the lessons learned. Draft evaluation report should be shared with tUNODC Indonesia, The Governing Board of the Project, Chief of the Independent Evaluation Unit, UNODC Regional Centre, and UNODC HQ, Vienna, Austria for their review, prior to its finalization. The evaluation expert, while considering the comments provided on the draft, would use their independent judgment in preparing the final report. IEU will serve to provide quality assurance throughout the process by providing comments on the evaluation tools, the draft report and will provide final clearance for the final evaluation report.

Subsequent to the submission of the final report, a strategic programming sessions is to be organized by UNODC and participated by members of the Governing Board, partners and beneficiaries(selected). The mid-term evaluation will be presented ,and with the consequence to provide inputs to the planning of the project remaining period, outputs will be refinements/amendments of the project proposal, logical framework, workplan, and budget. The strategic programming sessions will take place in a form of a two day workshop and to be facilitated by an independent programming facilitator.

Timeframe for the evaluation process

Table - Matrix for calculating the number of days to be worked by consultants

When (Tentative dates)	Consultant 1	Consultant 2	What tasks	Where (location)
22 – 27 June	3	3	Desk review	Home
28 June			Submission of pproposed methodology to the project manager and IEU	
1 July	1	1	Briefing of evaluators Country Manager, Project Coordinator,	Field office / headquarters

			Norway Embassy	
4-6 July	3	3	Field mission/visit Schedule to be arranged	Jakarta
7- 8 July	3	3	Field mission/visit Schedule to be arranged	Yogya
11 July	1	1	Preliminary Debrief	Headquarters Jakarta
12 – 19 July	4	4	Preparation of the draft report	Home
20– 27 July			Round of comments among relevant stakeholders and IEU review	
28 July – 2 August	4	1	Finalization of the report	
3 August			Submission of the report	
4-5 August	2	2	Strategic Programming Workshop	
Total working days	21	18		

Expected deliverables

The main deliverable will be a project evaluation report. This report will pull together the results of the evaluation team’s analysis, drawing on desk research, course observation, and the other group and individual discussions, which would inevitably have yielded outputs of variable quality. In addition to the above it is also expected that the evaluation team will make recommendations concerning:

1. Areas for further development or focus
2. Examples of best practise
3. Issues about longer-term sustainability. Whilst it will probably be difficult to get a comprehensive view of this, discussions at senior levels with past and

prospective donors, stakeholders and customers would give at least an indication of how far there was commitment to integrating the benefits of the project into long-term planning.

4. A proposed strategic programming session, which the mid-term evaluation will be presented , to provide inputs to the planning of the project remaining period, the outputs will be refinements/amendments of the project proposal, logical framework, workplan, and budget. With taking into consideration the activities and outcomes outlined in the original project document and t findings from their evaluation of mid term. In terms of written deliverables, the evaluation team should provide to the PIT and UNODC an “issues list” in advance of starting the fieldwork in the Indonesia, and would be expected to brief the Project Implementing Team (PIT) and UNODC Country Manager informally during the fieldwork as to emerging findings and any issues that require further investigation.

It is not envisaged that the report will be a very long document (main report maximum of 30 pages), and its main focus will be to pull together the analysis in a way that highlights key points, particularly issues to be taken into account in moving forward to the implementation and completion of the Project and future sustainability once the project has concluded. Evaluation team is also expected to give advice on cross cutting issues such as ways for implementation gender sensitive approach, respecting environmental needs and respect for diversity in the project, should be covered in the final evaluation report. The evaluation team should follow the “UNODC Standard Format and Guidelines for Project Evaluation Report”¹ which can be found as an attachment to this document.

With detail of the payment and achieved deliverables schedule as following below :

No	Deliverables	% (Percentage)
1	The first payment will be made upon evaluation submission of proposed methodology	25%
2	The second payment will be made upon receipt of the draft report by the relevant units and sections at headquarters or field offices and by the Independent Evaluation Unit;	25%
3	The third payment will be made only after completion of the respective tasks and receipt of the final report and its clearance by the Independent Evaluation Unit	50%

¹ <http://www.unodc.org/unodc/en/evaluation/about-projects-.html>

V. Requirements

Corporate Competencies:

- ❑ Demonstrates commitment to UNODC/UNDP's mission, vision and values.
- ❑ Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability

Functional Competencies:

Knowledge Management and Learning

International Staff :

- ❑ Must have a good understanding of the Indonesian context of law enforcement and rule of law
- ❑ Good knowledge and background on police/justice sector, human rights and gender issues
- ❑ Strong communication skill and report writing skills

National Staff :

- ❑ Must have understanding of the Indonesian context of law enforcement and rule of law, anti-corruption national and international instruments
- ❑ Good knowledge of the Indonesian justice sectors in particular in relation to anti-corruption effort. must have an excellent background of the Indonesian and International law related to anti-corruption, with proven skills in collecting data, interviewing skills, have a good understanding in the nature of the capacity building projects and s/he should act as the facilitator for the interviews as most of them could possibly be in Bahasa Indonesia.
- ❑ Ability to assist international expert in data collection and examination.

Development and Operational Effectiveness

- ❑ Have a good understanding in the nature of the capacity building projects
- ❑ Ability to perform a variety of specialized tasks related to project management including support to design, planning and implementation of program, managing data, reporting.

Leadership and Self-Management

- ❑ Focuses on result for the client and responds positively to feedback
- ❑ The evaluation experts are expected to have a good rapport with the Government of Indonesia and in particular with the Indonesian Law Enforcement
- ❑ Evaluator will not act as representative of any party and must remain independent and impartial
- ❑ Remains calm, in control and good humored even under pressure
- ❑ Demonstrates openness to change and ability to manage complexities

VI. Recruitment Qualifications	
Education:	Master of law/sociology/education background and a good command of data collection and interviewing techniques.
Experience:	<p>The international evaluation expert must have a minimum of master's degree majoring in law/ sociology/ education, with 10 years of working experience in the work of development, a vast experience in monitoring and evaluation of international projects, required with law/sociology /education background and a good command of data collection and interviewing techniques. S/he will be familiar with project management or have experience in similar capacity building projects. S/he will be the team leader. S/he must have a good understanding of the Indonesian context of law enforcement and rule of law. An essential requirement will be a good knowledge and background on police/justice sector, human rights and gender issues.</p> <p>The national evaluation expert must have an excellent understanding of the Indonesian context of law enforcement and rule of law, anti-corruption national and international instruments, and required to have a good knowledge of the Indonesian justice sectors in particular in relation to anti-corruption effort. must have an excellent background of the Indonesian and International law related to anti-corruption, with proven skills in collecting data, interviewing skills, have a good understanding in the nature of the capacity building projects and s/he should act as the facilitator for the interviews as most of them could possibly be in Bahasa Indonesia. S/he should assist international expert in data collection and examination.</p>
Language Requirements:	Excellent command of English, both spoken and written.

Annex Three: Evaluation Assessment Questionnaire

Project/programme title: **Strengthening the capacity of anti-corruption institutions in Indonesia**

Project/programme number: **IDN T71**

The evaluators are required to rate each of the items shown below on a scale of 1 to 5 (1 being the lowest and 5 being the highest), as follows:

- 5 =Excellent (90-100 per cent)
- 4 =Very good (75-89 per cent)
- 3 =Good (61-74 per cent)
- 2 =Fair (50-60 per cent)
- 1 =Unsatisfactory (0-49 per cent)

These ratings are based on the findings of the evaluation and thus are a translation of the evaluation results. Please note that these findings must be supported in the text of the evaluation. This means that the numeric system here is a reflection of the analysis carried out by the evaluators. This table is not included in the evaluation report itself, but will be used as input into the Annual Evaluation Report.

A.	Planning	Rating					
		N/A	1	2	3	4	5
1.	Quality of context analysis during the project planning phase (socio-economic context and demographic, economic, legal, institutional, cultural, religious, and attitudinal factors, including gender dimensions)					X	
2.	Good practices review (lessons learned from projects in the same context)	X					
3.	Consultation of stakeholders (beneficiaries, authorities, partners)				X		
4.	Identification of risks and mitigation measures			X			

5.	Existence of baseline data (baseline data collection and utilisation)					X	
6.	Project design (clarity, logic, coherence, reasonable assumptions)				X		
7.	Appropriateness of project design (realistic purpose compared to beneficiaries context and needs)					X	
8.	Appropriateness of inputs (human and financial resources) to achieve planned objectives					X	
9.	Appropriateness of objectives and outcomes (realistic and measurable objectives and outcomes; existence of realistic and measurable indicators – benchmarks and targets)			X			
10.	Appropriateness of overall strategy (the project strategy feeds into UNODC strategy and takes into consideration national priorities)					X	
11.	Fulfilment of prerequisites by Government	X					
12.	Participation of stakeholders				X		
13.	Adherence to project duration					X	
14.	Adherence to budget						X
15.	Consideration of gender dimensions in the planning assumptions and project design	X					

B.	Implementation	Rating					
		N/A	1	2	3	4	5
16.	Quality and timeliness of UNODC inputs				X		
17.	Quality and timeliness of government inputs	X					
18.	Quality and timeliness of third-party (please specify: _____ <i>Kemitraan</i> _____) inputs				X		
19.	UNODC headquarters support (administration, management, backstopping)			X			

20.	UNODC field office support (administration, management, backstopping)				X		
21.	Executing agency support				X		
22.	Responsiveness of the monitoring system (changes in needs and context feed back into the project strategy)			X			
23.	Partnerships (successful establishment, maintenance, and utilization)						X
24.	Consideration of gender dimensions (data collection, establishment of relevant partnerships, and monitoring of gender perspectives)		X				

C.	Results	Rating					
		N/A	1	2	3	4	5
25.	Attainment and timeliness of outputs					X	
26.	Quality of outputs					X	
27.	Achievement and timeliness of outcomes				X		
28.	Quality of outcomes				X		
29.	Partnerships (successful achievements)						X
30.	Programme/project impact				X		
31.	Achievement of gender equality related results (outcomes and objectives)		X				
32.	Sustainability of results/benefits				X		

D.	Recommendations <i>The evaluator should choose ONE of the four options below.</i>	
	Continue/extend without modifications	
	Continue with modifications	X
	Revise project completely	
	End project	

E.	<p>Comments</p> <p>Provide relevant explanations and comment on issues such as clarification, replicability, best practices or any other comment.</p> <p>To fulfill its potential this project should ensure (1) some CSO grantees get additional support (2) it sticks to a coherent overall project strategy (3) extra activities are added to ensure sustainability of trainings.</p>
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