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# Outcome Evaluation

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UNDP Indonesian Environmental Management  
Programme

Strategic Results Framework  
2001-2003 and 2004-2005

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## Table of Contents

Acronyms and Abbreviations

Executive Summary

<b>1. Introduction</b>	<b>1</b>
1.1 Outcome Being Evaluated	1
1.2 Evaluation Objective and Terms of Reference	1
1.3 Approach	4
1.4 Limitations	5
1.4.1 Lack of Framework for Outcome Monitoring and Evaluation	5
1.4.2 Expanded Terms of Reference	7
1.4.3 Time Limitations	7
<b>2. The Development Context</b>	<b>8</b>
2.1 Country Context	8
2.2 UNDP Country Programme	8
2.3 The Changing Context of Development Monitoring and Evaluation	10
<b>3. Analysis</b>	<b>15</b>
3.1 Outcome Analysis	15
3.1.1 Urban Environmental Management	15
3.1.2 Biodiversity and Natural Resource Management	17
3.1.3 Energy and Climate Change	20
3.1.4 ODS Phase Out under the Montréal Protocol	22
3.1.5 Summary	24
3.2 Output Analysis	24
3.2.1 Urban Environmental Management	24
3.2.2 Biodiversity and Natural Resource Management	32
3.2.3 Energy and Climate Change	33
3.2.4 ODS Phase-out	33
3.2.5. Output Summary	35
3.3 Output-Outcome Linkages	35
3.3.1 Urban Environmental Management	35
3.3.2 Biodiversity and Natural Resource Management	35
3.3.3 Energy and Climate Change	40
3.3.4 ODS Phase-Out	40
3.4 Summary of Outcome Analysis	40
<b>4. Lessons Learned</b>	<b>47</b>
4.1 Monitoring and Evaluation	47
4.1.1 Outcome Monitoring and Evaluation Framework	47
4.1.2 Project Monitoring and Evaluation	47
4.1.3 Resources for Monitoring and Evaluation	47
4.1.4 Timing of Outcome Evaluations	48
4.2 Relevance of Outcome	48
4.3 Relevance of Project Portfolio	48
4.4 Programme vs. Project Approach	48
4.5 Partnerships - Working at Different Levels	49
4.6 Partnerships – Leveraging Funds	49
4.7 Overall Project Implementation Performance	49
4.8 Soft Assistance	50
4.9 Communication and Coordination	50

4.9.1	Environment Unit Communication and Outreach	50
4.9.2	Environment Sector Donors Communication and Coordination	50
4.10	Human and Financial Resources	51
<b>5.</b>	<b>Recommendations</b>	<b>52</b>
5.1	Continue the Work of the Environment Unit	52
5.2	Develop a Strategic Plan	52
5.3	Strategic Plan should Include a Framework for Evaluation	53
5.4	Undertake Project Monitoring and Evaluation	53
5.5	Prioritise Sub-sectors, Refine Portfolio	54
5.5.1	Recommendations for Existing Priority Sub-Sectors	54
5.5.2	Recommendations for Future Priority Sub-sectors	55
5.6	Work at Different Levels	56
5.7	Communicate and Coordinate More Effectively	56
5.8	Build Human Resources	56
5.9	Ensure Adequate and Appropriate Financial Resources	56

## ANNEXES

Annex I	Terms of Reference
Annex II	References and Documentation Reviewed
Annex III	Evaluation Mission Itinerary
Annex IV	Site Visit Photoplates
Annex V	Environment Unit Retreat Agenda
Annex VI	Summary of Outcome/Output Self-Assessments

## TABLES

Table 1-1:	Projects Listed in TOR for Outcome Evaluation
Table 1-2:	Revised Project List for Environmental Programme Outcome Evaluation, UNDP Indonesia SRF 2001-2003, SRF 2004-2005 and Pipeline, Classified by Sub-sector
Table 1-3:	Sub-sector Indicators Used in the Evaluation Outcome Analysis
Table 2-1:	Environmental Programme Project Portfolio Overview by Sub-sector, UNDP Indonesia SRF 2001-2003, SRF 2004-2005, and Pipeline
Table 2-2:	Differences in Focus, Scope and Purpose Between Project and Outcome Evaluations
Table 2-3:	RE Potential in Indonesia
Table 2-4:	Barriers to Micro-hydro Development in Indonesia
Table 3-1:	Outcome Analysis, Environmental Programme by Sub-sector, UNDP Indonesia (SRF 2001-2003, SRF 2004-2005 and Pipeline)
Table 3-2:	Outcome Analysis, Baseline Status Compared to Current Status by Sub-sector
Table 3-3:	IMIDAP Outputs to Improve RE Enabling Framework
Table 3-4:	Output Analysis (Existing and Predicted), Environmental Programme by Sub-sector, UNDP Indonesia (SRF 2001-2003, SRF 2004-2005 and Pipeline)
Table 3-5:	Environmental Outcome Analysis Summary Table

**FIGURES**

- Figure 3-1: Key Urban Environmental Management Issues in Indonesia
- Figure 3-2: Conceptualization of Outcome/Output Status by Environmental Sub-sectors in which UNDP is Active
- Figure 3-3: Conceptualization of Outcome/Output Status for Overall Environment Sector
- Figure 5-1: Idealised Staffing Structure, Environment Unit

## Acronyms and Abbreviations

ATSEF	Arafura and Timor Seas Expert Forum
BAPEDAL	Environmental Impact Assessment Agency
BAPEDALDA	Regional/Local Environmental Impact Assessment Agency
BAPI	Biodiversity Action Plan for Indonesia
BAPPEDA	Regional Development Planning Board
BAPPENAS	National Development Planning Agency
CCA	Common Country Assessment
CCF	Country Cooperation Framework
CEEC	Centre for Environmental Education and Communication
CFC	Chlorofluorocarbon
DFF	Donor Forum on Forests
DGEEU	Directorate General for Electricity and Energy Utilization
DPRD DKI	Office of the Secretary General of the Jakarta Parliament
EC	European Commission
GEF SGP	Global Environmental Facility Small Grants Programme
GEF	Global Environmental Facility
GEG	Good Environmental Governance
GEP	Green Energy Programme
GHG(s)	Green Houses Gas(es)
Gol	Government of Indonesia
HRD	Human Resource Development
IBSAP	Indonesia Biodiversity Strategy and Action Plan 2003-2020
ICEL	Indonesian Centre for Environmental Law
IDEN	Indonesian Decentralised Environmental and Natural Resources Management Project
IFI	International Financial Institution
IMIDAP	Integrated Micro-hydro Development and Application Project
IPAC	Internal Project Appraisal Committee
JPO	Junior Professional Officer
KNPN	National Commission on Genetic Resources
LNG	Liquefied Natural Gas
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MEMR	Ministry of Mines and Mineral Resources
MLF	Multilateral Fund-Montréal Protocol
MMAF	Ministry Marine Affairs & Fisheries
MoA	Ministry of Agriculture
MoE	State Ministry for the Environment (Lingkungan Hidup)
MoF	Ministry of Forestry
MoIT	Ministry of Industry and Trade
MW	Megawatt
NCSA	National Capacity Self Assessment
NCSD	National Council for Sustainable Development
NGO	Non-Governmental Organization
NRM	Natural Resource Management
ODS	Ozone Depleting Substances
ODS-PO	Ozone Depleting Substances-Phase Out
OTEC	Ocean Thermal Energy Conversion
PA	Protected Area
PAC	Project Appraisal Committee
PAF	Public Awareness Facility
PAP	Public Awareness Programme
PPP UE	Public Private Partnership for the Urban Environment

PROKASIH	Clean River Programme
PROPENAS	National Development Programme
RBM	Results Based Management
RE	Renewable Energy
SGP PTF	Small Grants Programme for Operations to Promote Tropical Forests
SNC	Second National Communication
SRF	Strategic Results Framework
TF	Trust Fund
TNC	The Nature Conservancy
TOR	Terms of Reference
UNCBD	United Nations Convention on Biodiversity
UNCCD	United Nations Convention to Combat Desertification
UNCLOS	United Nations Convention on the Law of the Sea
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNIDO	United Nations Industrial Development Organisation
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteer
USD	United States Dollar
WSSD	World Summit on Sustainable Development
YBUL	Yayasan Bina Usaha Lingkungan

# Executive Summary

## Introduction

This report is an outcome evaluation of UNDP's environment programme in Indonesia covering the *Strategic Results Framework* (SRFs) for 2001-2003 and 2004-2005. The outcome being evaluated is:

*Increased capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development in the context of regional autonomy, with emphasis on good environmental governance (GEG).*

The objective of the evaluation is to assess how and why the outcome has or has not been achieved in the current Indonesian context, and to assess the role that UNDP has played. The evaluation covers projects in four sub-sectors: Urban Environmental Management; Biodiversity and Natural Resource Management (NRM); Energy and Climate Change; and ODS Phase Out. The budget covered by the evaluation is USD 2,827,020 for completed project; USD 18,860,300 for ongoing projects; and between 20 and 24 million USD for projects in the pipeline.

The evaluation was undertaken through a combination of desk review, stakeholder consultations, project site visits, group meetings, project self assessments, and the professional opinions of the evaluation team. The evaluation was also based on relevant UNDP evaluation guidelines and reports.

Given the absence of outcome indicators or baseline assessments, the evaluation team developed proxy outcome indicators for each sub-sector based on the key necessary elements of good environmental governance: a sound policy framework; a functioning and integrated legal and institutional framework; implementation and enforcement of policies and laws; and broad stakeholder awareness.

## Development Context

Indonesia has been undergoing a period of rapid and tumultuous change prior to and during the period covered by this evaluation, including the democratization process, recovery from the economic crisis, and the process of government decentralization under Law No. 22/1999. Taken together these factors create an environment of great opportunity coupled with significant risk.

## Analysis

UNDP's activities during the evaluation period constitute a significant contribution towards achieving the desired environmental outcome in the urban environmental management and ODS phase out sub-sectors, and UNDP can also be expected to have significant impacts in the future in the biodiversity and NRM and energy and climate change as activities in these sub-sectors ramp-up. However, despite UNDP's contributions, progress towards achieving the outcome within each sub-sector over the evaluation period has been mixed. In terms of urban environmental management there appears to have been slight progress towards achieving the outcome; in the biodiversity and NRM sub-sector the situation has clearly worsened; no trend was assessed in the energy and climate change sector; and in ODS phase-out there has been significant progress made.

From a broader overall environment sector perspective, however, it is hard to argue that significant progress in achieving the outcome has been attained. In the same evaluation period environmental degradation in Indonesia has continued at an extremely alarming rate,



and the environment sector situation has been arguably getting progressively worse every year. Overall environmental management capacity to respond to these issues has likely deteriorated or at best remained stable. The evaluation team's conclusion on this is in line with the views expressed by most donor agencies who were consulted, as well as by many government officials.

This bleak assessment should not necessarily be considered as a UNDP failure; in the context of the management challenges posed by decentralization and the impact of external factors such as the political and economic crises, achieving the outcome is an enormous undertaking. This is a situation also faced by other Units in Indonesia as they work towards achievement of their own desired outcomes. A key finding is that the work of the UNDP is directly relevant to the outcome and is contributing towards its achievement in specific sub-sectors.

## **Lessons Learned**

### *Monitoring and Evaluation*

The challenges faced in undertaking this evaluation highlight the need for a complete and functioning M&E framework to support outcome evaluations, and this is currently missing.

Outcome M&E does not replace the need for project specific M&E; there is still a need to periodically undertake mid-term and terminal project evaluations to help guide ongoing and future activities within sub-sectors, and to feed into outcome evaluations.

### *Relevance of Outcome*

The on-going decentralization process is arguably the key current environmental management challenge in Indonesia. The environmental outcome being evaluated in this report is highly relevant to addressing this challenge. However, the outcome is also so general as to provide little practical guidance for staff when developing projects.

### *Relevance of Project Portfolio*

The current project portfolio is relevant.

### *Programme vs. Project Approach*

The Environment Unit has developed in a somewhat "opportunistic" fashion and does not have an overall strategy that includes clear objectives, sub-sectoral focus areas, targets, indicators, etc. The Unit needs to take a more programmatic approach.

### *Partnerships*

There is widespread agreement among the government agencies and donors consulted by the evaluation team that donors need to be working at multiple levels in Indonesia. Environmental management capacities at the central level are relatively good, though there is still a need to build capacity and enhance the policy and legal framework particularly in ministries other than environment. However, it is at the provincial and district levels that the need is greatest for enhancing capacities for environmental and natural resource management.

The Environment Unit has been successful in leveraging additional funding from government implementing agencies and other funders, including trust funds and the private sector.

### *Overall Project Implementation Performance*

Despite the Environment Unit being in place for more than four years, the number of completed projects or ongoing projects that have a significant percentage of their activities completed is limited, and overall project implementation performance for the Unit is relatively

poor. In the last 12 months this seems to have improved, however, and there are a significant number of projects in advanced stages in the pipeline.

#### *Soft Assistance*

The Environment Unit appears to be undertaking relatively little soft assistance activities, and most of the Unit's activities are instead directly project related.

#### *Communication and Coordination*

The Environment Unit is doing a relatively poor job of communicating its activities to key stakeholders. There is also a lack of inter-unit communication and coordination within UNDP, though this is not a problem isolated to the Environment Unit; poor inter-unit communication seems to be a Country Office wide problem.

There also seems to be a striking lack of communication and coordination between donors in the environment sector, and a unique opportunity exists for UNDP to take on this communication facilitation role. However, the Environment Unit must improve its own communication activities before it can legitimately take on this role in a wider sense.

#### *Human and Financial Resources*

In recent years in UNDP there has been a growing reliance on project funds to pay for Programme Officers (POs), administrative staff, overhead costs, etc., a process referred to internally as "projectisation". While recognising the fiscal realities that have led to this situation, it is important to recognise that a) the lack of core staff and heavy reliance on United Nations Volunteers (UNVs) and Junior Professional Officers (JPOs) limits the development of strong and long term internal human resource capacity; and b) units need to rely heavily on projects to pay for operating costs that are not covered through core funds, and there is a real risk that some projects will be over-utilised.

### **Recommendations**

#### *Continue the Work of the Environment Unit*

The evaluation report has confirmed the relevance of the outcome and that the Environment Unit's activities constitute a contribution towards achieving the desired environmental outcome in four key sub-sectors. It recommended that environmental management should remain as one of the focus areas in the UNDP Indonesia Country Programme, and the Environment Unit should continue as the focal point for the delivery of the environment programme.

#### *Develop a Strategic Plan*

The Environment Unit should adopt a more programmatic approach. A key element of this is the development and implementation of a strategic plan. It is the opinion of the evaluation team that the strategic plan could be developed in 6 to 8 weeks. The strategic plan should incorporate an evaluation monitoring framework, including a revised outcome statement; priority sub-sectors in which the Unit will be focusing activities; outcome targets for each priority sub-sectors; outcome indicators for each priority sub-sector; mechanisms to monitor the indicators; schedules and process for undertaking indicator monitoring; schedules and process for undertaking baseline assessments; and schedules and process for undertaking periodic outcome monitoring.

#### *Undertake Project Monitoring and Evaluation*

Even with the move to outcome evaluation project specific evaluations are still necessary in some cases. Requirements for periodic project M&E should be built into the strategic plan.

A project evaluation should be undertaken for the IDEN project. Project evaluations should be considered for other major projects, including for the current suite of ODS phase-out projects.

### *Prioritise Sub-sectors, Refine Portfolio*

#### Urban Environmental Management

- An new urban environmental management project should be developed after the completion of the current phase of IDEN. The next phase should consider specifically targeting gaps that the urban evaluations undertaken through IDEN have identified.
- The DPRD DKI project should also continue, although it is probably best housed within the Governance Unit.

#### Biodiversity and NRM

- The emerging biodiversity portfolio should be supported and enhanced.

#### Energy and Climate Change

- The work on renewable energy started through IMIDAP should be continued and expanded.

#### ODS Phase Out

- This portfolio is winding down and probably should not remain a primary sub-sector for UNDP in the future. However, it is recommended that compliance monitoring be continued and that consideration be given to the development of a certification and marketing scheme to promote CFC-free products.

### *Recommendations for Future Priority Sub-sectors*

#### Environmental Education and Awareness.

- The Environment Unit should consider developing in the future a suite of projects that focus on raising public environmental awareness and improving the quality of environmental school based education.

#### Environmental Impact Assessment

- The Environment Unit should consider developing in the future a suite of projects that focus on supporting EIA activities at the provincial and district level.

#### Coastal Zone Management

- In light of the tragic earthquake and resulting tsunami that occurred during the finalisation of this report and devastated many areas in South and Southeast Asia, and given the massive reconstruction effort in coastal areas that will take place in the coming years, UNDP should consider a programme supporting sustainable coastal planning in the most affected areas of Sumatra. This will help ensure that reconstruction is done in the most sustainable fashion, and that risk hazard assessment is incorporated into land use zoning.

Other sub-sectors that the Environment Unit could consider becoming involved in include:

- improving energy efficiency;
- elimination of persistent organic pollutants (POPs);
- river pollution control, and in particular support to the Clean River Programme (PROKASIH); and,
- air pollution control, and in particular support to the Blue Sky programme.

*Work at Different Levels*

UNDP should continue to work at the national level, but in future should focus more of its efforts at the provincial and district levels.

*Communicate and Coordinate More Effectively*

Inter-unit communication and coordination needs to be improved. It is recommended that Country Office management reinforce the importance of all Units participating fully in the existing coordination mechanisms, including IPAC, PAC and other relevant coordination and information exchange meetings.

The Environment Unit also needs to improve communication and coordination with other donors and partners. Once the Strategic Plan has been developed it should be communicated widely. In addition a simple quarterly newsletter on the Environment Unit activities could easily be prepared and disseminated. Once UNDP's internal "house is in order" it could take the lead in overall environment sector communication facilitation (donors, government partners, NGOs, etc).

*Build Human Resources*

The Environment Unit needs to develop an HRD approach that builds long-term expertise and capacity within the sub-sectors that the Environment Unit is, and will be in the future, focusing on.

*Ensure Adequate and Appropriate Financial Resources*

The Environment Unit should, as much as possible, move away from the model of having one or more projects supporting a large portion of the Unit's overhead expenses. All projects should support overhead and project specific staff, but no single project should absorb an undue amount of these expenses.

# 1. Introduction

## 1.1 Outcome Being Evaluated

1. This report is an outcome evaluation of UNDP's environment programme in Indonesia for the period 2001 to the present. In the *Strategic Results Framework* (SRF) of UNDP Indonesia (2001-2003), two "Country Programme Outcomes" directly relate to the environment:

- I. Increased capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development in the context of regional autonomy, with emphasis on good environmental governance (GEG).
- II. Increased capacity to better comply with country-level requirements emanating from global environmental treaties, conventions and agreements as ratified by Indonesia, such as Convention of Biodiversity, Montréal Protocol mandates and Rio Declaration.

2. The outcomes in the SRF 2004-2005 are essentially the same, though there is an added emphasis on eastern Indonesia<sup>1</sup>. The first outcome was selected by UNDP for an evaluation in 2004, and is the subject of this report. The evaluation covers both SRFs (2001-2003 and 2004-2005).

## 1.2 Evaluation Objective and Terms of Reference

3. According to the Terms of Reference (TOR), the objective of the evaluation is to assess how and why the outcome has or has not been achieved in the current Indonesian context, and to assess the role that UNDP has played. The outcome evaluation is also intended to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned.

4. Since the end of the current Country Cooperation Framework (CCF, 2001-2005) is approaching and the new SRF only covers two years, it is critical to collect and analyze relevant information on results that the Country Office is or is not achieving. Further, the UNDP Environment Unit is in the process of redesigning its strategy and for this purpose needs a clear picture of its achievements and performance. The outcome evaluation is therefore meant to provide important information on (i) the contributions that UNDP has made to the outcome; (ii) whether the UNDP strategy has been effective; and (iii) whether

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<sup>1</sup> The outcomes in the SRF 2004-2005 are essentially the same, though there is an added emphasis on eastern Indonesia:

- I. Increased capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development in the context of regional autonomy, with emphasis on good environmental governance (GEG) in selected areas and with special attention to eastern Indonesia (Papua and Arafura Sea).
- II. Increased capacity to better comply with country-level requirements emanating from global environmental treaties, conventions and agreements as ratified by Indonesia, such as Convention of Biodiversity, Montreal Protocol mandates and Rio Declaration.

some adjustments are needed so that UNDP can remain or become more relevant on this outcome in the future.

The TOR indicates that the outcome evaluation shall assess the following:

- *Outcome analysis*: what and how much progress has been made towards the achievement of the outcome (including contributing factors and constraints).
- *Output analysis*: the relevance of and progress made in terms of the UNDP outputs (including an analysis of both project activities and soft-assistance activities<sup>2</sup>).
- *Output-outcome linkages*: what contribution UNDP has made/is making to the progress towards the achievement of the outcome (including an analysis of the partnership strategy).

5. The TOR limited the evaluation to select projects under SRF 2004-2005, with a total combined budget of approximately USD 2,472,000 (see Table 1-1). However, upon review of the complete list of projects either completed, underway or in the pipeline, it became evident that:

- i. many of the projects assigned to outcome II also contribute to outcome I;
- ii. it was necessary to also include projects undertaken through SRF 2001-2003 that are either still underway or are complete; and,
- iii. it was necessary to also include projects in the pipeline, particularly with respect to recommendations for future UNDP activities.

**Table 1-1: Projects Listed in TOR for Outcome Evaluation**

Projects	USD by source of funding	Total USD
- Indonesian Decentralised Environmental and Natural resources management (IDEN)	1,370,000 – TRAC 1	2,472,000
- Building Parliamentary Capacities in DPRD		
- CAP 2015 – Partnerships for Sustainable Development In Papua	200,000 CCF Private sector c/s;	
- CAP 2015 – UNDP support to the Arafura and Timor Seas Expert Forum (ATSEF)	902,000 – TF	
- GEF – National Capacity Self Assessment (NCSA)		
- GEF-Small Grants Programme		
- EC-UNDP Small Grants Programme for Operations to Promote Tropical Forests (SGP-PTF)		
- GEF-PDF B Integrated Micro-hydro Development and Application Project (IMIDAP)		

6. The revised list of project reviewed in this evaluation is presented in Table 1-2. The budget for the projects being evaluated is USD 2,827,020 for completed projects; USD 18,860,300 for ongoing projects; and between 20 and 24 million USD for projects in the pipeline.

7. The complete TOR is presented in Annex I.

<sup>2</sup> For UNDP, soft assistance activities include advocacy, policy advice/dialogue, and facilitation/brokerage of information and partnerships.

**Table 1-2: Revised Project List for Environmental Programme Outcome Evaluation, UNDP Indonesia SRF 2001-2003, SRF 2004-2005 and Pipeline, Classified by Sub-sector**

Sub-sector <sup>3</sup> /Project	Status	Donor	Budget (USD)
<b>Urban Environmental Management</b>			
Building Parliamentary Capacities in DPRD	<i>Completed</i> , 2003-2004	UNDP TF (PPP UE)	\$172,000
Indonesian Decentralised Environmental and Natural Resources Management (IDEN)	<b>Ongoing</b> , 2002-2005	TRAC 1	\$2,000,000
<b>BIODIVERSITY &amp; NATURAL RESOURCE MANAGEMENT</b>			
GEF Small Grants Programme (GEF SGP)	<b>Ongoing</b> , 2001-	GEF	\$2,000,000 (\$450,000/yr)
CAP 2015 – Partnerships for Sustainable Development In Papua	<b>Ongoing</b> , 2004-2007	Cap 2015 TF BP TRAC	\$1,000,000 (2007– \$2,000,000)
CAP 2015 – UNDP support to the Arafura and Timor Seas Expert Forum (ATSEF)	<b>Ongoing</b> , 2004-2006	Cap 2015 TF Australia TRAC 1	\$615,000 (2006 – \$2,000,000-3,000,000)
National Capacity Self Assessment (NCSA)	<b>Ongoing</b> , 2004-2005	GEF	\$206,000
Small Grants Programme for Operations to Promote Tropical Forests (EC-UNDP SGP PTF)	<b>Ongoing</b> , 2004-2007	EC	\$1,250,000
Capacity Building for Sustainable Development in the Mahakam Delta	<i>Pipeline</i> , 2005-2009	Total E&P Indonesia UNDP Kabupaten	\$3,500,000
Wildlife Crimes Unit Programme: A Multi-Sectoral and Collaborative National Strategy to Combat Wildlife Crimes in Indonesia	<i>Pipeline</i> , 2005-2008	GEF TRAC RNHP	Est. medium scale proj.: 2005-2008 \$3,500,000
Agro-biodiversity	<i>Pipeline</i> , 2005-2008	GEF Care Int. UNDP others?	PDF-A: approx. \$25,000 Est. full proj.: \$3,875,000
<b>ENERGY AND CLIMATE CHANGE</b>			
Second National Communication (SNC) to the UNFCCC	<i>Pipeline</i> : stocktaking in 2005; SNC Phase in <i>pipeline</i> 2005/6	GEF	Stock-taking: \$15,000 SNC: \$87,000
Integrated Micro-hydro Development and Application (IMIDAP)	<i>Pipeline</i> : PDF-B Stage	GEF	PDF-B: \$179,300 Est. full proj.: \$6-7 mill.
<b>See also:</b> GEF SGP NCSA			
<b>ODS PHASE-OUT</b>			
Institutional Strengthening under the Montréal Protocol – Phase III and IV	<b>Ongoing</b> , 2002-2005	MIFF	Phase III: \$208,000 Phase IV: \$271,000
Sector Phase-out Plan for Elimination of CFCs in the Refrigeration (Manufacturing) Sector	<b>Ongoing</b> , 2002-2007	MLF	\$6,398,000
Phase-out Management Plan for Elimination of CFCs in the Refrigeration (Servicing) Sector	<b>Ongoing</b> , 2002-2007	MLF	\$4,912,300
<b>CROSS CUTTING</b>			
World Summit for Sustainable Development – Prep-Com 4 <sup>4</sup>	<i>Completed</i> , 2002-2003	UNDP TF	\$2,700,000
<b>See also:</b> NCSA (Biodiversity, Climate Change, Land Degradation) IDEN (ICEL Environmental Enforcement, CEEC Environmental Awareness, Biodiversity Foundation Debts for Nature Swap) GEF SGP			
Subtotal – <i>Completed</i>			2,827,020
Subtotal – <i>Ongoing</i>			18,860,300
<b>TOTAL</b>			<b>21,687,320</b>
Subtotal – <i>Pipeline (estimated)</i>			<u>20 – 24 million</u>

<sup>3</sup> At the time of the evaluation the Environment Units projects were not formally organised into sectors. The evaluation team noted that the projects did appear to fall into natural clusters, however, and the thematic grouping presented above has been widely endorsed by the Environment Unit staff.

<sup>4</sup> The WSSD project under the Cross-Cutting sector was ultimately not included in the assessment as it primarily supported international rather than Indonesia specific activities.

### 1.3 Approach

8. The evaluation was undertaken in November and December, 2004. The International Consultant was allocated two home days at the evaluation outset to review materials, and twenty-five days for in-county activities. The evaluation mission was undertaken from 29 November to 22 December, 2004, and the National Consultant was fielded 30 November to 22 December.

9. The evaluation was undertaken through a combination of desk review, stakeholder consultations, project site visits, group meetings, project self assessments, and the professional opinions of the evaluation team:

- key project documents and other reports reviewed are presented in Annex II.
- a wide variety of stakeholders were consulted including:
  - UNDP Units heads, programme officers and programme assistants;
  - national project directors, managers and deputy managers for select projects;
  - senior staff from national executing agencies;
  - senior staff from the National Development Planning Agency (BAPPENAS) and the state environment (MoE) ministries;
  - senior environmental staff from bilateral development agencies and IFIs;
  - senior environmental staff from international and national NGOs;
  - UNDP staff in the China Country Office and in the Bangkok Sub-Regional Resource Facility (SURF);
  - Annex III provides a complete mission itinerary and list of persons consulted.
- site visits were undertaken to projects in Jakarta and Yogyakarta (see Annex III and Annex IV).
- a workshop was held in Cipending for UNDP Environment Unit staff in order to brainstorm on the outcome status, the relevance of the outcome, UNDP's contributions, and recommended future programme activities (Annex V).
- outcome and output self assessments were undertaken by UNDP Programme Officers, and key National Project Directors or Managers (Annex VI).

10. The evaluation was also based on relevant UNDP evaluation guidelines and reports, including:

- Managing for Results: Monitoring and Evaluation in UNDP, 2001;
- UNDP Handbook on Monitoring and Evaluating for Results, 2002;
- UNDP Guidelines for Outcome Evaluators, 2002;
- Technical Note on Evaluation Compliance, 2002; and,
- Experiences and Lessons Learned from 2003 Outcome Evaluation for Energy and Environment Programme, UNDP China.

11. The outcome analysis utilises a sub-sectoral approach, and is limited to the main environmental sub-sectors relevant to the outcome in which UNDP is active. These were identified by the evaluation team as:



- i. Urban Environmental Management;
- ii. Biodiversity and Natural Resource Management (NRM);
- iii. Energy and Climate Change; and
- iv. ODS Phase Out.

12. Finally, as noted below in Section 1.4, the outcome assessment was hampered by a lack of outcome indicators and monitoring mechanisms. In consultation with Environment Unit staff the evaluation team developed proxy outcome indicators for each sub-sector based on the key necessary elements of good environmental governance: a sound policy framework; a functioning and integrated legal and institutional framework; implementation and enforcement of policies and laws; and broad stakeholder awareness. The indicators are presented in Table 1-3.

## 1.4 Limitations

13. There have been several significant constraints to the effective evaluation of the outcome.

### 1.4.1 Lack of Framework for Outcome Monitoring and Evaluation

14. There is currently no monitoring framework to collect and analyze data in support of evaluation monitoring:

#### **SRF Indicators**

The SRFs from both 2001-2003 and 2004-2005 lack indicators which can be used to evaluate the success in achieving the outcome. In the absence of clear indicators the outcome is extremely broad, making it difficult to monitor progress.

#### **Baseline Evaluation**

No outcome baseline assessment was undertaken, making it difficult to assess changes over time.

#### **Monitoring Mechanisms**

There are no monitoring mechanisms (specific tools or procedures) identified for collecting data on outcome indicator status.

#### **Outcome Monitoring**

No regular (annual or semi-annual) outcome monitoring has or is being undertaken.

#### **Project Monitoring**

There is a limited number of project and other evaluation and monitoring reports.

15. The lack of an in-place and functioning monitoring framework limited the ability of the evaluation team to undertake the assessment; a considerable amount of time was devoted to identifying potential outcome indicators, related monitoring mechanisms, and, in the absence of monitoring data, in assessing outcomes based on third-party documentation or consultations.

**Table 1-3: Sub-sector Indicators Used in the Evaluation Outcome Analysis**

Performance Indicators	Performance Measurement							
	Baseline Status		Current Status		UNDP Contribution		Other Factors	
Policy Framework								
- Explicit policy/strategy exists?	3	- outcome had already been achieved, or very significant progress had been made	3	- outcome has been achieved, or very significant progress made	3	- major contribution in relation to other stakeholders in the achievement of the outcome	3	- major contribution in relation to other factors in the achievement of the outcome
- Policy incorporates GEG?								
	2	- outcome had been partially achieved	2	- modest progress has been achieved	2	- moderate contribution in relation to other stakeholders in the achievement of the outcome	2	- moderate contribution in relation to other factors in the achievement of the outcome
	1	- only minor progress in achieving outcome had been made	1	- minor progress has been achieved	1	- minor contribution in relation to other stakeholders in the achievement of the outcome	1	- minor contribution in relation to other factors in the achievement of the outcome
	0	- outcome has not been achieved	0	- no progress has been achieved	0	- no contribution in relation to other stakeholders in the achievement of the outcome	0	- no contribution in relation to other factors in the achievement of the outcome
			-1	- negative progress; situation has worsened	-1	- negative progress; UNDP contribution has worsened the situation	-1	- negative progress; contribution has worsened the situation
Legal and Institutional Framework								
- Appropriate institutions exist at all levels?								
- Institutions have appropriate awareness, capacity?								
- Legal framework exists?		As Above		As Above		As Above		As Above
- Regulatory framework?								
- Legal and regulatory framework incorporates GEG?								
Implementation and Enforcement								
- Existing regulations sufficiently enforced?								
- Capacity to enforce regulations exists?		As Above		As Above		As Above		As Above
- Monitoring and data generation is sufficient?								
Stakeholder Awareness								
Key stakeholders have good GEG awareness?								
- Government		As Above		As Above		As Above		As Above
- Public								
- Private Sector								

### **1.4.2 Expanded Terms of Reference**

16. As noted above, the TOR calls for an evaluation of a portfolio of existing projects from SRF 2004-2005 totalling 2.8 million USD; however, in order to better capture the full impact of UNDP's programme the evaluation was expanded to include all projects from SRF 2001-2003 (including those originally falling under outcome II), as well as all pipeline projects in SRF 2004-2005, significantly increasing the scope of the required analysis.

### **1.4.3 Time Limitations**

17. A total of 27 working days were allocated to the international consultant and approximately 20 to the domestic consultant. With the extensive consultations that were necessary for the evaluation, this time frame has proven to be a limiting factor.

## 2. The Development Context

18. This chapter presents an overview of the country context, the UNDP programme in Indonesia, and the changing context of UNDP's development impact evaluation approach.

### 2.1 Country Context

19. Indonesia has been undergoing a period of rapid and tumultuous change prior to and during the period covered by this evaluation (2001-2004/5).

- The democratization process began in 1998 and recently culminated in Indonesia's highly successful and internationally acclaimed national election. However, the reform process has been turbulent, and the country has endured successive national leadership changes<sup>5</sup> and considerable instability.
- The economic crisis that began in 1997 has had a significant impact on the citizens of Indonesia and has drastically increased levels of poverty and unemployment, which in turn has placed further pressure on the natural resource base in sub-sectors such as forestry and fisheries.
- The process of government decentralization under Law No. 22/1999 has created promising opportunities for effective, inclusive and community-led environmental stewardship at the local level. At the same time the decentralization processes have generated tremendous challenges for effective governance, management of natural resources, and transparency and accountability as responsibilities are transferred to local authorities with limited technical and management skills. In addition, the Law on Environmental Management (Law. No. 23/1997) has created uncertainty and inconsistency in the sharing of authority over natural resources between the centre and autonomous provinces and districts.

20. Taken together the above factors create an environment of great opportunity coupled with significant risk. It is in this uncertain and challenging environment that donors such as UNDP operate in Indonesia.

### 2.2 UNDP Country Programme

21. The UNDP mission in Indonesia is to be:

- an agent for change;
- a bridge between Indonesia and donors;
- a trusted and service-oriented partner to all stakeholders; and,
- at the vanguard of United Nations and UNDP reform.

22. In support of the attainment of the Millennium Development Goals (MDGs) in Indonesia and based on the convergence of national development priorities, UNDP's Country Programme for 2001-2005 focuses on the areas of Governance Reforms, Pro-Poor Policy Reforms, Conflict Prevention and Recovery, and Environment Management, with the

<sup>5</sup> President KH. Abdurahman Wahid (1999 – 2001); President Megawati Soekarnoputri (2001 – 2004); President Susilo Bambang Yudhoyono (2004 – present).

overarching aim of reducing poverty. In addition to these four priority areas, UNDP Indonesia is also engaged in a variety of crosscutting initiatives focused on HIV/AIDS, gender equality, and information and communication technology for development.

23. In addition to supporting the attainment of the MDGs in Indonesia, the policy framework for UNDP's environmental activities includes:

- The *National Development Programme* (PROPENAS) 2000-2004. PROPENAS prioritises:
  - i. improving access to information on natural resources and environment;
  - ii. enhancing effectiveness of natural resources management, conservation and rehabilitation;
  - iii. preventing and controlling environmental degradation and pollution;
  - iv. coordinating institutions to ensure law enforcement for natural resources management and environmental protection; and,
  - v. increasing community participation in natural resources management and environmental protection.
- The *United Nations Development Assistance Framework* (UNDAF) for 2002-2005. Deriving from the analysis of the Common Country Assessment (CCA), the overarching objective to which United Nations activities are expected to contribute is:

*to support Indonesia in its transition to a decentralised socially just democracy with a broad-based, competitive market economy.*

With reference to the environment, the UNDAF notes that UN activities are expected to contribute to increased environmental sustainability through resource management, enhanced awareness and appropriate initiatives.

- The *Second Country Cooperation Framework* (CCF) for Indonesia (20001-2005) states that there are three sets of development concerns, governance, growth and conflict, and notes that each of these has a significant bearing on the environment:

*Devolution of power to local authorities is part of the agenda off good governance. But theses reforms carry the risk of impudent exploitation of environmental resources, which exacerbates conflicts by loss of control over these resources on the part of communities* (CCF, 2001).

The CCF sets two objectives as far as environment is concerned:

- i. institutionalizing environmental governance (complementary to general governance reforms) for the equitable and sustainable use of natural resources and the environment;
  - ii. renewal and restoration of international faith in Indonesia's stewardship capacity through adherence to conventions and protocols (UNCBD, UNCFCC, UNCCD, Basel Convention, Vienna Convention, UNCLOS, etc.), and continued assistance for the Global Environment Facility.
- The *Strategic Results Framework* (SRF) of UNDP Indonesia (2004-2005), in continuation of SRF 2001-2003, has as a core environment related goal:

*Sustainable management of environment and natural resource incorporated into poverty reduction strategies/key national development frameworks and sector strategies.*

In support of the CCF two Country Programme Outcomes in the SRF directly relate to environment:

- i. Increased capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development in the context of regional autonomy, with emphasis on good environmental governance (GEG).
- ii. Increased capacity to better comply with country-level requirements emanating from global environmental treaties, conventions and agreements as ratified by Indonesia, such as Convention of Biodiversity, Montréal Protocol mandates and Rio Declaration.

It is the first of these outcomes that is the subject of this report.

24. The UNDP Environment Unit effectively started in 2000. At that time the Unit consisted of three staff without a single ongoing project. In the last four years the Unit has grown significantly and now employs ten staff and is implementing a wide portfolio of projects (see Table 2-1) clustered under the following broad themes:

- i. Urban Environmental Management;
- ii. Biodiversity and Natural Resource Management (NRM);
- iii. Energy and Climate Change;
- iv. ODS Phase Out; and,
- v. Cross-cutting Projects.

## 2.3 The Changing Context of Development Monitoring and Evaluation

25. As noted in the TOR (2004):

*the growing demand for development effectiveness is largely based on the realization that producing good “deliverables” is not enough. Efficient or well-managed development projects and outputs will lose their relevance if they yield no discernible improvements in development conditions and ultimately in people’s lives. Being a key international development agency, UNDP has been increasing its focus on achievement of clearly stated results. Nowadays, results-based management (RBM) has become UNDP’s management philosophy (UNDP, 2004).*

26. As part of its efforts in enhancing results based management, UNDP is shifting from traditional project monitoring and evaluation (M&E) to results-oriented M&E, especially with respect to outcome evaluation. The UNDP *Guidelines for Outcome Evaluators* states that:

*Outcomes are developmental changes between the completion of outputs and the achievement of impact, and are achieved in partnership with others. Partners are agents or actors with whom UNDP has, or intends to have, a substantive relationship in the pursuit of common outcomes. Partners may include stakeholders, if they are involved in working towards the outcome; beneficiaries of outcome actions; and donors involved in some way with UNDP on the outcome (UNDP, 2002).*

**Table 2-1:** Environmental Programme Project Portfolio Overview by Sub-sector, UNDP Indonesia SRF 2001-2003, SRF 2004-2005, and Pipeline

Sub-sector/Project	Status	Objective	Key Activities/Outputs	Ex. Agency	Donor	Budget
<b>URBAN ENVIRONMENTAL MANAGEMENT</b>						
Building Parliamentary Capacities in DPRD	Completed, 2003-2004	Develop capacities of the Jakarta Parliament for primary urban services, in particular wrt maintaining and expanding coverage of adequate water and waste management services to the urban poor.	<ul style="list-style-type: none"> <li>- Assessment of broad capacity development needs.</li> <li>- Increased capacities for instituting the partnership approach in Jakarta.</li> <li>- A long-term strategy and partnership programme.</li> </ul>	Secretary General of the Jakarta Parliament (DPRD DKI)	UNDP TF (PPP UE)	\$172,000
Indonesian Decentralised Environmental and Natural Resources Management (IDEN)	Ongoing, 2002-2005	Build capacities within local government, legislatures, civil society and business to reach sustainable development objectives for poverty reduction and environmental protection.	<ul style="list-style-type: none"> <li>- Designed and formalised framework for an Indonesian DENR Programme</li> <li>- Improved local capacities for ensuring information, participation and justice in environmental and natural resource decision-making</li> <li>- Improved environmental awareness in the context of regional autonomy.</li> </ul>	State Ministry of Environment	TRAC 1	\$2,000,000 (exact budget is 1,978,751)
<b>BIODIVERSITY AND NATURAL RESOURCE MANAGEMENT</b>						
GEF Small Grants Programme (GEF SGP)	Ongoing 2001-	Provide support for community based initiatives seeking to conserve biodiversity, mitigate climate change and protect international waters.	<ul style="list-style-type: none"> <li>- Conservation and capacity building small grants</li> </ul>	YBUL	GEF	\$2,000,000 (\$450,000/yr)
CAP 2015 – Partnerships for Sustainable Development In Papua	Ongoing, 2004-2007	Support new spatial planning and introduce ecosystem-based development planning to meet overall poverty reduction goals, in the context of preventing environmental degradation and social conflict surrounding the BP Tangguh Liquefied Natural Gas (LNG) operation.	<ul style="list-style-type: none"> <li>- Enhanced partnerships among business, government and civil society</li> <li>- Long-Term Development Strategy &amp; Regional Spatial Plan encompassing Bird's Head Region.</li> <li>- Improved regulations and regulatory processes to manage change associated with LNG Tangguh and other large foreign investment projects.</li> <li>- Enhanced capacities for sustainable development in the Birds Heads region to support implementation of spatial use systems for attainment of MDG development goals.</li> </ul>	Coordination Ministry for Economic Affairs BAPPEDA	Cap 2015 TF BP TRAC	\$1,000,000 2007- approx. \$2,000,000
CAP 2015 – UNDP support to the Arafura and Timor Seas Expert Forum (ATSEF)	Ongoing, 2004-2006	Sustainable use of the Arafura and Timor Seas for food security and biodiversity protection through addressing illegal fishing, community development, etc. Assessment of capacity development needs to achieve sustainable development goals by 2015	<ul style="list-style-type: none"> <li>- Development of the Arafura and Timor Seas Action Plan (2005-2015)</li> <li>- Development of the Arafura and Timor Seas Capacity Development Programme (2006 - 2007)</li> <li>- Action Plan Implementation (2007-2015)</li> </ul>	Ministry Marine Affairs & Fisheries (MMAF)	Cap 2015 TF Australia TRAC	\$615,000 2006 – \$2,000,000 -3,000,000
National Capacity Self Assessment (NCSA)	Ongoing, 2004-2005	To identify priorities and needs for capacity development to address global environmental priorities in the areas of biodiversity, climate change and land degradation.	<ul style="list-style-type: none"> <li>- Baseline assessment/situation analysis</li> <li>- Stakeholder consultation and awareness-raising</li> <li>- Priority setting</li> <li>- Capacity development needs assessment</li> <li>- Formulate Action Plan</li> <li>- Implement Action Plan</li> </ul>	State Ministry of Environment	GEF	\$206,000
Small Grants Programme for Operations to Promote	Ongoing, 2004-2007	Improve the livelihoods of forest dependent people, including indigenous	<ul style="list-style-type: none"> <li>- Support initiatives that promote community-based management and sustainable use of forest resources.</li> </ul>	UNDP	EC	\$1,250,000

Sub-sector/Project	Status	Objective	Key Activities/Outputs	Ex. Agency	Donor	Budget
Tropical Forests (EC-UNDP SGP PTF)		peoples, by mainstreaming the interrelationship between local economic development initiatives and sustainable forest use and management.	<ul style="list-style-type: none"> <li>- Build trust and increase capacity of the grassroots and affiliated partners to enable them to handle problems that support the war against destruction and degradation of forests, and to help them have voices in the policy reform.</li> <li>- Use the lessons learned and success stories of sustainable forest management to support the spread of successful community level strategies and innovations.</li> </ul>			
Capacity Building for Sustainable Development in the Mahakam Delta	Pipeline, 2005-2009	Empower local stakeholders to establish an economic and ecological balance that will ensure sustainable use of the Mahakam Delta resources in East Kalimantan.	<ul style="list-style-type: none"> <li>- Land use legal framework elaborated, endorsed and implemented with the participation of stakeholders.</li> <li>- Integrated shrimp production based on sylvo-fishery models introduced and largely adopted by farmers and pond operators.</li> <li>- Strategy for fighting erosion designed and implemented.</li> <li>- Strategy for preventing contamination and preserving reproduction areas designed and implemented.</li> <li>- Information on the Mahakam Delta collected, stored and accessible to all stakeholders.</li> </ul>	BAPPEDA	Total E&P Indonesia  UNDP  Kabupaten	\$3,500,000
Wildlife Crimes Unit Programme: A Multi-Sectoral and Collaborative National Strategy to Combat Wildlife Crimes in Indonesia	Pipeline, 2005-2008	Conserve globally significant biodiversity in Indonesia by reducing illegal hunting and wildlife trade by complementing current Government efforts using a multi-sectoral and collaborative approach to strengthen the national law enforcement system with regard to wildlife crimes.	<ul style="list-style-type: none"> <li>- Creation of Wildlife Crime Units working in and around selected protected areas, for monitoring and enforcement of wildlife trade.</li> <li>- Capacity development and awareness raising programmes for legal and judicial personnel, including law enforcement, prosecutors, and the judiciary.</li> <li>- Strengthening the capacity of forestry department staff, customs officers and other personnel at exit-points to detect and halt the illegal export of wildlife.</li> <li>- Public awareness and education activities to encourage reporting of illegal wildlife trade and to reduce the illegal domestic trade in wildlife for exotic pets and cuisine.</li> </ul>	Ministry of Forestry	GEF TRAC RNHP	Est. medium scale proj.: 2005-2008 \$3,500,000
Agro-biodiversity	Pipeline, 2005-2008	Support <i>in-situ</i> conservation of agro-biodiversity through sustainable management of agro-ecosystems in the Eastern Indonesian archipelago.	<ul style="list-style-type: none"> <li>- Awareness raising.</li> <li>- Preservation of traditional knowledge, reduction of knowledge gaps and exchanges of knowledge.</li> <li>- Preservation of farmers rights.</li> <li>- Capacity building for agro-biodiversity management.</li> <li>- Market and incentives development.</li> </ul>	Ministry of Agriculture  Care Int.	GEF Care Int. UNDP others?	PDF-A: approx. \$25,000  Project: \$3,875,000
<b>ENERGY &amp; CLIMATE CHANGE</b>						
Second National Communication (SNC) to the UNFCCC	Pipeline: stocktaking in 2005; SNC in pipeline 2005/6	Conduct a self assessment of activities completed or under preparation for the second National Communication to the UNFCCC. Will lead to proposal for SNC.	<ul style="list-style-type: none"> <li>- Stakeholder Consultations</li> <li>- Stocktaking</li> <li>- Preparation of SNC proposal</li> <li>- Finalization and submission of SNC proposal</li> </ul>	State Ministry of Environment	GEF	Stock-taking: \$15,000  SNC: \$87,000
Integrated Micro-hydro Development and Application (IMIDAP)	Pipeline: Proposal preparation ongoing	Accelerate micro-hydro technology diffusion, open the market potential of micro-hydro power systems in Indonesia, and encouraging economically sound	<ul style="list-style-type: none"> <li>- Establishment of policy, institutional and regulatory infrastructure for accelerated micro-hydro development.</li> <li>- Developing capacity to apply micro-hydro technology to productive application.</li> </ul>	Ministry of Energy and Mineral Resources,	GEF	PDF-B: \$179,300  Estimated



Sub-sector/Project	Status	Objective	Key Activities/Outputs	Ex. Agency	Donor	Budget
	through PDF-B	usage of micro-hydro energy.	<ul style="list-style-type: none"> <li>- Development of the market for micro-hydro.</li> <li>- Development of financing &amp; implementation arrangements for a micro-hydro investment &amp; loaning programme.</li> <li>- Dissemination of mechanisms and procedures.</li> </ul>	Dir. Gen. Electricity and Energy Utilization		Full Project \$6-7 mill.
<b>See also:</b> GEF SGP and NCSA						
<b>ODS Phase-Out</b>						
Institutional Strengthening under the Montréal Protocol -Phase III and IV	Ongoing, 2002-2005	Institutional strengthening support to the Ozone Layer Protection Unit (Ozone Unit), State Ministry for Environment for the effective and efficient phase out of ODS through the adoption of policy, technological and monitoring procedures.	<ul style="list-style-type: none"> <li>- Continue ODS phase-out programmes.</li> <li>- Undertake M&amp;E of the MIFF-funded investment and non-investment projects.</li> <li>- Introduce and promote the use of hydrocarbon as alternative substances.</li> <li>- Raise public awareness on Ozone Layer Protection Programme.</li> <li>- Prepare background information of methyl bromide phase-out projects in Indonesia and refrigeration management plan.</li> </ul>	State Ministry of Environment	MIFF	Phase III: \$208,000 Phase IV: \$271,000
Sector Phase-out Plan for Elimination of CFCs in the Refrigeration (Manufacturing ring) Sector	Ongoing, 2002-2007	Support the phased elimination of all remaining eligible CFC consumption in the Refrigeration Manufacturing sector in Indonesia.	<ul style="list-style-type: none"> <li>- The Phase-out Management Plan is being implemented through five annual implementation programmes.</li> <li>- The programmes provide investment, technical support and policy/management.</li> </ul>	State Ministry of Environment	MLF	\$6,398,000
Phase-out Management Plan for Elimination of CFCs in the Refrigeration (Servicing) Sector	Ongoing, 2002-2007	Support the phased elimination of all remaining eligible CFC consumption in the Refrigeration (Servicing) sector in Indonesia. Together with the Refrigeration (Manufacturing) Sector Phase-out Project, achieve complete phase-out of CFCs in the Refrigeration Sector in Indonesia within five years	<ul style="list-style-type: none"> <li>- The Phase-out Management Plan will be implemented through five annual implementation programmes.</li> <li>- The programmes provide investment, technical support and policy/management.</li> </ul>	State Ministry of Environment	MLF	\$4,912,300
<b>CROSS-CUTTING</b>						
World Summit for Sustainable Development - Prep-Com 4	Completed, 2002-2003	Support to ensure the effective preparation, implementation and follow-up of the Ministerial Preparatory Committee meeting (Prep-Com 4) held in Indonesia in May 2002.	Undertook activities: <ul style="list-style-type: none"> <li>- directly linked to the implementation of the meeting in Indonesia;</li> <li>- linked to the broader WSSD process in Indonesia, and</li> <li>- linked to the global WSSD process.</li> </ul>	Ministry of Foreign Affairs	UNDP TF	\$2,700,000
<b>See Also:</b> NCSA (Biodiversity, Climate Change, Land Degradation) IDEN (ICEL Environmental Enforcement, CEEC Environmental Awareness, Biodiversity Foundation Debts for Nature Swap) GEF SGP						
Subtotal – Completed						2,827,020
Subtotal – Ongoing						18,860,300
<b>TOTAL</b>						<b>21,687,300</b>
<b>Subtotal – Pipeline (estimated)</b>						<b>20 – 24 million</b>

27. An outcome evaluation reviews a set of related projects, programmes and strategies intended to bring about a certain outcome, assesses how and why the outcome is or is not being achieved in a given country context, and assesses the role that UNDP has played. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned (TOR, 2004).

28. Table 2-2 summaries the differences in focus, scope and purpose between project and outcome evaluation.

**Table 2-2:** Differences in Focus, Scope and Purpose Between Project and Outcome Evaluations

	<b>Project Evaluation</b>	<b>Outcome Evaluation</b>
<b>Focus</b>	Processes/inputs (if and how project objectives were achieved within a sector or geographic area)	Results (whether, why and how the outcome has been achieved, and the contribution of UNDP to a change in a given development situation)
<b>Scope</b>	Very specific, limited to project objectives, inputs, output and activities	Broad, encompassing outcomes and the extent to which programmes, projects, soft assistance, partners' interventions and synergies among partners contributed to its achievement
<b>Purpose</b>	Project based, to improve implementation, to re-direct future projects in the same area	To enhance development effectiveness, to assist decision making, to assist policy making, to re-direct future UNDP assistance, to systematise innovative approaches to SHD

Source: Guidelines for Outcome Evaluators, UNDP, 2002.

## 3. Analysis

29. This chapter presents an assessment of UNDP's performance in achieving the environmental outcome. The chapter first assess the extent to which the outcome has been achieved in the four primary environmental sub-sectors in which UNDP is active in Indonesia: urban environmental management; biodiversity and NRM; energy and climate change; and ODS phase out<sup>6</sup>. Each sub-sector is assessed in terms of baseline (2000/2001) and current outcome (2004) status as per the outcome indicators presented in Chapter 2. Next UNDP's contribution or output in each sub-sector is assessed in light of changing political and socioeconomic conditions and the contribution of other stakeholders. Finally the relevance and extent of UNDP's contribution to the outcome is reviewed, both in terms of the individual environmental sub-sectors and in terms of the overall environment sector. The results of these analyses are presented in an overall summary outcome/output table as well as several summary figures.

### 3.1 Outcome Analysis

#### 3.1.1 Urban Environmental Management

##### 3.1.1.1 Key Issues

30. Figure 3-1 summarises key urban environmental issues.

##### 3.1.1.2 Policy

###### Baseline

31. Before the era of decentralization and regional autonomy urban planning tended to be heavily influenced and controlled by the central government. A top-down paradigm existed, and local officials and planners had little opportunity to be creative or responsive in the planning process.

32. The post-1998 period saw a shift in focus to local autonomy, including the principle of subsidiary – that environmental management should implemented at the most relevant level of decision making. However, capacity for local policy or strategy development was extremely weak.

###### Current Situation

33. A national policy on Clean and Green Cities now exists, and the reorganization under the decentralisation process is almost complete. However, the current policy capacity situation remains similar to the baseline. The typical policy focus is on economic development, frequently to the detriment of environmental considerations, and this emphasis continues to dominate almost all levels of government. Existing regulations, guidelines and coordinating mechanisms to support local development planning still need to be revised as they remain centralist oriented. Local capacity to develop and implement urban environmental strategies remains weak, although there are signs of improvement.

<sup>6</sup> The WSSD project under the Cross-Cutting sector is not included in the assessment as it primarily supported international rather than Indonesia specific activities.

**Figure 3-1: Key Urban Environmental Management Issues in Indonesia**

1. *Urban areas have been growing rapidly in recent years (over 5% per annum), and this trend is likely to continue in the future. From 1971 to 1990 the portion of the population living in urban areas rose from 17 percent to nearly 31 percent nationally. Urbanization is occurring most rapidly on Java.*
2. *Key pollution issues from urban sources include **human waste**, **solid waste** and **vehicle emissions**. Inadequate **sanitation facilities** are a primary cause of fecal contamination of urban water supplies. The transmission of water-borne diseases is also dependent on hygiene habits, which are frequently related to the availability of adequate supplies of water. **Urban solid waste** generation is likely to increase more than twice as fast as the population growth. Health effects of inadequate solid waste management are difficult to isolate from those arising from other causes. The available evidence on **air pollution** in Indonesia's largest cities indicates that current levels exceed national ambient quality standards for several priority pollutants. Given the expected growth of urban populations, vehicle emissions are the largest and most rapidly growing source of urban air pollution, and the greatest health risks arise from particulates and lead. Total **industrial output** has increased 8-fold since 1970 and is likely to expand another 13-fold by the year 2020. With the rapid growth of industrial output, however, future **pollution loads** will increase substantially for virtually all pollutants: BOD (biological oxygen demand) from water pollutants is predicted to increase 10-fold by the year 2020; emissions of suspended particulates into the air are predicted to increase 15-fold; and emissions to all media of bio-accumulative metals (e.g. mercury and lead) are projected to increase by as much as 19-fold. The health impacts of industrial pollution are heightened by the fact that they are concentrated in urban areas and in those provinces with the highest population densities. While the share of total industrial pollution in urban areas will decline from 70% today to 60% in 2020, the absolute level of industrial pollutants in Indonesia's cities--assuming current policies and practices--will expand nearly 10-fold from their current levels.*
3. *Key urban environmental management issues in the context of decentralization include the lack of capacity for effective planning, poor regional coordination, and the low level environmental awareness of urban politicians and legislators.*

Source: Adapted from World Bank, 1995 and other sources.

### 3.1.1.3 Legal Framework

#### Baseline

34. Decentralization under Law No. 22/1999 transferred environmental responsibilities to the local urban levels, but capacity to respond to these new responsibilities was weak. The Environmental Management Law (No. 23/1997) provided much of the basis for environmental management in Indonesia, including supporting the delegation of authority to provincial governments<sup>7</sup>.

#### Current Situation

35. In recent years several initiatives have been implemented to address urban environmental issues, including:

urban environment:	Clean and Green Cities Programme
water pollution:	standardization of water quality regulations and evaluation of the Clean River Programme (PROKASIH);
air pollution:	the Blue Sky programme, focusing on reducing urban pollution through, for example, eliminating the use of leaded petrol in urban areas, beginning with Jakarta.
solid waste:	standardization of hazardous materials and pollution control regulations.

36. In addition, cooperation between national and local levels has improved. However, overall the situation remains similar to the baseline. Urban environmental management

<sup>7</sup> The implementing framework for the Environmental Management Law relevant to urban management included Government Regulation No. 19/1999 concerning Control of Sea Pollution and Destruction; Government Regulation No. 41/1999 concerning Air Pollution Control; Government Regulation No. 27/1999 concerning Environment Impact Analysis; Government Regulation No. 18/1999 and Government Regulation No. 85/1999 concerning Waste Management; and Government Regulation No. 54/2000 concerning Provision of Services on the Resolution Environmental Conflicts.

budgets are extremely limited, local environment agencies have limited capacity, and local urban investments are frequently unregulated in terms of environmental impacts.

#### **3.1.1.4 Implementation and Enforcement**

##### **Baseline**

37. In 2001 new local regulations to support the decentralization of environmental management were implemented, and institutional arrangements at some provincial and local environmental impact assessment agencies (BAPEDAL and BAPEDALDAs) were improved to support urban environmental monitoring and control. Overall, though, the situation was characterised by limited capacity in local environmental agencies, low budgets for implementation and enforcement, and poor environmental regulation of urban projects and urban expansion.

##### **Current Situation**

38. The Clean and Green Programme has been implemented in over 130 cities and districts, resulting in improved environmental motivation and awareness. However, the implementation and enforcement of regulations remains weak. The capacity of local parliaments for developing relevant local legislation and for providing an oversight function is limited, and local enforcement capacity remains a major barrier to effectively implementing the legal framework. Low budgets for urban environmental management are also a significant barrier.

#### **3.1.1.5 Awareness**

##### **Baseline**

39. Social and environmental awareness was relatively high amongst community groups and NGOs, but low amongst urban government agencies, politicians, communities and the private sector. Public participation in urban management was low.

##### **Current Situation**

40. There has been a general increase in awareness of urban managers and an increase in local capacity (both in urban parliaments and local implementing agencies). Overall though awareness among politicians and planners remains relatively low. Public awareness and participation is increasing, but is still modest.

### **3.1.2 Biodiversity and Natural Resource Management**

#### **3.1.2.1 Key Issues**

41. Indonesia is the world's most biologically diverse country (World Bank, 2001). It's rich biodiversity includes:

- 90 different ecosystem types;
- approximately 12% of the total mammal species (515 species, 39% endemic), ranking second in the world;
- 17% of the total bird species (1531 species, 26% endemic), ranking fourth in the world;
- 511 reptile species, 270 amphibian species, and 2,827 invertebrate species;
- 1400 fish species, amongst the highest number in the world; and,
- over 38,000 species of plants (55% endemic), ranking fifth in the world (IBSAP, 2003).

42. Despite its richness threats to Indonesian biodiversity and natural resources are very serious and are growing over time. Key issues in the biodiversity and NRM sub-sector include:

- Deforestation and habitat loss from illegal logging, forest fires and encroachment. Forest cover is lost at a rate of over 2 million hectares per year; by 2005 the lowland forest in Sumatra will disappear, and by 2010 the same will occur in Kalimantan.
- Loss of coastal and marine resources, including:
  - widespread destruction of coral reefs from destructive fishing practices, pollution and coastal development;
  - widespread over-fishing and illegal fishing which is leading to stock crashes; and,
  - destruction of millions of hectares of mangrove forests.
- Widespread impacts on flora and fauna biodiversity, including an estimated one species becoming extinct every day, and, as of 2002, 789 species of animal and 508 species of plant classified as threatened.

### 3.1.2.2 Policy

#### Baseline

43. The Biodiversity Action Plan for Indonesia (BAPI) was produced in 1993 and at that time set the agenda for biodiversity activities. Most international biodiversity conventions (e.g. UNCBD and Ramsar) were already ratified, and by 2000 a comprehensive set of conservation and management policies had been developed. However, there were substantial inconsistencies between policies and strategies, a situation exacerbated by the decentralization process.

#### Current Situation

44. Although there were a series of policies, strategies and regulations in the recent past that related to biodiversity<sup>8</sup>, the primary current reference-point for determining national priorities in biodiversity conservation is the Indonesia Biodiversity Strategy and Action Plan 2003-2020 (IBSAP), published by BAPPENAS in 2003. IBSAP identifies four key objectives for achieving the goals of biodiversity conservation:

- i. mainstreaming biodiversity conservation into the policy and governance framework;
- ii. developing capacities for managing biodiversity resources;
- iii. decentralization of conservation responsibilities to local and regional levels; and
- iv. increasing public participation and creating a biodiversity conservation movement.

45. The IBSAP provides an excellent overall biodiversity policy. However, the integration of biodiversity conservation into sub-sectoral policies (forestry, fisheries, agriculture, etc) is still weak at the national level and in this is particularly true at the local level.

### 3.1.2.3 Legal and Institutional Framework

#### Baseline

46. Although the BAPI existed, institutional responsibility for its implementation was unclear, and there was no legal framework for its implementation, meaning that the BAPI was non-binding.

<sup>8</sup> Including the Environmental Management Act, No. 23/1997; Decentralization Act, No. 22/1999, National Agenda 21; and various acts related to international treaties and specific sectors.

47. The decentralization process under Law 22/1999 transferred responsibilities to local levels where capacity was limited, creating confusion and an urgent need for reorganization.

#### **Current Situation**

48. The Ministry of Environment (MoE) has overall responsibility for national biodiversity policy development and coordination, but has little legal authority to do so. Also at the national level the National Commission on Genetic Resources (KNPN) has responsibility for coordinating research, utilization and conservation of genetic resources. Other ministries with some biodiversity or NRM role include the Ministry of Agriculture (MoA), Ministry of Forestry (MoF), and Ministry of Marine and Fisheries (MMF). Coordination and integration of programmes amongst these agencies is poor, with limited systematic dialogue or formal communications or feedback, and legal inconsistencies persist almost with the same intensity as during the baseline period. The legal framework for IBSAP implementation is also poor, and as a result the IBSAP is non-binding.

### **3.1.2.4 Implementation and Enforcement**

#### **Baseline**

49. Enforcement of biodiversity and NRM legislation was extremely weak, and was a major barrier to effective conservation and resource management. Monitoring of enforcement was also extremely weak.

#### **Current Situation**

50. The incorporation of good environmental governance into the management of resources in Indonesia remains extremely limited, and in all sub-sectors illegal activities continue to cause ever increasing environmental destruction. For example, more than 75% of the ongoing deforestation is believed to be a result of illegal logging; illegal and destructive capture fisheries is decimating fish stocks; and illegal or uncontrolled aquaculture is causing the destructions of vast areas of the relatively limited mangroves forests that still survive.

51. In terms of protected areas there are biogeographical gaps in terms of the ecosystems represented, and actual protection and management of PAs is generally poor. Many protected areas are still in a proposed and/or declared status due to the long and often confusing process of demarcating forest boundaries.

52. Decentralization poses a particular challenge to enforcement as local agencies have limited resources and capacity to respond to urgent issues or enforce existing policies, laws and regulations. It should be noted that there are dozens of successful pilot initiatives with respect to biodiversity conservation, improved PA enforcement, etc. However, they tend to be the exception and not the norm.

### **3.1.2.5 Awareness**

#### **Baseline**

53. Environmental awareness amongst national level agencies was probably moderate to high, with the highest levels of awareness at the MoE. Awareness amongst local level agencies was likely low to very low. Public awareness was moderate and growing, but economic and political crises were putting other issues on the main agenda.

#### **Current Situation**

54. Awareness of the importance of, and threats to, biodiversity is relatively high at the national level in the MoE, moderate to low in sector ministries such as MoF and MMAF, and low to very low in most provincial and district agencies other than environment. Awareness is

low in the general public although it is increasing. Private sector awareness is also low, particularly in areas such as forestry, aquaculture and capture fisheries.

### 3.1.3 Energy and Climate Change

55. UNDP's renewable energy and climate change activities are primarily at the pipeline stage<sup>9</sup>. Therefore for the purposes of this evaluation the "baseline" and the "current situation" are both considered to be as of 2004.

#### 3.1.3.1 Key Issues

56. Key issues in the energy and climate change sub-sector include:

- green-house gas (GHG) emissions, including CO<sub>2</sub> emissions from energy production and forest fires;
- air pollution resulting from thermal energy production;
- the need to develop new energy sources while promoting alternative and renewable energy (RE) sources – based on current energy use trends, Indonesia may become a net energy importer by 2010 if no new energy sources are identified; and,
- the need to promote energy efficiency – energy efficiency in Indonesia is declining. Improving efficiency avoids the necessity for energy imports, improves rural livelihoods, reduces GHG emissions and supports the conservation of natural resources.

#### 3.1.3.2 Policy and Legal Framework

57. The policy framework for green energy development in Indonesia is variable, with policies calling for RE development and energy efficiency yet at the same time promoting massive increases in thermal energy production. This is being driven by a growing recognition of a coming energy shortage. Although Indonesia's economic growth underwent a considerable downturn after the economic crisis of 1997, economic growth since 2002 has advanced significantly, and in 2004 growth is expected to be between 4-6%. During the period 2000 to 2005 energy demand growth is estimated at 2.5% per year. The national energy demand profile shows that the demand growth rate for electricity is the highest compared to that for other energy forms. *The National Energy Vision 2020*<sup>10</sup> warns that given the current rate of energy consumption, verified national petroleum deposits will last only for the next 10 years. The strategy therefore gives priority to alternative and clean energy development, including geothermal, hydro-energy, biomass, wind, and solar energy sources. However, the policy also strongly recommends intensified exploitation of coal deposits, which includes significant environmental risks including potentially massive release of GHGs.

58. In addition to the *National Energy Vision 2020*, the policy and legal framework for alternative energy source development includes:

- the *Green Energy Programme* (GEP), launched by the Ministry of Mines and Mineral Resources (MEMR) in 2002 to help realise the development and utilization of Indonesian renewable energy resources. The programme emphasises the importance of environmental impact issues in national energy development and utilization as mandated by the Law No. 6/1994 in accordance with the ratification of the United Nation Framework Convention on Climate Change (UNFCCC). The

<sup>9</sup> The GEF SGP project has undertaken some related activities.

<sup>10</sup> Introduced by the Ministry of Mines and Energy (the present Ministry of Mines and Mineral Resources (MEMR)) in 1999.



programme focuses on optimal utilization of REs and the efficient use of energy and clean energy technologies.

- The *Law on Electricity Structure* (UU No.20/2002), which introduces fair competition, efficiency and transparency in power sector operation, and specifically recognises the necessity to utilise indigenous RE as primary energy source for electricity<sup>11</sup>.

59. In terms of micro-hydro, there is no explicit policy or strategy on micro-hydro specifically currently in Indonesia, though as noted above it is one RE that is highlighted in the *Green Energy Programme*. In addition, there is no legal and regulatory framework that explicitly deals with micro-hydro at either the national or local levels.

60. With respect to climate change, the Government of Indonesia (GoI) ratified the UNFCCC on 23 August 1994, and the Kyoto Protocol was ratified by the House of Representatives on 28 June 2004 (and it has been urging the President to sign the bill into law). The protocol applies legal constraints for countries listed in Annex I (mainly industrialised countries) to reduce GHG emissions (defined as CO<sub>2</sub>, CH<sub>4</sub>, N<sub>2</sub>O, HFC, PFC and SF<sub>6</sub>) to 5.2% below their 1990 levels during 2008 to 2012. The protocol will enter into force on 16 February 2005 (UNFCCC website). Although Indonesia has no obligation to reduce GHGs, as the largest archipelago country in the world with 81,000 km of coastline Indonesia is extremely vulnerable to global climate changes such as extreme weather, natural disasters and sea-level rise.

### 3.1.3.3 Institutional Framework

61. The Ministry of Mines and Mineral Resources (MEMR) has overall responsibility for the energy and RE sub-sector. In general despite a reasonably strong policy emphasis on green energy, RE capacity within the Ministry is still limited, although awareness and capacity within the Directorate General for Electricity and Energy Utilization (DGEEU) is increasing.

62. Decentralization has meant that provincial and district governments have greater autonomy and responsibility to manage their local electricity supply and water resource management systems. There are no institutions at the local level specifically tasked with responsibility to develop RE, and awareness and know-how on RE at the local level is very limited, as evidenced by the continued emphasis on expanding diesel and coal powered electricity generation.

### 3.1.3.4 RE Potential and Barriers to Development

63. Indonesia has extensive potential and as yet underutilised RE resources (see Table 2-3). Stakeholder consultation undertaken by UNDP indicates that micro-hydropower represents the most viable RE resource for supporting rural development since micro-hydro sites are typically located in rural and remote areas. Although there is a long record of micro-hydropower utilization in Indonesia, currently only 4% of the potential is developed (20 MW out of a total potential of 458 MW). Barriers to micro hydro development, as identified in a national stakeholders workshop in 2003, are summarised in Table 2-4.

<sup>11</sup> The Constitutional Court overturned this law on 15 December 2004, ruling it is against Indonesia's constitution to open the electricity generation sector to full competition.

**Table 2-3: RE Potential in Indonesia**

Type of Energy	Potential		Installed Capacity (MW)
	Amount	Unit	
Geothermal	27,189	MW	800
Micro-hydro	458	MW	20.85
Solar	4.8	kWh/m2/day	5
Wind	3 ~ 6	m/s	0.38
Biomass	49,810	MW	302
Biogas	648.3	MW	0.06
OTEC	240	GW	0

Source: Kebijakan Energi Terbarukan dan Konservasi Energi (Energi Hijau) DJLPE 200, in IMIDAP Project Document, 2004.

**Table 2-4: Barriers to Micro-hydro Development in Indonesia**

Barriers related to institutional and policy aspects	- Lack of operational guidelines for the existing policies. - Lack of coordination among institutions in the implementation of micro-hydro development. - Lack of local government capacity in developing comprehensive local energy planning to incorporate the existing and planned micro-hydro activities.
Barriers Related to Micro-hydro Technology and Application	- Lack of effective technical human resources development programme. - Insufficient implementation of community-based management approaches on micro-hydro development programmes. - Limited local industrial capacity to support micro-hydro development.
Barriers Related to Financial and Monetary Aspects	- Banks have not placed any funding for micro-hydro projects in their loan portfolio due to perceived uncertainties and risks. - Low demand for micro-hydro electricity brought about by unavailability of micro-credit facility for low-income communities. - Lack of access for funding the micro-hydro business.
Barriers Related to Information and Dissemination	- Insufficient information and dissemination of micro-hydro-related policies and regulations. - Lack of documentation and publication of existing micro-hydro achievement for appreciation of investors and the public. - Lack of up-to-date and transparent information on micro-hydro resources that can be accessed easily by public. - Non-optimal utilization of the Mini/Micro-hydro Clearing House.

Source: IMIDAP Project Document, 2004.

### 3.1.4 ODS Phase Out under the Montréal Protocol

64. Indonesia ratified the Montréal protocol in 1992 and formulated its Country ODS Phase Out (ODS-PO) programme in 1994.

#### 3.1.4.1 Policy

##### Baseline

65. The GOI implemented the Country ODS-PO Programme under Presidential Decree 23/1992 regarding Ratification of the Vienna Convention and Presidential Decree 92/1998 regarding Ratification of the Montréal Protocol. However, policy related to Ozone Layer Protection was limited, and policy development capacity was low due to lack of awareness.

##### Current Situation

66. A Steering and Technical Committee has been constituted and operationalised to coordinate policy and regulatory action in compliance with the Montréal Protocol.

### 3.1.4.2 Legal Framework

#### Baseline

67. Since 1987 overall responsibility for dealing with activities related to the Montréal Protocol have been undertaken by the Office of the Assistant Minister for Policy Formulation<sup>12</sup> of the MoE. An Ozone Unit was established in the MoE to handle day-to-day phase out activities, and the Unit's annual work plan were integrated into the MoE's planning process. Other line ministries that issued legal documents for regulating ODS use include a Ministry of Health decree regarding CFCs substance in cosmetics; and Ministry of Industry and Trade decrees prohibiting production and trade of chemical substances in the ODS list, limiting importation of CFCs substances, and prohibiting production and trade of goods using ODS substances.

#### Current Situation

68. Amendments to the legal framework have been issued by the Ministry of Industry and Trade (MoIT), revising the deadline for fully phasing out importation and use of ODS substances until December 2007. The Ministry of Agriculture (MoA) has also issued a decree regarding registration and issuance of permits for pesticides using ODS substances. A Steering and Technical Committee has been formed to coordinate policy and regulatory actions in compliance with the Montréal Protocol.

### 3.1.4.3 Implementation and Enforcement

#### Baseline

69. Illegal trading of CFCs still occurred although the MoIT had officially prohibited the production of goods using CFCs in 1998. This was a result of the lack of policy and national/local capacity to carry out activities, as well as the difficulty in enforcement given the wide spread distribution of entry ports throughout Indonesia and the number of small and medium sized enterprises active in the sector.

#### Current Situation

70. Coordination with custom bureaus at entry ports has been established. Interaction with BAPEDALDAs has also established, as has interaction with the major traders of CFCs.

71. The refrigeration manufacturing and servicing industries are in compliance with the CFC phase-out schedule of the Montréal Protocol.

### 3.1.4.4 Awareness

#### Baseline

72. Awareness of ozone layer protection issues was low in most of government institutions, the industrial community and the general public.

#### Current situation

73. The GOI under the MoE is continuing public awareness for ODS PO through a series of institutional strengthening programmes, and starting in 2004 is initiating close coordination with local governments for increasing local awareness and participation so as to achieve the ODS-PO by the target of 2007.

74. Participation of small and medium enterprises in ODS manufacturing and servicing PO programme has been increased. Public awareness in various stakeholder categories (government, school children, general public) has also been enhanced.

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<sup>12</sup> Renamed Deputy Minister for Environmental Conservation in early 2002.

### 3.1.5 Summary

75. Table 3-1 presents a summary of the outcome assessment. Table 3-2 presents a simple analysis of the baseline outcome status contrasted with the current status.

## 3.2 Output Analysis

### 3.2.1 Urban Environmental Management

#### 3.2.1.1 UNDP Projects

76. UNDP activities in the Urban Environmental Management sub-sector have been primarily undertaken through two projects: the Indonesia Decentralised Environmental and Natural Resource Management Project (IDEN), implemented in cooperation with the MoE, and the Building Parliamentary Capacity for the Jakarta Parliament project, implemented in cooperation with the Secretariat of the Jakarta Parliament. The IDEN Project has a national scope in nature and over time has become focused on urban issues, while the Building Parliamentary Capacity for Jakarta Parliament was UNDP's first direct collaboration with a government authority at the local level.

#### 3.2.1.2 Policy

77. IDEN provides technical assistance to the MoE in executing environmental governance activities. The environmental governance concept focuses on building capacities within local governments, legislatures, civil society and businesses to reach sustainable development objectives for poverty reduction and environmental protection, in line with the sustainable development principles (re)stated at the World Summit on Sustainable Development (WSSD) in 2002. Since its start in 2001 the focus of IDEN has shifted from strengthening the capacity of regional BAPEDALDAs to strengthening broader institutions that have more authority with respect to the implementation of decentralised environmental and natural resource management, such as regional governments (executives and legislatures) and urban governments.

78. IDEN is also supporting the establishment of a National Council for Sustainable Development (NCSD) to strengthen policy formulation and programme coordination among ministries and agencies for sustainable development in Indonesia. The NCSD would be an advisory body executed by the MoE through various thematic Working Groups. A major issue to be faced by the NCSD is the reorientation of sustainable development policies and programmes in an era of regional autonomy.

**Table 3-1:** Outcome Assessment, Environmental Programme by Sub-sector, UNDP Indonesia (SRF 2001-2003, SRF 2004-2005 and Pipeline)

Sub-sector	Baseline Status											Current Status										
	Policy		Legal Framework			Implementation and Enforcement			Awareness			Policy		Legal Framework			Implementation and Enforcement			Awareness		
Urban Environmental Management	Policy Strategies	Incorporates GEG?	Institutions	Legal/regulatory	Incorporates GEG?	Regulations Enforced?	Enforcement Capacity	Monitoring	Government	Public	Private Sector	Policy Strategies	Incorporates GEG?	Institutions	Legal/regulatory	Incorporates GEG?	Regulations Enforced?	Enforcement Capacity	Monitoring	Government	Public	Private Sector
Rating	0-1	0-1	0-1	0-1	0-1	0-1	0-1	0-1	0-1	0	0	0-1	0-1	0-1	0-1	1	0-1	0	0	1-2	0-1	0-1
Comments	<p>The post 1998 period saw a major shift of focus to local autonomy, including adopting the principle of subsidiary – that environmental management should be taken at most relevant level of decision making. However, local level environmental policies and policy capacity were weak.</p> <p>Law 22/1999 on decentralization moved the environmental management mandate to the district and municipal governments.</p> <p>2001 saw implementation of new local regulations to support the decentralization of environmental management</p> <p>Local environmental management budgets extremely limited</p> <p>Lack of local environment agencies and/or capacities</p> <p>Local level investments unregulated in terms of environmental impacts.</p> <p>Significant lack of awareness of environmental management issues at local level and amongst government agencies, politicians, communities and the private sector.</p> <p>Lack of systems to monitor and evaluate successes and failures of decentralised environmental management.</p> <p>National policy on Clean and Green Cities now exists.</p> <p>Methods exist to assess, monitor and evaluate decentralised environmental management.</p> <p>Local capacity to develop and implement urban environmental strategies remains weak, although there are signs of improvement.</p> <p>Improved coordination between local institutions to implement the Clean and Green City programme.</p> <p>Framework exists to develop local capacities in environmental law making, budgeting and oversight.</p> <p>Better cooperation between national and local agencies forged.</p> <p>Overall though, regulations, guidelines and coordinating mechanisms to support local environmental planning still weak.</p> <p>133 cities and districts involved in the Clean and Green City programme, increasing motivation.</p> <p>Implementation and enforcement of regulations remains weak.</p> <p>Low budgets for urban environmental management are a significant barrier.</p> <p>General increase in awareness of urban managers.</p> <p>Overall though awareness among politicians and planners remains relatively weak.</p> <p>Public awareness increasing.</p> <p>Centre for environmental education now exists in National Botanical Garden in Bogor.</p>																					

Sub-sector	Baseline Status											Current Status										
	Policy		Legal Framework			Implementation and Enforcement			Awareness			Policy		Legal Framework			Implementation and Enforcement			Awareness		
Biodiversity and Natural Resource Management	Policy Strategies	Incorporates GEG?	Institutions	Legal/ regulatory	Incorporates GEG?	Regulations Enforced?	Enforcement Capacity	Monitoring	Government	Public	Private Sector	Policy Strategies	Incorporates GEG?	Institutions	Legal/ regulatory	Incorporates GEG?	Regulations Enforced?	Enforcement Capacity	Monitoring	Government	Public	Private Sector
Rating	2	1-2	1	1	1	0-1	0-1	0-1	1-2	1	1	2	2	1	1	1	-1	-1	-1	1-2	1-2	1
Comments	Biodiversity Action Plan for Indonesia (BAPI) produced in 1993. Most international biodiversity conventions (e.g. UNCBD and Ramsar) ratified By 2000 a comprehensive set of conservation and management policies had been developed, but there were substantial inconsistencies between policies and strategies, a situation exacerbated by the decentralization process.																					
	Institutional responsibility for BAPI implementation was unclear Legal framework for BAPI implementation was absent (BAPI was non-binding) Decentralization process under Law 22/1999 transferred responsibilities to local levels where capacity was limited, creating confusion and an urgent need for reorganization.																					
	Enforcement of biodiversity and NRM legislation was extremely weak. Monitoring of enforcement was also extremely weak.																					
	Awareness amongst national level agencies was probably moderate to high. Awareness amongst local level agencies was likely low to very low. Low to moderate level of public awareness, but economic and political crises were putting other issues on the main agenda.																					
	The Indonesian Biodiversity Strategy and Action Plan (IBSAP) provides overall reference for government biodiversity priorities. Integration of biodiversity and environmental considerations into other national policies and strategies is more limited.																					
	Institutional reorganization under the decentralisation process is almost complete. MoE has overall responsibility for national biodiversity policy development and coordination, but has little legal authority. Some strengthening of local capacities has been undertaken. Legal inconsistencies persist almost with the same intensity between levels of government, within the forestry sector, etc. Legal framework for IBSAP implementation is also poor, and IBSAP is non-binding																					
	Law enforcement remains weak in key sectors (forestry, fisheries, pollution control, etc), and is arguably weaker than ever, as evidenced by the increasing rates of illegal logging, mangroves destruction, over-fishing, numbers of species considered threatened, etc. Successful pilot initiatives do exist – the problem is that they remain exceptions.																					
	Awareness about biodiversity-related issues in government is apparently steadily increasing, but still appears to be higher at the national level than local levels. Public awareness is still relatively low, but is increasing.																					

Sub-sector			Baseline Status									Current Status														
			Policy		Legal Framework		Implementation and Enforcement			Awareness			Policy		Legal Framework		Implementation and Enforcement			Awareness						
Energy & Climate Change			Policy Strategies	Incorporates GEG?	Institutions	Legal/ regulatory	Incorporates GEG?	Regulations Enforced?	Enforcement Capacity	Monitoring	Government	Public	Private Sector	Policy Strategies	Incorporates GEG?	Institutions	Legal/ regulatory	Incorporates GEG?	Regulations Enforced?	Enforcement Capacity	Monitoring	Government	Public	Private Sector		
Rating			1-2	1-2	1-2	1	1	1	1	1	1-2	1	1													
Comments			RE is included in national policies, but these policies also emphasise increased petroleum and coal based energy production. Lack of local RE policies or strategies. Lack of micro-hydro polices or strategies at national or local levels.		Institutions with resp. for RE exist only at national level. Legal and regulatory framework for RE is weak, and non-existent specifically for micro-hydro. RE capacity at national level is low but increasing. RE capacity at local level is very weak.		RE implementation framework is weak. RE incorporation into provincial energy development plans is very limited. Data on RE implementation is limited, although some information is available on micro-hydro.			Awareness of RE is increasing in the MEMR. Local government awareness is very low. Public awareness of energy issues and RE is low. Private sector knowledge on RE technologies and practices is low.			Same as baseline													
Given that IMIDAP and NCSA are both pipeline projects, the baseline status and current status are considered as the same for the purposes of this evaluation.																										

Sub-sector	Baseline Status											Current Status										
	Policy		Legal Framework		Implementation and Enforcement			Awareness				Policy		Legal Framework		Implementation and Enforcement			Awareness			
ODS Phase-Out	Policy Strategies	Incorporates GEG?	Institutions	Legal/regulatory	Incorporates GEG?	Regulations Enforced?	Enforcement Capacity	Monitoring	Government	Public	Private Sector	Policy Strategies	Incorporates GEG?	Institutions	Legal/regulatory	Incorporates GEG?	Regulations Enforced?	Enforcement Capacity	Monitoring	Government	Public	Private Sector
Rating	1-2	1-2	1-2	1-2	1-2	1-2	1-2	1-2	1-2	1-2	1-2	2-3	2-3	2-3	2-3	2-3	2-3	2-3	2-3	2-3	2-3	2-3
Comments	Policy related to Ozone Layer Protection was limited, and policy development capacity was low due to lack of awareness.		Indonesia ratified the Montreal Protocol and Vienna Convention in 1992. However, more specific regulations were still needed for the implementation of Ozone Layer Protection Programme. Institutional capacity needed to be strengthened, first at the national level, then at the local level.		The implementation and enforcement of the ozone layer protection programme was poor due to lack of policy and national/local capacity to carry out activities. Illegal trading of CFCs still occurred although the MoIT had officially prohibited the production of goods using CFCs in 1998.			Awareness of ozone layer protection issues was low in most of government institutions, the industrial community and the general public.				Steering and Technical Committee fully constituted and operationalised to coordinate policy and regulatory action in compliance with the Montréal Protocol. Target date for PO revised to 2007.		Modification of licensing system and new regulations for registration and reporting system for CFCs usage formulated and to be in effect by 2005. Operational mechanisms for small enterprise participation established.		Coordination with custom bureaus at entry ports is established. Interaction with BAPEDALDAs established to enlist local cooperation. Interaction with major traders of CFCs established. The refrigeration manufacturing and servicing industries in compliance with the phase-out schedule of Montréal Protocol			Increasing participation of small and medium enterprises in ODS manufacturing and servicing PO programme. Public awareness in various stakeholder categories (government, school children, general public) enhanced.			



**Indicators are as follows:****Policy**

- Explicit policy/strategy exists?
- Policy incorporates GEG?

**Legal and Institutional Framework**

- Appropriate institutions exist at all levels?
- Institutions have appropriate awareness, capacity?
- Legal framework exists? Regulatory framework?
- Legal and regulatory framework incorporates GEG?

**Implementation and Enforcement**

- Existing regulations sufficiently enforced?
- Capacity to enforce regulations exists?
- Monitoring and data generation is sufficient?

**Awareness**

- Key stakeholders have good GEG awareness?
  - Government
  - Public
  - Private Sector

**Baseline Status:**

- 3 outcome had already been achieved, or very significant progress had been made
- 2 outcome had been partially achieved
- 1 only minor progress in achieving outcome had been made
- 0 outcome has not been achieved

**Outcome Status:**

- 3 outcome has been achieved, or very significant progress made
- 2 modest progress has been achieved
- 1 minor progress has been achieved
- 0 no progress has been achieved
- 1 negative progress; situation has worsened

**Table 3-2:** Outcome Analysis, Baseline Status Compared to Current Status by Sub-sector

Sub-sector/Indicator	Average Baseline Status Score	Average Current Status Score	Change Value	Direction
<b>Urban Environmental Management</b>				
Policy	0.50	0.50	0	No Change
Legal Framework	0.50	0.50	0	No Change
Implementation and Enforcement	0.50	0.17	-0.33	-
Awareness	0.17	0.83	0.66	+
<i>Overall Average</i>	<i>0.42</i>	<i>0.50</i>	<i>0.08</i>	<i>+</i>
<b>Biodiversity and NRM</b>				
Policy	1.75	2	0.25	+
Legal Framework	1	1	0	-
Implementation and Enforcement	0.5	-1	-1.5	-
Awareness	1.17	1.3	0.13	+
<i>Overall Average</i>	<i>1.11</i>	<i>0.83</i>	<i>-0.28</i>	<i>-</i>
<b>Energy and Climate Change*</b>				
Policy	1.5		N.A.	N.A.
Legal Framework	1.17		N.A.	N.A.
Implementation and Enforcement	1		N.A.	N.A.
Awareness	1.17		N.A.	N.A.
<i>Overall Average</i>	<i>1.21</i>		<i>N.A.</i>	<i>N.A.</i>
<b>ODS Phase Out</b>				
Policy	1.5	2.5	1	+
Legal Framework	1.5	2.5	1	+
Implementation and Enforcement	1.5	2.5	1	+
Awareness	1.5	2.5	1	+
<i>Overall Average</i>	<i>1.50</i>	<i>2.50</i>	<i>1</i>	<i>+</i>

\* Baseline considered to also be the current status

**Baseline Status:**

- 3 outcome had already been achieved, or very significant progress had been made
- 2 outcome had been partially achieved
- 1 only minor progress in achieving outcome had been made
- 0 outcome has not been achieved

**Outcome Status:**

- 3 outcome has been achieved, or very significant progress made
- 2 modest progress has been achieved
- 1 minor progress has been achieved
- 0 no progress has been achieved
- 1 negative progress; situation has worsened

79. IDEN also facilitated the development of draft Sustainable City Principles. The nine principles need to go through further discussions prior to being agreed upon by relevant stakeholders:

- Implementing vision, mission and long-term strategy continuously and consistently through short and middle-term plans, budgets, and programmes supported by incentive and disincentive mechanism,
- Integrating economic growth and social justice, environmental concern, community participation and cultural diversity,
- Developing and strengthening cooperation and partnership amongst multi sector and multi-level stakeholders,
- Maintaining and mobilizing local resources and gradually minimizing dependency on global resources and non-renewable resources,
- Minimizing ecological footprint and improving carrying capacity,
- Implementing population management that socially just and raising awareness of environmental friendly consumption pattern without compromising the needs of future generation,
- Providing security and protection for public rights,

- Enforcing law to ensure justice for all,
- Providing conducive environment to create a learning society.

80. The Building Parliamentary Capacity for the Jakarta Parliament project conducted the first ever needs assessment and strategy for GEG in the Jakarta Parliament. As the national capital, Jakarta is an autonomous urban province under Law 34/1999. The technical assistance focused on developing working mechanisms between the legislative and executive bodies, and incorporated civil society participation in the process of decision making and actions for urban environmental management and poverty reduction.

### 3.2.1.3 Legal Framework

81. The IDEN Project has focused on developing the supporting framework to monitor and build local government capacity in GEG; improving local capacity for ensuring information, participation and justice in environmental and natural resource decision-making; and improving environmental awareness in the context of regional autonomy.

82. The Building Parliamentary Capacity at Jakarta Parliament project has focused on developing the supporting framework for reviewing legal drafts, environmental budgeting and parliament oversight functions for urban development and service provisions for the urban poor.

### 3.2.1.4 Implementation and Enforcement

83. The IDEN Project has focused on motivating urban managers to implement and improve performance on GEG through support to the “Bangun Praja” (Clean and Green Cities Programme). The Clean and Green Cities programme has monitored urban environmental governance practices and capacities throughout the country. The project has also contributed to improving local capacity for information dissemination, participation in environmental and natural resource decision-making, and increasing environmental awareness. Activities have been implemented in a total of 133 regions (cities and districts) categorised into 13 “metropolitan” cities<sup>13</sup>, 13 large cities<sup>14</sup>, 40 medium size cities<sup>15</sup> and 67 small cities<sup>16</sup>.

84. The Building Parliamentary Capacity at Jakarta Parliament project has emphasised building partnership between the legislative, the executive and civil society for implementing GEG in urban development through the stakeholder consultation forum *Jakarta Parliament Environmental Caucus*. Outputs of the project have the potential to be up-scaled through the Association of Provincial Parliaments chaired by the Jakarta Parliament.

### 3.2.1.5 Awareness

85. The IDEN Project has contributed to several awareness raising activities through the Clean and Green Cities programme and through environmental education for city stakeholders. Pilot exercises for developing work mechanisms between urban legislatures and civil society have been held at several locations, including Jakarta.

86. The Building Parliamentary Capacity at Jakarta Parliament project has implemented a series of workshops to identify Jakarta environmental issues and GEG practices with Jakarta Parliament members and stakeholders. Pilot exercises for environmental education

<sup>13</sup> Population of more than 1 million people.

<sup>14</sup> Population of 500,001 – 1,000,000 people.

<sup>15</sup> Population of 100,001 – 500,000 people.

<sup>16</sup> Population of less than 100,000 people.

have also been held with the youth groups. Two TV show series on Jakarta and national GEG has been aired nationwide in regards to raising political party awareness during the presidential electoral period in 2004.

### **3.2.2 Biodiversity and NRM**

#### **3.2.2.1 UNDP Activities**

87. In many UNDP Country Offices the biodiversity and NRM sub-sector is, to a large extent, funded through the Global Environment Facility (GEF). However, until recently UNDP Indonesia had no nationally executed GEF-funded projects under implementation or in PDF development phase<sup>17</sup>. Several efforts had been made in the past to develop GEF biodiversity projects, including the provision of PDF funds for some proposals; however none of these proposals were successful<sup>18</sup>.

88. In 2003 the Environment Unit developed a GEF strategy<sup>19</sup>, in consultation with the Regional GEF Coordinator based in Kuala Lumpur. The strategy recognised that the lack of a successful GEF portfolio in Indonesia resulted from a combination of institutional and governance challenges in the country and a lack of coherent and consistent attention from UNDP in general and in particular from the Environment Unit. The strategy proposed a course of action built upon established national and Country Office priorities in the environment sector, and identified the key challenge for a successful GEF programme as being effective integration between GEF-funded activities and mainstream UNDP programmes in the country. The current group of GEF projects under development in the Biodiversity and NRM sub-sector are a result of this strategy.

89. Given that UNDP's activities in the Biodiversity and NRM sub-sector are still at an early stage, outputs are analyzed from the perspective of expected future activities<sup>20</sup>. Overall, the projects in the portfolio are expected to have a significant impact at the provincial and district level in their main geographic focus areas, eastern Indonesia.

#### **3.2.2.2 Policy and Strategies**

90. At the national level the NCSA will likely contribute to increased capacity to develop policy which responds to global environmental issues and treaties. Project such as CAP 2015 Papua and CAP 2015 ATSEF will make significant and relevant contributions to the development of both national and provincial strategies supporting enhanced biodiversity protection and improved NRM. The GEF SGP will continue to promote implementation of existing policies at the village and community levels.

#### **3.2.2.3 Legal Framework**

91. CAP 2015 ATSEF will be working at the level of international law under the framework of UNCLOS and the UNCBD in order to promote regional "eco-cooperation". However, the biodiversity and NRM portfolio is likely to have its largest impact at the

<sup>17</sup> The notable exception to this is the ongoing GEF SGP project, which primarily supports local NGO initiatives, and is executed by UNOPS.

<sup>18</sup> For example, there were two PDF stage biodiversity projects developed with The Nature Conservancy (TNC) during 1999-2001, both of which led to full scale biodiversity project documents totalling \$25 million USD. However, the projects were not approved by GEF, partially due to the economic crisis and the lack of enabling environment at the local level where the projects were to be implemented (East Kalimantan and Central Sulawesi), and partially due to the desire of GEF for there to be forestry sector reforms before any additional large biodiversity grants were allocated to Indonesia.

<sup>19</sup> UNDP-GEF in Indonesia, A Revitalised Programme, UNDP Indonesia 2003.

<sup>20</sup> Again, the GEF SGP is an exception, and has been operating for some time.

provincial and local levels. The Capacity Building for Sustainable Development in the Mahakam Delta project is expected to have a significant input into the legal framework for sustainable land management in the Delta, while CAP 2015 Papua will likely have a significant impact on provincial level spatial planning for support of appropriate and lower impact development in Papua. The project is uniquely situated to promote synergy between state and indigenous laws.

### **3.2.2.4 Implementation and Enforcement**

92. The Wildlife Crimes Unit project is expected to have a significant impact on the enforcement capacity in and around selected PAs. CAP 2015 Papua will support the implementation of spatial planning and strengthening of EIA regulations, and CAP 2015 ATSEF may reduce illegal capture fishing. Given the extremely poor state of law enforcement in the biodiversity and NRM sub-sector, these are likely to be significant contributions. To date UNDP's role in this area has been very limited compared with other donors.

### **3.2.2.5 Awareness**

93. All of the project are expected to have some awareness raising role, particularly at the provincial and local level.

## **3.2.3 Energy and Climate Change**

94. UNDP's main activities in the energy and climate sub-sector are still at the nascent stage, and have not yet had significant outputs. The output analysis can only consider likely future outputs through the Second National Communication (SNC) project and the Integrated Micro-hydro Development and Application Project (IMIDAP) .

95. The UNDP energy and climate portfolio is well positioned to address some of the existing policy, legal and institutional barriers to RE development in Indonesia. Table 3-3 summarises the key project objectives of IMIDAP with respect to addressing barriers to micro-hydro promotion. The Second National Communication (SNC) project will also provide modest support to climate change activities in Indonesia by leading to improved capacity to respond to the United Nations Framework Convention on Climate Change (UNFCCC), and specifically in preparing Indonesia's SNC<sup>21</sup>.

## **3.2.4 ODS Phase-out**

### **3.2.4.1 UNDP Activities**

96. In the last ten years the Country ODS-PO Programme activities have focused on the development of policies and regulations, raising public awareness, and phasing out ODS in the various sectors. These activities have been implemented through cooperation among stakeholders and international institutions.

97. UNDP has supported the Country ODS-PO Programme through institutional strengthening, and through the elimination of CFCs in the refrigeration manufacturing and servicing sectors.

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<sup>21</sup> Article 12 of the Convention requires all Parties to report on the steps they are taking to implement the Convention (these reports are known as "national communications"). One hundred and seventeen out of 148 non-Annex I Parties have now submitted their initial national communications; Indonesia submitted in October 1999, and is now preparing to submit its second communication.

**Table 3-3: IMIDAP Outputs to Improve RE Enabling Framework**

<i>Output 1</i>	<i>Improved Policy, Institutional and Regulatory Infrastructure for the Accelerated Micro-hydro Development and Application</i>
1)	Adoption and implementation of policies, regulations and laws that will provide a more conducive business and market environment for accelerated micro-hydro development are established and organizationally supported.
2)	Corresponding planning guidelines and procedures are developed and disseminated to local government units, non-governmental organizations (NGOs) and private sector project developers.
3)	Co-operation alliances between and among key stakeholders including banks, business community, private entrepreneurs and NGOs are established
<i>Output 2</i>	<i>Increased Capacity to Apply Micro-hydro Technology to Productive Application</i>
1)	Trained staff of local governments, non-governmental organizations, peoples' organization, selected schools, banking institutions, and other parties that are involved and/or interested in micro-hydro power generation.
2)	System of developing and implementing the necessary manufacturing and performance standards and specifications on micro-hydro equipment, operation and maintenance is established.
3)	Increased access to micro-hydro power generation systems for community livelihood services, productive uses and/or input to the grid.
<i>Output 3</i>	<i>Enhanced Market for Micro-hydro Facility and the Generated Power</i>
1)	Possible economically sized micro-hydro market packages, matching available micro-hydro power generating capacity with targeted groups of power users, are identified for potential project development and investment.
2)	Enhanced micro-hydro project market viability through sustainable productive uses of power is developed, established and disseminated to interested parties.
3)	Potential contribution of micro-hydro in reducing GHG, livelihood generation, and other community development benefits are assessed and recognised.
<i>Output 4</i>	<i>Financing and Implementation Arrangements for a Micro-hydro Investment and Loaning Programme</i>
1)	Design of a sector loan window for micro-hydro development and application and loaning guidelines agreed upon in collaboration with multilateral and bilateral lending agencies like ADB, World Bank, JBIC, etc.
2)	Financial mechanisms, investment incentives and implementing loan guidelines developed and operationalised.
3)	Access by loan applicants to assistance for preparing loan application requirements with designated channelling banks is established.
<i>Output 5</i>	<i>Increased quality of micro-hydro project management and overall programme implementation with access to useful data and information through establishment of a national micro-hydro management information system and networking</i>
1)	Support knowledge management systems and information networking linkages on all aspects of micro-hydro development are strengthened with government, non-government and private sectors.
2)	Updated inventory of micro-hydro sites in terms of location, power capacities and readiness for exploitation.
3)	Pilot micro-hydro power systems in selected sites showcasing commercial arrangements and sustainable schemes are installed for actual operation and maintenance and for possible replication in other areas.
4)	System of access and lending guidelines for loans in micro-hydro projects by project developers or local government units is agreed upon in channelling banks.
5)	A national micro-hydro management information system established and optimally utilised.

Source: IMIDAP Project Document, 2004.

### 3.2.4.2 Policy

98. Indonesia established the Country ODS-PO Programme in 1994 in order to achieve Halon phase-out by 1996 and CFC phase-out by 1997. The programme was officially approved by the Secretariat of the Multilateral Fund in the same year. The UNDP Institutional Strengthening project contributed significantly to the development of ODS-PO policies and strategies through both national and local level capacity building.

### 3.2.4.3 Legal Framework

99. The Institutional Strengthening project facilitated ratification of Montreal Protocol amendments and promoted ozone layer protection regulations in cooperation with related institutions. The other two UNDP ODS phase-out projects, in cooperation with the

Institutional Strengthening project, promoted the development and implementation of CFC phase-out protection regulations for the refrigeration manufacturing and servicing sectors.

#### **3.2.4.4 Implementation and Enforcement**

100. The Institutional Strengthening project has significantly contributed to overall ozone protection implementation and enforcement activities in Indonesia since 1992. The other two UNDP ODS phase-out projects have supported ODS phase-out compliance activities for the refrigeration manufacturing and servicing sectors. UNDP has channelled grant assistance to 36 enterprises in the total amount of USD 4,471,416<sup>22</sup>.

101. To support the refrigeration servicing sector a master training programme for servicing technicians has been held. The programme is on way to meet the target of creating 150 master trainers during 2004 (about 90 were created in 2003).

#### **3.2.4.5 Awareness**

102. The project has increased public awareness in various stakeholder categories (government, school children, general public, etc.) through seminars, workshops and training sessions, science camps and interactive radio and TV talk shows. Awareness campaign have also included distributing brochures and calendars and children's painting competitions on ozone protection.

### **3.2.5. Output Summary**

103. Table 3-4 presents a summary of the output analysis.

## **3.3 Output-Outcome Linkages**

104. Within the four sub-sectors there appears to be a strong linkage between the project outputs and the desired outcome.

### **3.3.1 Urban Environmental Management**

105. The linkage between the project portfolio and the desired outcome in the urban environmental management sub-sector is strong. The projects have directly supported the key challenges of building GEG capacity and awareness at the local level in Jakarta and cities throughout Indonesia.

### **3.3.2 Biodiversity and Natural Resource Management**

106. The linkage between the project portfolio and the desired outcome is strong. To date there have been relatively few projects in this sub-sector, but UNDP can be expected to make a considerable contribution in the biodiversity and NRM sub-sector in the coming years. The emphasis on local level implementation and capacity building is laudable, and should be adopted in other thematic areas.

<sup>22</sup> By way of comparison, the World Bank has channelled grant assistance of USD 13,873,285 to 159 enterprises and UNIDO has channelled grant assistance of USD 2,312,962 to 10 enterprises.

**Table 3-4:** Output Analysis (Existing and Predicted), Environmental Programme by Sub-sector, UNDP Indonesia (SRF 2001-2003, SRF 2004-2005 and Pipeline)

Sub-sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
<b>URBAN ENVIRONMENTAL MANAGEMENT</b>								
Building Parliamentary Capacities in DPRD	2	- 1 <sup>st</sup> ever needs assessment and strategy for GEG in Jakarta DPRD, with establishment of environmental caucus within DPRD Jakarta.	2	- Special focus on DPRD law making, budgeting and agency oversight functions.	1	- Outputs of project to be upscaled through Association of Provincial DPRDs	2	- Several workshops with MPs held. Environmental education youth groups held at pilot locations. A TV shows on Jakarta GEG has been aired nationwide.
Indonesian Decentralised Environmental and Natural Resources Management (IDEN)	2	- Supporting the development of Sustainable City Principles. - Supporting the Clean and Green City Programme.	2	- Focus has shifted from strengthening BAPEDALDAs to strengthening broader institutions that have more authority under decentralization, such as regional governments (executives and legislatures) and urban governments	2	- Support provided to the Clean and Green City Programme in 133 cities and districts. - Support provided to establish environmental caucuses in 6 local legislatures.	2	- Study tour for selected local participants - Capacity building and support for selected legislatures has been provided (Jakarta, Jawa Barat, Padang, Tarakan, Surakarta and Gianyar).
<b>BIODIVERSITY AND NATURAL RESOURCE MANAGEMENT</b>								
GEF Small Grants Programme (GEF SGP)	2	- Helps promote implementation of existing environmental policies at village and community levels in select locations.	2	- Help promote and vitalise existing legal framework at select local/village and community levels select locations.	3	- Has contributed to promoting global environmental issues (GEF portfolio) and the corresponding policy implementation at select village and community level select locations.	3	- Has contributed to promoting global environmental issues (GEF portfolio) and awareness at the village and community level select locations.
CAP 2015 – Partnerships for Sustainable Development In Papua	2	- Is promoting strategies to implement the sustainable development component of the Special Autonomy Act for Papua (2001). - Includes issues of land use, indigenous rights and extractive industry.	2-3	Promoting: - Enactment of spatial plans as regulations to integrate sustainability into development programmes. - Local regulations to implement EIA frameworks for new local investments.	2-3	- Will support the implementation of a Spatial Plan, new EIA regimes and indigenous natural resource management laws.	1	- Dialogues with local indigenous communities, business, national/local government



Sub-sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
				- synergy between indigenous law and state system for land use and other NR issues.				
CAP 2015 – UNDP support to the Arafura and Timor Seas Expert Forum (ATSEF)	2	- Indonesia, Australia and Timor agree in 2002 to create ATSEF as a multi-lateral on implementation of WSSD Action Plan.	3	- ATSEF focuses on Action Plan to combating illegal fishing in East Indonesia, under Law of the Sea framework.	2	- Design of Cap Dev programme to implement Action Plan & enforce illegal fishing, SD in fishery licensing and biodiversity protection zones.	2	- Dialogues among communities in Eastern Indonesia, and regional stakeholders from Timor and Australia
National Capacity Self Assessment (NCSA)	2-3	- Will assist in developing capacity to formulate policies to respond to global environmental issues and treaties.	2-3	- Will assist in developing capacity to formulate policies to respond to global environmental issues and treaties.		- Unknown	1	- Unknown, but impact is likely to be strong only at national level.
Small Grants Programme for Operations to Promote Tropical Forests (EC-UNDP SGP PTF)	2	- Expected to give inputs from field cases for pro-poor National Policy.	2	- Expected to assist in promoting and strengthening existing local legal framework	2-3	- Expected to assist in the promotion of existing local policies and also the development of implementation regulations for land-use issues/ forest co-management	2-3	- Expected to bring awareness on possible solutions to community based forest management issues and related stakeholders. Outreach to provincial and national level is also expected
Capacity Building for Sustainable Development in the Mahakam Delta	1-2	- The project is not policy-oriented, since in most cases either policies already exist or necessary changes are much broader than the scope of the project per se. However, according to the extent to which national government agencies will eventually be involved (still being discussed), the Mahakam Delta pilot case could well have an impact on the policy framework.	2	- The project will support local participatory land use planning. - The national legal framework will be largely untouched by the project.	3	- This is the major focal area of the project. The highest priority will be to make visible changes happen in the field. - In the short and medium term the project will utilise shrimp farmers' and cold storage companies' own economic interest to promote enforcement.	3	- This is a critical component of the project. Raising stakeholders' awareness on ecological and economical issues is how change may be affected.

Sub-sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
Wildlife Crimes Unit Programme: A Multi-Sectoral and Collaborative National Strategy to Combat Wildlife Crimes in Indonesia	1	- Not a policy oriented project – the main need in wildlife protection is not policy related.	1	- The legal framework regarding wildlife is in place, based on CITES. One of the project output however will be to try and add a few critical mammal species to the list of endangered species.	3	- The main focus of the project will be law enforcement. - Project has a strategy to directly tackle the enforcement issue by innovatively involving a wide range of stakeholders.	2	- Awareness raising is an important part of the project, especially targeting people in Indonesia who consume wildlife out of preference rather than necessity. - The market is quite international and most consumers are in other Asian countries. Synergies will be sought with on-going activities in these countries.
Agro-biodiversity	?	- Too early stage in the project design to say.	?	- Too early stage in the project design to say.	3	- Project activities will be locally driven, based on specific needs of specific rural communities in selected provinces. - The main focus will be to make indigenous food crops available and marketable wherever they have a real comparative advantage.	3	- Awareness raising is critical at all levels, from the MoA to local government agencies, agricultural advisors, farmers and consumers. - Will counter decades of pro-monoculture and intensification approaches and teachings.
<b>ENERGY &amp; CLIMATE CHANGE</b>								
Second National Communication (SNC) to the UNFCCC								
Integrated Micro-hydro Development and Application (IMIDAP)  <i>As project is in pipeline stage, these are anticipated future contributions</i>	2	- Will contribute to the development of policy that explicitly supports the development of micro-hydro.	2	- Will contribute to building capacity at local level to develop renewable energy. - Will contribute to addressing lack of institutions at local level with explicit responsibility for renewable energy. - Will contribute to building legal and regulatory framework that deals with micro-hydro at national and local levels.	2	- Will contribute to more provinces explicitly including micro-hydropower in their energy development plans. - Will contribute to the development operational guidance to ensure common understanding of existing and future policies and regulations.	2-3	- Through the project planning process awareness has already been raised at the national level in DGEEU. - DGEEU is tasking provinces to develop micro-hydro, and project will support awareness raising at the local level. - Interest in participating in IMIDAP from local governments is increasing.

Sub-sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
<b>ODS Phase-Out</b>								
Institutional Strengthening under the Montréal Protocol -Phase III and IV	2	- Facilitated capacity building for ozone layer protection programme at national and local levels.	2	- Facilitated ratification of MP amendments and promoted ozone layer protection regulations in cooperation with related institutions.	2	- The project has significantly contributed to the implementation of ozone protection activities in Indonesia since 1992.	2-3	- The project has increased public awareness in various stakeholder categories (government, school children, gen. public, etc.) through workshops, publications, fun walks, science camps, etc.
Sector Phase-out Plan for Elimination of CFCs in the Refrigeration (Manufacturing) Sector	--	- The activities which relate to policy were/are carried out mostly by the institutional strengthening project (above).	1	- In cooperation with the Institutional Strengthening project, promoted ozone layer protection regulations in cooperation with related institutions.	2-3	- The project has helped the refrigeration manufacturing industry to come in compliance with the phase-out schedule of the Montreal Protocol.	2-3	- The project has increased awareness in the refrigeration manufacturing sector through workshops, publications, etc.
Phase-out Management Plan for Elimination of CFCs in the Refrigeration (Servicing) Sector	--	- The activities which relate to policy were/are carried out mostly by the institutional strengthening project (above).	1	- In cooperation with the Institutional Strengthening project, promoted ozone layer protection regulations in cooperation with related institutions.	2-3	- The project has helped the refrigeration servicing industry to come in compliance with the phase-out schedule of the Montreal Protocol.	2-3	- The project has increased awareness in the refrigeration servicing sector through workshops, publications, etc.

<b>UNDP Contribution:</b>	3	UNDP has made a major contribution in relation to other stakeholders in the achievement of the outcome
	2	UNDP has made a moderate contribution in relation to other stakeholders in the achievement of the outcome
	1	UNDP has made a minor contribution in relation to other stakeholders in the achievement of the outcome
	0	UNDP has made no contribution in relation to other stakeholders in the achievement of the outcome
	-1	negative progress; UNDP contribution has worsened the situation

### 3.3.3 Energy and Climate Change

107. The linkage between the project portfolio and the desired outcome is strong. Overall UNDP can be expected to begin making a significant contribution to removing barriers to RE development in Indonesia over the coming years with the implementation of the IMIDAP and SNC projects.

### 3.3.4 ODS Phase-Out

108. Overall UNDP has made a strong contribution in the effort to phase-out ODS, and there is a strong linkage between the portfolio outputs and the outcome.

## 3.4 Summary of Outcome Analysis




109. Table 3-5 summarises the outcome analysis. Figure 3-2 provides a conceptualization of the outcome assessment for those sub-sectors in which UNDP is currently active, while Figure 3-3 provides a conceptualization of the outcome assessment in general for the overall environmental sector.

110. UNDP's activities in the past three years constitute a significant contribution towards achieving the desired environmental outcome in the urban environmental management and ODS phase out sub-sectors, and UNDP can also be expected to have significant impacts in the future in the biodiversity and NRM and energy and climate change as activities in these sub-sectors ramp-up. However, despite UNDP's contributions, progress towards achieving the outcome within each sub-sector over the evaluation period has been mixed. In terms of urban environmental management there appears to have been slight progress towards achieving the outcome; in the biodiversity and NRM sub-sector the situation has clearly worsened; no trend was assessed in the energy and climate change sector; and in ODS phase-out there has been significant progress towards achieving the outcome.

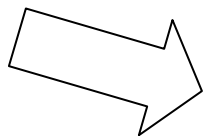
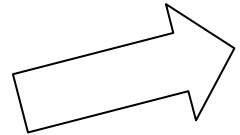


111. From an overall environment sector perspective it is hard to argue that significant progress in achieving the outcome has been attained. During the evaluation period environmental degradation in Indonesia has continued at an extremely alarming rate, and the environment sector situation has been arguably getting progressively worse every year. Overall environmental management capacity to respond to these issues has likely deteriorated or at best remained stable. The evaluation team's conclusion on this is in line with the views expressed by most donor agencies who were consulted, as well as by many government officials.

112. This bleak assessment should not necessarily be considered as a UNDP failure; in the context of the management challenges posed by decentralization and the impact of external factors such as the political and economic crises, achieving the outcome is an enormous undertaking. This is a situation also faced by other Units in Indonesia as they work towards achievement of their own desired outcomes. A key finding is that the work of the UNDP is directly relevant to the outcome and is contributing towards its achievement in specific sub-sectors. Further, although the programmes of other donors were not assessed in detail, and although the UNDP programme is modest in size compared to some donors, dollar for dollar it is likely that UNDP is having a similar degree of impact as other development organizations in Indonesia.

**Figure 3-2:** Conceptualization of Outcome/Output Status by Environmental Sub-sectors in which UNDP is Active

Trend in Outcome By Sub-sector		UNDP Contribution
Urban Environmental Management		Moderate to significant
Biodiversity and NRM		Low, but will be more significant in future
Energy and Climate Change	Trend not assessed <sup>23</sup>	Will be significant in future
ODS Phase Out		Significant

**Figure 3-3:** Conceptualization of Outcome/Output Status for Overall Environment Sector

Trend in Outcome	Trend in UNDP Contribution	Overall Impact of UNDP Contribution	Impact of External Factors
		High	High 
		-	-
		Medium	Medium
		- 	-
		Low	Low
<ul style="list-style-type: none"> <li>- Policies remain generally weak</li> <li>- Institutional coordination remains limited</li> <li>- Ability to manage resources at local level is still quite low</li> <li>- Overall environmental awareness is low</li> <li>- Environmental conditions are continuing to deteriorate alarmingly</li> </ul>	<ul style="list-style-type: none"> <li>- UNDP is contributing to policy, legal and institutional framework, enforcement and awareness</li> <li>- Impact over time is increasing</li> <li>- Emphasis on working with and building capacity at local levels is increasing</li> </ul>	<ul style="list-style-type: none"> <li>- Overall impact is modest</li> <li>- UNDP is one of many development agencies</li> <li>- Degree of UNDP impact is inline with other development partners</li> </ul>	<p>Overwhelming external factors are limiting the impact of UNDP and other development agencies:</p> <ul style="list-style-type: none"> <li>- Decentralization process has transferred responsibilities to local levels with limited management and technical capacity</li> <li>- political and economic crisis has meant that environment is not a national priority</li> <li>- poverty and inappropriate economic development</li> <li>- poor law enforcement</li> </ul>

<sup>23</sup> UNDP's renewable energy and climate change activities are primarily at the pipeline stage. Therefore for the purposes of this evaluation the "baseline" and the "current situation" are both considered to be 2004.

**Table 3-5: Environmental Outcome Analysis Summary Table**

Sub-sector/ Indicators	Baseline Status		Current Status		UNDP Contribution		Other Factors	
	Status	As evidenced by:	Status	As evidenced by:	Significance	Key Contributions:	Significance	Who/What
<b>Urban Environmental Management</b>								
Capacity to formulate policies for the implementation of environmentally sound and sustainable development.	0-1	- Poor local level policies and weak policy development capacity.	0-1	- Local capacity to develop and implement urban environmental strategies remains weak, although there are signs of improvement.	2	- Support to Clean and Green City Programme and Principles		
Capacity to develop and strengthen the legal and regulatory framework.	0-1	- Decentralization moved the main environmental management mandate to the district and municipal governments, but local capacity weak.	0-1	- Regulations, guidelines and coordinating mechanisms to support local development and environmental planning still weak, although there are signs of improvement.	2	- Support to DPRD DKI - Support to Clean and Green City Programme and Principles - Overall contribution to local authorities is modest	3	- Economic recovery and development is overriding priority at all government levels
Capacity for implementation and enforcement of policies, laws and regulations.	0-1	- Local environmental management budgets extremely limited, lack of local environment agencies and/or capacities.	0-1	- 133 cities and districts involved in the Clean and Green Cities programme. - The implementation and enforcement of regulations remains weak. - Low budgets for urban environmental management are a significant barrier.	1-2	- Support to DPRD DKI - Support to Clean and Green City Programme	3 3	- Urban government budgets are low - Urbanization rate is high
Awareness of key stakeholders	0-1	- Significant lack of awareness of environmental management issues at local level and amongst government agencies, politicians, communities and the private sector.	0-2	- General increase in awareness of urban managers. Overall though awareness among politicians and planners remains relatively weak. - Public awareness increasing.	2	- Awareness programs for selected local legislatures - Given turnover in legislatures impact is transient if programmes are not sustained.		

Sub-sector/ Indicators	Baseline Status		Current Status		UNDP Contribution		Other Factors	
	Status	As evidenced by:	Status	As evidenced by:	Significance	Key Contributions:	Significance	Who/What
<b>Biodiversity and NRM</b>								
Capacity to formulate policies for the implementation of environmentally sound and sustainable development.	1-2	- BAPI produced, international conventions ratified, but many policy inconsistencies.	2	- IBSAP provides overall reference for government biodiversity priorities. - Integration of biodiversity and environmental considerations into other national policies and strategies is more limited.	1-2	- Modest village and community level support provided through GEF SGP. - Activities are ramping up through recently started or pipeline projects and will be more significant in the future		
Capacity to develop and strengthen the legal and regulatory framework.	1	- Institutional responsibility for BAPI implementation unclear, BAPI legally non-binding	1	- The institutional reorganization almost complete, some strengthening of local capacities has been undertaken. - Legal inconsistencies persist between levels of government, within the forestry sector, etc. - Legal framework for IBSAP implementation is poor, and is non-binding	1-2	- Limited support to date. - Activities are ramping up through recently started or pipeline projects and will be more significant in the future	3  3	- Economic recovery and development is overriding priority at all government levels - Illegal and unsustainable resource practices driven by economic crisis
Capacity for implementation and enforcement of policies, laws and regulations.	0-1	- Enforcement of biodiversity and NRM legislation extremely weak.	-1	- Law enforcement remains weak in key sectors and is arguable weaker than ever.	1-2	- Limited support to date. - Activities are ramping up through recently started or pipeline projects and will be more significant in the future	3	- Poor overall governance and enforcement
Awareness of key stakeholders	1-2	- Awareness amongst national level agencies moderate to high; in local level agencies low to very low; and moderate in public.	1-2	- Awareness about biodiversity-related issues in government is apparently steadily increasing, but still appears to be higher at the national level than local levels. - Public awareness is still relatively low, but is increasing.	1-2	- Limited support to date. - Activities are ramping up through recently started or pipeline projects and will be more significant in the future		

Sub-sector/ Indicators	Baseline Status		Current Status		UNDP Contribution		Other Factors	
	Status	As evidenced by:	Status	As evidenced by:	Significance	Key Contributions:	Significance	Who/What
<b>Energy and Climate Change</b>								
Capacity to formulate policies for the implementation of environmentally sound and sustainable development.	1	- National policy emphasises traditional coal/petroleum development, some emphasis on RE. - No local RE policies.	Same as baseline <sup>24</sup>		2	- Support development of national and local policy that explicitly supports the development of RE (micro-hydro).		
Capacity to develop and strengthen the legal and regulatory framework.	1	- Institutions with resp. for RE exist only at national level. - Legal/regulatory framework for RE is weak, and non-existent for micro-hydro. - RE capacity at national level is low but increasing. - RE capacity at local level is very weak.	Same as baseline		2	- Helping building RE capacity and responsibilities at local level - Helping build legal and regulatory framework that deals with micro-hydro at national and local levels.	3  3	- Economic recovery and development is overriding priority at all government levels - Continued growth of energy consumption means high pressure for increased energy production; current emphasis is on coal/petroleum sources.
Capacity for implementation and enforcement of policies, laws and regulations.	1	- RE Implementation framework is weak, incorporation into provincial energy development plans is limited.	Same as baseline		2	- Helping provinces include micro-hydropower in their energy development plans. - Development operational guidance materials.	2-3	- Lack of coordination between stakeholders.
Awareness of key stakeholders	1	- RE awareness is low but increasing in the MEMR. - Local government and public awareness is low. - Private sector knowledge on RE technologies and practices is low	Same as baseline		2-3	- Raise awareness and capacity at national and local levels.		

<sup>24</sup> UNDP's renewable energy and climate change activities are primarily at the pipeline stage. Therefore for the purposes of this evaluation the "baseline" and the "current situation" are both considered to be as of 2004.



Sub-sector/ Indicators	Baseline Status		Current Status		UNDP Contribution		Other Factors	
	Status	As evidenced by:	Status	As evidenced by:	Significance	Key Contributions:	Significance	Who/What
<b>ODS Phase-out</b>								
Capacity to formulate policies for the implementation of environmentally sound and sustainable development.	1-2	- Policy related to Ozone Layer Protection was limited, and policy development capacity was low due to lack of awareness.	2-3	- Steering and Technical Committee fully constituted and operationalised to coordinate policy and regulatory action in compliance with the Montréal Protocol. - Target date for PO revised to 2007.	2	- Policy development and implementation support.		
Capacity to develop and strengthen the legal and regulatory framework.	1-2	- Montreal Protocol and Vienna Convention ratified. - More specific regulations needed for the implementation of Ozone Layer Protection Programme. - Institutional capacity needed to be strengthened, first at the national level, then at the local level.	2-3	- Major modification of licensing system and new regulation for registration and reporting system for CFCs usage formulated and to be into effect by 2005. - Operational mechanisms for small enterprise participation established.	1-2	- Continued strengthening of institutional and regulatory framework.		
Capacity for implementation and enforcement of policies, laws and regulations.	1-2	- Implementation and enforcement of the ozone layer protection programme was poor. - Illegal trading of CFCs ongoing.	2-3	- The refrigeration manufacturing and servicing industries in compliance with the phase-out schedule of Montréal Protocol.	2-3	- Helped the refrigeration manufacturing and servicing industries come into compliance with the phase-out schedule of Montréal Protocol - Development of training centre for the master trainer for servicing sector.		
Awareness of key stakeholders	1-2	- Awareness of ozone layer protection issues was low in most of government institutions, the industrial community and the general public.	2-3	- Increasing participation of small and medium enterprises. - Public awareness in various stakeholder categories (government, school children, general public) enhanced.	2-3	- Continued strengthening institutional framework under MLF and MAC system.		

- Baseline Status:
- 3 outcome had already been achieved, or very significant progress had been made
  - 2 outcome had been partially achieved
  - 1 only minor progress in achieving outcome had been made
  - 0 outcome has not been achieved
- Outcome Status:
- 3 outcome has been achieved, or very significant progress made
  - 2 modest progress has been achieved
  - 1 minor progress has been achieved
  - 0 no progress has been achieved
  - 1 negative progress; situation has worsened
- UNDP Contrib.:
- 3 UNDP has made a major contribution in relation to other stakeholders in the achievement of the outcome
  - 2 UNDP has made a moderate contribution in relation to other stakeholders in the achievement of the outcome
  - 1 UNDP has made a minor contribution in relation to other stakeholders in the achievement of the outcome
  - 0 UNDP has made no contribution in relation to other stakeholders in the achievement of the outcome
  - 1 negative progress; UNDP contribution has worsened the situation
- Significance of other contributing factors:
- 3 major contribution in relation to other factors in the achievement of the outcome
  - 2 moderate contribution in relation to other factors in the achievement of the outcome
  - 1 minor contribution in relation to other factors in the achievement of the outcome
  - 0 no contribution in relation to other factors in the achievement of the outcome
  - 1 negative progress; contribution has worsened the situation

## 4. Lessons Learned

### 4.1 Monitoring and Evaluation

#### 4.1.1 Outcome Monitoring and Evaluation Framework

113. The challenges faced in undertaking this evaluation highlight the need for a complete and functioning monitoring and evaluation (M&E) framework to support outcome evaluations, and this is currently missing. The key elements of the framework include:

- An **outcome** that clearly communicates an overall environmental development objective but which is not so general as to encompass almost all possible activities. The current outcome statement is so broad that the Environment Unit staff and the evaluation team could not think of a single project in Indonesia or elsewhere that did not contribute to the outcome. It thus provides little real guidance.
- Realistic outcome **targets** that define specific goals that the Unit is trying to achieve.
- Outcome **indicators** with which progress in achieving the targets can be measured.
- Practical **monitoring mechanisms** which provide tools for measuring progress for each indicator.
- **Baseline assessments** against which progress can be assessed.
- **Regular outcome monitoring** (annual or semi-annual) so that change over time can be tracked and assessed in relation to project outputs.

114. It should be noted that since approximately 2001 UNDP has been undergoing a transition from project to outcome M&E, and it takes time to develop the appropriate supporting structures. Further, this evaluation outcome exercise is, to the best of the evaluation team's knowledge, both one of the very first ever done for UNDP in the environment sector worldwide, and the first one ever undertaken by the Indonesia Country Office. The Environment Unit is to be congratulated for leading the way in outcome evaluation.

#### 4.1.2 Project Monitoring and Evaluation

115. As part of the transition to outcome M&E mandatory project specific evaluations are no longer required (Handbook on Monitoring and Evaluating for Results, 2002). However, outcome M&E does not replace the need for project M&E; there is still a need to periodically undertake mid-term and terminal project evaluations to help guide ongoing and future activities within sub-sectors, and to feed into outcome evaluations.

#### 4.1.3 Resources for Monitoring and Evaluation

116. Adequate budgets for project and outcome monitoring need to be both built into project budgets and sought from core funding. Inadequate attention to this matter frequently leads to a less than desirable degree of monitoring activities.

117. There is also a need for a staff member within the Environment Unit who has formal responsibility for coordinating M&E efforts. This could be a part-time position, allowing the person to also act as a PO<sup>25</sup>.

<sup>25</sup> A PO was informally assigned this responsibility in 2004. However, it was not formalised, and the PO's TOR and job title were not changed.

#### 4.1.4 Timing of Outcome Evaluations

118. This outcome evaluation was undertaken six months into the implementation of the 2004-2005 SRF. To be more useful evaluation needs to be better integrated into the programming cycle, and ideally should take place prior to the development of a new SRF.

### 4.2 Relevance of Outcome

119. The on-going decentralization process is arguably the key current environmental management challenge in Indonesia. Governance authority is being devolved to the provincial and district levels, while the central government retains jurisdiction over policy-making. Environmental management capacities at the central and technical levels are relatively good; however technical capacities for environmental and natural resource management at the provincial, district and local levels are severely limited. Given the vast scale of the country (27 provinces, 300-plus districts), developing adequate capacities for sustainable management of natural resources at local levels is an enormous and long-term challenge.

120. The environmental outcome being evaluated in this report is highly relevant to addressing this challenge. However, as noted above, the outcome is also so general as to provide little practical guidance for staff when developing projects. The outcome needs to be more specific, and, as noted above, it needs to be supported by a framework of targets, indicators, etc.

### 4.3 Relevance of Project Portfolio

121. The current project portfolio broadly addresses the two SRF environmental related outcomes. Overall, the portfolio is focusing in four broad areas:

- i. Urban Environmental Management;
- ii. Biodiversity and Natural Resource Management (NRM);
- iii. Energy and Climate Change;
- iv. ODS Phase Out; and,

122. In the context of key environmental challenges in Indonesia, these are all relevant sub-sectors to be working in. However, given that the ODS activities are declining and will after 2007 likely focus on monitoring only, it is appropriate for UNDP to revisit these sub-sectors and agree upon priority sub-sectors for future activities (this is further addressed in Chapter 5).

123. In addition, given that from a broader perspective the situation in the environmental sector continues to decline in Indonesia, it is critical for the Environment Unit to focus on its areas of strength and on sub-sectors where it can have the greatest overall impacts.

### 4.4 Programme vs. Project Approach

124. A common criticism of the Environment Unit from both within and outside of UNDP is that the Unit does not take a programmatic approach, and instead is implementing a wide variety of projects with no clear overall focus or objective. This is not entirely fair, and the current portfolio of projects can be grouped into four overall sub-sectors and presented as an

informal “programme”, as has been done by the evaluation team. However, though the Unit does have work plans that generally cover a two year period, the Unit does not really have an overall strategy that includes clear objectives, sub-sectoral focus areas, targets, indicators, etc. In this sense the criticism about the lack of a programmatic approach is valid.

125. It is important to note that as the Unit has evolved over the last four years it has done so under a number of constraints and influences, including:

- limited core-funding;
- the need to respond to UNDP's global environmental mandate and global environmental treaties (e.g. UNCBD, UNCFCC, UNCCD, UNCLOS and the Montréal Protocol); and
- priorities of bilateral donors and trust funds.

126. These constraints and the lack of a clear initial sub-sector focus led to the Unit developing in a somewhat “opportunistic” fashion. However, it is well accepted within the Unit that after more than four years of operation the time is right to take a more organised and programmatic approach.

#### 4.5 Partnerships - Working at Different Levels

127. There is widespread agreement among the government agencies and donors consulted by the evaluation team that donors need to be working at multiple levels in Indonesia. Environmental management capacities at the central and technical levels (central government, research institutions and NGOs, etc.) are relatively good, though there is still a need to build capacity and enhance the policy and legal framework particularly in ministries other than environment. However, it is at the provincial and district level that the need is greatest for enhancing capacities for environmental and natural resource management.

128. The Environment Unit's projects to date have had a significant emphasis on the national level and the MoE, with the DPRD and GEF SGP projects being notable exceptions. Projects that have started in 2004 or are in the pipeline have a much stronger emphasis on provincial and local level implementation and focus, and this should be endorsed and replicated in the future.

#### 4.6 Partnerships – Leveraging Funds

129. The Environment Unit on average is able to leverage additional funding at a ratio of 1:10. That is, for every dollar of UNDP TRAC funds provided directly through the Unit to support project implementation, an additional 10 dollars are provided by government implementing agencies or other funders, including trust funds, the GEF and the private sector. This appears to be a quite successful approach, although this approach should not be allowed to result in the Unit's activities being driven by the mandate of external funders.

#### 4.7 Overall Project Implementation Performance

130. Despite the Environment Unit being in place for more than four years, the number of completed projects or ongoing projects that have a significant percentage of their activities completed is limited, and overall project implementation performance for the Unit is relatively poor. In the last 12 months this seems to have improved, however, and there are a

significant number of projects in advanced stages in the pipeline. Thus, the situation seems to be improving.

## 4.8 Soft Assistance

131. Soft assistance activities include advocacy, policy advice and/or dialogue, and facilitation and brokerage of information and partnerships. The Environment Unit appears to be undertaking relatively little soft assistance activities, and most of the Unit's activities are instead directly project related. Soft assistance activities that have been undertaken include staff and management participating in a wide variety of non-project specific meetings and workshops, and participating in the Goal 7 (environment) portion of the 2003-2004 Millennium Ecosystem Assessment, a GEF programme reporting on the state of various ecosystem services from now until 2050/2100.

## 4.9 Communication and Coordination

### 4.9.1 Environment Unit Communication and Outreach

132. The Environment Unit is doing a relatively poor job of communicating its activities to key stakeholders. Many government officials, donors and NGOs commented to the evaluation team that they really had no idea what projects UNDP was implementing, and almost without exception every person met with expressed strong interest in the project portfolio summary (Table 2-1), typically commenting that they had never before seen such a summary.

133. A lack of communication also appears within the UNDP Country Office. Other Unit heads are not aware of the projects being undertaken within the Unit, and inter-unit communication and coordination appears limited. As simple a technique as showing the Environment Unit portfolio summary (Table 2-1) to other Unit heads was sufficient to be able to identify in which Environment Unit projects other Units could have a significant input, and vice versa.

134. This weakness is partially the result of the lack of a clear strategy that can be captured in a brief report or pamphlet. It is also a result of the lack of a consistent communication and outreach effort from the Environment Unit. However, it is very important to note that this is not a problem isolated to the Environment Unit, and poor inter-unit communication seems to be a Country Office wide problem. Despite the existence of coordination mechanisms such as Internal Project Appraisal Committee (IPAC) and Project Appraisal Committee (PAC) meetings, inter-unit communication and coordination is frequently noted by staff and management as being poor and contributing to inefficiency and lost opportunities for inter-unit cooperation.

### 4.9.2 Environment Sector Donors Communication and Coordination

135. In general in Indonesia there seems to be a striking lack of communication and coordination between donors in the environment sector, with most donors having relatively little hard information on what other donors are implementing (though coordination in the forestry sector is somewhat better). The key reason for this appears to be that in the absence of strong government-led communication facilitation, no single donor is talking the lead in facilitating communications and information exchange. The World Bank in the past has apparently played this role, but is no longer doing so, and a unique opportunity exists for UNDP to take on this facilitation role, something that has apparently been explicitly endorsed

by the World Bank. Clearly however, the Environment Unit must improve its own communication activities before it can legitimately take on this role in a wider sense.

136. It is also important to note that while an organisation such as UNDP can facilitate communication between donors, government, NGOs and other stakeholders, it is not appropriate at the same to actually coordinate donor activities. This is the responsibility of the Government of Indonesia.

#### 4.10 Human and Financial Resources

137. In recent years in UNDP core funds for unit activities have been declining, and there has been a growing reliance on project funds to pay for Programme Officers (POs), administrative staff, overhead costs, etc., a process referred to internally as “projectisation”. While recognising the fiscal realities that have led to this situation, the evaluation team wishes to highlight two related concerns.

138. First, delivery of effective development programmes requires strong internal human resource capacity. Staffing within the Environment Unit (and other Units) is now primarily project related, and there are no long term “core” staff. In addition, there is a reliance on United Nations Volunteers (UNVs) and Junior Professional Officers (JPOs). Although this modality is very effective financially, the high rate of associated turn over limits the ability to build long term capacity, and means that POs are often given new portfolios as they fill in for colleagues who are leaving after only a two or three year period. In addition, these postings are meant to build the professional experience of the participants. They are not necessarily suited for managing a sub-sector portfolio which requires strong technical know-how and considerable relevant senior professional expertise.

139. Second, “projectisation” has meant that Units need to rely heavily on projects to pay for operating costs that are not covered through core funds. There is a real risk that some projects will be over-utilised, leading to reduced project performance and the possibility that funds will be, essentially, misallocated from their original intent. While this a serious problem when TRAC funds are involved, it becomes even more serious if funds from external donors are involved<sup>26</sup>.

<sup>26</sup> It should be noted that the evaluation team did not undertake a financial review of any projects and has no specific evidence that this situation is occurring.

## 5. Recommendations

### 5.1 Continue the Work of the Environment Unit

140. This evaluation report has confirmed the relevance of the outcome in addressing the challenge of the on-going decentralization process, arguably the key environmental management issue in Indonesia. This evaluation report has also confirmed that the Environment Unit's activities constitute a significant contribution towards achieving the desired environmental outcome in four key sub-sectors. Therefore it is the recommendation of the evaluation team that environmental management remain as one of the focus areas in the Indonesia Country Programme, and that the Environment Unit continue as the focal point for the delivery of the environment programme.

### 5.2 Develop a Strategic Plan

141. It is recommended that the Environment Unit should adopt a more programmatic approach. A key element of this is the development and implementation of a strategic plan. Table 5-1 lists some of the key elements of a typical strategic plan, all of which apply in one way or another to the Environment Unit.

**Table 5-1: Elements of a Strategic Plan**

- 
- **Vision:** An inspiring picture of what the organization would like to become beyond today. It is not bound by time, represents continuing purposes, and serves as a foundation for a system of strategic planning.
  - **Mission:** The reason for an organization's existence. It succinctly identifies what the organization does, why, and for whom it does it.
  - **Values:** The human factors that drive the conduct of an organization and that function as a guide to the development and implementation of all policies and actions. They are a summary of the operating philosophies that will be used in fulfilling the mission and vision.
  - **Goals:** Issues-oriented statements that reflect the realistic priorities of the organization and chart the future direction by focusing actions toward clearly defined purposes and policy intention.
  - **Objectives:** Specific and measurable targets for the accomplishment of a goal. They mark interim steps toward achievement of the mission and goals and set the direction for strategies.
- 

142. Some organizations seem to spend inordinate amounts of time and money in developing their strategic plans, and this can scare people away from the process. However, this need not be the case with the Environment Unit. Many of the elements of a strategic plan are already in place, including a draft Environment Unit Strategy for the period 2006-2011, and this evaluation report could also feed into the plan development. It is the opinion of the evaluation team that the strategic plan could be developed in 6 to 8 weeks, including the time required to consult with government counterparts. The upcoming visit to the Unit of Sergio Feld (Policy Advisor, Environmental Policy Advisor, Bangkok SURF) in January 2005 is meant to focus on future directions for the Unit, and provides an ideal opportunity to develop the Unit's strategic plan.



143. It is critical that staff have a real opportunity to feed into the development of the strategic plan. In addition, key government partners and other stakeholders should also be invited to participate. This will help ensure that the plan has the endorsement and ownership from the key players who will be responsible for its implementation.

### 5.3 Strategic Plan should Include a Framework for Evaluation

144. As part of the process of developing a Strategic Plan it is recommended that the Environment Unit, in cooperation with their key partners, develop an evaluation monitoring framework, including:

- a revised **outcome** statement<sup>27</sup>;
- **priority sub-sectors** in which the Unit will be focusing activities
- outcome **targets** for each priority sub-sectors;
- outcome **indicators** for each priority sub-sectors;
- **mechanisms** to monitor the indicators;
- schedules and process for undertaking indicator **monitoring**;
- schedules and process for undertaking **baseline assessments**;
- schedules and process for undertaking periodic **outcome monitoring**.

145. This framework should build on the targets, indicators and outcome assessment presented in this report and should be fully linked with the SRF (which may require some revision of the SRF<sup>28</sup>). The framework needs to be developed in cooperation by both UNDP staff and with counterpart executing agencies if it is going to be practical and actually utilised.

146. As part of the evaluation framework it is recommended that the Environment Unit appoint a focal point within the Unit responsible for evaluation activities.

### 5.4 Undertake Project Monitoring and Evaluation

147. Even with the move to outcome evaluation project specific evaluations are still necessary in some cases. Requirements for periodic project M&E should be built into the strategic plan.

148. A project evaluation should be undertaken for the IDEN project. Although central to the Environment Unit, this project has evolved over time, and it was somewhat difficult in the timeframe of this evaluation to fully understand its range of key activities and major outputs.

149. Project evaluations should be considered for other major projects, including for the current suite of ODS phase-out projects.

<sup>27</sup> It was unclear to the evaluation team whether it is possible to revise the outcome statement(s) in the current SRF; if not, then the outcome(s) should be revised for the next SRF.

<sup>28</sup> Again, it was unclear to the evaluation team whether it is possible to revise the current SRF; if not, then the next SRF should be revised so as to be consistent with the Strategic Plan.

## 5.5 Prioritise Sub-sectors, Refine Portfolio

### 5.5.1 Recommendations for Existing Priority Sub-Sectors

#### 5.5.1.1 Urban Environmental Management

150. An urban environmental management project should continue after the completion of the current phase of IDEN. However, given IDEN's somewhat evolved and diffuse mandate, the project should start afresh and should focus specifically on supporting environmental initiatives in the cities of Indonesia. The work on the Clean and Green Programme should continue in this new project. The next phase should consider specifically targeting gaps that the urban evaluations undertaken through IDEN have identified.

151. The DPRD DKI project should also continue if, given the regular turnover in local politicians, it is going to have an ongoing impact. However, it is probably best housed within the Governance Unit, with the Environmental Unit providing technical input as required.

#### 5.5.1.2 Biodiversity and NRM

152. The emerging biodiversity portfolio should be supported and enhanced. Particular effort should focus on law enforcement at the provincial and district levels and in the vicinity of PAs, as well as on awareness raising. This will require internal human resources (see below).

#### 5.5.1.3 Energy and Climate Change

153. The work on RE started through IMIDAP should be continued and expanded. In addition, serious consideration should be given to the development of regional micro-hydro power demonstration projects so as to provide and test concrete and practical approaches to RE development.

#### 5.5.1.4 ODS Phase Out

154. ODS Phase Out activities are currently scheduled to finish in December 2007, though the Phase Out target may be achieved even before then. This portfolio is winding down and probably should not remain a primary sub-sector for UNDP in the future. However, it is recommended that two activities be undertaken to support the work and accomplishments already achieved:

- Continued compliance monitoring is required to ensure that the PO protocols and regulations are adhered to. UNDP should consider supporting monitoring activities for a period of three to five years.
- Consideration should be given to the development of a certification and marketing scheme to promote CFC-free products. This will give those manufacturers who are certified an advantage in the market place.

## 5.5.2 Recommendations for Future Priority Sub-sectors

### 5.5.2.1 Environmental Education and Awareness.

155. The Environment Unit should consider developing in the future a suite of projects that focus on raising public environmental awareness and improving the quality of environmental school based education. Activities could include:

- development and implementation of national and provincial Public Awareness Programmes (PAPs) focussing on urban environmental issues, biodiversity conservation, etc.;
- development of Public Awareness Facilities (PAFs), which are outreach centres, kiosks and interpretive signage in or near PAs designed to convey environmental awareness information to specific target audiences and to generate income to support awareness activities;
- PA ecotourism capacity development and certification;
- development of pilot school based biodiversity and environmental education programmes, including curriculum design, teacher training, etc.
- development of provincial and national school based biodiversity and environmental education programmes that build on the experience gained during the pilot programmes.

### 5.5.2.2 Environmental Impact Assessment

156. The Environment Unit should consider developing in the future a suite of projects that focus on supporting EIA activities at the provincial and district level. Project activities could include:

- technical and HRD support to select BAPEDALDAs;
- development of sectoral EIA scoping and practitioner guidelines;
- identification of best practices in EIA; and,
- training for EIA practitioners.

### 5.5.2.3 Coastal Zone Management

157. In light of the tragic earthquake and resulting tsunami that occurred during the finalisation of this report and devastated many areas in South and Southeast Asia, and given the massive reconstruction effort in coastal areas that will take place in the coming years, UNDP should consider a programme supporting sustainable coastal planning in the most affected areas of Sumatra. This will help ensure that reconstruction is done in the most sustainable fashion, and that risk hazard assessment is incorporated into land use zoning.

### 5.5.2.4 Others

158. Other sub-sectors that the Environment Unit could consider becoming involved in include:

- improving energy efficiency;
- elimination of persistent organic pollutants (POPs);
- river pollution control, and in particular support to the Clean River Programme (PROKASIH); and,
- air pollution control, and in particular support to the Blue Sky programme.

## 5.6 Work at Different Levels

159. UNDP should continue to work at the national level, but in future should focus more of its efforts at the provincial and district levels. Broadly speaking, national level work should focus on policy support and integration of environmental policy into the works of key relevant line ministries, while local level work should focus on enhancing capacity, strengthening the legal and regulatory framework, awareness raising, and implementing demonstration pilot projects.

## 5.7 Communicate and Coordinate More Effectively

160. Inter-unit communication and coordination needs to be improved. It is recommended that Country Office management reinforce the importance of all Units participating fully in the existing coordination mechanisms, including IPAC, PAC and other relevant coordination and information exchange meetings. Management may also wish to review the existing mechanisms and make improvements as required.

161. The Environment Unit also needs to improve communication and coordination with other donors and partners:

- Once the Strategic Plan has been developed it should be communicated widely. In addition a simple quarterly newsletter on the Environment Unit activities could easily be prepared and disseminated.
- POs should be encouraged to disseminate their own project portfolio descriptions as widely as possible.

162. Once UNDP's internal "house is in order" it could take the lead in overall environment sector communication facilitation (donors, government partners, NGOs, etc). Initially this could be done through informal techniques, such as breakfast or luncheon meetings on a monthly basis. Given the breadth of the environment sector it might be necessary to in fact have several of these, covering for example such topics as biodiversity and PAs; urban environmental issues; ODS-PO; renewable energy, etc. Over time UNDP could formalise this role with an environment forum or forums, perhaps similar to the Donor Forum on Forests (DFF).

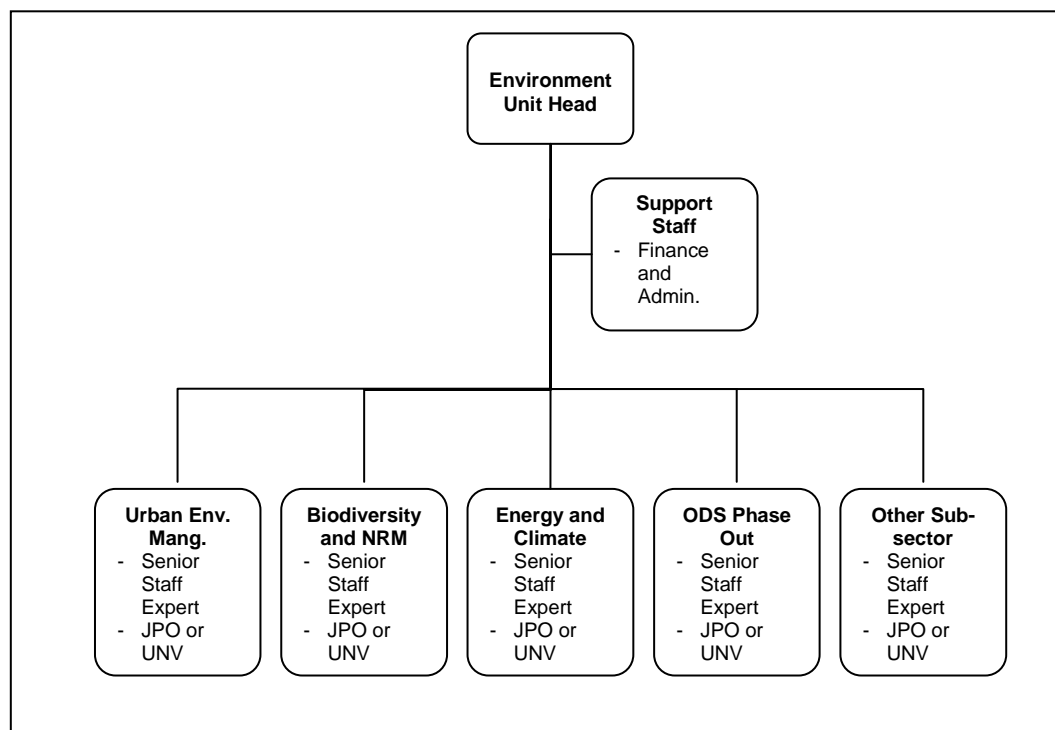
## 5.8 Build Human Resources

163. The Environment Unit needs to develop an HRD approach that builds long-term expertise and capacity within the sub-sectors that the Environment Unit is, and will be in the future, focusing on. Although the evaluation team recognises the constraints imposed by the "projectisation" process, it is recommended that the HRD approach emphasise core staff with strong technical and managerial supported by short-term UNVs and JPOs. Figure 5-1 provides a sample staffing chart.

## 5.9 Ensure Adequate and Appropriate Financial Resources

164. It is recommended that the Environment Unit, as much as possible, move away from the model of having one or more projects supporting a large portion of the Unit's overhead expenses. All projects should support overhead and project specific staff, but no single

project should absorb an undue amount of these expenses. This will require a review of how overhead expenses are currently allocated in project budgets. It will also require an increase in Country Office core support to the Environment Units operations, if possible.



**Figure 5-1:** Idealised Staffing Structure, Environment Unit

# ANNEXES

<b>Annex I</b>	Terms of Reference
<b>Annex II</b>	References and Documentation Reviewed
<b>Annex III</b>	Evaluation Mission Itinerary
<b>Annex IV</b>	Site Visit Photoplates
<b>Annex V</b>	Environment Unit Retreat Agenda
<b>Annex VI</b>	Summary of Outcome/Output Self-Assessments

## **Annex I: Evaluation Mission TERMS OF REFERENCE**

### **Outcome Evaluation:**

Increased capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development in the context of regional autonomy, with emphasis on good environmental governance (GEG)

### **1. Introduction**

#### **National environmental context**

In 2002 the Ministry of the Environment undertook a 10-year review of Agenda 21 implementation in Indonesia. The report reviews progress under each chapter heading of the Agenda 21 document. When Agenda 21-Indonesia started, the paradigm for state development planning was centralized and combined with accelerated economic growth. Subsequently, the legislation on Decentralization (Law No 22/1999) was enacted and promised huge potential for shifting the development paradigm. The interviews carried out for this evaluation indicated however, that the Agenda 21 has not yet fully succeeded in shifting the paradigm. Left with limited number of resources and under the immense influence of the economic downturn Indonesia faces tremendous challenge to promote and implement the agenda 21. Furthermore, The law on Environmental Management (Law No. 23/1997) has created uncertainty and inconsistency in the interpretation of the extent authority over natural resources between the centre and the autonomous Province and Districts.

The trend of the national economy and political transformation has far reaching implications for sustainable management of the environment especially in the allocation and use of natural resources. In the forestry sector, Indonesia is losing its forest at a rate of 2 million hectares a year due to logging and forest conversion (CIFOR, 2004). This has been accompanied by massive loss of biological diversity and subsequent land degradations, which have significant downstream implications especially on the poor.

The current National Strategy for Energy (2003-2020) clearly conveys a warning message that given the current rate of energy consumption, the verified national petroleum deposits would last only for the next 10 years. Consequently, the national strategy is aiming at seeking alternative sources of energy to sustain national development. Among the strongly recommended solutions are intensified exploitation of the abundant coal deposits, which carries potential environmental problems including massive release of green house gases. Similarly mineral extraction sector has expanded rapidly across the country.

Local authorities are often less than ready to bare such responsibility. This needs to be urgently addressed by developing capacities, improving policies and regulations, enhancing enforcement practices, in order to establish appropriate decision-making frameworks. The Government of Indonesia is committed to pursue the follow-ups from the WSSD and needs to integrate these commitments into national and local development plans so as to achieve Millennium Development Goal 7 on sustainable development.

#### **Management background**

The growing demand for development effectiveness is largely based on the realization that producing good “deliverables” is not enough. Efficient or well-managed development projects and outputs will lose their relevance if they yield no discernible improvements in development conditions and ultimately in people’s lives. Being a key international

development agency, the United Nations Development Programme (UNDP) has been increasing its focus on achievement of clearly stated results. Nowadays, results-based management (RBM) has become UNDP's management philosophy.

As part of its efforts in enhancing RBM, UNDP has shifted from traditional project monitoring and evaluation (M&E) to results-oriented M&E, especially outcome monitoring and evaluation that cover a set of related projects, programmes and strategies intended to bring about a certain outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context, and the role that UNDP has played. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned.

### Outcome to be evaluated

In the current Strategic Results Framework (SRF) of UNDP Indonesia (2004-2007), and in continuation of SRF 2001-2003, two "Country Programme Outcomes" directly relate to environment:

- **Increased capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development in the context of regional autonomy, with emphasis on good environmental governance (GEG).**
- Increased capacity to better comply with country-level requirements emanating from global environmental treaties, conventions and agreements as ratified by Indonesia, such as Convention of Biodiversity, Montreal Protocol mandates and Rio Declaration.

The first one has been selected for an evaluation in 2004. Currently, the total approved budget under UNDP-supported projects in Indonesia with regard to the above outcome is around USD 2,472,000 million. Since the end of the current Country Cooperation Framework (CCF, 2001-2005) is approaching and the new SRF only covers two years, it is critical to collect and analyse relevant information on results that the Country Office is or is not achieving. Moreover, the UNDP Environment Unit is in the process of redesigning its strategy and for this purpose needs a clear picture of its achievements and performances. The outcome evaluation will therefore provide important information on (i) the contributions that UNDP has made to the outcome, (ii) whether the UNDP strategy has been effective, and (iii) whether some adjustments are needed so that UNDP can remain or become more relevant on this outcome in the future. The detailed results framework for the selected outcome is provided in Table 1.



<b>SRF 2004-2005 Goal 3: Energy and environment for sustainable development</b>					
<b>Service Line 3.1.: Frameworks and strategies for sustainable development</b>					
<b>Core Results</b>	<b>Country Programme Outcome</b>	<b>Annual Target for 2004</b>	<b>List of associated projects</b>	<b>USD earmarked for outcome by sources of funding</b>	<b>Total USD for this outcome</b>
Sustainable management of environment and natural resource incorporated into poverty reduction strategies/key national development frameworks and sector strategies.	Increased capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development in the context of regional autonomy, with emphasis on good environmental governance (GEG) in selected areas and with special attention to eastern Indonesia	Comprehensive frameworks formulated for implementing GEG at local levels, such as long-term strategies for sustainable development under the GEG for Papua and surrounding areas accompanied by the production of a manual for GEG, manual for environmental budgeting, and manual for green and clean cities.	<ul style="list-style-type: none"> <li>• Indonesian Decentralized Environmental and Natural resources management (IDEN)</li> <li>• Building Parliamentary Capacities in DPRD</li> <li>• CAP 2015 – Partnerships for Sustainable Development In Papua</li> <li>• CAP 2015 – UNDP support to the Arafura and Timor Seas Expert Forum (ATSEF)</li> <li>• GEF – National Capacity Self Assessment (NCSA)</li> <li>• GEF-Small Grants Programme</li> <li>• EC-UNDP Small Grants Programme for Operations to Promote Tropical Forests (SGP-PTF)</li> <li>• GEF-PDF B Integrated Micro-hydro Development and Application Project (IMIDAP)</li> </ul>	1,370,000 – TRAC 1  200,000 CCF Private sector c/s;  902,000 – TF	2,472,000

Table 1.

## 2. Overall objectives of the evaluation

The outcome evaluation shall assess the following:

- *Outcome analysis*: what and how much progress has been made towards the achievement of the outcome (including contributing factors and constraints).
- *Output analysis*: the relevance of and progress made in terms of the UNDP outputs (including an analysis of both project activities and soft-assistance activities<sup>1</sup>).
- *Output-outcome linkages*: what contribution UNDP has made/is making to the progress towards the achievement of the outcome (including an analysis of the partnership strategy).

The results of the outcome evaluation will be used for preparing forthcoming UNDP planning cycle activities, redefining/finalizing the Environment Unit strategy, and re-focusing its interventions.

## 3. Duties and Responsibilities

Reporting to UNDP and in close coordination and cooperation with the Environment Unit as well as the projects staff, the consultants will address the following issues:

### Outcome analysis

- How are sustainable development and good environmental governance likely to contribute to human development and MDGs in Indonesia? Are they likely to improve the access to basic services (education, communication, food security, etc.)?
- Have there been improvements in the national capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development?
- Are adequate policies, laws and regulations in place to promote and ensure good environmental governance in the context of regional autonomy – or are they likely to be developed, approved and implemented in the next few years?
- Have there been successful pilot initiatives in terms of good environmental governance? Have the results been disseminated and used as a basis for further improvements in policy frameworks for sustainable development?
- Is sufficient attention given to resource rich provinces in Eastern Indonesia, where critical pockets of poverty remain?
- Have there been positive changes in mindsets and behaviors of decision-makers from the national to the local level? Are environmental concerns likely to become an integral part of economic decision-making?
- Have there been improvements in the environmental awareness of the population? Have basic environmental knowledge and skills been improved among key stakeholders?
- Is civil society given more opportunities to participate in environmental decision-making and conservation activities?

### Output analysis

- Are UNDP outputs relevant to this outcome?
- Has sufficient progress been made in relation to delivering UNDP outputs?
- What are the factors (positive and negative) that affect accomplishment of outputs?
- Assessment of whether and how the environment-poverty nexus has been addressed and promoted in UNDP's activities, i.e. whether environmental protection

<sup>1</sup> For UNDP, soft assistance activities include advocacy, policy advice/dialogue, and facilitation/brokerage of information and partnerships.

activities address livelihood issues and whether poverty alleviation interventions take into account environmental concerns.

- Assessment of whether and how the environment-crisis/conflict nexus has been addressed and promoted in UNDP's activities, i.e. whether environmental protection activities address crisis prevention issues and whether crisis prevention and recovery interventions take into account environmental concerns. This is particularly essential in the Eastern Archipelago, still prone to conflicts and natural disasters.
- Assessment of UNDP's ability to advocate environmental best practices and targeted goals; assessment of UNDP's role and participation in the national debate and its ability to influence national policies on sustainable development.

### Output-outcome linkages

- Can UNDP's outputs or other interventions be credibly linked to the achievement of the outcome (including the key outputs, projects and soft and hard assistance that contributed to the outcome)?
- What are the key contributions that UNDP has made/is making to the outcome (e.g. piloting good environmental governance practices, facilitating partnerships, etc.)?
- What has been the role of UNDP's soft-assistance activities in helping achieve the outcome? Has UNDP been able to catalyze wider implementation of good environmental governance beyond the scope of its projects, to promote public participation, or support implementation of environmentally-friendly policies?
- With the current approved and pipelined interventions in partnership with other stakeholders, will UNDP significantly contribute to achieving the outcome within the set timeframe? What changes are needed? Are additional resources required?
- Has UNDP's partnership strategy been appropriate and effective? Has UNDP been able to bring together various partners across sectoral lines to address environmental concerns in a holistic manner?
- What is UNDP's ability to develop national capacity in a sustainable manner (through e.g. formal training, learning by doing, exposure to best practices in other countries, south-south cooperation, innovative, holistic and participatory approaches)? Has UNDP been able to respond to changing circumstances and requirements in capacity development for good environmental governance in a decentralized context?
- What is the prospect of the sustainability of UNDP's interventions related to the outcome?

## 4. Expected outputs of evaluation

The key product expected from this outcome evaluation is a comprehensive analytical report in English that should, at least, include the following contents:

- Executive summary
- Introduction
- Description of the evaluation methodology
- Analysis of the situation with regard to the outcome, the outputs and the outputs-outcome linkages
- Key findings (including best practice and lessons learned)
- Conclusions and recommendations
- Annexes: TOR, field visits, people interviewed, documents reviewed, etc.

(See the UNDP Guidelines for Outcome Evaluators for a detailed guidance on the preparation of an outcome evaluation report).

Before the end of their assignment, the consultants will present verbally their findings and recommendations to the CO management team, the Environment Unit, the CO evaluation focal point and other interested staff, as well as main Government counterparts.

## 5. Methodology / Evaluation approach

An overall guidance on outcome evaluation methodology can be found in the *UNDP Handbook on Monitoring and Evaluating for Results* and the *UNDP Guidelines for Outcome Evaluators*. The evaluators should study those two documents very carefully before they come up with the concrete methodology for the outcome evaluation.

Specifically, during the outcome evaluation, the evaluators are expected to apply the following approaches for data collection and analysis: (i) desk review of existing documents and materials, (ii) interviews with partners and stakeholders (including what the partners have achieved with regard to the outcome and what strategies they have used), (iii) field visits to selected key projects (the purpose of the field visits is mainly to verify the UNDP produced outputs and the impact of the outputs), and (iv) briefing and debriefing sessions with UNDP and the government, as well as with other donors and partners. Of course, the evaluation team has certain flexibility to adapt the evaluation methodology to better suit the purpose of the evaluation exercise.

## 6. Evaluation team

The evaluation team will consist of two consultants: one international consultant (as the team leader) and one national consultant.

### International consultant

The international consultant should have:

- An advanced university degree (Masters or PhD level) in environmental studies, social sciences, or a related field.
- At least 7 years of work experience in the field of sustainable environment and good environmental governance, project management and M & E.
- Sound knowledge about results-based management (especially results-oriented monitoring and evaluation).
- Experience with a UN organization is an asset.
- Strong interpersonal and communication skills.
- Strong cultural sensitivity and ability to work in multi-cultural environments.
- Ability to work effectively with stakeholders from different backgrounds, including government officials, civil society, and grassroots entities.
- Ability to work efficiently under pressure.
- Strong skills in the use of computers for word processing, spreadsheets, database and internet-based communication tools.
- Fluency in English both written and spoken.
- Knowledge of Indonesian is an advantage.

As a team leader, the international consultant will take the overall responsibility for the quality and timely submission of the evaluation report in English. Specifically, the international consultant (team leader) will perform the following tasks:

- Lead and manage the evaluation mission.
- Design the detailed evaluation scope and methodology (including the methods for data collection and analysis).
- Decide the division of labor within the evaluation team.
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above).
- Draft related parts of the evaluation report.
- Finalize the whole evaluation report and submit it to UNDP.

More specifically, the international consultant will have the overall responsibility for the Evaluation in terms of the following:

- Evaluation preparation, e.g. design, approach, itinerary, document review, team discussion, focus of the evaluation efforts (past or future orientation etc.).
- Realistic scoping of the evaluation (e.g. format, contents, and length of the evaluation report, level of details expected including the amount of quantitative data, roles and participation of key partners), within the available resources (time and financial budget, etc.).
- Designation and clarification of specific responsibilities of the national consultant; supervision and certification of his/her performance.
- Field visits to project sites.
- Interviews with partners and stakeholders.
- Coordination of the actual implementation of the evaluation.
- Within the Evaluation Team, focusing on the institutional aspects, across the levels of institutions from policy to legislation, regulation, and organizations; assessing institutional capacity and incentives; and assessing complex situations in order to succinctly and clearly distill critical issues and draw forward looking conclusions.
- Final report writing with inputs from the national consultant to meet the objectives of the evaluation ToRs.

Before the mission starts the team leader is expected to communicate with UNDP and the national consultant for the evaluation preparation, and read relevant documents sent by UNDP.

The team leader will prepare a final report to cover the contents required by the evaluation ToRs and agreed with UNDP during the design of the evaluation. The length of the final report is expected to be 20-25 pages, with any additional details needed to be supplied in supporting appendices/annexes.

Based on the response to the above points and timely preparation of the final evaluation report, the performance of the team leader's services will be certified by UNDP Indonesia Country Office.

### **National consultant**

The national consultant should have:

- An advanced university degree (Masters or PhD level) in environmental studies, social sciences, or a related field.
- At least 5 years of work experience in the field of sustainable environment and good environmental governance, project management and M & E.
- Sound knowledge about results-based management (especially results-oriented monitoring and evaluation).
- Experience with a UN organization is an asset.
- Strong interpersonal and communication skills.
- Strong cultural sensitivity and ability to work in multi-cultural environments.
- Ability to work effectively with stakeholders from different backgrounds, including government officials, civil society, and grassroots entities.
- Ability to work efficiently under pressure.
- Strong skills in the use of computers for word processing, spreadsheets, database and internet-based communication tools.
- Fluency in English both written and spoken.

The national consultant will perform the following tasks:

- Review documents.
- Participate in the design of the evaluation methodology.

- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above).
- Draft related parts of the evaluation report.

## 7. Selected documents to be studied by the evaluators

The following documents should be studied by the evaluators:

- UNDP Handbook on Monitoring and Evaluating for Results
- UNDP Guidelines for Outcome Evaluators
- UNDP Results-Based Management: Technical Note
- United Nations Development Assistance Framework (UNDAF) for Indonesia (2001-2005)
- UNDP Country Cooperation Framework (CCF) for Indonesia (2001-2005)
- UNDP Strategic Results Framework (SRF) for Indonesia (2000-2003 and 2004-2005)
- UNDP Results-Oriented Annual Report (ROAR) for Indonesia
- UNDP Project documents and project monitoring reports
- National Human Development Reports for Indonesia
- Indonesia Progress Report on the Millennium Development Goals, 2004
- Other documents and materials related to the outcome to be evaluated (e.g. from government, other donors)

## 8. Implementation arrangements

The UNDP CO Environment Unit and Evaluation Focal Point will provide full support to the Evaluation team members during their assignment. They will among other help identifying key partners to be interviewed.

## 9. Duration and dates of assignment

The international consultant (team leader) will work 29 days and the national consultant will work 22 days. The breakdown is as follows:

Activity	Timeframe and responsible party
Evaluation design	3 days, by the team leader
Desk review of existing documents	3 days, by the evaluation team
Briefing with UNDP Indonesia	0.5 day, UNDP and the evaluation team
Field visits	8 days, by the evaluation team
Interviews with partners (in Jakarta)	5 days, by the evaluation team
Drafting of the evaluation report	5 days, by the evaluation team
Debriefing with UNDP Indonesia and the Government	0.5 day, UNDP and the evaluation team
Finalization of the evaluation report (home based)	4 days, by the team leader

For the purpose of workload calculation, the following indicative schedule is drafted. A more specific itinerary of travel and work in Indonesia may be adjusted and improved by the Evaluation Team as necessary, in consultation with UNDP.

<b>Activity</b>	<b>Timeframe and responsible party</b>
Finalize selection of the international consultant, prepare ToRs and contract	August-Sept. 2004
Finalize selection of the national consultant, prepare ToRs and contract.	October 2004, by team leader and UNDP Indonesia
Detailed evaluation design (schedule, scope, methodology, forward-looking strategy, travel itinerary, information and documents needed, their availability and alternatives, partners and agencies to meet, division of labour); data collection	1 <sup>st</sup> week of November, by the two consultants, in consultation with UNDP Indonesia
Desk review of existing documents	1 <sup>st</sup> week of Nov.2004, by the evaluation team
Team leader travel to Jakarta	2 <sup>nd</sup> week of Nov. 2004
Team briefing with UNDP Indonesia	2 <sup>nd</sup> of Nov.2004, UNDP and the evaluation team
Interviews with some of the major partners	2 <sup>nd</sup> week of Nov. 2004, by the evaluation team
Field visits to 3 UNDP projects, plus desk review	2 <sup>nd</sup> and 3 <sup>rd</sup> weeks of Nov. 2004, by the evaluation team
Interviews with the rest of the major partners	4 <sup>th</sup> week of Nov. 2004, by the evaluation team
Drafting of the evaluation report	4 <sup>th</sup> week of Nov.-1 <sup>st</sup> week of Dec. 2004, by the evaluation team
Debriefing with UNDP Indonesia	1 <sup>st</sup> week of Dec. 2004, UNDP and the evaluation team
Stakeholders consultation and feedback collection	1 <sup>st</sup> week of Dec. 2004, by the evaluation team
Finalisation of the evaluation report	1 <sup>st</sup> –2 <sup>nd</sup> weeks of Dec. 2004, by the team leader, home based

## 10. Duty station

The consultants will be located primarily in Jakarta with some travel to other provinces. The international consultant will also carry out home-based work.

## **Annex II: References and Documentation Reviewed**

*(not complete list)*

### **Evaluation Related**

- Terms of Reference
- UNDP Handbook on Monitoring and Evaluating for Results
- UNDP Guidelines for Outcome Evaluators

### **UNDP Country Programming**

- Second Country Cooperation Framework for Indonesia (2001-2005)
- Indonesia Country Office Strategic Results Framework (2004/2005)
- SRF and ROAR/MYFF Progress Report for Indonesia, Narrative and Cumulative Assessment Table, 10/2003.
- UNDP Evaluation and Tracking Plan for Indonesia (2002-2005).

### **UNDP Environment Program**

#### *Outcome Analysis Related*

- Indonesia Progress Report on the MDGs, 2004
- Indonesia Human Development Report, 2004

#### *General*

- UNDP Website Environment Program Brochure

#### *Environment Program Evaluation and Monitoring*

- CCF internal mid-term review for environment cluster, 2003
- Evaluation and Review of The Agenda 21 Program in Indonesia, 2003

#### *UNDP Environment Program Projects*

##### **CAP 2015 Projects**

- Capacity 2015 Partnerships for Sustainable Development in Papua Project Document, 2004.
- Project Fact Sheet, Capacity 2015 Partnerships for Sustainable Development in Papua Project Document, 2004.
- Capacity 2015 Support to the Arafura and Timor Seas Expert Forum (ATSEF) Project Document, 2004 ?
- Project Fact Sheet, Support to the Arafura and Timor Seas Expert Forum (ATSEF) Project Document, 2004 ?

##### **IDEN**

- IDEN Phase 1 Project Document, 2001
- Fact Sheet
- Budget Revision Report
- Quarterly Progress Reports to be provided by Lucas.

##### **NCSA**

- GEF National Capacity Self Assessment (NCSA) Project Document, 2004?
- National Capacity Self Assessment (NCSA) Inception Report, 2004



- National Capacity Self Assessment (NCSA) Progress Report, July-September 2004
- NCSA Fact Sheet, 2004

**IMIDAP**

- Integrated Micro-hydro Development and Application Project (IMIDAP) Project Development Activity for a GEF Full Sized Project (PDF B Project Document), 2004.

**Montreal Protocol**

- Fact Sheet on:
  - o Institutional Strengthening under the Montreal Protocol -Phase III
  - o Sector Phase-out Plan for Elimination of CFCs in the Refrigeration (Manufacture-ring) Sector in Indonesia
  - o Phase-out Management Plan for Elimination of CFCs in the Refrigeration (Servicing) Sector in Indonesia
- Project Document Institutional Strengthening Phase 3 (closed in 2004)
- Project Document Institutional Strengthening Phase 4 (started Q4 2004)
- Final Report Institutional Strengthening Phase 3
- Project Document Manufacturing
- Project Document Servicing
- Progress Reports 2003 (Manufacturing & Servicing)
  - o UNDP\_Indonesia-RefSvcgSectorPlan-Report on CY2003 Implementation2.doc
  - o UNDP\_Indonesia-RefMfgSectorPlan-Report on CY2003 Implementation2.doc
  - o UNDP WB\_IDS\_Foam and Refrigeration Report on 2003 Implementation and 2005AIP\_Revised.doc
- Various newspaper reports (Jakarta Post, Suara Pembaruan Daily.
- Indonesia Success Story in Implementing the Ozone Layer Protection Program 1992-2002

**GEF Small Grants Program (SGP)**

- Fact Sheet, 2004

**DPRD**

- DPRD Capacity Building Executive Summary, 200?
- Building Parliamentary Capacities for Attacking Poverty While Protecting the Environment, 2002

**WSSD Prepcom 4**

- Preparatory Assistance for Rio+10, Project Document, 200?
- World Summit for Sustainable Development – Prep-Com 4 in Indonesia, Project Document, 200?
- Draft Plan of Implementation for the World Summit on Sustainable Development (Key Output), 2002.
- WSSD Prepcom 4 Final Report, 2003

### Annex III: Evaluation Mission Itinerary and Person Met

**22-26 November** 2 days of home-based work by the Team Leader (TL) for desk review of documents relevant to the Environment Unit.

**Monday, 29 November**

**13:15** Arrival of TL in Jakarta.

**16:00** Informal meeting at UNDP CO with Budhi Sayoko, Head of the Environment Unit, and Raphaël Billé, Program Officer.

**Tuesday, 30 November**

**All day** Desk review of Environment Unit documents

**09:00** Environment Unit Meeting.

Subject / Objectives: Sharing of information, introduction of all staff members, general issues, agenda.

Arrival of Domestic Consultant (DC)

**14:00** Meeting with Dewanto Sianipar, CO Evaluation Focal Point, and Raphaël Billé. Subject / Objective: SRF and general issues about the evaluation.

**Wednesday, 01 December**

**All day** Desk review of Environment Unit documents.

**Thursday, 02 December**

**08:30** Meeting with Lukas Adhyakso (IMIDAP, IDEN, GEF-SGP)

**10:00** Meeting with Yoko Mae (NCSA + pipeline: CDM)

**11:30** Meeting with Elaine Slamet (SGP-PTF)

**13:30** Meeting with Raphaël Billé (SGP-PTF, + pipeline: Mahakam Delta, Wildlife Crime Units, Agrobiodiversity. Previously PO for GEF-SGP)

**Friday, 03 December**

**08:30** Meeting with Dewanti (Nina) Oktantina (Montreal Protocol, 3 projects)

**09:30 – 10:00** Phone interview with Maria Suokko, Programme Officer in UNDP China, in charge of monitoring the 2003 Environmental Outcome Evaluation.

**10:30 – 11:30** Meeting with Mr. Machfudh (HP: 0811110027), IMIDAP National Project Manager, and Ms. Ratna Aryanti (5256084 / HP: 0818991444), IMIDAP National Project Director, Ms. Indarti, DJLPE Office, Jl. Rasuna Said.

**12:00** Meeting with Mr. Tjuk Kuswantojo, Technical Advisor to IDEN, 0813-1400-6638, in UNDP CO

**14:00** Meeting with Ms. Inar Ichsana Ishak, NCSA NPD (Tel 85901080), Jo Kumala Dewi, NCSA DNP (Tel 85909533), and Mr. Karlansah, alternate of Mr. Hoetomo (Deputy 1, Ministry of Environment / WSSD) - Jl DI Panjaitan, Gedung Otorita Batam Gedung B Lt.4

**Saturday, 04 December**

Reading and reporting

**Sunday, 05 December**

Reading and reporting

**Monday, 06 December**

Field visit, Montreal Protocol projects (two refrigeration companies that received foaming and refrigeration equipment from the project 00013085 – Sector Phase-Out Plan for Elimination of CFCs in the Refrigeration (Manufacturing) Sector in Indonesia)

**08.30** Departure from UNDP Office (by office car).

**10.00-11.00** Factory visit at PT. Far East Refrigeration, Jl. Raya Mohammad Toha, Kompl. Benua Mas – Mauk, Tangerang (Tel. 021-5530623, HP. 0815.991 0999). Contact person: Mr. Iskandar Mardeka.

**11.00-13.00** Transport to PD Satya Karya (with lunch on the way).

**13.00-14.00** Factory visit at PD. Satya Karya, Jl. Cemara Raya Blok 27/No.7, RT/RW. 05/07, Karawaci Baru 15116, Perum I, Tangerang – Banten 15116 (Tel. 021-558 5231). Contact person: CP. Mr. Yohanes S.Y.

**14.00 – 15:00** Return to UNDP Office

#### **Tuesday, 07 December**

**08:00** Meeting cancelled.

**10:00** Phone interview with Sergio Feld, Policy Advisor for Environment, UNDP Bangkok Regional Centre (+66 (0) 2288 1990)

**11:00** Meeting with Mr. Joko Suroso, Cap 2015 Papua National Project Manager, in UNDP CO.

**14:00** Meeting with Mr. Tim Brown, former Chief of Party, USAID NRM Program, and Reed Merrill, USAID Environmental Services Project. Ratu Plaza Bldg, 17<sup>th</sup> Floor, Jl. Sudirman 9 (tel: 7209596).

**16:00** Meeting with Mr. Helmi, IDEN DNP (HP: 0811 179 277) and Mr. Bambang Setiabudi, at Ministry of Environment, Jl. D.I Panjaitan.

#### **Wednesday, 08 December**

**09:30** Meeting with Tonny Wagey, ATSEF National Project Manager, in UNDP CO.

**11:00** Meeting with Klaas J. Teule, Manager, Programme Development Unit, WWF. Kantor Taman A9, Unit A-1, Jl. Mega Kuningan Lot 8-9/A9, Kawasan Mega Kuningan.

**14:00** Meeting with Mr. Agus Prabowo, Director of Natural Resources and Environmental Management, BAPPENAS. Gedung 2A, Lantai 4, Jl. Taman Suropati 2 (tel: 3900412, ext 1279 or 364).

#### **Thursday, 09 December**

**09:00** Meeting with Josef Leitmann, Lead Environmental Specialist and EASEN Coordinator, The World Bank. Stock Exchange Building (“Bursa Efek”), Tower 2, 12<sup>th</sup> Floor, Jl. Sudirman Kav. 52-53 (Tel: 52993052, HP: 081316018676).

**14:00** Meeting with Tim Nolan, Director, Forest Liaison Bureau, EC / Ministry of Forestry (Mangala Wanabakti Bld, Block VII, floor 6, Jl. Gatot Subroto, tel: 572 0194, HP: 0811952013).

**16:00** Meeting with Mr. Effendy Sumardja, GEF National Focal Point and Special Assistant to the Minister for International Relations, Ministry of Environment. Jl. D.I Panjaitan, Kebon Nanas (tel: 8580066).

#### **Friday, 10 December**

**08:30** Meeting with Mr. Iwan Gunawan, Head of Governance Unit, in UNDP CO.

**10:30** Meeting with Mr. Tomoyuki NAITO, Assistant Resident Representative in charge of Environment, JICA Indonesia Office, Plaza BII Tower, 27th floor, Jl. M.H.Thamrin (51 390-7533, ext.440).

**12:00** Meeting with Ms. Gwi-Yeop Son, Deputy Resident Representative, Mr. Budhi Sayoko, Head of Environment Unit, and Mr. Raphaël Billé.

**14:00** Meeting with Phillip Cooper, Deputy Head of CPRU.

**17:30** Departure to Cipending for informal gathering.

**20:00-23:00** Brainstorming on the Outcome Evaluation, facilitated by evaluation team.

**24:00-01:30** Return from Cipending to Jakarta.

#### **Saturday, 11 December**

**All Day** Reading and reporting

**12:00** Lunch with Hugh Goyder, UNDP Monitoring and Evaluation consultant.

#### **Sunday, 12 December**

Reading and reporting

#### **Monday, 13 December**

**08:30** Field visit to DPRD (DC only)

**11:30** Meeting with Angela Keller-Herzog, First Secretary (Development), Canadian Embassy (TL only)  
**All day** Reading and reporting

**Tuesday, 14 December**

**08:20** Fly to Yogyakarta for field visit to IDEN sites  
**10:00** Visit Dinas Kebersihan Kota, . Bimasakti No. 1 Jogjakarta. Contact Person : Ibu Siti Subaryati, Tel. 0274 – 515876, HP. 0812-2702015.  
**13:00** Visit Pertemuan dengan Bappedalda Propinsi DIY, Jl. Tentara Rakyat Mataram No. 53, Jogjakarta. Contact Person: Ibu Harnowati, Tel. 0274 – 563014, HP. 0815-686754  
**14.30** Visit 'Aisyah (Muslim Women's Organistaion), IDEN implementing NGO, Jl. K.H. Ahmad Dahlan No. 32, Contact Person: Ibu Hadiroh, Tel. 0274 – 562171  
**17.30** Fly back to Jakarta

**Wednesday, 15 December**

**All day** Reporting

**Thursday, 16 December**

**All day** Reporting  
**15:00** Workshop on Monitoring and Evaluation, led by Hugh Goyder, UNDP consultant.

**Friday, 17 December**

**All day** Reporting

**Saturday, 18 December**

**All day** Reporting

**Sunday, 19 December**

**All day** Reporting

**Monday, 20 December**

**All day** Reporting

**Tuesday, 21 December**

**All day** Reporting

**Wednesday, 22 December**

**All day** Reporting  
**??** Wrap-up meeting with Ms. Gwi-Yeop Son, Mr. Budhi Sayoko and Mr. Raphaël Billé.

**Thursday, 23 December**

**08:00** TL leaves from Jakarta Airport

**Annex IV: Site Visit Photoplates**

**Photo 1:** Manufacturing line, PT Far East (Indonesia) Refrigeration plant, Jakarta. The company produces 12,000 m<sup>3</sup> of polyurethane sandwich board per year. They received several high pressure foam dispensers under the UNDP project *Sector Phase-out Plan for Elimination of CFCs in the Refrigeration (Manufacturing) Sector*, and their products are now CFC-free.



**Photo 2:** High pressure polyurethane injector provided to PT Far East (Indonesia) Refrigeration by UNDP. The company is interested in participating in a CFC-free promotional campaign that would educate their customers on the advantages of purchasing from certified CFC-free producers.



**Photo 3:** The provision of one high pressure foam injector led to PT Far East (Indonesia) Refrigeration investing in a second, larger CFC-free unit, thereby increasing its overall CFC-free production.



**Photo 4:** Tjahja Motors, Jakarta. This small facility injects polyurethane foam into refrigeration trucks, boats and facilities at the customer's sites. UNDP provided a portable CFC-free polyurethane foam injector.

Tjahja Motors also services automotive air conditioning and refrigeration vehicles. They participate in a World Bank sponsored coolant recovery, recycling and recharging program, and also received refrigerant servicing equipment from the World Bank. The facility is now completely CFC free.





**Photo 5:** Refrigerator truck belonging to Tjahja Motors. The insulation in this vehicle was injected on site, a typical process undertaken by the company.



**Photo 6:** Rear-tipping garbage collection truck, Yogyakarta Department for Sanitation, Public parks and Cemeteries. The IDEN project is assisting over 160 municipalities build environmental management capacity in the areas of solid waste and urban green space management through ongoing evaluations of municipal physical and non-physical capacities and responses. The evaluations allow municipalities to focus their efforts on key issues or priority areas of weakness.



**Photo 7:** Yogyakarta's sanitary landfill. The landfill is shared between three districts, and efforts to extend its life expectancy are ongoing. One issue that the evaluation team identified is limited separation of organic materials; the waste stream to the landfill is over 70% organic matter. Composting and biogas programs could be implemented here.



**Photo 8:** Plastic recycling, Yogyakarta's sanitary landfill.



## Annex V: Environment Unit Retreat Workshop Outline

### UNDP Indonesia Environment Unit Retreat

*Assessing the Outcome and the Path Forward*

10/12/2004, Pasirmukti

#### Program:

1. Opening Remarks
2. Workshop Purpose and Overview
3. Environment Program Impact/Outputs
4. Outcome
5. Thematic Areas
6. Environment Unit
7. Strategies
8. Wrap up and Conclusion

### UNDP Indonesia Environment Unit Retreat

*Assessing the Outcome and the Path Forward*

#### 1. Opening Remarks (Pak Budhi)

#### 2. Workshop Purpose and Overview

Brainstorm and gather input on:

- the Environment Program "outcome"
- success in achieving the outcome
- assessing whether the outcome is appropriate
- discussing outcome indicators
- reviewing thematic areas that UNDP is/should work in.

#### 3. Environment Program Impact/Outputs

Please describe the key outputs of your projects:

Thematic Cluster/Project

- Key Achievements
- Strengths
- Weaknesses

Discussion – Common Themes

#### 4. Outcome

##### a. Review of Outcome Statement

*Increased capacity to formulate a comprehensive and integrated set of policies and legal framework for environmentally sustainable development in the context of regional autonomy, with emphasis on good environmental governance (GEG)*

What does the outcome mean for you and your projects?

What are potential Indicators?

**For each sector:****Policy**

Explicit policy/strategy exists?  
Policy incorporates GEG?

**Legal and Institutional Framework**

Appropriate institutions exist at all levels?  
Institutions have appropriate awareness, capacity?

Legal framework exists?  
Regulatory framework?  
Legal and regulatory framework incorporates GEG?

**Implementation and Enforcement**

Existing regulations sufficiently enforced?  
Capacity to enforce regulations exists?  
Monitoring and data generation is sufficient?

**Awareness**

Key stakeholders have good GEG awareness?  
- Government  
- Public  
- Private Sector

**Revised Outcome Statement?****5. Thematic Areas**

a. Are these the current thematic areas?

**URBAN ENVIRONMENTAL MANAGEMENT**

Parliamentary Capacity  
DPRD  
IDEN

**BIODIVERSITY AND NATURAL RESOURCE MANAGEMENT**

GEF SGP  
CAP 2015 –Papua  
CAP 2015 –ATSEF  
NCSA  
SGP PTF  
Mahakam Delta  
Wildlife Crimes Unit  
Agro-biodiversity

**ENERGY & CLIMATE CHANGE**

SNC to UNFCCC  
IMIDAP  
GEF SGP

**ODS PHASE-OUT**

Institutional Strengthening  
Sector Phase-out:  
Manufacturing  
Sector Phase-out:  
Servicing

**CROSS-CUTTING**

Prep-Com 4  
NCSA  
IDEN

b. What are the key thematic issues?

c. What are UNDP strengths and weaknesses?

d. What should be the thematic areas?

**6. Environment Unit**

- a. Is the current structure effective?
- b. Suggestions for strengthening?
- c. Other topics?

**7. Strategies**

- a. What level of government level should the environment unit focus on?
- b. Is coordination with donors effective?
- c. Is coordination with UNDP units effective?

**8. Wrap up and Conclusion**

### Annex VI: Summary of Outcome and Project Output Self Assessment

**Table 1:** Outcome Self Assessment, Environmental Program Project Portfolio Overview, UNDP Indonesia (SRF 2001-2003, SRF 2004-2005 and Pipeline), Completed by UNDP Project Officers and National Project Managers or Directors

Sector/ Project	Baseline Status				Current/Future Status			
	Policy	Legal Framework	Implementation and Enforcement	Awareness	Policy	Legal Framework	Implementation and Enforcement	Awareness
<b>Urban Environmental Management</b>	The post-1998 transition saw a major focus on shift to local autonomy, including principle of subsidiarity - that environmental management should be taken at most relevant level of decision-making.	1999 Law 22 on Decentralization moved main environmental management mandates to the local district and city governments.	<ul style="list-style-type: none"> <li>- 2001 saw commencement of new local regulations to implement decentralized environmental management.</li> <li>- The baseline was a lack of local budgets and "unfunded mandate"</li> <li>- Lack of local environment agencies and/or capacities.</li> <li>- Emergence of a "race to the bottom" for local investments.</li> </ul>	<ul style="list-style-type: none"> <li>- Major lack of awareness on issues of environmental management at local level, within politicians, communities and business sector.</li> <li>- Lack of systems monitor/evaluate successes and failures of decentralized environmental management.</li> </ul>	As result of UNDP cooperation: <ul style="list-style-type: none"> <li>- National policy on GEG now exists.</li> <li>- Methods exist to assess, monitor and evaluate decentralized environmental management.</li> <li>- Better cooperation between national and local agencies forged.</li> </ul>	As result of UNDP cooperation: <ul style="list-style-type: none"> <li>- Framework now exists to develop local parliament capacities in environmental law making, budgeting and oversight established.</li> </ul>	As result of UNDP cooperation: <ul style="list-style-type: none"> <li>- Framework now exists for a rights-based approach to implementing environmental mandates and improving environmental compliance and enforcement capacities.</li> </ul>	As result of UNDP cooperation: <ul style="list-style-type: none"> <li>- A Center for Environmental Education &amp; Communication now exists in National Botanical Gardens</li> </ul>
<b>Biodiversity and Natural Resource Management</b>	+2 Most international conventions (e.g. CBD and Ramsar) were already ratified and a comprehensive set of conservation and management policies had been developed in the nineties and early 2000. Inconsistencies were the main	0 1999 Law 22 on Decentralization was considered a Big Bang by many: A critical starting point creating much chaos and an urgent need for reorganization.	0 Law enforcement was extremely weak if not inexistent.	? 	+2 The Indonesian Biodiversity Strategy and Action Plan was released by Bappenas in 2003, with support from the WB and no contribution from UNDP.	+1 Institutional reorganization and strengthening has happened to a large extent, and is being consolidated by 2004-5 local elections. UNDP's support to the Ministry of Environment and to local environmental	-1 Law enforcement is probably weaker than ever. E.g. forest degradation pace is still increasing, mangroves are quickly being cleared, and many protected species populations are on the verge of collapsing. However, dozens	+1 It seems that awareness about biodiversity-related issues is steadily increasing – although a baseline and recent surveys among various stakeholders would be needed. On the contrary, the international focus on reducing

Sector/ Project	Baseline Status				Current/Future Status			
	Policy	Legal Framework	Implementation and Enforcement	Awareness	Policy	Legal Framework	Implementation and Enforcement	Awareness
	issues, and were multiplied by the decentralization process.					organizations has been significant. Legal inconsistencies persist almost with the same intensity, between levels of government, within the forestry sector, etc.	of successful pilot initiatives do exist – the problem is that they remain exceptions. UNDP's role has been minor so far in this area if compared to other international donors.	poverty sometimes tends to conflict with conservation and PAs, especially when their economic positive impact is not obvious in the short term. UNDP's contribution reflects these comments and is difficult to assess
<b>Energy &amp; Climate Change</b>  <i>Note: As work in this sector is predominantly in the pipeline, the first column "Baseline" refers to the current status, and the second column refers to predicted future status.</i>	Policies and strategies exist at the national level, i.e. Indonesia is a party to the UNFCCC and there are sectoral policies such as Renewable energy policy and Energy sector general work plan. However incorporation of the policies and strategies into good environmental governance is minimal and the baseline is rated "1". This is reflected by the lack of adoption of the policies and strategies in relevant sectors	Institutional framework and awareness often exist at the national level mainly within the scope if MoE and Mo Energy and Mineral Resources, but with minimal or lack of capacities. For example there is a systematic approach to try to utilize CDM and other UNFCCC modalities as well as establishment of renewable energy clearing house at MoEMR. However, this is often not matched by the capacities at the regional level. Legal and	Implementation and capacity to enforce are often weak at the national level, and non-existent in the regions, with exception of a very view districts, which are ahead of the rest of the county, mainly due to their ability to utilize their exceptional natural resource wealth. Overall, regional initiatives on renewable energy, energy efficiency and conservation, as well as concrete efforts to curb greenhouse gasses emissions are minimum.	Awareness is a major issue outside the lead ministry of MoE and MoEMR. The public and private sector is especially hard target to hit. But it is not all their fault as there is often no appropriate policy, and regulatory framework that hamper implementation on the ground, which supposed to be facilitated by the government, to substantiate the raised awareness into action.	GEG is improved through capacity development at all level in order to translate national/general policies into regulation or sectoral policies in priority sectors. For example elaboration of renewable energy policy in the poser sector. Therefore it is rated 2 for the reason that the project are all in their early stage but the little that they have achieved have great potentials	Institutional strengthening is the major mode of intervention in this level, in priority sectors e.g. the establishment of micro-hydro clearing house and enhance capacity of DGEEU to remove a wide range of barriers for the development of micro-hydro. Capacitating MOE through National Capacity Self-Assessment for UNCBD, UNFCCC, UNCCD Therefore it is rated 2 for the reason that the project are all in	There will be achievements in this respects particularly for micro-hydro development and in the follow up of NCSA but at the moment they are not yet demonstrable.	All projects under this sector, at their early stage, particularly NCSA, already have great potentials for raising awareness and socializing energy and CC matters to key target groups and stakeholders that has not been sufficiently touched during the baseline situation, e.g., non-lead line ministries, private sectors and the wide rang of the civil society.

Sector/ Project	Baseline Status				Current/Future Status			
	Policy	Legal Framework	Implementation and Enforcement	Awareness	Policy	Legal Framework	Implementation and Enforcement	Awareness
		regulatory framework in some cases do exist in lead sectors but are not sufficiently adopted into corresponding sectors. Thus the application of GEG in this sense is not achieved or is rated "1"	Monitoring are only done to very limited extend and only at the national level. The regions do not have this capacity. It is the NGOs that are working hard to leverage the development of renewable energy and obligation and modalities of UNFCCC, but very few if not none that reach implementation stage			their early stage but the little that they have achieved have great potentials		
<b>ODS Phase-Out</b>	Policy relates to Ozone Layer Protection was non existence due to the lack of awareness. The institutional capacity was also need to be reinforce, first at national level, then at the local level.	Indonesia ratified the Montreal Protocol and Vienna Convention in 1992. However, more specific regulations were still needed for the implementation of Ozone Layer Protection Program	The implementation and enforcement of the ozone layer protection program was minimum due to lack of policy and national/local capacity to carry out activities.	Public awareness in ozone layer protection issues was still low in most of governmental institutions, industrial community and public.	Facilitate capacity building for ozone layer protection program at national and local level	The projects facilitate the ratification of MP amendments and promote ozone protection regulations in cooperation with related institutions	The program has significantly contributed to the implementation of ozone protection activities in Indonesia since 1992.  The program has helped Indonesia, through the ref. manufacturing and servicing industries, in compliance with the phase-out schedule of Montreal Protocol	The program has increased public awareness in various stakeholder categories (gov., school children, housewives, etc.) through workshops, publication, fun walk, science camp, etc.

**Notes:****Indicators:****Policy**

Explicit policy/strategy exists?

Policy incorporates GEG?

**Legal and Institutional Framework**

Appropriate institutions exist at all levels?

Institutions have appropriate awareness, capacity?

Legal framework exists? Regulatory framework?

Legal and regulatory framework incorporates GEG?

**Implementation and Enforcement**

Existing regulations sufficiently enforced?

Capacity to enforce regulations exists?

Monitoring and data generation is sufficient?

**Awareness**

Key stakeholders have good GEG awareness?

- Government
- Public
- Private Sector

**Baseline Status:**

- 3 outcome had already been achieved, or very significant progress had been made
- 2 outcome had been partially achieved
- 1 only minor progress in achieving outcome had been made
- 0 outcome has not been achieved

**Outcome Status:**

- 3 outcome has been achieved, or very significant progress made
- 2 modest progress has been achieved
- 1 minor progress has been achieved
- 0 no progress has been achieved
- 1 negative progress; situation has worsened

**Table 2:** Output Self Assessment, Environmental Program Project Portfolio Overview, UNDP Indonesia (SRF 2001-2003, SRF 2004-2005 and Pipeline), Completed by UNDP Project Officers and National Project Managers or Directors

Sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
<b>URBAN ENVIRONMENTAL MANAGEMENT</b>								
Building Parliamentary Capacities in DPRD	3	1 <sup>st</sup> ever needs assessment and strategy for GEG in Jakarta DPRD, with establishment of env. caucus within Assoc of Prov DPRDs	3	Special focus on DPRD law making, budgeting and agency oversight functions.	1	Outputs of project to be upscaled through Association of Provincial DPRDs	2	Several workshops with MPs held and TV shows on Jakarta GEG
Indonesian Decentralized Environmental and Natural Resources Management (IDEN)	3	As an international agency focusing on capacity development, UNDP provided advises for the development of program activities and policies that incorporated GEG and sustainable development. Moreover, UNDP also encouraged the implementation of global initiatives and movement on various issues. Since the organization worked together with the Ministry of Environment, its focus was on the implementation of "Bangun Praja" (the strengthening of regional governments in a Clean and Green City Program) and "Warga Madani" (the strengthening of civil societies/ communities in achieving GEG). In addition, UNDP also encouraged (1) the development of new initiatives in addressing various issues in Indonesia (such as renewable energy, biodiversity, sustainable management for mangrove forest, and poverty reduction-environmental sustainability)	3	Through the Ministry of Environment (KLH) and other relevant agencies, UNDP strengthened appropriate institutions at all levels in Indonesia to be involved in the efforts achieving GEG. Besides UNDP delivered advisory activities able to incorporate GEG that accommodated the presence of relevant institutions in achieving GEG in Indonesia through the development of appropriate umbrella programs. One example is the development of a guideline called as "Towards GEG in Indonesia" and "Sustainable City".	3	To address the objective of improving local capacities for ensuring information, participation and justice in environmental and natural resource decision-making, UNDP made major contribution to the development of a draft on information, participation and justice in decision-making for the environment through ICEL (Indonesian Center for Environmental Law). Furthermore, UNDP encouraged the continuation of the work on the enforcement and monitoring through available relevant channels within the government agencies and NGOs.	3	In accordance with the objective of improving environmental awareness in the context of regional autonomy, UNDP made major contribution to various stakeholders in understanding the importance of GEG and the values of sustainable development through the promotion and dissemination of Earth Charter. The activities were carried out together with the government, especially the Ministry of Environment (KLH), NGOs, legislatures and civil societies. For educational activities, UNDP undertook special collaboration with LENTING and Bogor Botanical Garden (Kebun Raya Bogor).



Sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
		enabling the process of implementing larger policy for specified environmental issues; (2) the establishment of environmental caucuses within local legislatures to discuss and address environmental issues in related regions; (3) the development of drafts on environmental guidelines meant to strengthen local legislatures in dealing with environmental challenges.						
<b>BIODIVERSITY AND NATURAL RESOURCE MANAGEMENT</b>								
GEF Small Grants Program (GEF SGP)	2	Helps promote existing policies at the village and community levels	2	Help promote and vitalize existing legal framework at the local/village and community level	3	In the past 10 years the program has given significant contribution in promoting global environmental issues (GEF portfolio) and the corresponding policy implementation at the village and community level	3	In the past 10 years the program has given significant contribution in promoting global environmental issues (GEF portfolio) and awareness at the village and community level
CAP 2015 – Partnerships for Sustainable Development In Papua	2	-Strategies to implement the sustainable development component of the Special Autonomy Act for Papua (2001). -Includes issues of land use, indigenous rights and extractive industry.	2	-Spatial Plans enacted as regulations to integrate sustainability to development programs. -Local regulations to implement EIA frameworks for new local investments. -Support to synergy between indigenous law and state system for land use and other NR issues.	2	Cap Dev program to implement Spatial Plan, new EIA regimes and indigenous NR mgmt law.	1	Dialogues with local indigenous communities, business, national/local government
CAP 2015 – UNDP support to the Arafura and Timor Seas Expert Forum (ATSEF)	2	Indonesia, Australia and Timor agree in 2002 to create ATSEF as a multi-lateral on implementation of WSSD Action Plan.	3	ATSEF focuses on Action Plan to combating illegal fishing in East Indonesia, under Law of the Sea framework.	2	Design of Cap Dev program to implement Action Plan & enforce illegal fishing, SD in fishery licensing and biodiversity protection zones.	2	Dialogues among communities in Eastern Indonesia, and regional stakeholders from Timor and Australia
National Capacity Self Assessment (NCSA)	0	the project is still in early stage, not much contributed to the achievement of the outcome	0	the project is still in early stage, not much contributed to the achievement of the outcome	0	the project is still in early stage, not much contributed to the achievement of the outcome	1	Indirectly the activities contributed to the awareness raising of the convention

Sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
Small Grants Programme for Operations to Promote Tropical Forests (EC-UNDP SGP PTF)	2	Expected to give inputs from field cases for Pro-poor National Policy and this will occur only in 2006.	2	Expected to assist in promoting and strengthening existing local legal framework	3	Expected to assist in the promotion of existing local policies and also the development of implementation regulations to land-use issues/ forest co-management	3	Expected to bring awareness on possible solutions to community based forest management issues and related stakeholders. Outreach to provincial and national level is also expected
Capacity Building for Sustainable Development in the Mahakam Delta	1-2	The project is not policy-oriented, since in most cases either policies already exist or necessary changes are much broader (decentralization of NRM) than the scope of the project per se. However, according to the extent to which national government agencies will eventually be involved (still being discussed), the Mahakam Delta pilot case could well have an impact on the policy framework.	2	The local participatory land use plan, that is one of the proposed project focuses, shall be an important contribution to the sustainable management of the Delta. The national legal framework should be largely untouched by the project.	3	The highest priority of the project is to make visible changes happening in the field. It is an interesting experience in terms of enforcement since the only instrument one can count on is shrimp farmers' and cold storage companies' own economic interest in the short to medium term.	3	This is a critical component of the project. Raising stakeholders' awareness on ecological and economical issues is how changes may happen.
Wildlife Crimes Unit Program: A Multi-Sectoral and Collaborative National Strategy to Combat Wildlife Crimes in Indonesia	1	Not a policy oriented project – the main need is not there.	1	The legal framework regarding wildlife is in place, based on CITES. One of the project collateral output however will be to try and add a few critical mammal species on the list of endangered ones.	3	The project is all about law enforcement. It has designed a thorough strategy to directly tackle the enforcement issue by innovatively involving a wide range of stakeholders.	2	Awareness raising is an important part of the project, especially targeting people in Indonesia who consume wildlife out of preference rather than necessity. However, the market is quite international and most consumers are in other Asian countries. Synergies will be sought with on-going activities in these countries.
Agro-biodiversity	?	Too early stage in the project design to say.	?	Too early stage in the project design to say.	3	Project activities will be locally driven, based on specific needs of specific rural communities in selected provinces. The main focus will be to make indigenous food crops available and marketable wherever they have a real comparative	3	Awareness raising is critical at all levels, from the Ministry of Agriculture to local government agencies, agricultural advisors, farmers and consumers. Decades of pro-monoculture and intensification

Sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
						advantage.		("modernization") propaganda have to be reversed.
<b>ENERGY &amp; CLIMATE CHANGE</b>								
Second National Communication (SNC) to the UNFCCC								
Integrated Micro-hydro Development and Application (IMIDAP)	0	There is no explicit/strategy on micro-hydro that exist in Indonesia. The available policy on national level is a policy on renewable energy such as Green Energy Policy. The Green Policy express government concern on good environmental governance. Micro-hydro is one of examples, among others, of renewable energy.	0	Institution that takes responsibility on energy exists at national level as well as at district level. But, institution that takes responsible specifically on renewable energy exists only at national level. No such institution at local level. Awareness of the institutions on environmentally sound energy in general is still low. This can be indicated from existing program which put diesel programs much larger than renewable energy program. Micro-hydro has very small portion in the program. No legal framework and regulatory framework that deals with micro-hydro exist at national level neither at local level	2	Since the first sounding of IMIDAP idea by UNDP to the DGEEU, the DGEEU has urged its staff to put micro-hydro as the main technology , among other technologies, for renewable energy programs in the next year program. But, this policy has not been put on paper yet. Only view provinces put micro-hydro as an energy technology in their program for rural electrification. Most provinces still put diesel as the main technology for rural electrification. During a meeting conducted in December by DGEEU, most of provinces has expressed their interest to put micro-hydro in the coming years for their rural electrification program, especially after they know the DGEEU concern on micro-hydro and renewable energy. Data and information on existing micro-hydro has been collected but it needs to be updated. Some policies and regulations on renewable energy has indirectly expressed the enforcement of renewable energy program but it needs operational guidance to make people have similar interpretation to the policies and regulations	3	Awareness of national government on GEG is relatively high. This happens since the collaboration between UNDP and DGEEU on IMIDAP started. Awareness of this can be seen from the DGEEU desire to set another program that relate with renewable energy issue with UNDP and also the DGEEU decision to ask local government to put micro-hydro as one of important options for rural electrification programs. Awareness of local government and other stakeholder to micro-hydro in particular and renewable energy in general are getting better. This can be indicated from highly participation of meeting attendances coming from various stakeholders during consultation meetings conducted by IMIDAP at national level and at regional level as well. Request of involvement or expression of concern to collaborate in the full scale of IMIDAP were expressed by various micro-hydro players.

Sector/Project	Policy		Legal Framework		Implementation and Enforcement		Awareness	
	Rank	Comment	Rank	Comment	Rank	Comment	Rank	Comment
<b>ODS PHASE-OUT</b>								
Institutional Strengthening under the Montreal Protocol (MP) -Phase III and IV	2	Facilitate capacity building for ozone layer protection program at national and local level	2	Facilitate ratification of MP amendments and promote ozone layer protection regulations in cooperation with related institutions	2	The program has significantly contributed to the implementation of ozone protection activities in Indonesia since 1992.	3	The program has increased public awareness in various stakeholder categories (gov., school children, housewives, etc.) through workshops, publication, fun walk, science camp, etc.
Sector Phase-out Plan for Elimination of CFCs in the Refrigeration (Manufacturing ring) Sector	0	The activities which relate to policy were/are carried out mostly by the institutional strengthening project.	1	In cooperation with the Institutional Strengthening project, promote the ozone layer protection regulations in cooperation with related institutions	3	The program has helped Indonesia, through the ref. manufacturing industries, in compliance with the phase-out schedule of Montreal Protocol	3	The program has increased public awareness in refrigeration manufacturing industries through workshops, publication, etc.
Phase-out Management Plan for Elimination of CFCs in the Refrigeration (Servicing) Sector	0	The activities which relate to policy were/are carried out mostly by the institutional strengthening project.	1	In cooperation with the Institutional Strengthening project, promote the ozone layer protection regulations in cooperation with related institutions	3	The program has helped Indonesia, through the ref. servicing industries, in compliance with the phase-out schedule of Montreal Protocol	3	The program has increased public awareness in refrigeration servicing industries through workshops, publication, etc.
<b>CROSS-CUTTING</b>								
World Summit for Sustainable Development - Prep-Com 4	3	WSSD Final Prep-Com 4 to elaborate Draft WSSD Action Plan for agreement by UN member states and NGO forum.	3	10-year review of 1992 Agenda 21 and Environment Conventions with focus on cap building.	2	UNDP launches new global Capacity 2015 program, and two Cap2015 programs focused on biodiversity in Indonesia. Also NCSA for MEA implementation.	2	Series of local and national dialogues among NGOs and business to broaden scope of inputs into WSSD.

**Notes:****Indicators are as follows:****Policy**

- Explicit policy/strategy exists?
- Policy incorporates GEG?

**Legal and Institutional Framework**

- Appropriate institutions exist at all levels?
- Institutions have appropriate awareness, capacity?
- Legal framework exists? Regulatory framework?
- Legal and regulatory framework incorporates GEG?

**Implementation and Enforcement**

- Existing regulations sufficiently enforced?

Capacity to enforce regulations exists?

Monitoring and data generation is sufficient?

**Awareness**

Key stakeholders have good GEG awareness?

- Government
- Public
- Private Sector

**UNDP Contribution:**

3	UNDP has made a major contribution in relation to other stakeholders in the achievement of the outcome
2	UNDP has made a moderate contribution in relation to other stakeholders in the achievement of the outcome
1	UNDP has made a minor contribution in relation to other stakeholders in the achievement of the outcome
0	UNDP has made no contribution in relation to other stakeholders in the achievement of the outcome
-1	negative progress; UNDP contribution has worsened the situation