

UNDP Indonesia

Country Programme and

Country Programme Action Plan

2011-2015

Mid Term Evaluation Report

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## Acronyms

| Acronym | Meaning |
| --- | --- |
| A4DES | Aid for Development Effectiveness Secretariat |
| AGTP | Aceh Government Transformation Programme |
| AIDS | Auto immune deficiency syndrome |
| ATSEA | Arafura and Timor Seas Ecosystem Action Programme |
| Bappenas | *Badan Perencanaan Pembangunan Nasional*, State Development Planning Agency |
| BNPB | *Badan Nasional Penanggulangan Bencana*, National Disaster Management Agecy |
| BRESL | Barriers Removal to the cost-effective development of energy Efficiency Standards and Labelling |
| CBO | Community Based Organisation |
| CC | Climate Change |
| CEC | Civic Education Centre |
| CEWERS | Conflict Early Warning Early Response System |
| CO | Country Office (UNDP) |
| CPAP | Country Programme Action Plan |
| CPD | Country Programme Document |
| CPRU | Crisis Prevention and Recovery Unit |
| CSR | Corporate social responsibility |
| DGU | Democratic Governance Unit |
| DIM | Direct Implementation Modality |
| DIPA | *Daftar Isian Program dan Anggaran*, Budget and Programme Implementation Form |
| DM | Disaster management |
| DR4 | Disaster Risk Reduction Based Rehabilitation and Reconstruction Project |
| DRR | Disaster risk reduction |
| DRR-A | Disaster Risk Reduction Aceh Project |
| EE | Energy efficiency |
| EU | Environment Unit |
| FAO | Food and Agriculture Organization |
| FREDDI | Fund for REDD+ in Indonesia |
| GDP | Gross Domestic Product |
| GEF | Global Environment Facility |
| GHG | Greenhouse gas |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| GOI | Government of Indonesia |
| HCFC | hydrochlorofluorocarbons |
| HDI | Human Development Index |
| ICCTF | Indonesia Climate Change Trust Fund |
| IDI | Indonesia Democracy Index |
| IFRC | International Federation of Red Cross and Red Crescent Societies |
| ILO | International Labour Organization |
| IOM | International Organization for Migration |
| KPK | Anti-Corruption Commission |
| LEDA | Local Economic Development Agency |
| M&E | Monitoring and evaluation |
| MCTAP | Micro-turbine Cogeneration Technology Application Project |
| MDG | Millennium Development Goals |
| MSS | Minimum Service Standards |
| MTAF | Management and Technical Assistance Facility |
| NGO | Non-government organisation |
| NIM | National Implementation Modality |
| NITP | Nias Islands Transition Project |
| NSA2J | National Strategy on Access to Justice |
| NTT | Nusa Tenggara Timur, East Nusa Tenggara Province |
| P3BM | Pro-poor planning budgeting and monitoring |
| PCDP | People Centred Development Project |
| PDNA | Post Disaster Needs Assessment |
| PGA | Participatory Governance Assessments |
| PGSP | Provincial Governance Strengthening Programme |
| PMEU | Programme Monitoring and Evaluation Unit |
| PMU | Programme Management Unit |
| POP | Persistent Organic Pollutant |
| PPP | Public private partnership |
| PRU | Poverty Reduction Unit |
| PTD | Peace Through Development |
| PTDDA | Peace through Development for Disadvantaged Areas |
| RE | Renewable energy |
| REDD+ | Reducing emissions from deforestation and forest degradation (+) |
| ROAR | Results Oriented Annual Reports |
| RPJMD | *Rencana Pembangunan Jangka Menengah Daerah*, Regional Medium-Term Development Plans. |
| RPJMN | *Rencana Pembanguan Jangka Menengah Nasional,* National Medium Term Development Plan |
| RRG | Rehabilitation and Reconstruction Guidelines |
| SAJI | Strengthening Access to Justice in Indonesia |
| SCBFWM | Strengthening Community Based Forestry and Watershed Management project |
| SCDRR | Safer Communities through Disaster Risk Reduction (projects) |
| SIPDC | Strengthening Innovative Partnerships for Development & Cooperation Project |
| SWARGA | Women's Participation and Representation in Governance in Indonesia Project |
| TB | Tuberculosis |
| TCT | Technical Coordination Team |
| TOE | Tons of Oil Equivalent |
| TRWMP | Tsunami Recovery Waste Management Programme |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNFPA | United Nations Population Fund |
| UNICEF | United Nations Children's Fund |
| UNISDR | United Nations International Strategy for Disaster Reduction |
| UNOCHA | United Nations Office for the Coordination of Humanitarian Affairs |
| UNPDF | UN Partnership for Development Framework |
| UNRC | United Nations Resident Coordinator |
| WHO | World Health Organisation |
| WJP | World Justice Project |

# Executive Summary

## Introduction

1. UNDP’s programme in Indonesia is informed on a five year basis by its Country Programme Document (CPD), the latest of which was approved by the UNDP Executive Board in 2010 and the attached Country Programme Action Plan (CPAP), jointly endorsed with the Government of Indonesia. These documents are closely aligned to the Government of Indonesia’s (GOI) National Medium Term Development Plan or *Rencana Pembanguan Jangka Menengah Nasional* (RPJMN) for 2010 – 2014. UNDP’s CPD/CPAP current programming period is from 2011 – 2015.
2. The CPAP is defined around four outcome clusters: poverty reduction and achievement of Millennium Development Goals (MDGs); environment; democratic governance; and crisis prevention and recovery. Projects in UNDP Indonesia’s portfolio fit within the CPAP framework.
3. This evaluation complements partners’ understanding of progress, at the mid-way stage of the current cycle. It suggests programme adjustments to better reach desired results in the years remaining in this cycle. It offers a contribution to the preparation of the next Country Programme for 2016 – 2020, as the Government is formulating its next RPJMN for 2015 – 2019.
4. This is a mid-term evaluation that looks at how benefits and impact can be better achieved in the time remaining in the programming cycle. It uses the established evaluation of criteria of relevance, effectiveness, efficiency and sustainability. It aims to provide a “comprehensive assessment of the progress of implementation of the country programme towards achieving the established outcomes”. While the overall thrust has been at the Outcome level of the framework, the scope of work has included extensive analysis at the Output level. Readers are directed to Chapter 1 for more on the rationale, evaluation issues and methodology.
5. The CPAP is defined by 10 Outcomes, with 35 indicators, baselines and targets for the CPAP period and 37 Outputs, with 100 indicators, associated baselines and multi-year targets. All of these have been examined with extensive material from and discussions in Jakarta with UNDP and its partners, some donors and other actors, including a selection of other UN agencies. The main evidence base for this evaluation is contained in 10 Outcome profiles provided separately.

## Development environment

1. Chapter 2 focuses on Indonesia’s development environment. In the CPD of 2010 it was noted that Indonesia had made impressive gains in weathering the global financial crisis, reducing unemployment and poverty rates, increasing its Human Development Index (HDI) and moving to achieve a considerable number of MDGs. The CPD noted remarkable achievements in the democratic framework and in decentralisation. The country was moving on from crisis recovery to more sustained longer-term development after the conflict and disaster shocks of the first decade of the 21st century. Indonesia had just become a middle income country and was considerably less dependent on development assistance. This was a good situation for UNDP and its partners to find themselves in at the commencement of a new programming period.
2. Challenges remained and the CPD documented them. They included uneven growth, wealth inequity, the curse of corruption, the relative fragility of democratic governance, and particularly while progress was being made, the continued poor levels of participation in it. Bureaucratic reform had been slow and technical and administrative capacity gaps, particularly in lesser developed regions, were seen as a constraint. Climate change and greenhouse gas emissions were a growing concern.
3. In Chapter 2, we use the CPAP’s own Outcome indicators to tell the story of progress since 2011:
   * **Poverty and MDGs**: Government is spending significantly more on poverty reduction. Poverty rates and gaps are continuing to drop nationally and in UNPDF target provinces. 13 MDG targets have already been achieved and 35 are on track. HDI scores are slowly rising nationally and in UNPDF target provinces. However, 14 MDG targets are unlikely to be achieved by 2015;
   * **Environment**: Watershed management is widely in place. Forest degradation rates are coming down. Critical land rehabilitation targets for 2015 are likely to be met. There is some success in improving coral reef condition. Progress to control Persistent Organic Pollutants (POPs) and to raise the national electrification ratio is encouraging. Major institutional, policy and financing arrangements are being put into place for climate change. But efforts still need to be made to increase the use of renewable energy;
   * **Governance**: Women’s participation in top level administrative decision making has improved significantly and gains in women’s participation in parliaments are likely occurring. Provincial accountability and performance are on the rise. Access to justice is improving with legal aid budgets now substantial. Gains are being made in the delivery of civil justice but not in criminal justice. Indonesia’s Democracy Index score and the overall level of political participation are both currently declining. Progress in implementing minimum service standards is slow.
   * **Crisis management**: Indonesia’s frameworks for conflict prevention and recovery are comprehensive. Post-crisis recovery frameworks are stronger. GOI can carry out much recovery coordination and programming with minimal external support. Progress is being made to implement disaster management plans in provinces using disaster risk assessments methods. But incidence of local conflict (mainly small scale) may be rising. Local governments do not budget enough for disaster risk reduction. Disaster risk reduction methodology use at district level is still a challenge and reduction in disaster risk levels has yet to be measured.

## UNDP’s Response

1. Chapter 3 focuses on relevance and UNDP’s response to GOI needs. UNDP’s programme has been planned to respond directly to six of Indonesia’s eleven priorities: bureaucracy & administrative reform; health; poverty reduction, energy, environmental and disaster management; and disadvantaged, remote and post-conflict regions.
2. At this higher level of the programme, the CPAP is highly relevant and closely aligned to development needs as articulated by GOI. UNDP’s positioning of its programme within the Government of Indonesia’s priorities for this planning cycle has been exemplary and is probably the agency’s greatest strength. This has allowed UNDP resources to be directly applied to GOI’s development of policies and implementation of programmes.
3. Senior respondents from GOI have commended the agency on its ability to be a close, neutral and trusted partner, noting its willingness to work closely with them and directly contribute to their efforts. A successful attribute of this relationship is the ability of partners to share the work. Senior GOI officials rarely have the time and human resources to fully flesh out policies and methodologies and as appropriate to pilot new ideas. UNDP is able to relevantly fill this gap.
4. At higher levels, the CPAP fits well within the UNPDF, responding clearly to UNPDF Outcomes and Sub-outcomes. UNDP plays a major role in formulating the UNPDF. But we have found it more difficult to fit the UNDP CPAP to all the corresponding UNPDF Outputs, because it is not always clear which agencies are expected to undertake which elements. UNDP does have a close collegiate relationship with other UN agencies. But we have concluded from this and earlier evaluations that UN inter-agency programming is not particularly strong within the CPAP. We suspect that the competition between agencies for limited donor funding does not help. Further development of inter UN agency programming could usefully be considered for the future. We document where inter-agency links have been built in programming.
5. With the UNDP’s vision at headquarters level as articulated in the Strategic Plan for 2014 to 2017 to simultaneously eradicate poverty and significantly reduce inequalities and UNDP’s Country Programme in Indonesia is well placed. The CPAP directly aligns to seven of Indonesia’s current development priorities, all of which are geared to the vulnerable and the poor. Resulting activities articulate poverty reduction and equality quite well. This is a UNDP Indonesia value that we think is very evident in everything the agency does. We also feel that UNDP’s programme in Indonesia is rights based and that human rights values also underpin the programme’s work. While human rights are not specifically addressed in most outcome areas in the CPAP, the exception being Access to Justice, they are clearly reflected, particularly (but not exclusively) in the areas of poverty reduction and democratic governance. The current CPAP also links very well to UNDP values of national ownership and capacity; we see these values are ingrained in much of the programme.
6. The Country Programme could usefully increase its relevance to delivery of basic services, as articulated as outcomes in the Strategic Plan. UNDP in Indonesia is not yet fully reaching the service delivery interface. There is evidence of significant gains in service delivery in the conflict prevention and disaster recovery areas, and some in poverty reduction and justice but we think there is still a way to go in other Outcome areas. Our work in this evaluation and in previous ones has also shown that UNDP could mainstream gender more comprehensively within its programme.
7. While the CPAP is not in itself a “theory of change” (it is an action plan), we have found it difficult to see a clear theory of change at the CPD level. Our interpretation is that UNDP Outputs are intended to contribute to Indonesia’s outcomes, which are expressed at the higher levels of the CPAP. We would therefore expect to see strong logical links between Outputs and Outcomes in the CPAP results framework. This is not always the case. While we do think that the individual Outcomes mostly show clear logic, not all Outputs within them necessarily demonstrate a sense of “sufficiency” to meet Outcomes.

### Results

1. Chapter 4 is about results, effectiveness and efficiency. There is a lot that UNDP has helped the Government to achieve. UNDP broadly plays three major roles: building institutions and capacity; developing policies, strategies and regulations; and developing and trialling systems, tools and methods. It also acts a trustee/trust fund manager on behalf of GOI in some instances.
2. **Building institutions and capacity:** In implementing its priorities, Indonesia sometimes needs to establish new national institutions. In particular, UNDP has helped Indonesia’s efforts on reducing emissions from deforestation and forest degradation (REDD) in supporting the establishment of the National REDD+ Agency and the Indonesia Climate Change Trust Fund (ICCTF). UNDP has also worked effectively on capacity building support over a long period with the National Disaster Management Agency (BNPB). It has helped GOI to establish the National Coordinating Team for South-South and Triangular Cooperation.
3. **Developing policies, strategies and regulations:** Across the portfolio, UNDP has been instrumental in the development of national government policies, strategies and regulations. In some cases this is the result of long-term investments that are now coming to fruition. Prominent here is UNDP’s work with Bappenas in decentralisation, the MDGs, national law reform and climate change. We document a considerable number of Ministries that have benefitted from UNDP support in developing policies, strategies and regulations.
4. **Developing and trialling systems, tools and methods**: UNDP is effective and has considerable expertise and experience in helping the national government to develop, trial and implement tools, most of which are aimed for use by sub-national governments. We document many of these and while these clearly belong to national and sub-national governments, we suggest that UNDP might consider these as highly visible products of its work and market them as products, and perhaps assist Indonesia also use them internationally through South-South cooperation programs).
5. **Quantitative assessment of progress** against outcome and output indicators has been included as part of this evaluation. At the Outcome level, 77% of Outcomes have been achieved or are showing significant or some progress towards 2015 targets. 23% are showing no change or regression. The evaluation team suggests that using an on or off track assessment for Outcome progress, just over 51% of the Outcome indicators are on track for achievement by 2015 and 20% are off track. Progress against the remaining 29% of 2015 Outcome targets is assessed as “unclear” (we are unable to draw firm conclusions). For Output level targets for 2015 we have drawn conclusions that 50% are on track for achievement by 2015 and 7% are already achieved. We consider 43% are off track for achievement by 2015 and 10% are unclear.
6. At face value overall progress is reasonable but not particularly high. UNDP ought to be able to improve on this in the remaining period of this planning cycle. There are problems with some of the indicators that have been chosen and the way they are used. In some cases targets are over-ambitious and will simply not be achieved. For a number of reasons we document in Chapter 4 we suggest that quantitative assessments of this nature are somewhat limited.
7. **Qualitative assessment** gives a better picture of what UNDP does than the simple tallying of Outcome and Output targets. The following summarises our findings by Outcome:
   * **Poverty reduction and MDGs:** This is a large and somewhat unwieldy Outcome, as a result of earlier merging of three outcomes. But considerable effort has been put into pro-poor planning, budgeting and monitoring, with Bappenas reporting satisfaction and a high level of ownership as the tools are being rolled out. A large amount of work on MDG Road Maps has been undertaken and we consider this to be one of UNDP’s flagship areas. UNDP is offering special assistance to Indonesia to accelerate the MDGs. The National MDG report for 2013 is in the pipeline and these annual reports are of very good quality. This is core business for UNDP and the agency is effective here. The extent of development of local livelihood strategies is still unclear. Work on social protection is now commencing. The establishment of an MDG HD Public Policy Centre has not gone ahead. Work on aid effectiveness needs more push but UNDP is now easing back into this area and there are early signs of progress. This is a major role area for UNDP; it is cross-cutting in nature and could be a separate outcome area in the future which could link with work on MDGs or their successors.
   * **Natural resources management:** Much progress has been made in watershed management, with an impressive and growing number of watersheds with local institutional and community infrastructure. There is still more to be done to develop public/private/community partnership mechanisms for the management of forests and watersheds. Work on coastal and marine data looks to be well on track and is translating into national (and international) strategies. We have been unable to assess how far work in developing and implementing a national plan for the Arafura and Timor Seas will go by 2015. Work on developing strategies and guidelines for reducing persistent organic pollutants has gone well and is largely on track. This is a multi-ministry effort and there is a range of actors in this area. UNDP is not yet in a position to greatly influence timing and further work in the next CPAP period will probably be needed.
   * **Energy efficiency and renewable energy:** Here we see a modest and well-designed investment. This is a vibrant effort that is operating somewhat outside of UNDP’s more usual paradigm of working with the national government to develop policies and tools. It is largely approaching its task from the bottom up, persuading government, the private sector and we hope communities that energy alternatives are viable. This links with the work under the poverty and MDGs Outcome on corporate social responsibility and public private partnerships. UNDP is assisting the national government to put into place strategies for renewable energy and energy efficiency. More work remains to be done.
   * **Climate change:** UNDP has undertaken a lot of very effective work in climate change during the current CPAP period. We view its work on helping GOI to establish a REDD+ agency as having been a UNDP flagship activity. Extensive investment over a number of years is bringing significant benefits. UNDP’s work on supporting the development of climate change funding mechanisms is also a flagship activity, with nationally owned funding mechanisms now developed and being rolled out. UNDP has also contributed to Indonesia’s almost certain achievement of current targets for the reduction of hydrochlorofluorocarbons (HCFC) under the Montreal Protocol. Significant work has also been undertaken to pilot climate change adaptation associated with disaster risk reduction at decentralised level.
   * **Public representation and participation:** UNDP’s programme in this area has shown mixed degrees of progress. But the Indonesian Democracy Index (IDI) is a major highlight of UNDP’s programme. The point is not that Indonesia’s score is dropping (which it unfortunately is) but that the Nation now has a very useful yardstick against which to self-measure its progress in democracy. But work in areas such as civic education, women’s participation and the development of a facility for “consolidation of democracy” has been somewhat slow and hampered by lack of funding.
   * **Provincial governance and decentralisation:** UNDP is able to offer significant contributions in this area. Significant support has been provided for reform of Indonesia’s decentralisation framework and work has gone ahead to develop approaches to minimum service standards. Much more work will be needed in the future to make inroads on delivery of services at the district level (where the bulk of services are delivered). Bureaucracy reform has been supported in pilot provinces including the development of road maps and the trialling of pro-poor planning and budgeting. Some progress is being made in merit based systems for appointments and promotions, human resources and remuneration. While it is not captured in the CPAP framework, we note significant contributions in governance support in Aceh, use of new funding mechanisms for UNDP support and development and application of sound methods to ensure asset transfer in post-disaster recovery circumstances. Some useful work has been done on provincial and district aid management. Work on South-south cooperation at the subnational level did not come to fruition.
   * **Access to justice:** Very useful and effective work has been done on helping the national government to develop and extend frameworks for legal aid and public complaint procedures and in bringing together local customary justice systems and the formal justice system. UNDP has also supported the Secretariat for Access to Justice to get other national agencies to adopt aspects of the national strategy. UNDP has played a very useful role in helping to establish a strategy for access to justice which is an agenda for major reform. There has also been useful work on a participatory governance assessment methodology for REDD+ which has been trialled and which links to climate change and conflict prevention. This is one of UNDP’s most cross-program aligned initiatives and this is important.
   * **Conflict prevention and recovery:** Work in this area shows a clear progression and consistent support since at least 2002 and therefore over three consecutive UNDP programme periods and has been very effective in moving towards national outcomes in this area. If current funding constraints and regulatory bottlenecks can be overcome, consolidation and extension by UNDP and its national government partners of sub-national gains can be effectively achieved. A decade after commencing this work, UNDP is now taking a major national role in building long-term policies and systems for peace. This is a good example of maturation of a long-term support strategy by UNDP and is another “flagship”. Further work in the next CPAP cycle to fully embed results at sub-national level is called for.
   * **Post crisis recovery:** Perhaps UNDP has gone about as far as it can in helping the national government to put its system for post disaster recovery in place, although refinement is always possible. The national government is largely able to handle most recovery needs without outside assistance. Significant trialling of methodologies has already been undertaken in the regions and the National Disaster Management Agency (BNPB) should be able to carry results forward. However, funding is shortly to cease and UNDP will need to think what it should carry forward and how. The post-disaster assessment and monitoring methodologies are primed for replication around the country (a UNDP agenda internationally). This will likely be a challenge for the next CPAP cycle.
   * **Disaster risk reduction:** UNDP has helped BNPB over two CPAP periods in a number of major DRR initiatives. This has included work on the National Disaster Management Plan (2010 -2014) which includes disaster risk reduction. Now the government is reporting that all 33 provinces have disaster management plans based on risk assessment, which is a significant achievement. However, it is not clear from current data how many provinces are actually implementing DRR elements of their plans. UNDP has played a central role in national DRR planning processes in a very useful three-way relationship between BNPB, Bappenas and UNDP. There have been useful links with other agencies, such as the Ministry of Home Affairs and the Ministry of Environment as well as other UN agencies. Unfortunately, almost none of these achievements are reported in the CPAP framework for this Output as its indicators and targets are entirely geared towards results at sub-national level. Funding is not currently available for sub-national activities.

### Efficiency factors

1. To conclude Chapter 4 we look at efficiency factors.
2. **Delivery rates:** UNDP meets its financial delivery targets and may deliver slightly more funds than it plans. Individual unit delivery rates averaging 93% are very reasonable. But as former evaluators of projects we find it hard to obtain accurate financial data on projects, with the ATLAS system evaluator unfriendly. Nevertheless project delivery rates are probably quite good.
3. **Value for money**: UNDP in Indonesia seems to get good value for money in comparison to delivery utilising for instance market mechanisms although we can offer no numerical exactness for this conclusion. Local costs are generally modest although UNDP is finding that delivery at local level in some remote areas is considerably more expensive.
4. **NIM and DIM:** The National Implementation Modality (NIM) is efficient and very much aids ownership by government agencies. We understand that Direct Implementation is occasionally used under a specific set of guidelines but we cannot comment on whether this is any more of less efficiency than NIM. UNDP has used letters of agreement in the past and these have been relatively efficient in establishing funding channels. Due to regulation changes they will not be able to be used in the future. Methods have been trialled in at least 4 projects to channel funds to the regions through Ministry of Home Affairs systems. They are not easy to establish and this will be a challenge for the future.
5. **Other efficiency issues:** UNDP should note that donors would like better reporting on projects. We suggest that if UNDP were to invest in clarity in its reporting, to improve the tangibility of what it does by marketing its products and enhancing clarity in understanding of exactly what the agency does, this would bring dividends.
6. Project inception delays are quite common most often due to late negotiation or arrival of funding. Project extensions are common on either cost or no-cost bases. From an external perspective this is not a mark of efficiency. Project under-funding is becoming an increasingly serious challenge and has been noted by UNDP and GOI. Project lay-offs have occurred in the past and are disruptive to and a stress on human resources.

## Sustainability

1. Chapter 5 looks through the lens of sustainability at the challenges and opportunities for the remainder of this CPAP and for the design of the next CPAP results framework. On an Outcome by Outcome basis we note the following opportunities and challenges (please see Chapter 5 for much more detail):
   * **Poverty reduction and MDGs:** We particularly see the links between poverty reduction and provincial governance work as being useful for the future. UNDP can have a major role to play with Bappenas in rolling out pro-poor planning, budgeting and monitoring in the remainder of this CPAP period and the next. There is a challenge to link this work into developing minimum service standards for district level use. We do not at this stage see a high level of sustainability in the approaches UNDP has made to local economic development, either in the poverty or provincial governance Outcomes, but approaches for the future might benefit from analysis of lessons to date. Challenges will emerge in this Outcome area from the new sustainable development goals. UNDP should be in a good position to work in this area but should note that to date links between MDG work and other parts of the portfolio have not been particularly strong. It might be better in the future to define MDGs (or whatever replaces them) as the core of CPAP, to which all programme Outcome area contribute. This could logically include aid effectiveness.
   * **Natural resource management:** With extensive successes in watershed management during this cycle we are a little unsure what the next stage of work for UNDP will be. However further work on developing private public partnerships would be logical. UNDP’s work on marine and coastal ecosystems probably may have a fair way to go to demonstrate sustainability in the Indonesian context. This may see challenges in extending work from the Arafura and Timor Seas to wider Indonesian application. National plans and strategies for the control of persistent organic pollutants are in place and are being refined and we suggest that this brings its own level of sustainability (they are unlikely to be reversed). Embedding action on POPs within a range of ministries will be a continuing challenge.
   * **Renewable energy and energy efficiency:** This Outcome has adequately demonstrated contributions from technology demonstration and transfer, which is a bottom up approach, rather unusual within the UNDP paradigm of working at the national level on the regulatory framework and then extending this to provinces and districts through a process of facilitated support. But we acknowledge that top-down challenges such as market transformation and feed-in tariffs for renewal energy remain. Ultimately if significant energy efficiency gains are to be made and contributions made to response to climate change challenges, renewable and energy efficient sources will need to be widely used. UNDP now needs to evaluate results and recommend for scale up and replication as well as to continue to advocate for change.
   * **Climate change:** There is likely a considerable challenge in the future to fully embed climate change institutional and financial arrangements in Indonesia (i.e. to ensure that they are sustainable). We assume that UNDP will still be playing a significant role in this into the next CPAP period. We are not professionally competent to envisage exactly what this will entail. This is a complex area and depends on a variety of international, national and sub-national factors and players. Tighter definition of this Outcome and its indicators and targets would have helped considerably in this evaluation. We suggest that for the next CPAP period it would be useful to be more exact as to what is aimed for over the next five year period. Work on HCFCs will still be needed in the future.
   * **Public representation and participation:** The Indonesia Democracy Index initiative has been very successfully introduced and nurtured. It has a very high likelihood of being sustained in the future providing GOI funding for data collection, analysis and publication is ensured in future years. Inroads are being made to help sub-national governments both contribute to and benefit from the IDI process. This speaks of increasing sustainability. We cannot predict the sustainability of the work on advancing women in politics through supporting the more formal establishment of networks, although this could have a long-term impact in the future. Networks of this nature obviously need to survive changes in membership and helping to add structure and process could help. The aim to assist networks to fulfil a greater role in policy formulation will not now happen in this CPAP cycle but should be an ambition in the next cycle with the target of the 2019 elections in mind. Work on civic education may show progress by 2015 and could be a useful CPAP element in the future.
   * **Provincial governance:** Replication of gains made in provincial governance in the work that UNDP has supported is very much on the national agenda and it is hoped that this will appear in the next RPJMN. There is considerable potential for follow-up work for UNDP in such a programme. Legal reform for decentralisation and regional autonomy is poised to happen. If the new Parliament enacts the draft law on decentralisation there will be an inbuilt sustainability for the reforms it lays out. Pro-poor planning and budgeting and roadmaps for bureaucratic reform are now mandatory. UNDP could link these to more comprehensive initiatives to support service delivery. Provincial bureaucracy reform will still require major effort in the future to fully follow through on developing capacity (particularly at district level) for reform and for implementing services to a least the minimum standards. There is no reason why, if suitable funding arrangements can be found, that UNDP and GOI should not replicate the work of this Outcome in future years.
   * **Access to Justice:** UNDP work here is on track to assist GOI in completing one cycle of strategy development, implementation and evaluation by 2015 with a good prospect for further refinement of the strategy. This in itself demonstrates ownership by GOI and an inbuilt sustainability of what has already been achieved**.** There is a challenge to support replication of legal aid, public complaints and formal-informal justice linkages in the future. This will also link with the roll-out of the Provincial Government Assessment methodology for REDD+. This will likely be a major area of work for UNDP in the future and demonstrates considerable potential in cross-outcome cooperation.
   * **Conflict prevention and management:** We view that work under this Outcome at the national level is likely to bring benefits for many years to come, but UNDP needs to secure long-term funding to continue as an actor in this sector. UNDP should not consider exiting from this area during the next CPAP cycle. There is plenty left for UNDP and its partners to do, particularly at the sub-national level. For instance UNDP has suggested that the next cycle might involve extensive work on preventing conflict due to climate change and pressure on natural resources. This would in our view be a very beneficial area of UNDP’s work and would complement work in natural resources, climate change and disaster risk reduction. There seem to be growing challenges to coordinate government response for conflict with responsibilities broadly shared by a number of agencies and to encourage more agencies to play fuller role. Conflict management seems to be quite complex from an institutional perspective. Given its central role in this sector and with peace as a core concern for sustainable development, UNDP might consider a stakeholder mapping exercise as appropriate.
   * **Disaster recovery:** There is a considerable in-built momentum for sustainability of the results under this Outcome, particularly at the national level. This is likely to bring benefits for many years to come. Of particular note is that Indonesia now has a comprehensive Post-Disaster Rehabilitation and Recovery Framework. There is a high level of ownership of results at the national level with BNPB shouldering financial responsibilities. UNDP should not consider exiting from this area during the next CPAP cycle and should focus on helping BNPB to continue rolling out disaster recovery tools and methodologies with a much greater focus on replicating and building capacity at the sub-national level. We suspect that given the impressive gains so far that system refinement will from now be less needed with perhaps a focus on encouraging coordination of recovery response among a larger number of government agencies. The integration of conflict and disaster needs assessments methods has also been mooted.
   * **Disaster risk reduction:** DRR work at the national level is a proven strength of UNDP. Despite a slow start for SC-DRR II progress at the national level has been good with work on regulations and guidelines. It is quite clear that the major challenge is actually to make communities more resilient to disaster. UNDP has contributed to DRR planning in provinces, which will logically feed through to community benefits. UNDP also suggests that it has contributed more indirectly to various GOI community resilience initiatives such as in community awareness and education in DRR. But we feel that UNDP is currently not in a position to greatly influence community resilience to disaster (there have been significant funding difficulties). We believe UNDP has some strategic choices to make for its future work in DRR in Indonesia: for instance urgently considering ways it can raise funding to enhance contributions to community resilience and how it might best deliver in this area. We suggest UNDP considers two broad strategy options for the future of it work in DRR: to take manageable slices of DRR and to follow them through from national level to the village; or to develop an approach that builds DRR from the community upwards. Both would be viable if sufficient time and resources can be found. If carefully crafted, they need not be mutually exclusive.

### The future programming environment

1. As a final note on issues of sustainability it is useful to briefly document likely major programming factors for the next CPAP. The formulation of the next RPJMN for 2015 to 2019 clearly strategic interest to UNDP.
2. **The new RPJMN:** We do not know what the new RPJMN will contain. But it is likely that many if not all of the priorities to which UNDP’s current CPAP has responded will continue to be reflected in some form in the new plan. Poverty reduction and bureaucratic reform will be included. We can assume that there will still be work to do on disaster management, democratic governance and environment. How UNDP will eventually respond remains to emerge, but planning to continue in the major areas of the CPAP seems sensible. UNDP is and can remain well placed to contribute.
3. **Sustainable development goals:** The illustrative sustainable development goals (SDGs), as recently proposed by the High Level Panel of Eminent Persons are clearly an evolution of the current MDGs. If adopted, the new goals, as outlined in the Panel’s report of 2013, will set in place a more comprehensive agenda for development. This would encourage national and international programmes for (inter alia): ending poverty; good governance and effective institutions; job creation, sustainable livelihoods and equitable growth, the empowerment of women and girls and gender equality; sustainable energy; sustainable natural resource management; and ensuring safer and stable communities. These are all areas in which UNDP Indonesia is well placed to contribute.
4. **Post Busan:** we actually wonder how much momentum there currently is for aid effectiveness as articulated through the Paris Declaration, the Accra Agenda and the Jakarta Commitment. The inclusion of aide effectiveness (perhaps at an Outcome level) in the next CPAP is a topic for future discussion.
5. **Funding envelope:** UNDP’s funding envelope is currently declining and is now returning to pre-tsunami levels. We are seeing funding shortfalls in existing projects, with traditional donor sources to some extent drying up. This is complex and it is not easy to pin down any one factor as to why this is so. Changes are certainly occurring to donor priorities and policies. Official development assistance levels are declining now that Indonesia is a middle income country. There also seems to be less donor appetite for disaster management and conflict prevention now that the major crises of a decade ago have been resolved. We understand that major opportunities now exist for UNDP to work alongside GOI using GOI funding in replicating, some of the systems, tools and methods that have been developed under the CPAP to date. GOI acceptance and ownership of the products of cooperation with UNDP, and UNDP’s value in offering support and expertise show the way forward. As ODA contributions decline and GOI budgets increase, this is a very appropriate approach for the future. Also highly promising is the development of private funding channels particularly in relation to corporate social responsibility commitments.

## Summary of findings

1. We offer the following findings based on the analysis in this evaluation report.
   * **Development environment:** Since 2011, Indonesia has made considerable progress across all areas covered under the CPAP as per the points below.
   * In particular poverty rates are falling and gains have been made in attaining or being on track to attain a large number of MDGs. Some MDGs will not be achieved by 2015.
   * Significant gains have also been made in watershed management, reducing forest degradation, in critical land rehabilitation, controlling POPs and in electrification. The institutionalisation of REDD+ and financing arrangements has progressed well. But challenges remain in protecting coral reef and raising the percentage of renewable energy produced.
   * Women’s participation in top level administration has improved significantly and gains can be expected in their political representation. Provincial accountability is improving and there are gains in civil service integrity. But the IDI score is declining and levels of political participation remain challenging. Improving service delivery to minimum standards is slow.
   * Frameworks for conflict and disaster management have improved significantly, particularly in the area of recovery and GOI is now handling much more without external support. But incidences of local conflict are rising and budgets for disaster risk reduction are low (although we note that DRR tools have been extensively developed).
   * **CPAP alignment:** UNDP’s positioning of its programme within the Government of Indonesia’s priorities for this planning cycle has been exemplary. UNDP is seen as a close, neutral, trusted and valued partner by GOI. This is a major comparative advantage for UNDP. CPAP review mechanisms have been introduced and are developing.
   * The CPAP aligns well to the UNPDF at UNPDF outcome and sub-outcome levels, but not necessarily so at its Output level. While UNDP has close relationships with other UN agencies the level cooperation within the CPAP is not particularly strong.
   * The CPAP is very relevant to UNDP’s poverty and vulnerability vision and UNDP Indonesia is already well placed to move forward on the agency’s new Strategic Plan.
   * The CPAP is not yet fully reaching the service delivery interface. Future programming could take this into account. Similarly more attention could be paid to mainstreaming gender.
   * **Theory of change:** It is difficult to find a clearly articulated theory of change in the Country Programme Document. Individual Outcomes mostly show clear logic, but not all Outputs within them necessarily demonstrate a sense of “sufficiency” to meet Outcomes.
   * **UNDP roles and products:** UNDP plays very useful and effective roles in building institutions and their capacity, in helping to develop policies, strategies and regulations; and in trialling systems, tools and methods. Particularly in the latter role it has helped to develop “tools” that can be seen as UNDP products and are marketable as such.
   * **Quantifiable results:** 77% of Outcomes have been achieved or are showing significant or some progress towards 2015 targets. 23% are showing no change or regression. Using an on or off track assessment for Outcome progress, just over 51% of the Outcome indicators are on track for achievement by 2015 and 20% are off track. Progress against the remaining 29% of 2015 Outcome targets is assessed as “unclear” (we are unable to draw firm conclusions).
   * For Output level targets for 2015, 50% are on track for achievement by 2015 and 7% are already achieved. We consider 43% are off track for achievement by 2015 and 10% are unclear.
   * **Major achievements:** UNDP has helped GOI make a large number of achievements across its portfolio, with solid achievements in all Outcome areas. Without denigrating many other achievements, of particular note in each Outcome area are:
     + work on accelerating MDGs;
     + the establishment of watershed management arrangements;
     + the trialling of renewable energy technologies that demonstrate impact of reducing greenhouse gases;
     + the establishment of the REDD+ Agency and the Indonesia Climate Change Trust Fund;
     + the introduction and use of the Indonesia Democracy Index;
     + the revision of the Law on Decentralisation and innovative pro-poor planning and budgeting methods at the sub-national level;
     + the establishment of the National Strategy for Access to Justice and the creation of legal aid and public complaints mechanisms; the establishment of the Participatory Governance Assessment methodology
     + The establishment of a comprehensive conflict prevention and peace building framework;
     + Major consolidation of Indonesia’s disaster recovery framework; and
     + Considerable consolidation in the disaster risk reduction framework.
   * **Efficiency:** delivery rates and value for money for the programme are good and the NIM modality is efficient as it encourages government ownership and increases cooperation. But project start-up delays are quite common and procurement delays do occur. Project under-funding is becoming an increasingly serious problem.
   * **Sustainability:** sustainability analysis is poorly presented (if at all) in programme documents and evidence of exit strategies during design or implementation is scant. But sustainability is reasonably assured for the following achievements:
     + Pro-poor planning, budgeting and monitoring;
     + MDG acceleration (noting the need to adapt to sustainable development goals);
     + Watershed management frameworks;
     + Regulatory framework for reducing persistent organic pollutants;
     + Introduction of renewable energy and energy efficiency technologies;
     + The REDD+ Agency and the Indonesia Climate Change Trust Fund;
     + The use of the Indonesia Democracy Index;
     + Revision of the Law on Decentralisation;
     + Strategy foe Access to Justice;
     + Legal aid and public complaints mechanisms;
     + Participatory Governance Assessment
     + Conflict prevention and peace building strategies including the national law;
     + Crisis recovery frameworks and declining reliance on international agencies for assistance in disaster recovery; and
     + National disaster risk reduction framework.
   * **Challenges and opportunities**: We have provided sufficient comment in Chapter 5 on challenges for the future. Major challenges and opportunities are presented below as Outcome recommendations (Recommendation 15).
   * **The future of the programme:** UNDP is well placed to enter dialogue with GOI on the next RPJMN and on the way forward to achieve the sustainable development goals. UNDP should consider ways to reinvigorate the aid effectiveness agenda in Indonesia. UNDP’s programme delivery (finance) is now returning to pre-tsunami levels after major inflows of crisis related funding and UNDP should consider new ways of attracting funds, including utilisation of GOI budgets. The environment area has emerged as by far the largest contributor to UNDP programme delivery. Ten years ago this position was held by crisis prevention and recovery.

## Recommendations for consideration by partners

**1. Maintain the fundamental vision of poverty eradication:** This is the fundamental for all of UNDP’s contributions and is core to GOI’s own development vision. This will not change and partners should ensure it stays at the top level of programme thinking.

**2. Maintain the portfolio:** At CPAP level maintain the four pillar portfolio of poverty, environment, democratic governance and crisis prevention and recovery, but seek as appropriate to refine outcomes and outputs as per suggestions from this evaluation process.

**3. Ensure sound dialogue in 2014:** 2014 is a vital year for UNDP and its GOI partners, particularly Bappenas to ensure that full advantage is taken of the golden opportunity to ensure that UNDP’s contribution to the RPJMN 2015 -2019 is as closely aligned as possible.

**4.** **Follow the SDG process:** As sustainable development goals are firmed up in the lead-in to the post-2015 period, ensure that SDGs are fully reflected in the design for the next CPAP period.

**5. Inter-agency and inter-unit synergies:** UNDP should seek to build on its good relations with other UN agencies to significantly enhance inter-agency programming and synergies. It should also attempt to do this internally by building better programme linkages between units. This would benefit from analysis of potential links between projects and programmes and someone should be assigned to do this.

**6. Improve sufficiency between outputs and outcomes:** the notion of sufficiency is a useful tool for analysing CPAP design and UNDP should seek to improve sufficiency between Outcomes and their subsidiary Outputs.

**7. CPAP Strategies for the future:** UNDP should consider a more explicit underpinning of MDGs (or SDGs) for the next CPAP with a view to clearer definition of poverty reduction, either as an underpinning for the whole program or as a separate Outcome area. UNDP should consider raising aid effectiveness to an Outcome status.

**8. Develop a “product” outlook:** UNDP and GOI have worked very closely to develop a large number of tools, methods and systems which together form a product base, which they can together offer to donors and other GOI agencies (and possibly internationally through South-South cooperation programs). UNDP should lead the process of consolidating this product base, seeking 1) synergies in product use between programme elements and 2) adaptations of tools for new purposes.

**9. Improve reporting:** UNDP should be mindful of the need to more accurately report, particularly to donors, taking care to differentiate what UNDP has done and what others have done. This and the “product” approach would greatly enhance tangibility of what UNDP does, particularly in areas high in government process.

**9. Develop marketing approaches:** develop methods to ensure that products (in addition to projects) are understood by and tangible to potential donors and other stakeholders. Continue to develop media to promote UNDP’s contribution. Consider developing marketing skills internally.

**10. More emphasis on sub-national work:** Work with long-term national government partners to extend tried and tested approaches and products to sub-national levels, wherever possible leveraging national funding for replication purposes. Seek as much as possible to involve districts and municipalities in extension efforts. Fully utilise pro-poor planning to link with service delivery. Note that it may be possible to leverage GOI funding to enhance UNDP’s work at the sub-national level.

**11. Build more bottom-up approaches:** recognising that UNDP can use, in some cases is using and has used bottom-up approaches, furtherdevelop on a pilot basis a small number of initiatives that work from the local level back to the centre and which can utilise tried and tested products (tools and methods). Become more demand oriented and thus link communities with proven contributions on the supply side and in doing so link with communities. Consider for disaster recovery a quick response team approach adapted perhaps from the UNDP SURGE system. Seek to gain more experience of real-life development.

**12. Rationalise indicators:** UNDP should seriously examine the indicators it uses for the next CPAP period, largely, but not exclusively at the Output level. It should consider, within its framework of cooperation with GOI, which is understood to drive choice of indicators: a) having fewer Output indicators (one per Output would be ideal); b) avoiding complex indicators that can show conflicting trends; c) ensuring before they are used that indicators can be measured; d) ensuring that targets directly inform indicators; e) avoiding aspirational indicators that cannot be met; f) ensuring that where national and sub-national activities are planned that indicators are developed for both levels; and g) in addition to simple numerical indicators utilise where possible qualitative indicators that provide a “story”. These measures would contribute to a better demonstrated programme;

**13. Develop sustainability and exit strategies:** Particularly at the design stage develop sustainability strategy and associated exit strategies that clearly define at what stage external support is no longer needed. Implicit in this is how to determine when such sustainability targets have been met.

**14. Gender strategies and mainstreaming:** In order to ensure that UNDP strategic goals on gender are targeted, place much higher emphasis at design and early implementation of gender mainstreaming strategies.

**15. Outcome recommendations:** The following are Outcome level recommendations and are essentially challenges and opportunities for UNDP if it is to continue in the Outcome areas in which it is already working:

* + **Poverty:** develop more sustainable approaches to local economic development; coherently link poverty reduction initiatives through CPAP outputs with a clear Outcome; develop private public partnerships within the framework of locally managed watersheds; recapture the momentum on aid effectiveness perhaps by raising it to Outcome status;
  + **Natural resources management:** add to sustainability of coastal and marine ecosystems management frameworks; embed action on persistent organic pollutants within a wider range of ministries;
  + **Renewable energy/energy efficiency:** consolidate gains on RE/EE through replication of technologies that have been demonstrated as viable and strengthening of market mechanisms and tariffs through advocacy;
  + **Climate change:** improve ways of measuring change in this challenging area (M&E) to help fully embed gains already made;
  + **Public representation and participation:** consolidate and further develop initiatives for women in decision making and parliaments; develop systems and institutions for civic education;
  + **Provincial governance:** roll-out ofpro-poor planning, budgeting and monitoring systems and better focus on minimum service standards at district level; follow-through on provincial bureaucracy reform measures and focus on public service standards;
  + **Access to justice:** consolidate legal aid, particularly by focus on improving delivery rates of available funding; consolidate pubic complaints mechanisms (roll out); consolidate results from customary law work again with view to replication. Replicate work on the Participatory Governance Assessment;
  + **Conflict prevention and peace building:** Extend the comprehensive framework for conflict prevention and peace building to all sub-national governments; seek ways of involving more national level stakeholders;
  + **Disaster recovery:** Continued roll-out of disaster recovery framework sub-nationally; Development of SURGE capacity; integration of conflict and disaster needs assessment methodologies; roll-out/replicate the village information system;
  + **Disaster risk reduction:** make communities more resilient to disaster**;** improve measures of success in this field (for the sector and for the CPAP) including in conjunction with MOHA on data collection; work from the bottom up as well as the top down.

# Chapter 1: Introduction

## Rationale

1. **The UN and Government planning framework:** UNDP’s programme in Indonesia is informed on a five year basis by its Country Programme Document (CPD), the latest of which was approved by the UNDP Executive Board in 2010 and the attached Country Programme Action Plan (CPAP), jointly endorsed with the Government of Indonesia. These documents are intended to be closely aligned to the Government of Indonesia’s (GOI) National Medium Term Development Plan or *Rencana Pembanguan Jangka Menengah Nasional* (RPJMN). The preparation and monitoring of the RPJMN is the responsibility of the State Development Planning Agency, the *Badan Perencanaan Pembangunan Nasional* or Bappenas, which is UNDP’s primary partner in Indonesia.
2. The current RPJMN is for the years 2010 – 2014. UNDP’s CPD/CPAP current programming period is from 2011 – 2015, sensibly and logically reflecting a one year preparation period between the Government’s announcement of its five year plan and UNDP’s finalisation of its five year programme of response. The Country Programme and the CPAP are also intended to align with the UN Partnership for Development Framework (UNPDF), which is the UN cross-agency, collective response to the Indonesian Government’s five year plan. This alignment of UNDP’s work with GOI’s priorities, plans and strategies reflects the essential nature of partnership between UNDP and GOI.
3. **Outcome clusters:** The CPAP portfolio is currently defined around four outcome clusters: poverty reduction and achievement of Millennium Development Goals (MDGs) with one defined Outcome; environment with three Outcomes; democratic governance with three Outcomes; and crisis prevention and recovery, also with three Outcomes. The projects in UNDP Indonesia’s portfolio fit within the CPAP framework and aim to contribute to its results.
4. **Outcome review**: During this CPAP period, UNDP and Government partners have progressively refined an annual Outcome review process for the country programme. This measures progress against established CPAP annual targets and allowing for necessary adjustment to the CPAP results framework as partners learn about progress and constraints. This was most recently conducted between December 2013 and March 2014. The CPAP review process has informed this evaluation and coincided with it. There are “Outcome Boards” for each of the Outcome clusters, and an overall CPAP Outcome Board which has reviewed the entire programme. Documentation of Outcome Board meetings is available from UNDP Indonesia.
5. **Evaluation purpose:** This evaluation is a timely opportunity to complement partners’ understanding of progress, coming as it does at the mid-way stage of the current programming cycle. It has aimed to engage partners and implementers in dialogue geared to help the team to understand what has gone well, and what hasn’t and more importantly why. This is with a view to suggesting programme adjustments to better reach desired results in almost two years remaining in this cycle, which UNDP Indonesia may wish to consider in the light of higher level UNDP global programming frameworks. It also offers a contribution to the preparation of the next Country Programme Document and CPAP for 2016 – 2020, at the time when the Government is formulating its next RPJMN for 2015 – 2019. Please refer to the attached terms of reference for this evaluation (Annex 1).

## Evaluation issues

1. **The nature of a mid-term evaluation:** This is a mid-term evaluation and different in nature to final evaluation exercises. Final evaluations draw lines underneath what has been done and how well it has been implemented. A major focus is the benefits and impacts of projects and programmes. Final evaluations also come at or close to the end of a development initiative, often after plans have already been made for what is to follow.
2. This mid-term evaluation does not specifically measure impact but looks at how benefits and impact can be better achieved in the time remaining in the programming cycle. It aims to provide an external, independent view that can help partners make changes and fine tune the UNDP Indonesia programme. It looks forward to the next programming cycle with the benefit of time being available to make strategic changes. It uses the established evaluation criteria of relevance, effectiveness, efficiency and sustainability.
3. **Long-term perspective:** This evaluation also tries to understand some of the recent history of UNDP involvement in Indonesia; what the agency has done over a longer term period (in some cases several programming cycles) that has now come to maturity and in some cases where it may not have been so successful. Where it is possible, documenting accumulated knowledge and experience is, we believe very valuable.

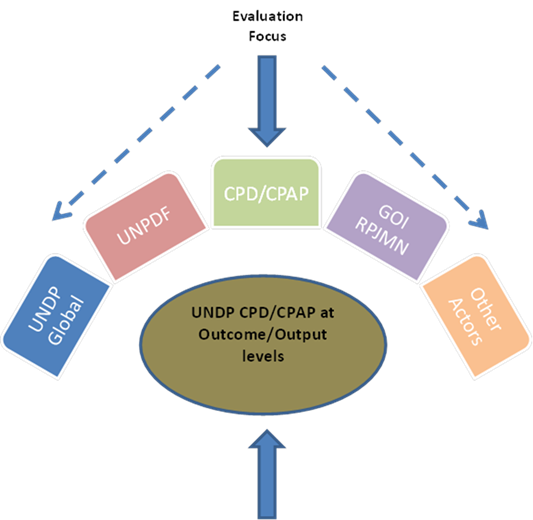


Figure : The Programming environment “Umbrella” and this evaluation

1. **The programming environment:** The CPAP is located within UNDP global, UN Indonesia and GOI planning frameworks. This evaluation takes these frameworks into account. Figure 1 is based on team reading of documentation and summarises this as a “programming umbrella”. The focus of this evaluation process has been the Country Programme and its Action Plan, but this is informed by what the Government is doing, how UN development agencies contribute and UNDP’s global strategic framework and how it is developing. To the extent possible, and to the extent they connect with the CPAP, we have also brought in perspectives from other actors within Indonesia’s development framework.
2. **The evolution of the CPAP:** Since its commencement in 2011, the CPAP framework has undergone changes through Outcome Board dialogue. During CPAP review for 2012, three outcomes covering Poverty and MDGs were merged to become one outcome. No other changes have been made to the highest level of the results framework, the Outcome statements. However, there have been a number of changes agreed in 2011 and 2012 to Outcome indicators and targets and to Output statements, indicators and targets. Further changes have been proposed during the 2013 Outcome Board round. This is somewhat problematic from the perspective of the evaluation as respondents are working towards the changed, rather than the original framework. We have chosen to follow the Outcome Board reporting convention, in which reports are made against the last approved version of the CPAP, i.e. the 2012 version. Focusing on the latest agreed targets is more useful to UNDP and its partners as they move to the final stages of this programming period.
3. **Objectives of the evaluation:** As per our Terms of Reference, the evaluation has aimed to be a “comprehensive assessment of the progress of implementation of the country programme towards achieving the established outcomes”. This has meant six evaluation objectives:
   1. Review progress and achievement;
   2. Review of factors influencing the achievement;
   3. Assess the continual relevance of the programme including its strategies and progress towards the delivery of the expected outcomes taking into account the emerging development challenges (evaluators’ note: please refer to the TOR, which in addition to the relevance criterion also calls for evaluation against effectiveness, efficiency and sustainability criteria);
   4. Identify gaps to be addressed, lessons learnt to be applied, and any modifications to be made in the programme to support the achievement of national development priorities;
   5. Revisit program approach, in order to be consistent with the development framework and propose a roadmap/ action plan for the UNDP Country Office (CO) on how to support the achievement of national development priorities over the remaining CPAP period; and
   6. Provide key recommendations/directions for the next Country Programme cycle.
4. **Outcomes and Outputs:** While the overall thrust has been at the Outcome level of the framework, the scope of work has necessarily included extensive analysis at the Output level. Outcome statements are by nature geared to Indonesia’s national achievements and are largely measured using Indonesia’s own development indicators. They are above and beyond what the programme can achieve by itself. It is at the Output level that we get more of a flavour of how the programme has contributed and find greater confluence with the aims, activities and contributions of individual projects. The CPAP framework is defined by 10 Outcomes, with 35 indicators, baselines and targets for the CPAP period and 37 Outputs, with 100 indicators, associated baselines and multi-year targets.
5. **Programme not projects:** This is not an evaluation of projects, which are the discrete initiatives set up under the Outcome structure. We have accessed information on 40 projects that have been or are being implemented in the 2011 to 2015 period, through the Project Documents (Prodocs) used to design and approve initiatives. We have added to this understanding through discussion and field visits, both during this evaluation and previously during other evaluations we have undertaken for UNDP. This has informed our understanding of what has been attempted through the CPAP and how projects have contributed, but has not been an attempt to evaluate them. UNDP Indonesia has to our knowledge undertaken 17 mid-term or final evaluations of projects during the current cycle. We have used these to inform our understanding of and to illustrate issues for the overall programme, but not to supplant the views or recommendations they made.

## Evaluability

**Definition: Evaluability is clarity in the intent of the subject to be evaluated, sufficient measurable indicators, accessible reliable information sources, and no major factor hindering an impartial evaluation process.** Source: UNDP Handbook on Planning, Monitoring and Evaluating for Development Results

1. We simply note that the subject of this evaluation, the UNDP country programme and its contribution to the development of Indonesia is clearly defined in the TOR as explained above under “Rationale” and “Evaluation Issues”.
2. We have been able to meet with a large number of respondents, who to the best of our knowledge provided reliable information. We have not been able to meet with everyone. The upside of having an evaluation simultaneous with partner discussions and with GOI’s and UNDP’s deliberations on future plans is that the issues of this evaluation have been fresh in people’s minds. The downside is that some people were simply not available to meet with us. This applied to GOI and on some occasions to UNDP staff.
3. We have had access to reliable sources of information in the form of UNDP and GOI documentation, both provided by respondents and discovered separately through web searches. Indonesia is well served by good sources of officially and publically available information and the level of openness with which information is offered is very high. Not all documentation from UNDP or its partners is of the highest quality, but sources are reliable and accessible.
4. No-one has hindered the impartiality of our work; all respondents have respected the independence of this evaluation and have been very receptive. While we have obviously relied on UNDP to steer us towards the people with whom it works, our interviews with respondents, with a small number of exceptions, were undertaken by us alone. UNDP colleagues have not attempted to shadow us or to steer dialogue. Information has been provided freely and willingly.
5. In each of the Profiles we have concluded that on balance there have been sufficient measurable indicators, although we note that there are indicators that have been quite hard to measure and indicators which include significant room for interpretation. We have in some cases, where indicators are not providing useable information been quite strict on this issue; in others, where on balance progress is probably being shown we have allowed benefit of the doubt.

## Methodology

1. **Methodology:** The Inception Report for this evaluation is included as Annex 2. It contains detail on the methodology used and should be read by those who need it. We have not attempted any form of economic cost benefit or statistical analysis in this evaluation.
2. The methodology is broadly in line with the Guidelines for a UNDP Outcome level evaluation, with the understanding that as a mid-term exercise respondents were encouraged to be critical, frank and positive about what can be achieved in the future. The process began with decisions made through several meetings with Senior Management and the Programme Monitoring and Evaluation Unit (PMEU). This established the broad approach to be taken and the issues to be canvassed as per the evaluation matrix, included here as Annex 3. We looked at how data would be sampled including decisions as to the target respondents, which documents constituted the baseline and the documentation and other evidence to be requested.
3. Surveys were not attempted as a) this should have commenced several months prior to interviews if it was to be attempted and b) experience suggests that response to such instruments for the purposes of general development discussion tends to be poor. We tried to schedule interviews logically, commencing with UNDP’s programme managers and successively moving out to meet GOI partner agency representatives, some civil society organisation people and senior staff members from a sample of other UN agencies and from the larger donor contributors. We have unfortunately been unable to meet with private sector colleagues, (which is a weakness of his evaluation). However issues of private sector involvement were discussed with UNDP’s focal point for the private sector. It was always known that due to the large number of respondents in Jakarta, field sampling (i.e. outside of the capital) would be limited, although we do have the benefit of extensive recent field visits on other evaluations for UNDP.
4. The process of consultation and initial data collection was originally intended to run from November to December 2013. In reality our first inputs were cut short in early December, as it was impossible to engage GOI colleagues, who were pre-occupied then with 2014 budget preparations and with finalising budget expenditure for 2013. Consultations resumed in early February 2014 and ran to early March with a good level of participation. Annex 4 shows the people and organisations consulted.
5. Major consolidated data for this evaluation was provided by the UNDP Country Office and has included: presentations and documentation for the recent 2013 Outcome Board meetings, the Results Oriented Annual Reports (ROAR) for 2012 and 2013, project documents (Prodocs) and evaluations. UNDP also provided some overall financial data on request from this team.
6. Data analysis and document preparation for the draft of this report was undertaken at home base during March and early April. Comment and suggestions from UNDP were provided during May. A second draft was prepared based on UNDP response in May and June, and was submitted to international UNDP colleagues for peer review. This final documeny is now submitted for UNDP senior management response.
7. **This document:** We have been tasked with an evaluation of the programme at two levels; Outcome and Output and to examine progress against indicators using the targets given in the CPAP Results Framework (which is available separately from UNDP). This evaluation consists of two main parts.
8. The main body of the report (i.e. this part) examines the programme issues and aims to be of general use to partners as they consider making strategic decisions for the remaining period of this programme cycle and as they deliberate on the shape of the programme for 2015 - 2019. We present:
   * Chapter 2: An overview of the development environment and a snapshot of how Indonesia has progressed using CPAP Outcome level indicators and targets;
   * Chapter 3: An account of how the Country Programme has responded to development challenges, organised around the theme of relevance;
   * Chapter 4: An account of the contributions that the Country Programme has made, organised around the themes of effectiveness and efficiency;
   * Chapter 5: Our assessment of challenges and opportunities, organised around the theme of sustainability; and
   * Chapter 6: Based on the above we outline conclusions and make recommendations.
9. We have drawn up a series of profiles in separate Microsoft Word files, one for each Outcome area. These form the evidence base for our findings and recommendations. These aim to be of particular use to programme managers in their decisions on programme directions in the remaining period of this cycle. These provide:
   * Visualisations of how individual projects fit within outcome areas, with where available brief details of precursor projects implemented in earlier cycles;
   * A register of projects in the current cycle showing implementation periods, geographical focus, implementing partners and funders. Evaluations conducted are also noted;
   * Notable project evaluation recommendations that inform this evaluation;
   * Comments on the outcome logic and the extent to which this is robust;
   * Comments on relevance of the Outcome to the RPJMN and the UNPDF, as well as the current MDGs and the illustrative Sustainable Development Goals (as put forward by the High Level Panel of Eminent Persons on the Post-2015 Development Agenda);
   * Comments on results and effectiveness of each Outcome with tables showing the Outcome, its Outputs, indicators and targets for 2015 and the extent of progress. This is the bulk of the evidence base.
10. The preparation of Profiles has been an extensive and time consuming task. The CPAP features 10 Outcomes with 35 Outcome Indicators; and 37 Outputs with 100 Output Indicators. We have examined all 135 indicators and to the extent it has been possible we have commented on all of them. For each indicator we were required to assess the extent to which progress is on track to meet stated targets for 2015. This has meant trying to see into the future. In some cases it is quite clear that targets will or will not be met. In others this has required making judgement calls. Results of our assessments for both Outcome and Output level indicators are given in each Outcome profile and are summarised in Chapter 4.
11. UNDP uses different classification systems for progress against Outcome and Output targets.
12. For Outcomes, the UNDP classification is as follows (with our interpretation in parentheses for the purposes of this evaluation):
    * **Regression:** Declining condition against the baseline (either will not or is unlikely to be achieved);
    * **No Change:** No progress has been made against the baseline (either will not or is unlikely to be achieved);
    * **Some progress:** Progress has been made but the outcome target in 2015 may not be reached with the current trend (may or may not be achieved);
    * **Significant progress:** Progress has been made and is on track. The outcome target in 2015 is expected to be achieved (this is self-explanatory); and
    * **Target reached or surpassed:** Outcome target in 2015 has already been achieved (this is self-explanatory).
13. We believe the above system is open to some degree of interpretation. Therefore for Outcomes we also have added where we can, whether we think the target is ACHIEVED, ON or OFF TRACK to be met by 2015. We suggest this is a useful refinement to the above system for follow-up and planning purposes and makes Outcome assessment more readily comparable with Output assessment (as below). These additional assessments are presented as “Evaluation suggestions” in profiles and in this main document.
14. For Outputs, UNDP uses the classification as follows (with our interpretation for the purposes of this evaluation):
    * **ACHIEVED** notes that the target has been attained earlier than expected;
    * **ON TRACK** notes that to our best judgement the 2015 target will be achieved; and
    * **OFF TRACK** notes that to our best judgement the 2015 target will not be achieved.
15. UNDP provides information on overall achievement against output indicators on an annual basis in its current reporting systems. It does not assess whether end of program cycle targets for Outputs will or will not be achieved. However, this evaluation has been tasked with attempting such an assessment. In the profiles provided we must stress that such assessments are for the end of the program cycle and are made to the best of our ability.
16. For the purposes of this evaluation we have added one further classification for both Outcome and Output assessments :
    * **UNCLEAR** notes that we have not been provided with enough information, indicators are not measurable or more simply, we cannot tell.

## Mapping the outcome model

1. Before looking at the overall development environment and how UNDP and its partners have responded, it is useful to offer a visualisation of how the programme fits together. Figure 2 below was constructed by the evaluation team based on examination of the CPAP and the CPD and shows the four main Outcome clusters (in CPAP terms Programme Components) within the program. This is not a “theory of change” that attempts to link means to ends or to map causality. It is a simply an aid to understanding the scope of a complex programme.
2. These four clusters are not “super-outcomes” and no-one has officially defined them as such; they are not stated in the results framework. They actually represent the four broad areas for UNDP Indonesia’s contribution and how, in fact, the agency has organised itself structurally into Units: achieving MDGs and reducing poverty; promoting democratic governance; protecting the environment and guarding against climate change; and preventing and recovering from crisis. The smaller blue circles show the ten Outcomes, with succinct statements of what is intended by each. They each contribute to the results that the Units aim to achieve.
3. No overall goal has been documented in the results framework to articulate UNDP’s total contribution to Indonesia’s development (although the evaluators understand that in the UNDP planning system there is not a requirement to do this). The statement in the large circle is derived from the CPD, which says: “The overall aim of this country programme is to ensure through support to national efforts for achieving MDGs and sustainable human development and that development does not leave behind the vulnerable and disadvantaged”. The figure also helps to link conceptually to three of the themes of the UNPDF: participation, equity and resilience.

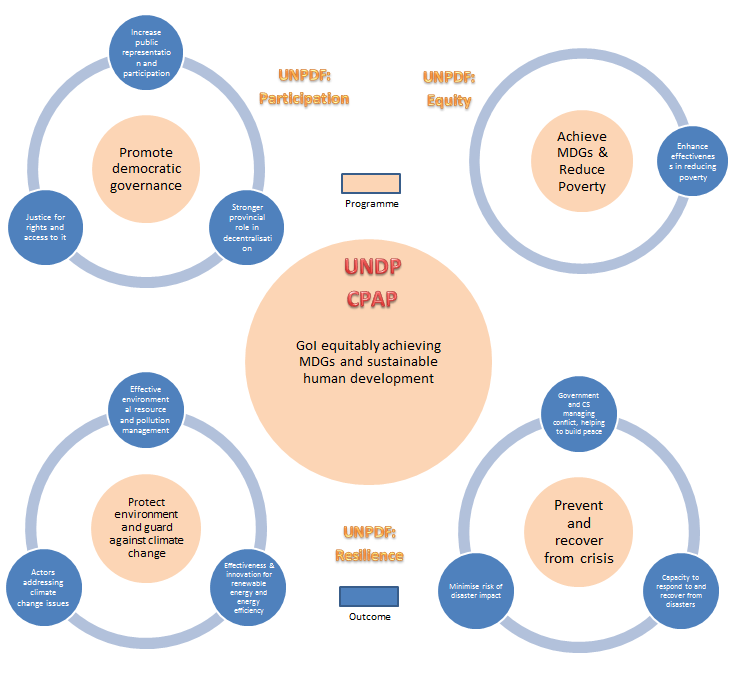


Figure : Outcome visualisation for the CPAP 20111 - 2015

# Chapter 2: The Development Environment

## Indonesia’s development baseline in 2010

1. The UNDP Country Programme Document for Indonesia, as approved by the Executive Board in July 2010, contains in its situation analysis a useful synopsis or baseline of where Indonesia was at that time. It reports impressive gains by Indonesia in being able to weather the global financial crisis, while at the same time reducing unemployment and poverty rates, increasing its Human Development Index (HDI) and moving ahead to achieve a considerable number of MDGs. The document particularly mentions MDG achievements in health and education, gender equality, poverty reduction and environmental sustainability.
2. Indonesia’s achievements in developing its democratic framework were viewed as remarkable with direct elections for both Parliament and the Presidency in place. The decades-long conflict in Aceh had been overcome. Much needed decentralisation had occurred across the country with regional autonomy measures in place.
3. We can add that the country was moving on from crisis recovery to more sustained longer-term development after the conflict and disaster shocks of the first decade of the 21st century. Indonesia had just become a middle income country and was considerably less dependent on development assistance flows. Its capacity to work with and coordinate its development partners was recognised as impressive. This was a good situation for UNDP and its partners to find themselves in at the commencement of a new programming period.
4. Challenges remained and the CPD documented them. They included uneven growth, wealth inequity and the curse of corruption. They included the relative fragility of democratic governance, and particularly while progress was being made, the continued poor levels of participation in it. Bureaucratic reform had been slow and technical and administrative capacity gaps, particularly in lesser developed regions, were seen as a constraint. Climate change and greenhouse gas emissions were a growing concern, particularly as they affected the achievement of goals in poverty reduction and attaining the MDGs.

## How Indonesia’s planning system responds to challenges

1. **Overview of the RPJMN:** Figure 3 below is a visualisation of Indonesia’s current priorities as determined by the National Medium Term Development Plan for 2010 to 2014, the RPJMN. It shows UNDP’s major partners in the national government and the priorities and the development activity areas in which UNDP has contributed so far during this planning cycle.
2. Naturally Indonesia’s development plans are very wide ranging in nature. Figure 3 shows the comprehensive nature of development programming in Indonesia in all areas of national government authority.
3. **Authority for the RPJMN**: The preparation of the RPJMN is the responsibility of Bappenas and involves consultations with national and sub-national agencies, the private sector, civil society and international partners. Each successive RPJMN is binding, subject to review and revision, on national agencies for a period of five years corresponding to one Presidential Term. The President authorises the RPJMN by Decree and it becomes his/her overall strategy and policy framework for national development activities. It is the overall basis for national five year planning and budgeting and ensuing monitoring and evaluation. Its priorities are reflected in five year strategic and annual plans of national Ministries and Agencies.

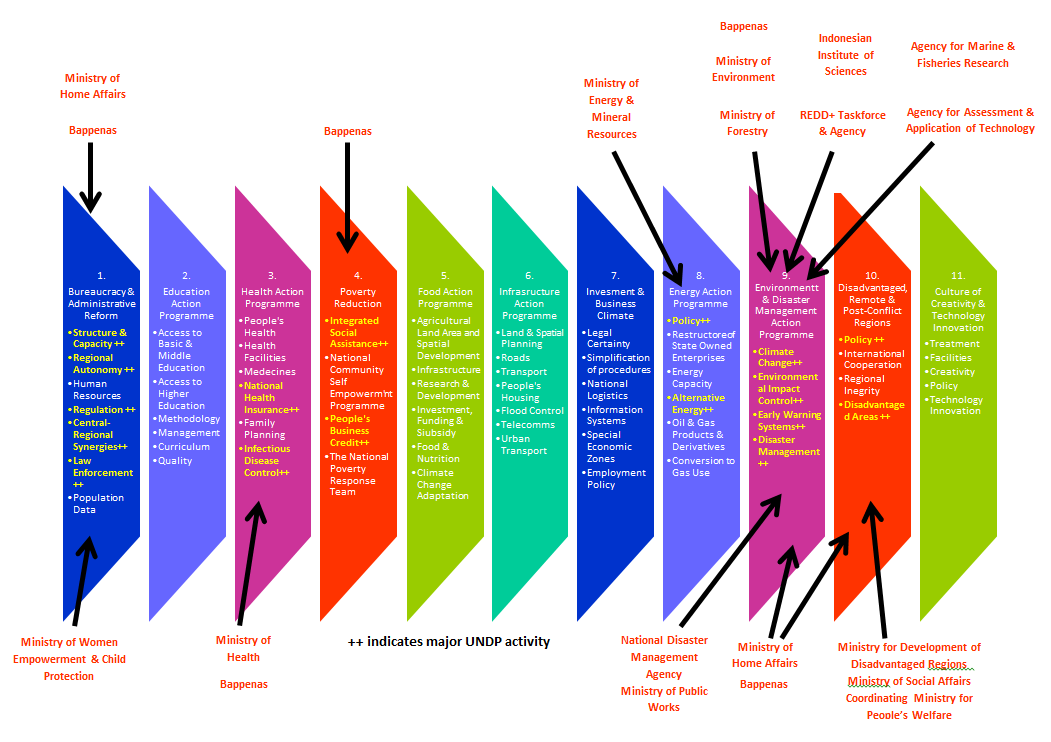
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Figure : Indonesia's 11 RPJMN Priorities and Major National level Partners of UNDP

1. **Sub-national arrangements:** Provincial, district and municipality governments follow the RPJMN and use the same system, with Governors, *Bupatis* (District Heads) and Mayors being responsible for the *Rencana Pembangunan Jangka Menengah Daerah* (RPJMD) or Regional Medium-Term Development Plans. The RPJMD similarly sets the planning envelope for development activities for all local government agencies. Sub-national governments receive some development funds through Ministries and National Agencies and where this happens these will be reflected in the RPJMN (and the RPJMDs). Development planning and budgeting structures and procedures for sub-national governments follow those of national government.
2. **Priorities and programmes:** Eleven priorities were set in the RPJMN for 2010 – 2014. They are shown in Figure 3, which takes as its base the RPJMN and shows GOI’s main major priorities, UNDP activity and key national government partners for UNDP.
3. Figure 3 shows the core programmes or themes (known as *substansi inti*) that the Government has set for each priority for the period. Each programme area is further sub-divided into detail that we do not show; activities with individual goals, indicators and annual targets. Indicative annual budget allocations are provided for each activity. Results are monitored on an annual basis with all agencies being responsible to report. The annual national budget allows for revision and adjustment to budgets. RPJMN figures set budgetary envelopes for development programmes for all national government agencies. Please note that the much larger allocations for routine or administrative purposes are determined through separate processes and are not reflected in the RPJMN. The RPJMN articulates Indonesia’s development budget. Also not shown in Figure 3 are cross-sectoral priorities, which refer to the work and mandates of Indonesia’s three Coordinating Ministries: for People’s Welfare, Economic Affairs and Politics, Law and Security. They also access the development budget for their own programmes. We note that UNDP has for many projects also partnered with a range of provincial governments, which are not shown in Figure 3.
4. The major areas in which UNDP is cooperating with GOI through the CPAP are noted in Table 1, which draws from Figure 3 below and our understanding of the CPAP:

Table : A synopsis of the CPAP response to the RPJMN

|  |  |  |
| --- | --- | --- |
|  | Priority | Synopsis of major areas of UNDP support |
| 1 | Bureaucracy & Administrative Reform | Strengthening governance in provinces, popular participation in governance and democracy and access to justice. |
| 3 | Health Action Programme | Facilitating management and technical assistance in the implementation of Global Fund grants in Indonesia in combating malaria, TB; and planned activities for strengthening of Indonesia’s universal health coverage system. |
| 4 | Poverty Reduction | Accelerating the achievement of MDGs; strengthening locals systems for poverty reduction, access to basic health and education and economic development services. |
| 8 | Energy Action Programme | Trialling technologies for energy efficiency and renewable energy; developing energy efficient standards and labels. |
| 9 | Environment & Disaster Management Action Programme | **Environment:** Establishing Indonesia’s REDD+ programme and a climate change trust fund; phase out of HCFCs; developing local resilience to climate change; strengthening local systems for watershed management; reducing pollutants; protected areas and bio-diversity.  **Disaster management:** strengthening disaster recovery and risk reduction nationally and locally; disaster needs assessment; disaster management planning. |
| 10 | Disadvantaged, Remote & Post-Conflict Regions | Strengthening capacity to prevent and manage conflict nationally and locally including conflict prevention framework, conflict sensitive planning and conflict early warning. Building systems for peace. |

## Progress through the CPAP Outcome Lens

1. As we get to the mid-point of this programming period it is useful to use the CPAP’s own Outcome indicators, which partners have been measuring, to tell the story of progress since 2011. Table 2 below provides a broad summary of progress and challenges, which we have drawn from progress reported by UNDP against Outcome level indicators as of 2013, with our own verification from GOI sources, where this has been possible. Table 3 extends this by summarising progress against each Outcome Indicator used in the CPAP. Of 35 indicators shown in Table 3, 20 are on track or have already been achieved.
2. Obviously the Outcome indicators in the CPAP are not exhaustive; they only reflect progress in the areas in which UNDP contributes. But they are a snapshot of the progress Indonesia is making and in a few cases are showing ongoing challenges. These indicators are accepted by GOI through its agreement to the CPAP. They are being regularly discussed in UNDP/GOI Outcome Board meetings and in almost all cases are being measured using government sources. The picture the CPAP Outcomes give of Indonesia’s progress at the end of 2013 across the range of indicators is largely encouraging. In summary:

Table : A synopsis of the Indonesia’s progress and challenges through the CPAP lens

| Progress | Challenges |
| --- | --- |
| Poverty  Government is spending significantly more on poverty reduction. Poverty rates and gaps are continuing to drop nationally and in UNPDF target provinces. 13 MDG targets have already been achieved and 35 are on track. HDI scores are slowly rising nationally and in UNPDF target provinces. | **14 MDG targets are unlikely to be achieved by 2015.** |
| Environment  Watershed management arrangements are widely in place. Forest degradation rates are coming down. Critical land rehabilitation targets for 2015 are likely to be met. There is an increase in coral reef in “very good” condition (although see note under challenges). The number of Persistent Organic Pollutant (POP) regulations is close to the 2015 target of 21. National electrification ratio is very close to 80%. Major institutional, policy and financing arrangements are being put into place for climate change. | **There is a decrease in coral reef in “good” or “fair” condition and an increase in “poor” condition (as opposed to an increase in coral reef in “very good” condition). The percentage contribution of renewable energy in national primary energy supply is well short of the 2015 target. The level of energy intensity (primary energy consumption/GDP) is in regression.** |
| Governance  Women’s participation in top level administrative decision making has improved significantly with targets being exceeded. A rise is likely for women’s participation in parliaments (subject to results of the 2014 elections). Provincial Performance Accountability Reports and State audits are showing provinces are improving in administrative and financial performance. Significant progress is being made to implement the National Strategy for Access to Justice. Civil justice delivery and civil service integrity are improving. Legal aid budgets are now substantial (but delivery rates are lagging). | **The Indonesian Democracy Index score is currently declining.** **The overall level of political participation in decision making and supervision processes is currently declining.** **Progress by subnational governments in implementing minimum service standards is slower than originally envisaged.** **Criminal justice delivery is regressing.** |
| Crisis management  Indonesia’s policies and frameworks for conflict prevention and recovery are now much more comprehensive. Post-crisis recovery frameworks, guidelines and methodologies are now much stronger. The ability of GOI to carry out recovery coordination and programming with minimal external support is improving. Progress is being made to develop and implement disaster management plans in provinces, which are using disaster risk assessments methods. | **Incidence of local conflict (mainly small scale) is possibly rising. Local governments are not able to budget enough for disaster risk reduction. Disaster risk reduction methodology use at district level is still a challenge. Actual reduction in disaster risk levels has yet to be measured.** |

Table : Indonesia’s progress as measured by CPAP Outcome Indicators

| Outcome themes and high level indicators in the CPAP | | What has changed? | As verified during this evaluation |
| --- | --- | --- | --- |
| Achieving MDGs and reducing poverty | | | |
| Percentage change in national budget allocated for poverty policies and programmes implementation. 2015 Target: Real increase (inflation adjusted) in actual budget allocation figures for national (level) Source: the Ministry of Finance. | The total national budget for poverty related programmes has increased by 2.0, 17.9 and 13.6 % in successive annual increases over a period that saw inflation of around 5% per annum. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Rate of poverty in national and UNPDF provinces. 2015 Target: Lowered rate of poverty in national and UNPDF provinces. Source: Central Bureau of Statistics. | In September 2013 poverty rates were down from 2011 by 1.38% at national level, 3.26% in Aceh, 2.82% in NTT, 5.27% in Papua and 7.74% in West Papua. | | **SIGNIFICANT PROGRESS**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Level of disparities in rate of poverty at UNPDF provinces against the national poverty rate. 2015 Target: Reduced disparity particularly in UNPDF provinces against the national poverty rate. Source: Central Bureau of Statistics. | In September 2013 poverty disparity rates were down from 2011 in Aceh by 1.4%, in NTT by 0.93%, in Papua by 5.88% and in Papua Barat by 3.41%. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Level of achievement of MDG targets. 2015 Target: Positive change in all MDGs indicators. Source: Bappenas/UNDP | The 2013 report shows 13 indicators achieved, 35 on track, and 14 off track. | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: OFF TRACK FOR 2015.** |
| HDI at both national and UNPDF provinces. 2015 Target: positive change in HDI. Source: Bappenas/UNDP | Positive change in scores has been seen in HDI: at the national level 1.02; in Aceh 0.81; in NTT 1.02; and in Papua 0.92. Trends since the early 2000’s have been consistent. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Protecting the environment, guarding against climate change | Provisional assessment | |  |
| Hectares of national critical land rehabilitated both inside and outside forest areas. 2015 Target: 2.5 million hectare (cumulative). Source: Ministry of Forestry. | In the last three years Indonesia has reported a total of 1.9 million hectare of land rehabilitated. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| National forest degradation rate. 2015 Target: By 2015, annual forest degradation rate decreased 10% from baseline. Source: Ministry of Forestry | Forest degradation rate: 1.303 million ha per annum (2006-2009 period) up from 1.08 million in 2000 – 2006. The deforestation rate for 2003-2006 was 1.17 million hectare/year. In 2011-2012 the rate was 0.625 million hectare/year. So progress is mixed. | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: UNCLEAR WHETHER 2015 TARGET WILL BE MET.** |
| Condition of coral reefs in Indonesia. 2015 Target: Positive change in the condition of coral reefs in Indonesia. Source: National Institute of Sciences | Coral reef condition in 1,133 research plots as of Dec 2012 is as follow: Very good - 6.29 % (increased 0.85% from baseline); Good - 25.20 % (decreased 1.52% from baseline); Fair - 34.52 % (decreased 2.69% from baseline; Poor - 33.99 % (increased 3.17% from baseline). | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: UNCLEAR WHETHER 2015 TARGET WILL BE MET.** |
| Number of priority watershed areas that have an integrated watershed management plan. 2015 Target: 108 integrated watershed management plans implemented in the priority watershed areas. Source: Ministry of Forestry | As of Dec 2013, the Government has developed 105 of 108 integrated watershed management plans. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| % Number of POPs regulations issued in compliance with international obligations (Stockholm Convention). 2015 Target: 21 types of POPs are regulated in compliance with the Stockholm Convention. Source: National Implementation Plan | 12 types of POPs were regulated by 2009 and a further 9 are in the current draft amendment of the National Implementation Plan. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| % contribution of RE in national primary energy supply. 2015 Target: RE contributes 10.7 % of primary energy supply. Source: Ministry of Energy and Mineral Resources. | Renewable Energy (RE) contributes 4.1% in national primary energy mix (excluded all biomass energy; biofuel is 7.5%) (2011 data). | | **REGRESSION.**  **EVALUATION SUGGESTION: OFF TRACK FOR 2015.** |
| Level of energy intensity (primary energy consumption/GDP). 2015 Target: 370 TOE/USD million. Source: Ministry of Energy and Mineral Resources. | 440 TOE final energy/million USD; 650 TOE primary energy/million USD (2011 data). Baseline (2011) was 402 TOE energy/million USD. | | **REGRESSION.**  **EVALUATION SUGGESTION: UNCLEAR (while currently being in regression the 2015 target may possibly still be met).** |
| Rural electrification ratio and national electrification ratio. 2015 Target: 98% rural electrification; 80% national electrification. Proposed target for 2015: 80% national electrification. Source: Ministry of Energy and Mineral Resources. | National Electrification Ratio for 2012 is 76.56 %. Baseline for 2011 was 67.2%. | | **SIGNIFICANT PROGRESS:**  **EVALUATION SUGGESTION: ON TRACK FOR 2015 USING REVISED TARGET.** |
| Existence of a strong, effective and convergent national institutional arrangement. 2015 Target: A strong, effective and convergent national institutional arrangement to manage climate change and Ozone Layer Protection programmes is established. Source: Various compiled by UNDP. | Indonesia Climate Change Trust Fund established. REDD+ Agency established. Coordination Team for Climate Change of Bappenas is operational. Greenhouse gas monitoring system and teams established in Bappenas. Task force and greenhouse inventory established in Ministry of Forestry, | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Sound policies/ guidelines/ strategies and mechanism for REDD+, Ozone Layer Protection, Mitigation and Adaptation activities. 2015 Target: Sound policies/ guidelines/ strategies and mechanism for REDD+, Ozone Layer Protection, Mitigation and Adaptation activities are developed with necessary resources to concrete and sustainable: Source: Various compiled by UNDP. | Moratorium extended for two years. 5 partner provinces completed their Provincial Strategy Action Plan. Guidelines on greenhouse gas reduction plans issued. Presidential decree on greenhouse gas inventory. | | **SIGNIFICANT PROGRESS:**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| National coordinating and harmonizing mechanism for climate change financing. 2015 Target: National coordinating and harmonizing mechanism for climate change financing is established with sufficient institutional support to run efficiently and effectively. Source: Various compiled by UNDP. | Indonesia Climate Change Trust Fund supports the Policy Coordination Forum which helps harmonize and coordinate financing options. National budget allocation 2011-2013 for revolving fund for geothermal applications. Proposal being prepared for 2013 about Energy Efficiency, coordinated by Ministry of Finance. Climate change financing options agreed between Bappenas and Ministry of Finance. | | **SOME PROGRESS:**  **EVALUATION SUGGESTION: UNCLEAR WHETHER 2015 TARGET WILL BE MET.** |
| Improving democratic governance | | | |
| Indonesia Democracy Index score . 2015 Target: By 2015, the overall 2014 Indonesia Democracy Index rate is 73.00. Source: IDI Project. | The IDI has fallen from 67.3 in 2011 to 62.63 in 2013. The indices for civil liberties and political rights have dropped by around 9 and 8 points respectively. The index for institutions of democracy has risen by some 6.5 points. | | **REGRESSION.**  **EVALUATION SUGGESTION: OFF TRACK FOR 2015.** |
| % of women in national (DPR-RI), regional (DPD-RI), and provincial (DPRD) parliaments. 2015 Target: 25% women in DPR-RI (National Parliament), 18% in DPRD (Regional Parliaments), and 33% in DPD-RI (National Regional House of Representatives). Source: Parliaments. | There is no measured change as the first opportunity will be in the April 2014 elections. | | **NO CHANGE.**  **EVALUATION SUGGESTION: UNCLEAR pending calculation of results of 2014 elections.** |
| % of women in Echelon 1 and 2 in central government institutions (Executive). 2015 Target: By 2015, (percentage of) Women in Echelon 1 is 12% and women in Echelon 2 is 10%. Source: State Personnel Agency | As of 2013: 20% of persons at Echelon 1 were women, and 15% at Echelon 2. | | **TARGET SURPASSED.**  **EVALUATION SUGGESTION: 2015 TARGET ACHIEVED.** |
| Level of political participation in decision making and supervision process. 2015 Target: Indonesian Democracy Index rate for level of political participation in decision making and supervision process variable is 58.00. Source: IDI Project. | In 2012 the Index was 44.2. This complex indicator masks progress in the area of public complaints, and regression in prevalence of demonstrations/ strikes that turn violent. | | **REGRESSION.**  **EVALUATION SUGGESTION: OFF TRACK FOR 2015.** |
| Ratings of provincial government performance based on the Provincial Performance Accountability Report. 2015 Target: By 2015, each regional government increases by one rank. Source: Ministry of State Apparatus and Bureaucratic Reform | 17 (maybe slightly more) provinces have improved their scores since 2011. We have given benefit of the doubt here: if only one province fails to raise its score the target will not be achieved. But this indicator is there to encourage. If 75% (25) achieve increases, would this be sufficient to say “achieved”? On strict use of the 2015 target this is unlikely to be achieved but we suggest that this can largely be achieved. | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015 – but see comments to the left.** |
| Number of provinces with qualified audit opinions based on Local Governments’ Financial Report the state auditor opinion (BPK) on Local Governments’ Financial Report. Target 2015: By 2015, 100% of the pilot provinces achieve Un-Qualified Opinion (as per RPJMN 2010-2014). Source: State Audit Agency | Progress is occurring for provinces across the country. Between 2009 and 2011, the number of provinces with unqualified opinions has risen from 1 to 10. The CPAP target provinces actually achieved unqualified status in the baseline year and have retained it. UNDP notes that this indicator should have stated “unqualified audit opinion”, not “qualified”. | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Ratings of Local Government Performance based on Performance Evaluation of the Conduct of Regional Government (Evaluasi Kinerja Penyelenggaraan Pemerintahan Daerah – EKPPD). 2015 Target: By 2015, 90% of the pilot provinces increase their scores (as per RPJMN 2010-2014). Source: Ministry of Home Affairs, Directorate General of Regional Autonomy. | Based on EKPPD 2012, 29 provinces received high scores; 4 provinces received medium scores. There score for the province of Aceh increased, while the other pilot provinces (NTT, Bangka Belitung, Gorontalo and North Sumatra) saw a decrease in their scores. However updated information on this indicator is unavailable. | | **REGRESSION: As reported by UNDP.**  **EVAUATION SUGGESTION: UNCLEAR WHETHER 2015 TARGET WILL BE MET.** |
| % of regional technical offices (SKPDs) that implement MSS in planning and budgeting (based on GR No. 65/2007). Target 2015: By 2015, 15 MSS is implemented in all regions (as per RPJMN 2010-2014. Source: Ministry of Home Affairs. | Progress at the national level on MSS is clear. What is not at all clear is how many provinces, districts and towns are implementing MSS. | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: OFF TRACK FOR 2015.** |
| Level of progress in the implementation of key strategies of the National Strategy on Access to Justice (NSA2J) 2010-2014. 2015 Target: At least 50% of key strategies in NSA2J integrated into the RPJMN 2015-2019. Source: GOI Ministry information. | State sponsored legal aid mechanisms are operational with national funds. Just under half of provinces are also funding legal aid. Special Juvenile courts have been set up. Customary community entitlement to forest lands has been recognised by the Constitutional Court. Complaint handling mechanisms are now mandatory for all government agencies. | | **SIGNIFICANT PROGRESS:**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Level of satisfaction among target groups with available justice mechanism as measured by score of WJP Rule of Law Index and KPK Index on Public Sector Integrity. Target 2015: At least 30% improvement from the baseline (WJP Index : Access to Civil Justice (0.52); Effective criminal Justice (0.71); KPK Index on Public Sector Integrity (8.00). Source: World Justice Project, Anti-Corruption Commission. | The civil justice scores have improved by 9 %age points, criminal justice has regressed by 18%. The KPK Index shows progress by one full point in two years to 2012 and with less than one point required to reach the target by 2015 seems on track. On balance, given the evidence shown, this indicator is probably on track. However with a mixture of indicators showing different trends it is difficult to tell how much more satisfied users actually are. | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| % change in delivery of legal aid budget for the poor in national and targeted subnational governments. 2015 Target: At least 75% increase in delivery of legal aid budget to the poor through a transparent and accountable mechanism by 2015. Source: Ministry of Law and Human Rights; Supreme Court; Interviews by UNDP. | National budget for legal aid is substantial. Sub-national government budget for legal aid has been provided in just under half of provinces. Delivery rates are still problematic but current assessment is that the target can be reached. | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Preventing and recovering from crisis |  | |  |
| Number of violent social conflicts. Target 2015: A decrease of 20% of violent social conflict. Source: Coordinating Ministry for People’s Welfare | The Ministry reported 970 violent conflicts in 2010, 917 in 2011, 1346 in 2012 and 1038 in 2013. When this data is adjusted to remove incidents that were actually “criminal acts”, there were 970 violent conflicts in 2010, 917 in 2011, 1299 in 2012 and 1002 in 2013. | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: OFF TRACK FOR 2015.** |
| Number of new or revised policies/ regulatory frameworks that promote peace and prevent conflict. Target 2015: 4 at national level and 10 at sub national level. Source: UNDP | 3 new policies and regulations have already been put into place at national level. Several more are in the pipeline. Updated information from UNDP suggests that 11 sub-national regulations are now in place in UNDP supported provinces. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| % of national budget allocated for promoting peace and conflict prevention. 2015 Target proposed to Board end 2013: 1 % of national budget allocated for promoting peace and conflict prevention (for mandated ministries). Source: Not yet determined. | Data on the revised targets is not yet available. | | **SOME PROGRESS** on a qualitative basis**.**  **EVAUATION SUGGESTION: UNCLEAR WHETHER 2015 TARGET WILL BE MET.** |
| Existence of sustainable post-crisis recovery frameworks, guidelines and methodologies in line with international practices and standards. Target 2015: Sustainable recovery framework adhering to decentralized mechanism and incorporating internationally-acknowledged smart practices is prescribed and utilized. Source: UNDP/BNPB | A comprehensive framework for post-disaster recovery is in place, comprising of recovery policy, recovery assessment, recovery planning and budgeting, recovery financing, recovery implementation through direct community grants, and recovery monitoring. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: ON TRACK FOR 2015.** |
| Ability of GOI to carry out recovery coordination and programming with minimal external support. Target 2015: GOI post-crisis recovery coordination and programming mechanism effective and efficient in attaining minimum 75% of the GOI’s Recovery Action Plan set up in response to an emerging major crisis with not more than 25% external support. Source: UNDP/BNPB | GOI has moved into final stages of Merapi and Mentawai recovery programmes and handling recently observed disaster recovery with low levels of outside support. Information provided reflects examples of recovery planning and response by GOI which UNDP has been able to observe and measure and is indicative of the use of methodologies that UNDP has assisted GOI to acquire. It is not yet possible to provide quantitative data on GOI recovery programs on a nationwide basis. Despite difficulties to measure this, progress is clearly being made. | | **SIGNIFICANT PROGRESS.**  **EVALUATION SUGGESTION: UNCLEAR WHETHER 2015 TARGET WILL BE MET.** |
| % provinces and districts that implement the DRR component of DM plans; (Indicator as revised end 2011). 2015 Target (as revised 2011): 80% (26) provinces and 20% (80) high risk districts implement the DRR component of DM plan. Source: National government data. | 33 provinces (100%) and 409 (82%) districts have established local disaster management (DM) agencies. 12 provinces (36.36%) and 22 districts (4.4%) have formed Disaster Risk Reduction (DRR) Fora, with 8 (2%) of these fora in high risk districts. 100% province and 64 (12.95%) districts have formulated DM plan based on risk assessment result. 15 (3%) high risk districts have developed Local Action Plans for DRR as part of their disaster management plans. (NB Indonesia has recently formed a 34th Provincer of North Kalimantan, data for which is not included here). | | **SOME PROGRESS.**  **EVALUATION SUGGESTION: OFF TRACK FOR 2015.** |
| % of high risk districts that reduce their risk level (measured by the 2011 provincial risk maps issued by BNPB) (Indicator as revised end 2011)/ 2015 Target: (as revised 2012): 20 % high risk districts reduced their risk level. Source: National government data. | Data not available (waiting for next risk assessment possibly in 2015). | | **NO CHANGE.**  **EVALUATION SUGGESTION: UNCLEAR WHETHER 2015 TARGET WILL BE MET.** |
| % of provinces and districts that allocate minimum 1% of development budget for DRR (Indicator as revised end - 2012). Target 2015: 80% (26) provinces and 20% (80) high risk districts allocate1% of development budget for DRR. Source: Bappenas (with UNDP support) | None of surveyed provinces and districts allocated equal to or greater than 1% of development budget for DRR Result of 2012 study. In the longer-term, if this indicator is to be useful (and it would be) there needs to be a regular and sustainable method of monitoring the allocations of sub-national governments for disaster risk reduction activities .The only agency that has the capability to do this is the Ministry of Home Affairs. | | **REGRESSION:**  **EVALUATION SUGGESTION: UNCLEAR WHETHER 2015 TARGET WILL BE MET.** |

# Chapter 3: Response through the Country Programme – Relevance

**Definition: Relevance concerns the extent to which the programme and its intended output and outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries.** Source: UNDP Handbook on Planning, Monitoring and Evaluating for Development Results

## Alignment with Indonesia’s priorities

1. Figure 4 below is how we have visualised the higher level linkages between the UNDP Country Programme (and the CPAP) and Indonesia’s medium-term development plan. It combines how we have seen the overall programme of UNDP in Indonesia, as per Figure 1, with the development priorities articulated in Figure 2. It shows at the broad programme level just where UNDP is contributing within Indonesia’s development framework. Please also refer to Table 1 above. We conclude that UNDP’s CPAP system closely reflects GOI’s approach and strategies.
2. **Direct response and relevance to Indonesia’s priorities**: UNDP’s programme has been planned to respond directly to six of Indonesia’s eleven priorities through its ten agreed Outcome programmes:
   * Bureaucracy & administrative reform, through democratic governance initiatives for popular participation, decentralisation and access to justice;
   * Health, through initiatives in resourcing health professionals (with plans to work on health assurance systems);
   * Poverty reduction, through work on accelerating achievement of MDGs and in people centred development in Papua;
   * Energy, through work on energy efficiency and renewal energy;
   * Environment and Disaster Management, through work variously on natural resources, climate change, disaster recovery and disaster risk reduction; and
   * Disadvantaged, remote and post-conflict regions through work on conflict prevention and management.
3. **Good alignment at higher levels:** There is no doubt that at this higher level of the programme, the CPAP is highly relevant and closely aligned to the development needs as articulated by GOI. In the project documents we have reviewed in the course of this evaluation, the intention to align UNDP and GOI activities has been well articulated. In almost all cases the Implementing Partner has been a government agency. Exceptions have been the Tsunami Recovery Waste Management Programme (TRWMP), and the Participatory Governance Assessments (PGA) for REDD+. Both of these have employed the direct implementation modality (DIM) by UNDP but have had clear arrangements with partner government agencies, although these were not designated as Implementing Partners. UNDP’s policies and strategies on alignment are clearly coming through at all levels.

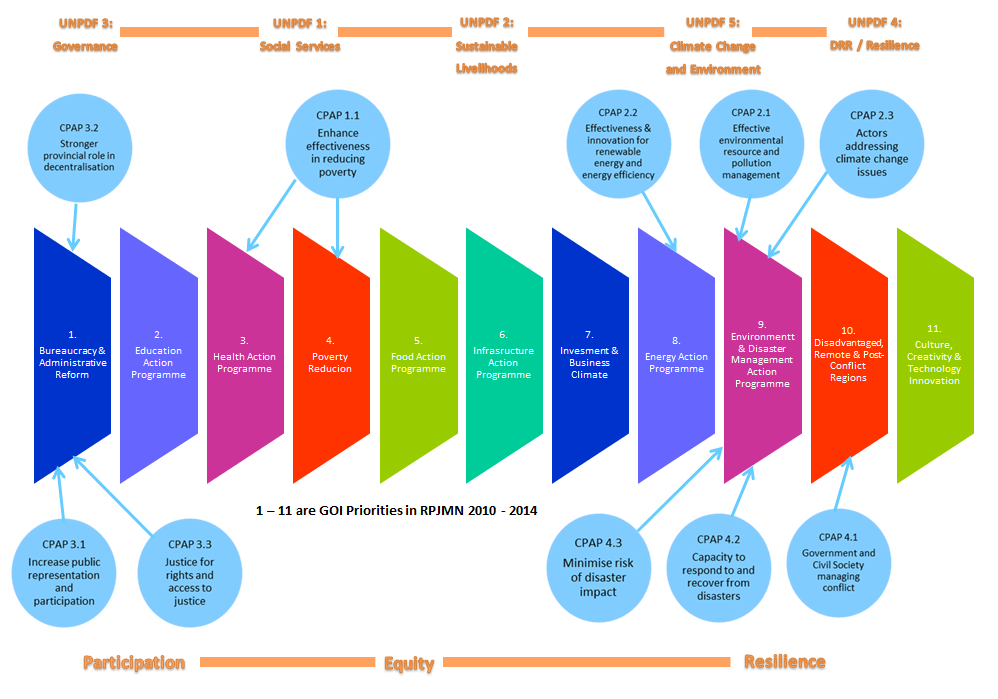


Figure : Mapping CPAP 2011 – 2015 to the RPJMN and to UNPDF

1. Direct alignment is often less easy to see in the documentation for projects that are either multi-country, an example being the BRESL initiative, or part of multi-country grant facilities such as GEF, which we also understand are implemented by UNDP. On making this point to UNDP, we were informed that UNDP does always obtain endorsement and ownership from GOI for these types of projects. We conclude that these initiatives are as relevant as others but that compared with the majority of project documents we have seen, documentation for these initiatives does not always make it very clear which agencies own them.
2. **UNDP is well positioned:** UNDP’s positioning of its programme within the Government of Indonesia’s priorities for this planning cycle has so far been exemplary. This is probably the agency’s greatest strength. This has allowed the resources that UNDP mobilises to be directly applied to GOI’s development of policies and implementation of programmes. We have seen examples of prominent milestones made by GOI with close support from UNDP; to be discussed below as part of effectiveness issues.

## Relationship with Government

1. **Trusted and valued by Government:** Not surprisingly and without exception, senior respondents from GOI have commended the agency on its ability to be a close, neutral and trusted partner. They have noted its willingness to work as closely as possible with them and directly contribute to their efforts. Some respondents have said that this is unique among the international agencies with which they have worked. We don’t think that UNDP is necessarily the only agency able to do this; for instance we have heard similar comments about other UN agencies. But this speaks highly of UNDP’s ability, as a UN agency, mindful of Indonesia’s own position within the UN system, to form partnerships and constructively take on the government’s agenda. This is a major comparative advantage for UNDP.
2. **Helping to develop and trial:** One of the key successful attributes of this kind of relationship is the ability of partners to share the work. Senior GOI officials rarely have the time and human resources to fully flesh out policies and methodologies and as appropriate to pilot new ideas. UNDP is able to relevantly fill this gap. Sometime this can tend towards capacity substitution; especially in the case of relatively recently formed government agencies, which can be overwhelmed with the scope of their administrative task. Governments everywhere outsource work, but if there is poor evidence of officials staying the course to learn from the experience, to adopt results and follow through with changes and reforms, activities can be seen as belonging to the international agency. We don’t think this has happened to any serious extent during the CPAP period. UNDP plays a very useful role in policy development and trialling methods and tools. As is shown in the Outcome Profiles, there is plenty of evidence that where results have been achieved, GOI partners have taken them on and followed them through.
3. **Programme review**: The CPAP review process has now been tried for three successive years. While it is clearly hard to schedule times when all the Outcome Board members and UNDP personnel can get together, it is a useful process that demonstrates the close nature of the UNDP/GOI relationship. It adds depth to the dialogue and relationships between partners and a welcome opportunity to reflect on progress and challenges. It is relevant to partner needs to steer the programme along RPJMN lines.

## Alignment to the UNPDF

1. **Relevance to the UNPDF is demonstrable at a higher level:** Figure 4 also illustrates the position of UNDP’s programme within the UNPDF, showing broad correspondence of the RPJMN, the CPAP and the UNPDF. We have sourced this from comparison with these three documents. At a high programming level, the CPAP fits well within the UNPDF, responding clearly to UNPDF Outcomes and Sub-outcomes. UNDP also plays a major role in formulating the UNPDF. As table 4 below shows, CPAP Outcome statements are reasonably close to UNPDF Outcomes. But we have found it more difficult to fit the UNDP CPAP to all the corresponding UNPDF Outputs, because it is not always clear which agencies are expected to undertake which elements. We acknowledge that this is not helped by gaps in our own knowledge of the different mandates and programmes of the many other UN agencies in Indonesia.

Table : Correspondence of the CPAP to the UNPDF

| CPAP Outcome | UNPDF Sub-Outcome |
| --- | --- |
| 1.1 National and sub-national authorities and stakeholders are more effective in reducing poverty and vulnerability, accelerating achievement of MDG targets as stated in the RPJMN, and improving overall human development | **This does not link directly at the UNPDF sub-outcome level, because the UNPDF does not treat poverty as an individual Outcome. But linkages exist between CPAP Outcome 1.1 and its projects with the following UNPDF Sub-Outcomes:**  **Sub-Outcome 1: Accessibility to and quality of education;**  **Sub-Outcome 2: Accessibility to and quality of health services**  **Sub-Outcome 3: Institutional capacity to increase livelihoods and work**  **Sub-Outcome 6: Improved oversight for transparent and accountable governance (e.g. in relation to MDGs).** |
| 2.1 Responsible national institutions and relevant stakeholders are more effective in managing environmental resources and addressing environmental pollution | **Sub-Outcome 11: Strengthened capacity for effective climate change mitigation and adaptation, including ecosystems and natural resources management**  **and energy efficiency** |
| 2.2 GOI and key stakeholders (private sector and CBOs) more effective and innovative in promoting, adopting and managing renewable energy (RE) and energy efficiency (EE) |
| 2.3 National institutions and other key stakeholders are coherently and effectively addressing Climate Change (CC) adaptation and mitigation and ozone layer protection |
| 3.1 Increased public representation and participation in political and government institutions particularly among women and vulnerable groups | **Sub-Outcome 5: Strengthened public participation of the disadvantaged, poor and vulnerable in the democratic process** |
| 3.2 Strengthened institutional capacity of provincial governance in achieving objective of decentralization policy in more accountable, responsive and effective way | **Sub-Outcome 6: Improved oversight for transparent and accountable governance** |
| 3.3 Justice providers and institutions are more effective in protecting human rights, and citizens enjoy improved access to justice | **Sub-Outcome 7: Improved quality and increased range of accessible social protection, justice and welfare services** |
| 4.1 GOI and civil society are more effective in identifying and managing conflict and their impact within Indonesia’s communities | **Sub-Outcome 8: Conflict prevention/management and peace consolidation policies and capacities at decentralized and levels in all conflict prone areas strengthened** |
| 4.2 GOI and communities capacity to respond to and recover from disasters and conflicts is more effective and timely | **Sub-Outcome 9: Disaster risk reduction, recovery and response capacities in place in disaster prone areas** |
| 4.3 GOI and communities have minimized the risk of adverse impacts of disasters, through the application of DRR policies, regulations and practices |

1. **Practical UN inter-agency cooperation could usefully be further developed:** We know UNDP does have a close collegiate relationship with other UN agencies. But we have concluded from this and earlier evaluations in which we have participated that UN inter-agency programming is not particularly strong within the CPAP portfolio. We also suspect that the competition between agencies for limited donor funding does not help. Further development of inter UN agency programming could usefully be considered for the future.
2. From a positive perspective it is important to note where we have been informed of inter UN agency links that have been built and used, with the suggestion that further development of these and similar links would be beneficial in the future.
   * UNDP works within and is a major contributor/partner in the UN-REDD programming framework;
   * WHO and UNAIDS have been involved in the reference group for the UNDP malaria, HIV and TB infectious disease focused Management and Technical Assistance Facility (MTAF). Further strategic work of this nature is currently being developed;
   * UNDP is the lead agency in the disaster management related Early Recovery Cluster, with active members including UNFPA, FAO, OCHA, UNRC and IFRC (plus a range of international NGOs);
   * UNDP has also been involved in UN joint programming for disaster recovery activities as a response to the Mentawai and Merapi disasters – variously with FAO, ILO and IOM;
   * UNDP works closely with UNOCHA as the chair of a UN working group on Disaster Management with other members including UNICEF and UNESCO. This working group has been able to assist the National Disaster Management Agency (BNPB) in planning related exercises;
   * UNDP helped the National Disaster Management Agency to engage in dialogue with UNICEF regarding the safer schools initiative as part of the SCDRR 1 project;
   * UNDP has involved ILO and UNICEF in the People Centred Development Programme in Papua; and
   * UNDP worked in a limited sense (as a channel of funding) with ILO on the Rural Roads Programme.

To balance this view of UNDP’s inter-UN agency engagement, there are two prominent examples where we think that stronger linkages might have been developed during the current CPAP:

* + UNDP could have worked closely with WHO and UNICEF on minimum service standards for health as part of sub-regional governance work as per the Provincial Governance Strengthening Programme (PGSP).
  + UNDP and its partner in the disaster risk reduction area, the National Disaster Management Agency have attempted to look at pandemics as a disaster category. While initial efforts were made to involve the Ministry of Health, significant progress was not made to resolve the issue. Neither UNDP nor BNPB currently has the expertise to work in this area. While ultimately BNPB stopped short of taking on a coordinating role for pandemics, we do wonder whether more progress could have been made in this area with the involvement of other UN agencies such as WHO.

## Alignment to the UNDP Strategic Plan and its values

1. **Relevance to poverty and vulnerability and UNDP’s Strategic Plan**: With the UNDP’s vision at headquarters level as articulated in the recently introduced Strategic Plan for 2014 to 2017 to simultaneously eradicate poverty and significantly reduce inequalities and exclusion, we think that the current UNDP Country Programme in Indonesia is already well placed. The CPAP directly aligns to seven of Indonesia’s current development priorities, all of which are in different ways geared to the vulnerable and the poor. Resulting activities also articulate poverty reduction and equality quite well, helping to contribute to the aim of “achieving MDGs and sustainable human development and that development does not leave behind the vulnerable and disadvantaged”. This is a UNDP Indonesia value that we think is very evident in everything the agency does and in the way people go about their work.We also feel that UNDP’s programme in Indonesia is rights based and that human rights values also underpin the programme’s work. While human rights are not specifically addressed in most outcome areas in the CPAP, the exception being Access to Justice, they are clearly reflected, particularly (but not exclusively) in the areas of poverty reduction and democratic governance. The current CPAP also links very well to UNDP values of national ownership and capacity; we see these values are ingrained in much of the programme.
2. The UNDP Strategic Plan articulates citizen expectations for voice, the rule of law and accountability. UNDP’s work on democratic governance in Indonesia is well aligned to this. Similarly UNDP work in Indonesia responds well to the ambition that countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change. UNDP Indonesia has been playing and hopefully will continue to play a leading role within UNDP worldwide in crisis prevention and recovery, as it does in responding to the global outcome of “early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings”.
3. **Need to focus more on service delivery:** The Country Programme could usefully increase its relevance to delivery of basic services, as articulated as outcomes in the Strategic Plan. UNDP in Indonesia is not yet fully reaching the service delivery interface. There is evidence of significant gains in service delivery in the conflict prevention and disaster recovery areas, and some in poverty reduction and justice but we think there is still a way to go in the three environment Outcomes, provincial governance, people’s participation and disaster risk reduction. We particularly note that more could have been made to link pro-poor planning with minimum services standards in the Provincial Governance Strengthening Programme. We suggest that this CPAP works well on “Policy” and “Capacity” at the national level but less well on actual “Practice”, particularly at the local level.
4. We have received responses on this issue from Senior Managament in Jakarta, which we report here. We do understand that focus on service delivery in some areas has been limited by levels of funding, an issue that will clearly be on the table for the future. For example funding constraints have not permitted the Peace through Development for Disadvantaged Areas (PTDDA) and Safer Communities through Disaster Risk Reduction in Development (SCDDR) projects to move into downstream application at the service delivery level. Another useful insight is that for some programmes, the current stage of their development means that they are still to move more into downstream service delivery, or direct impact for individuals or communities. The focus of these initiatives has to date been on helping GOI to develop systems and policies, which at a later stage of programming will result in more emphasis on service delivery. It is anticipated that future downstream stages will start to place more emphasis on impact for individuals and communities. Pertinent examples are:
   * the limited piloting of REDD+ livelihood programmes in Central Kalimantan will be followed by large-scale programmes in Indonesia’s 11 forested provinces (view of management);
   * The Strengthening Access to Justice in Indonesia (SAJI) project has supported the regulatory and institutional structure for legal aid, but only from 2014 onwards does UNDP expect to see widespread benefits in terms of access by poor justice seekers (view of management); and
   * The Provincial Governance Strengthening Programme has begun to tackle helping provinces to work on minimum service standards in health and education, through trials related to efforts on provincial bureaucracy reform and pro-poor planning. This has begun to bear fruit, but considerably more effort will be required to a) make the full link from planning to delivery, b) extend the process from trialling into more comprehensive reforms in service delivery and c) cover larger numbers of districts, bearing in mind that the front-line for service delivery in Indonesia is in districts, not provinces (evaluation team observation).
5. **Need to focus more on gender equity:** Our work in this evaluation and in previous ones has shown that UNDP could mainstream gender more comprehensively within its programme. The shining light is of course the Women's Participation and Representation in Governance in Indonesia Project (SWARGA), which does clearly articulate aims to reduce gender inequality and promote women’s empowerment. Unfortunately it has been underfunded. But generally we do not see strong inclusion of gender in programmes and have noted this in previous evaluations. We have not seen much evidence of gender strategies being formulated in projects and note that this should probably happen at design or soon after inception, rather than later in a project. We also note that gender disaggregation of data on participants and beneficiaries is variable. Improvements to relevance for women’s empowerment in the future are needed. There is some scope, when UNDP is considering its next planning cycle, to include more gender specific indicators in the framework, perhaps as part of a renewed effort to put into place a comprehensive gender strategy. As an example, we have been advised of significant work on women’s empowerment and leadership through the Peace through Development series of projects. Unfortunately the current indicators do not pick this up at all.
6. We have recently been provided with a recent gender strategy document by UNDP, which reinforces our view as above and notes that “for the most part, the Gender recommendations from the different Gender Analysis were not fully implemented and monitored due to the lack of capacity from the Programme Management Units (PMU). Some of the indicators used in the limited number of gender analysis were also very weak. What was encouraging is that albeit some projects did not instil gender analysis in the beginning of its project life cycle, they have collected some gender related data due to their project targeting towards women, to name a few: Strengthening Women participation and Representative in Governance in Indonesia (SWARGA) and Peace Through Development in Disadvantaged Areas (PTDDA) projects. However, the main challenge remains that the organisation needs more than just gender disaggregated data to ensure that there are substantial amounts of gender improvement at the local level on key issues that our projects seek to advocate.”
7. The paper also notes that “A set of key recommendations were made based on the 2014 Gender Analysis Desk Review which has fostered into a concrete support to improve the Gender component of newly developed projects. This support includes REDD+ phase II and SPO projects which are currently in their very early phase of project life cycle. Through the support of the Planning, Monitoring and Evaluation Unit (PMEU) and its Gender focal point, UNDP Indonesia County Office (CO) had committed to thoroughly include Gender Analysis and engendering of the project frameworks to ensure that Gender heavy results are aimed through the proper planning and budgeting as well as implementation, monitoring and evaluation of the projects. This will then be extended through capacity development on Gender Equality and Women’s Empowerment for UNDP Indonesia CO and its PMUs.” We simply note here that UNDP is aware of the need to strengthen gender equity issues in its programming and does have recommendations upon which to work.

## Comments on programme logic and coherence

1. This section makes suggestions on programme logic or internal coherence of the UNDP programme as seen from the perspective of the CPAP document and draws on comments we have made in profiles for each Outcome area. UNDP Jakarta senior management has commented that the CPAP itself is an action plan and not an expression of theory of change per se and that theory of change is dealt with during the formulation process for the Country Programme Document. While we accept that discussions on theory of change happen during CPD formulation, and that underlying assumptions are discussed, we have reviewed the CPD and do not find it to have developed a particularly explicit articulation of theory of change.
2. We do fully accept that UNDP does not plan with expectations that UNDP’s Outputs will be sufficient to meet stated Outcomes, a reflection that UNDP is not responsible for the full achievement (or non-achievement) of the CPAP outcomes. Our interpretation is that UNDP Outputs are intended to contribute to Indonesia’s outcomes, which are expressed at the higher levels of the CPAP. We would therefore expect to see strong logical links between Outputs and Outcomes in the CPAP results framework.
3. In fact, UNDP Senior Managers did ask us in early discussions to examine the extent to which the current programme shows a robust logic or “theory of change”. Several UNDP programme staff have also said they would like to have comment on design issues including programme logic. It is useful to note this here, for convenience under the topic of relevance. We suggest that a programme that demonstrates “clear logic” is showing that it is aiming at the right outcomes and meeting the right targets and is therefore relevant to beneficiary needs (which is why this section is included under relevance). We interpret “robustness” in this context to mean the extent to which the programme as designed can weather inevitable changes and initiatives are able to respond flexibly to them (which is also a reflection of effectiveness). Robustness means to be continually relevant without needing to make major design changes.
4. Perhaps it is useful here to go back to basics as expressed in UNDP’s Handbook on Planning Monitoring and Evaluating for Development Results, which (albeit a handbook more appropriate for project programming) states “When formulating an outcome statement to be included in a UNDP programme document, managers and staff are encouraged to specify these outcomes at a level where UNDP and its partners (and non-partners) can have a reasonable degree of influence”. It also states “it is important to define outputs that are likely to make a significant contribution to achievement of the outcomes”.
5. As an essential attribute to a theory of change, “sufficiency” means that if the intended results of outputs within an outcome are achieved then this will logically lead to at the Outcome being achieved. While therefore a fairly strict interpretation of sufficiency is less appropriate to the CPAP context, the notion of sufficiency is still actually a useful tool for analysing CPAP design.
6. As demonstrated above in this Chapter we feel that this CPAP is highly relevant to Indonesia’s development needs at this time. We do think that the individual Outcomes mostly show clear logic, but that not all Outputs within them necessarily demonstrate a sense of “sufficiency” to meet Outcomes. Also, we reiterate that the CPAP was never intended to show a full “theory of change” and in this regard the achievement of its 10 Outcomes does not lead to a higher level goal being achieved. In fact no higher level goal is defined in the results framework and in UNDP planning terms was not required. We make no further attempt to comment here on a logic level that does not exist.
7. Each of the Profiles provided in this evaluation document have comments on programme logic which we summarise in Table 5.

Table : Relevance aspects of CPAP logic

| Outcome | Clarity, robustness and sufficiency of logic |
| --- | --- |
| 1.1 National and sub-national authorities and stakeholders are more effective in reducing poverty and vulnerability, accelerating achievement of MDG targets as stated in the RPJMN, and improving overall human development. | Of all of UNDP’s current Outcome areas this is the most complex. We think it is muddled and has a poor sense of sufficiency. Outputs relating to acceleration and monitoring of MDGs do logically contribute to Indonesia’s aim to achieve the MDGs. But to simply lump MDGs with poverty and health dilutes the central value of the MDG process to everything that UNDP does. The output relating to aid effectiveness should not be in this Outcome either. It is a CPAP level consideration. UNDP tends to refer to this Outcome institutionally as its “poverty” response. The fact is the entire CPAP should be a poverty response. Relevance to central poverty reduction goals could diminish if it is not seen in this way. |
| 2.1 Responsible national institutions and relevant stakeholders are more effective in managing environmental resources and addressing environmental pollution | The Outcome-Output linkages here present a sound flow of logic and projects are conceptually well positioned within the logic. Work on both terrestrial and marine ecosystem issues and their various policy frameworks is presented as two parallel and clearly related activity streams that help stakeholders to improve their effectiveness in managing environmental resources. Work on persistent organic pollutants aims to do the same in the field of addressing an important source of environmental pollution. The CPAP here seems to be set up to allow manageable contributions to the immense field of environmental management. From an external perspective, the work on watershed management as per the SCBFWM project is quite comprehensive in its scope in assisting stakeholders to improve terrestrial environmental management through a structured methodology and system. The work on marine ecosystems seems to be much more selective, representing a manageable “slice of a very large pie”. Work on biodiversity logically complements work on terrestrial and marine ecosystems. The work on persistent organic pollutants is very selective within a large environmental pollution field. |
| 2.2 GoI and key stakeholders (private sector and CBOs) more effective and innovative in promoting, adopting and managing renewable energy (RE) and energy efficiency (EE) | The Outcome logic here states that if national energy policies and guidelines are integrated into sub-national development plans and if sub-national authorities and key partners can implement programmes through public private partnerships contributing to reduction on greenhouse gas (GHG) emissions, then GOI and key partners will be more effective and innovative in promoting, adopting and managing renewable energy (RE) and energy efficiency (EE). This is a sound top-level statement or theory of change and a modest expression of intention that adds to relevance and achievability. |
| 2.3 National institutions and other key stakeholders are coherently and effectively addressing CC adaptation and mitigation and ozone layer protection | This embraces a large and complex Indonesian effort to deal internationally, nationally and sub-nationally with the many aspects of climate change, and helps to define UNDP Indonesia’s own particular contributions in partnership with GOI and other international agencies, which we understand to have been evolving quite fast globally and domestically during this CPAP programming period. UNDP’s contributions, extensive though they are, probably do not comprehensively address all aspects of the huge field of climate change. However by focusing on central institutional and funding mechanisms and linking them to international treaties and protocols to which Indonesia is a party provides a useful and logical contribution to Indonesia’s efforts to address climate change. |
| 3.1 Increased public representation and participation in political and government institutions particularly among women and vulnerable groups | The logic for this Outcome is geared towards a series of discrete UNDP contributions rather than taking a holistic view of what would be required to bring about large scale gains in public participation in political and government processes. This is an understandable approach because there are simply too many factors in democratic developments for a programme area defined by one outcome to achieve. But it is a difficult to see what the four elements of this Outcome really add up to beyond a general contribution towards public representation. The Outputs for a Civic Education Centre and a facility for consolidating democracy have met problems and in retrospect show as not very robust and have struggled to retain relevance. Continued relevance of the Democracy Index and the women’s representation outputs is however encouraging. |
| 3.2 Strengthened institutional capacity of provincial governance in achieving objective of decentralization policy in more accountable, responsive and effective way | The logic encapsulated in three of the four Outputs here is that refinements to national policies and regulatory frameworks that support administrative reform can be used to encourage reform of provincial systems and practices in development planning, which in turn can help improve delivery of public services in the provinces. The Outcome here is “strengthened institutional capacity of provincial governance in achieving objectives of decentralisation policy in a more accountable, responsive and effective way”. The underlying assumption is that nationally led administrative reform will result in better policies for decentralisation and thus better governance for development in the provinces. This is a quite reasonable theory of change and has shown continued relevance. A fourth output was inserted to cater for legacy projects in Aceh and was not designed to fit well into the achievement of the Outcome. |
| 3.3 Justice providers and institutions are more effective in protecting human rights, and citizens enjoy improved access to justice | Broadly, the Outcome and Output statements here are helping UNDP and GOI to hone down on some specific areas of justice reform; modest slices of a huge pie. The premise here is that work at ministry and national agency level on helping GOI to implement its National Strategy for Access to Justice has allowed UNDP to focus on four main areas; legal aid systems, public complaint systems, the incorporation of customary law as a vehicle for access to justice and the development of a forest, land and REDD+ governance index. It cannot be said that these areas add up, in the sense of a theory of change, to comprehensively address the Outcome of “justice providers and institutions are more effective in protecting human rights, and citizens enjoy improved access to justice”. But, they do allow for a useful and hopefully lasting and relevant contribution. |
| 4.1 GOI and civil society are more effective in identifying and managing conflict and their impact within Indonesia’s communities | UNDP’s conflict management and peace building Outcome shows clear development logic and is robust. The premise is that policy and regulatory support at the national level, together with the building of conflict prevention systems and mechanisms at national and sub-national level and direct work on conflict prevention and social cohesion at the community level will lead to a joint GOI and civil society approach to conflict identification and management and management of the impact of conflict in communities. This is a viable theory of change and adds well to relevance. UNDP is commended for making PTDDA aims identical to the CPAP aims for this Outcome, thus ensuring that clarity of purpose at the CPAP level is directly translated into clarity of intended action in PTDDA: a One-Outcome-One-Project approach. UNDP has noted that in general a “One-Output-One-Project” approach is encouraged, which is of course in itself a useful approach. |
| 4.2 GOI and communities capacity to respond to and recover from disasters and conflicts is more effective and timely | UNDP’s disaster response and recovery Outcome shows the following logic: IF a sustainable post-crisis recovery regulatory framework is in place; and IF post-crisis recovery methodologies are in place and being used; and  IF government capacity to undertake post crisis is able to be strengthened; and IF the overall recovery framework is in field application (with feedback mechanisms to ensure improvement); THEN government and community capacity to respond to and recover from crisis will be more effective and timely. This is a robust and relevant theory of change. Practice in this area has shown this to be relevant. |
| 4.3 GOI and communities have minimized the risk of adverse impacts of disasters, through the application of DRR policies, regulations and practices | The underlying Outcome logic here is quite reasonable. The basic premise is that the national framework for disaster risk reduction should be in place and being adhered to, particularly in regard to risk assessment. Assuming sub-national disaster management agencies are effectively operating, they can be helped to use risk assessment methodologies as promulgated by the national government. Evaluators for SC-DRR-I noted that SC-DRR was able to bring about a paradigm shift in the disaster management agenda in Indonesia and this is in the process of being extended to provinces. Sub-national governments can ensure that wider stakeholder groups are involved in identifying and disseminating known disaster risks. Logically if DRR models can be developed for replication by government, then communities can be assisted to be active in minimising risks through their own efforts. SC-DRR has followed this approach and we understand government has extended this to pilot communities. The end result should be that governments and communities are able together to minimise as much as possible the adverse impacts of disasters. It is at the CPAP Output level that we think this has unravelled to leave UNDP and its partners BNPB, Bappenas and MOHA with CPAP targets that are currently unattainable. The Outcome has proven to be too ambitious primarily because of funding difficulties. |

# Chapter 4: Contribution to Results – Effectiveness & Efficiency

**Effectiveness is a measure of the extent to which the initiative’s intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved.** Source: UNDP Handbook on Planning, Monitoring and Evaluating for Development Results

## Key government results and UNDP roles

1. Drawing on the documentation provided to us by UNDP and our own assessments of output level results in the Profiles, we conclude that there is a lot that UNDP has helped the Government to achieve and we view these results as a measure of CPAP effectiveness. Figure 5 is a very broad summary of where we think the Government has made major gains in its priority areas with UNDP support. This is mapped against the RPJMN priorities for which UNDP has contributed. It shows the major roles that we think UNDP has played in assisting the government and the key results for GOI that we think have been produced.
2. Our analysis here does not capture all results that have been achieved. More detail is available in the individual descriptions of results and effectiveness in the 10 Profiles provided. UNDP broadly plays three major roles: building institutions and capacity; developing policies, strategies and regulations; and developing and trialling systems, tools and methods.

### Building institutions and capacity

1. In implementing its priorities for development, Indonesia sometimes needs to establish new national institutions. This is either authorised by Parliament or directly by the President. Support may be required variously in establishment and/or early capacity development. UNDP has proven expertise in helping in both stages.
2. UNDP has been very much involved in Indonesia’s efforts on reducing emissions from deforestation and forest degradation (REDD). It has played a major part in the UN-REDD efforts in Indonesia, with the United Nations Office for REDD+ Coordination in Indonesia (UNORCID) and seven other UN agencies, in supporting the establishment of the National REDD+ Agency. The agency was established by the President in 2013 and is just becoming operational in early 2014. With Norwegian funding, UNDP has been able to work alongside the Government’s Task Force for REDD+ to help establish the new agency. UNDP’s involvement began in 2010 during the previous CPAP cycle and the 2013 milestone represents for UNDP a maturation of its work and a mark of effective contribution within a multi-agency support framework.
3. UNDP has also been instrumental in the establishment of the Indonesia Climate Change Trust Fund to pool and coordinate funds from various sources such as international donors and the private sector, in order to finance Indonesia’s climate change policies and programs. As at the end of 2012 the fund had attracted funding from the UK, Australian and Swedish governments and was funding a sustainable peat land project through the Ministry of Agriculture, an energy conservation project through the Ministry of Industry and a public awareness programme through the Agency for Meteorology, Climatology and Geophysics. A reserve fund was also established.

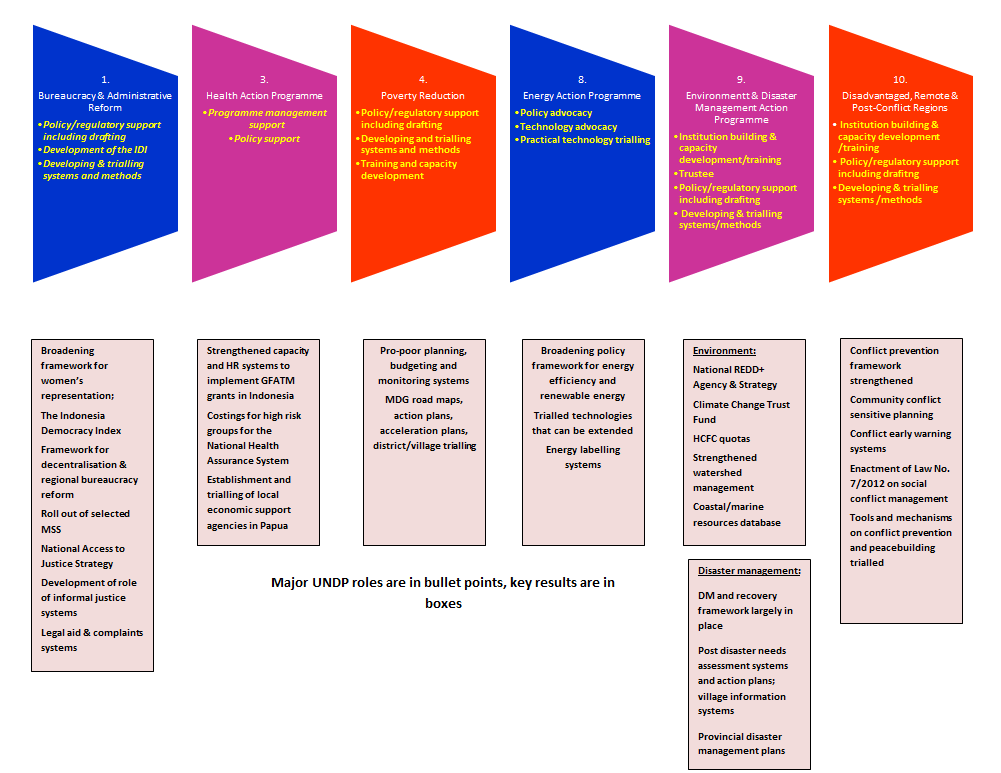


Figure : GOI priorities, UNDP roles and key results

1. UNDP has also worked effectively on capacity building support over a long period with the National Disaster Management Agency (BNPB), which was established by the President in 2008. The Disaster Risk Reduction Based Rehabilitation and Reconstruction (DR4) Project commenced in 2008, has received Swedish and UNDP headquarters funding and is just winding up in 2014. Assistance has also been provided in the establishment of the Indonesia Disaster Trust Fund, which has been able to provide support for recovery from the Merapi and Mentawai disasters. Phase 1 of the Safer Communities through Disaster Risk Reduction in Development commenced in 2007 just before the creation of BNPB and its second phase is running until 2015. It has received funding from Australia and the United Kingdom (for the first phase) as well as from other UN agencies and UNDP sources. In both areas, disaster recovery and disaster risk reduction, UNDP has established a solid reputation for national capacity building support to BNPB, again reflecting a long-term investment.
2. UNDP has also helped GOI to establish the National Coordinating Team for South-South and Triangular Cooperation. This was through the earlier the Enhancing Capacity for Better Aid Management Project and the current Strengthening Innovative Partnership for Development Cooperation initiative. Achievements have included the establishment of a Secretariat, formulation of a design and roadmap for South-South and Triangular Cooperation, formulation of pilot activities between Indonesia and Myanmar, formulation of information on South-South Cooperation for the next RPJMN and overall a baseline for Indonesia’s policies in the area for the future.
3. While we have focused immediately above on UNDP assistance for new agencies and groups, where the aim is to bring capacity into existence where formerly there may have been little, we also acknowedge the role that UNDP plays in assisting government agencies, nationally and provincially to continue to develop capacity on a longer term basis. We do mention gains in various places in this document, where discussion is given on results and challenges. We particularly note that capacity gains are evident in watershed management, where systems are now in place and operational and are being supported on a long-term basis by the Ministry of Forestry. We suggest also that capacity gains are notable in post-crisis reponse and in peace building and conflict prevention. Another example is work on legal aid systems in the Access to Justice project, which is also showing growing gains in capacity at the sub-naional level. UNDP has also noted capacity gains in the Ministry of Health to take on Principal Recipient responsibilities under the Global Fund to Fight AIDS, Tuberculosis & Malaria.
4. We have been challenged during the peer review to assess UNDP’s long-term capacty building functions. We do think that UNDP offers capacity building support on a long-term basis. The problems we have had, however are as follows: short meetings do not provide a method for evaluators to actually see work in progress and therefore to guage capacity; we have seen no baseline data on capacity of agencies prior to UNDP assistance; and with a focus on numerical targets in monitoring, it is easier to see progress in products of assistance rather than longer-term capacities built to maintain and further develop systems and tools. In other words, our comments on long-term capacity building are based on verbal evidence, not direct observation. This may be a limitation in this type of evaluation. For the future, UNDP Indonesia might like to consider a more comprehensive examination of capacities built and note that this would benefit from baseline data as well as specialist evaluation skills.

### Developing policies, strategies and regulations

1. The CPAP portfolio includes many examples of where UNDP has successfully been instrumental in the development of national government policies, strategies and regulations. They come from all four Outcome Clusters and in some cases represent the results of long-term investments that are now coming to fruition. Prominent here is UNDP’s work with Bappenas, which is UNDP’s major partner in Indonesia and which has produced major policy, strategic and regulatory results during this CPAP period.
2. Notable work with Bappenas includes the field of provincial decentralisation reform, where UNDP has provided direct support for reform of the National Law (a long-term involvement) and for policy for regional bureaucratic reform, including the preparation of provincial road maps for bureaucratic reform. UNDP has also been highly instrumental in helping Bappenas to develop the Roadmap for MDGs, the framework for MDG Acceleration and a range of regulations for the implementation and monitoring of MDG efforts. UNDP also helps by taking the lead role in annual MDG reporting for Indonesia. MDG work with Bappenas has involved long-term investment by UNDP. It has also recently helped Bappenas draft a Ministerial Law on the establishment of Indonesia’s Climate Change Trust Fund.
3. UNDP has worked with Bappenas over a very long-time period. As a result, three CPAP programme areas have emerged where Bappenas has effectively handed over the results of its work to other Ministries, with which UNDP has continued to work: One is peace building and conflict, with the Ministry for Development of Disadvantaged Areas now playing a leading role in national developments. The second is disaster recovery, in which Bappenas played a major role after the Indian Ocean Tsunami, with the National Disaster Management Agency now playing the lead role. The third is Disaster Risk Reduction, for which Bappenas was the Implementing Partner for the SC-DRR I project, the role also now having been taken over by the National Disaster Management Agency.
4. Another prominent example of UNDP support for GOI policy development has been its contributions towards the drafting and finalisation of the Law on Social Conflict Management. This well stated in the 2013 Outcome Board Review for this Outcome. “Since 2006, UNDP has been contributing to the law by providing technical assistance to the government on legal drafting and through public consultations in three post-conflict provinces on the contents of the law. The content of the law was informed by empirical experience at the sub-national level in conflict-sensitive planning, conflict early warning and early response, and peace building efforts. These efforts have resulted in the incorporation of international standards and best practices and recognition of the role of local governance in conflict management and peace building. Moreover, the law provides a framework for conflict resolution and prioritizes a social welfare approach over a security approach to conflict management. A notable shift in paradigm has occurred, with the national government now recognizing the existence of conflict and the need to manage it through collaborative efforts with civil society and local actors”. From documentation and people we have consulted we concur that this is an accurate account of UNDP’s work in this area.
5. Other ministries and agencies have benefitted from UNDP support in developing national policies, strategies and regulations. We have noted policy and regulatory gains, to which UNDP has variously contributed, with the work of:
   * the Ministry of Women’s Empowerment and Child Protection to establish minimum services standards for women and children victims of violence;
   * the Ministry of Energy and Mineral Resources for energy efficiency and renewable energy policies;
   * the National REDD+ Taskforce in preparing legal instruments for the establishment of the REDD+ Agency (as noted above another long-term involvement from UNDP);
   * the National Disaster Management Agency for a range of guidelines for implementing disaster management policies and programmes (another long-term involvement of UNDP);
   * the Ministry of Forestry for guidelines on watershed management planning and local institutional infrastructure;
   * the Ministry of Law and Human Rights for legal aid and juvenile justice guidelines as part of its rolling out of the National Strategy for Access to Justice; and
   * the Ministry for the Development of Disadvantaged Areas for the development of the National Conflict Prevention Framework. Again this demonstrates fruition of a long-term partnership. In this case we note extensive involvement also of civil society groups (peace activists) in policy development.

### Developing and trialling systems, tools and methods

1. UNDP is effective and has considerable expertise and experience in helping the national government to develop, trial and implement tools, most of which are aimed for use by sub-national governments. While these clearly belong to national and sub-national governments, we suggest that UNDP might consider these as highly visible products of its work, which can be marketed in the future. Prominent examples are shown in Table 6.

Table : Examples of systems, methods and tools produced under CPAP

|  |  |
| --- | --- |
| Poverty and MDGs | Environment |
| MDG Action Plans  MDG Acceleration Plans  MDG Reports  District and Village MDG plans | Public/private/community partnership mechanisms for the forests and watersheds  Greenhouse Gas Reduction Plans  Models for public-private partnership mechanisms in renewable energy |
| Democratic governance | **Crisis prevention and recovery** |
| Pro-Poor Planning, Budgeting and Monitoring tools  The Indonesia Democracy Index  Provincial Customary Law Guidelines  Participatory Governance Assessment tool for REDD+ | Conflict Sensitive Village Planning tools  The Conflict Early Warning Early Response System (CEWERS). N.B UNDP may have further examples for conflict prevention and peace building.  Post-Disaster Needs Assessment tools (PDNA)  Action Plans For Disaster Recovery  Village Information Systems for disaster management  The Community-based Recovery Monitoring tool  Disaster Risk Reduction components of local disaster management plans  Risk Assessment Methodology  Resilient Village guideline (DRR)  Teaching modules for elementary, junior and high school students (DRR)  Indonesian Disaster Data and Information  Indonesian Disaster Prone Index |

### Managing trust funds:

1. UNDP also acts as a trustee for multi-donor funds. We have not reviewed UNDP’s role as a fund manager and simply note this role here. The active example of this is the establishment of the Indonesia Climate Change Trust Fund now being transitioned to a full national ownership and management. UNDP is also supporting the REDD+ agency to operationalize FREDDI (Fund for REDD+ in Indonesia), which will be established as funding mechanism following Presidential Regulation No 80/2011 on ‘National Trust Funds’. The Government of Norway has committed a total of USD 1 billion towards REDD+ objectives through FREDDI mechanism.

## Quantified results against CPAP Indicators

1. We have been asked to assess the extent to which the achievement of CPAP Outcomes and Outputs is progressing towards 2015 targets as measured against the agreed indicators. For this we have used two classification systems as described in paragraphs 64 to 69. These are assessments made to the best of our ability of likelihood of achieving 2015 targets. They are not to be seen as affirmations of UNDP’s own assessments made annually through the CPAP Outcome Board process. Detailed reasons for our assessments are given in the Profiles. Table 7 shows the results of our assessments for the Outcome level and Table 8 for the Output level.
2. At the Outcome level, 77% of Outcomes have been achieved or are showing significant or some progress towards 2015 targets. 23% are showing no change or regression. The evaluation team suggests that using an on or off track assessment for Outcome progress, just over 51% of the Outcome indicators are on track for achievement by 2015 and 20% are off track. Progress against the remaining 29% of 2015 Outcome targets is assessed as “unclear” (we are unable to draw firm conclusions).

Table 7: Quantified progress against CPAP Outcome Indicators and Targets for 2015

|  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  | Progress towards 2015 targets using UNDP categorisation | | | | | Progress towards 2015 targets using Evaluation Suggestions | | | |
| Outcome areas | **Indicators (number)** | **Regression** | **No change** | **Some progress** | **Significant progress** | **Target reached or surpassed** | **ACHIEVED** | **ON TRACK** | **OFF TRACK** | **UNCLEAR** |
| 1.1 Poverty reduction and MDGs | 5 | 0 | 0 | 1 | 4 | 0 | 0 | 4 | 1 | 0 |
| 2.1 Natural resource management | 5 | 0 | 0 | 2 | 3 | 0 | 0 | 3 | 0 | 2 |
| 2.2 Energy efficiency and renewable energy | 3 | 2 | 0 | 0 | 1 | 0 | 0 | 1 | 1 | 1 |
| 2.3 Climate change | 3 | 0 | 0 | 2 | 1 | 0 | 0 | 2 | 0 | 1 |
| 3.1 People’s representation | 4 | 2 | 1 | 0 | 0 | 1 | 1 | 0 | 2 | 1 |
| 3.2 Provincial governance | 4 | 1 | 0 | 3 | 0 | 0 | 0 | 2 | 1 | 1 |
| 3.3 Access to justice | 3 | 0 | 0 | 2 | 1 | 0 | 0 | 3 | 0 | 0 |
| 4.1 Conflict prevention | 3 | 0 | 0 | 2 | 1 | 0 | 0 | 1 | 1 | 1 |
| 4.2 Disaster recovery | 2 | 0 | 0 | 0 | 2 | 0 | 0 | 1 | 0 | 1 |
| 4.3 Disaster risk reduction | 3 | 1 | 1 | 1 | 0 | 0 | 0 | 0 | 1 | 2 |
| TOTAL | **35** | **7** | **2** | **12** | **13** | **1** | **1** | **19** | **7** | **8** |
| PERCENTAGE | **100** | **17.1** | **5.7** | **37.1** | **37.1** | **2.9** | **2.9** | **48.6** | **20** | **28.6** |

Table 8: Quantified progress against CPAP Output Indicators and targets for 2015

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Outcome Areas | Indicators (number) | ACHIEVED | ON TRACK | OFF TRACK | SUGGESTED UNCLEAR\* |
| 1.1 Poverty reduction and MDGs | 19 | 1 | 6 | 12 | 1 |
| 2.1 Natural resource management | 7 | 1 | 6 | 0 | 1 |
| 2.2 Energy efficiency and renewable energy | 6 | 1 | 3 | 2 | 0 |
| 2.3 Climate change | 9 | 1 | 5 | 3 | 4 |
| 3.1 People’s representation | 14 | 0 | 4 | 10 | 0 |
| 3.2 Provincial governance | 9 | 1 | 3 | 5 | 0 |
| 3.3 Access to justice | 11 | 0 | 11 | 0 | 0 |
| 4.1 Conflict prevention | 8 | 0 | 8 | 0 | 1 |
| 4.2 Disaster recovery | 9 | 2 | 4 | 3 | 1 |
| 4.3 Disaster risk reduction | 8 | 0 | 0 | 8 | 2 |
| TOTAL | 100 | 7 | 50 | 43 | 10 |
| PERCENTAGE | 100 | 7 | 50 | 43 | 10 |
| \* While “Achieved”, “On Track” and “Off Track” follow UNDP’s results classification system, “Unclear” is an assessment that has been used by the evaluation team to indicate that we have not been provided with enough information, indicators are not measurable or more simply, we cannot tell whether it is likely that targets will be achieved by 2015. Thus while there are 100 outputs, we suggest a sub-set of 10 of these remain unclear. | | | | | |

1. For Output level targets for 2015 we have drawn conclusions that 50% are on track for achievement by 2015 and 7% are already achieved. We consider 43% are off track for achievement by 2015 and 10% are unclear.
2. For the purposes of this evaluation, while we have been required to make these assessments, we think that going through the CPAP results framework with a “red pen” and criticising each output (and each indicator) that is not on track only provides one view of effectiveness. We do offer more detail in the Profiles as to why indicators may or may not be on track.
3. At face value, and with likely successful achievement against Outputs of 57%, overall progress is reasonable but not particularly high. UNDP ought to be able to improve on this in the remaining period of this planning cycle. We are convinced that there are problems with some of the indicators that have been chosen and the way they are used. In some cases targets are clearly over-ambitious and will simply not be achieved. In some cases we have found it hard to see how (if at all) indicators are able to be measured and these therefore end up in the “unclear” category. In others we suspect that planning assumptions (perhaps better recognised as identified risks) may have been documented in earlier stages of planning, but as assumptions are not visible to us we can only conclude that external factors have hampered achievement since the inception of this CPAP. Where we have seen external factors we have mentioned them, particularly in the profiles. For these reasons the more qualitative response below to the question of effectiveness may possibly prove more useful.

## A qualitative view of effectiveness

1. This section looks from a qualitative perspective at the achievements and effectiveness of the UNDP programme during this CPAP period. It draws heavily on the Profiles for all 10 Outcomes, which have been put together as part of this evaluation. The Profiles are our evidence base for a view of UNDP’s contributions during this CPAP period. We document here successes, and note where we feel that major contributions have been made. We also document where UNDP has been less successful, and where additional effort may be required. We also comment to the extent that we can on what might be considered useful contributions in the next CPAP period.
2. We believe this gives a better picture of what UNDP does than the simple tallying of Outcome and Output targets. We urge readers to consult the Profiles for more detail (although please note that where text in the profiles is appropriate for this section of the main report, we have simply used it here). The following are our comments and assessments of the effectiveness of implementation of the CPAP from 2011 to 2013/14, organised on an Outcome by Outcome basis. We comment on all Outputs.

### Poverty reduction and MDGs

1. This Outcome is currently stated as: “National and sub-national authorities and stakeholders are more effective in reducing poverty and vulnerability, accelerating achievement of MDG targets as stated in the RPJMN, and improving overall human development”.
2. This is a large and from a logical perspective somewhat unwieldy Outcome area, for which there are some problems in choice of indicators (please see the Profile for this Outcome). We consider that work on MDG’s, HDI, poverty and vulnerability is coherent with the Outcome, because this work all aims at a holistic approach to reducing poverty. However, the inclusion of social welfare and aid effectiveness initiatives is less easy to link logically. This may have come about because the current Outcome is a result of the merging of three original outcomes:
   * National and sub-national authorities and stakeholders are more effective in reducing poverty and vulnerability, particularly in UNPDF provinces and districts;
   * Access to and quality of social welfare services improved; and
   * Accelerated achievement of social development priorities and MDG targets as stated in the RPJMN, and overall improvement of human development.
3. We understand that the second Outcome on social welfare services was largely deleted because UNDP and GOI were unable to develop significant programmes in this area. The exception is one modest output on incorporating equity, human rights and HIV sensitive social protection into the National Universal Health Coverage Scheme, which is now at the mid-term stage of the cycle still under development. The other two original Outcomes focused on poverty reduction and vulnerability and acceleration of the MDGs in Indonesia. We accept that the resulting merger was justified because these are related objectives.
4. There are currently 6 Outputs in this Outcome Area with which we deal in turn:
5. **Output 1.1.1 - Pro-poor planning:** The output statement is: “National and local institutions have enhanced systems and competencies for MDG-based pro-poor and results-based planning, budgeting, monitoring and evaluation”.
6. We know from our work on the PGSP evaluation that a significant amount of effort has been put into pro-poor planning, budgeting and monitoring (P3BM) tools by Bappenas and UNDP. However this work is not captured in reporting for Outcome 3.2 for Decentralisation, which is the Outcome area for PGSP. Similar work, reported under this Outcome (1.1) has gone ahead with the PCDP project in Papua and West Papua.
7. We think that work on pro-poor planning with planning and other local agencies (in pilot provinces) has been quite effective. UNDP has assisted Bappenas to trial P3BM through PCDP and PGSP. Bappenas reports satisfaction in what has so far been achieved and has socialised P3BM to provinces around the country. We have seen high levels of ownership of this tool by Bappenas. Evaluation of the replicability of P3BM to other provinces is planned for 2014 and if this follow-through does happen, we suggest that this major element of this output will have largely been achieved in this planning cycle. We note that follow through into technical ministries, which was intended to happen, has not yet occurred. However this work should be of prime consideration for further replication by GOI.
8. Work on developing corporate social responsibility and private-public-partnerships is also included in this Output and is showing considerable early promise. We suggest it might have considerable relevance for the whole CPAP in the future. We are not clear on why this was not logically included in the next output on local economic development.
9. **Output 1.1.2 - Local economic development:** The output statement is: “Local economic development facility established at the sub-national level, providing technical assistance in budget allocation and financial management, coordination of PPP-CSR engagement and partnership with universities and CSOs, particularly in UNPDF areas”.
10. We are not entirely sure of the extent of development of local livelihood strategies or penetration into or development of local business development enterprises. From information provided by UNDP, we understand that the establishment of a Local Economic Development Agency (LEDA), and local business “incubators” to be partnerships for local economic development in West Papua. The target was originally to see this happen in two provinces by 2014. To our knowledge this has not happened in the other PCDP province, Papua. We do understand that some work on local economic development has also occurred in NTT, Bangka Belitung and Gorontalo under Outcome 3.2, which deals with decentralisation. Work on developing roles for universities as local economic development think tanks has occurred in West Papua. While these are all useful developments, they indicate to us that the original intention to spread this work more widely in UNPDF provinces has not happened.
11. **Output 1.1.3 Social protection:** The output statement is: “Equity, human rights and HIV-sensitive social protection incorporated in the National Universal Health Coverage Scheme (BPJS)”.
12. We understand that UNDP is now commencing an initiative in the area of social protection. It is still too early to tell how far work on health assurance will go, as project work has yet to really get going, although initial indications are positive.
13. **Output 1.1.4 MDG Road Maps:** The output statement is: ” Strategy and mechanisms to implement the MDGs Road Map are developed”
14. A large amount of work on MDG Road Maps has been undertaken. It has largely gone very well and we consider this to be one of UNDP’s flagship areas (i.e. an area in which it is showing considerable effectiveness). A mixture of adaptation of this work to new sustainable development goals (as they emerge) and replication of the work done for MDGs using UNDP lessons in this area should be considered as a major opportunity for the next planning cycle.
15. UNDP is offering special assistance to Indonesia to accelerate its MDG achievements. The creation of systems and competencies for MDG based pro-poor planning, budgeting and monitoring, together with strategies and mechanisms to implement MDG plans and systems to monitor this, logically contribute to the revised Outcome. Current work on MDGs by UNDP/GOI has resulted from quite a lengthy project implementation phase and from support from UNDP and GIZ for the MDG Secretariat under Bappenas. During this phase work was done on (inter alia) support for the development of MDG action plans by provinces and districts responding to the MDG Road Map initiative launched by the President in 2010.
16. At this stage partners have supported all 33 provinces to produce the action plans (but presumably not the newly created province of North Kalimantan). Some 95 districts have also initiated work on MDG action plans, although we have been given no report of how many have finalised action plans. We suspect that the target to support development of action plans in a majority of districts will not be achieved by 2015. However, this work has been effective in helping Indonesia to develop and use MDG Road Maps. We do note that plans to develop academic networks or a public MDG institution have not gone ahead and if not done so already might now be shelved.
17. **Output 1.1.5 - M&E and reporting on MDGs and HDI:**  The Output statement is: “National and sub national capacities improved to monitor, evaluate, analyse and report on MDG and human development”.
18. The bulk of work to achieve this output has been undertaken largely by UNDP appointed specialists. We know that the National MDG report for 2013 is in the pipeline. Previous reports have been of very good quality and while we have not been given access to the current draft (because it was still being finalised through Bappenas), we have no doubt that the 2013 report (using 2012 data) will be to UNDP and Bappenas’ high standard. This is core business for UNDP and the agency is effective in this area. It would be highly appropriate to continue this work into the next planning cycle with we suggest a greater emphasis on GOI’s sustainability of this work into the future.
19. In addition, 28 provinces of 33 have submitted MDG M&E reports and support for 2 of 3 UNPDF provinces was provided in site visits. It is good indeed to see that this process is being extended to provinces. If the same standards can be applied in the provinces as at the national level, then a very useful achievement will have been made. Thirteen have so far prepared MDG reports. However indicators used for MDG and HDI reporting give us very little sense of quality. While therefore we know that the national reports are of high quality because we have seen them, we are unsure of the quality of reports being produced at the sub-national level. It would be useful for UNDP to think about how to capture quality elements of this work in its reporting.
20. Associated work to MDG and HDI efforts was to have included a network of CSOs and universities with capacity in this field. This did not go ahead because funding was unavailable. Similarly there was an intention to establish an MDG HD Public Policy Centre at a renowned national university. This has not gone ahead as planned although some planning work has been done. We suggest that helping to set up centres may not be a UNDP strength.
21. **Output 1.1.6 - Global partnership for development cooperation:** The Output statement is “Bappenas and related line ministries capacity to establish and foster global partnership for development cooperation strengthened”.
22. At the mid stage of this planning cycle, the work on aid effectiveness seems to need a little more push. The earlier work from UNDP’s involvement in the Aid for Development Effectiveness Secretariat (A4DES) in the area of knowledge management was unfortunately not able to be advanced as far as expected. Fortunately, in parallel, (not under the A4DES Secretariat support), Bappenas continued to work on this with other development partners, (e.g. JICA and the World Bank). We also note that a planned supporting trust fund for this area will not now go ahead.
23. But UNDP is now easing back into this important area with the Strengthening Innovative Partnerships for Development & Cooperation Project (SIPDC) and early signs are that progress is being made, particularly in local aid management and the South-South cooperation area. This has for UNDP systems reasons been located within the poverty and MDG element of the CPAP; because once development projects are designed they must be tagged to an Outcome area in the CPAP. But for SIPDC this is not particularly logical. We do suggest that aid effectiveness is an area in which UNDP has a major role. But aid effectiveness is cross-cutting in nature and UNDP might consider making this a separate outcome area in the future.
24. **Management and Technical Assistance Facility:** There is one project that has been included in this Outcome which is not captured in the CPAP framework at all. The work under the Management and Technical Assistance Facility on human resources for the Global Fund for AIDS, TB and Malaria, seems to have gone well, but does not fit within any of the Outputs for this Outcome.

### Natural resources management

1. This Outcome is stated as: “Responsible national institutions and relevant stakeholders are more effective in managing environmental resources and addressing environmental pollution”.
2. **Output 2.1.1 Policy frameworks for terrestrial ecosystems:** The Output statement is “Government, private sector and CBO partners have coherent and effective policy frameworks, action plans, implementing arrangement and funding arrangement to sustainably manage terrestrial ecosystems”.
3. A lot of progress has been made in watershed management, with an impressive and growing number of watersheds with local institutional and community infrastructure. Several of the targets have either been achieved or are close to being achieved. We view UNDP’s support in this area as being very effective.
4. Guidelines are now in place to establish watersheds from an administrative perspective, along with guidelines on preparation of watershed management plans and on formation of watershed forums. A range of other guidelines have been prepared and are awaiting final clearance by the Ministry of Forestry.
5. Considerable progress has been made in establishing watershed forums in all provinces and in an increasing number of districts and municipalities. With the exception of Jakarta, all 33 provinces in existence at the time the data was provided (there are now 34) had forums established by governors’ decrees. Some appear to have more than one. Some 40 watershed forums were recorded as formalised for district, municipality or sub-district levels.
6. Progress to establish local/regional policy frameworks on promoting public/private/community partnership mechanisms for the management of forests and watersheds is less advanced. However, we have concluded that there ought to be no major reason why some form of policy framework cannot be achieved on public/private/community partnerships by 2015. UNDP has not provided an assessment of how far partnership mechanisms have progressed. Also, while international NGOs and agencies and Indonesian universities are listed as active there is no indication of the level to which communities are involved in partnerships.
7. **Output 2.1.2 Policy frameworks for coastal and marine ecosystems:** The Output statement is “Government and multi-stakeholder partners have coherent and effective policy frameworks and action plans to sustainably manage coastal and marine ecosystems”.
8. Work on coastal and marine data looks to be well on track and is translating into national (and international) strategies. The project for this output is the Arafura and Timor Seas Ecosystem Action Programme (ATSEA), which is a multi-country project funded under GEF to develop data systems for the Arafura and Timor Seas. It involves Indonesia, Australia, Timor Leste and Papua New Guinea. ATSEA reporting states “the Project is well focused on global, regional and national priorities. The rate of project implementation has been more than adequate”. We have reviewed documentation from ATSEA and concur with this statement.
9. ATSEA has assisted to produce a Strategic Action Plan which is now awaiting approval by Indonesia’s Ministry of Foreign Affairs. This is an international plan and an Indonesia specific national plan has apparently been produced. We have not been able to assess how far work in developing and implementing the national plan will go by 2015.
10. **Output 2.1.3 Strategy and guidelines for environmental protection: The Output statement is “Strategy and guidelines developed for the protection of the environment, focusing on persistent organic pollutants (POPs) reduction”.**
11. Work on developing strategies and guidelines for reducing POPs has gone well and is largely on track at this stage. This is a multi-ministry effort and there is a range of actors in this area. UNDP is therefore sharing influence in how these developments happen. It does not seem to be in the position to greatly influence timing and further work in the next CPAP period will probably be needed.

### Energy efficiency and renewable energy

1. This Outcome is stated as: “GOI and key stakeholders (private sector and CBOs) more effective and innovative in promoting, adopting and managing renewable energy (RE) and energy efficiency (EE)”.
2. Here we see a modest and well-designed investment. This is a vibrant and growing development effort that is operating somewhat outside of UNDP’s more usual paradigm of working with the national government to develop policies and tools. It is approaching its task from the bottom up, persuading government, the private sector and we hope communities that energy alternatives are viable. This links very well with the work under the poverty and MDGs Outcome on corporate social responsibility and public private partnerships.
3. What we think UNDP has achieved here is to raise awareness of three specific technologies/methodologies and to get a range of companies involved in developing, trialling and starting to use or to market wind generators, micro-turbines and schemes for eco-labelling of electrical products. We think that his has been very effective and a very useful contribution to Indonesia’s technological portfolio in energy efficiency and renewable energy.
4. Very little of this achievement is apparent through the CPAP reporting framework, particularly at the Outcome level, where we see that actually the percentage of renewable energy production in the national system is, for quite complicated reasons, actually declining (please refer to the Outcome profile for details). But we think there has been a job well done in demonstrating renewable energy and energy efficiency technologies.
5. **Output 2.2.1 Energy policies and guidelines:** The Output statement is “National energy policies and guidelines developed and integrated into sub-national development plan”.
6. Renewable energy and energy efficiency are clearly called for in national law and are included in the RPJMN. The National Law has been in place since 2007. But the ensuing Government Regulation on renewable energy is still in draft form. We have seen the Bappenas General Guidelines on Monitoring, Evaluating and Reporting on the Implementation of National and Sub-National Action Plans for the Reduction of Greenhouse Gases (referred to as RAN-GRK and RAD-GRK).
7. Guidelines for a National General Energy Plan were given Presidential approval early in 2014. We are informed that the Plan itself has been developed and provinces are beginning to follow with their sub-regional versions. The Master Plan for Energy Conservation has been developed by the Ministry of Energy and Mineral Resources, which we understand to be a draft revision of an earlier plan.
8. UNDP’s main contributions to date have been through a range of practical technologically oriented projects that have been useful in linking specific technologies into the national effort, particularly in bringing stakeholders together, undertaking pilot projects, raising awareness and developing markets. We suggest that their contribution to Indonesia’s policy framework nationally has been of a practical nature and in programme provinces mostly linked to work on greenhouse gas reduction plans. This has been an effective contribution. Further work by UNDP to 2015 will involve encouraging fiscal incentives for renewable energy and energy efficiency and include fostering revolving fund and rebate schemes.
9. **Output 2.2.2 Public-private partnerships for renewable energy and energy efficiency:** The Output statement is “Sub-national authorities and key partners are able to implement programmes, mobilize resources and develop public-private partnership for RE/EE, which will contribute to the reduction of national greenhouse gas emission”.
10. It is useful to see that UNDP has encouraged public-private partnerships for renewable energy and energy efficiency through the 3 projects of this Outcome. Unfortunately UNDP has tried to measure progress in this area by the percentage of districts that are implementing public private partnerships, with somewhat unrealistic targets set. However, if UNDP would drop simplistic numerical indicators and targets here in favour of qualitative accounts of how pilots can turn into long-term gains in renewable energy or energy efficiency we would, with the benefit of doubt, say this effort is on track.
11. Also unfortunately from a CPAP evaluation perspective, UNDP appears to be using a somewhat redundant indicator of percentages of local budgets allocated for renewable energy initiatives in districts. The nature of UNDP energy projects are showcasing best practices and support to the development of an enabling environment for better planning and investment in renewable energy and energy efficiency. The evidence offered is that micro-hydro, solar energy and biogas projects are going ahead in partnerships between a national ministry and quite a large number of districts, which is a very positive development that in a wider advocacy sense UNDP supports. But UNDP’s projects are in different technologies; wind-power and micro-turbine technology and in eco-labelling of electrical products. The national government does not appear to be pursuing such projects in districts and none of the project documentation we have seen for MCTAP indicates that UNDP is working with micro-hydro or solar installations for electrical generation. Again qualitative evidence of progress in the adoption of wind power and micro-turbine technology in the districts (which is happening) would have been a better measure of UNDP’s quite effective work in this area.
12. Probably the most useful indicator of effective work in this area is that UNDP has been able to demonstrate reduced greenhouse gas emissions from technologies promoted. While these are small compared to national greenhouse gas (GHG) targets, a major statement has been made, which is that individual energy efficient or renewable energy projects can make a difference to CO2 emissions.

### Climate change

1. This Outcome is stated as: “National institutions and other key stakeholders are coherently and effectively addressing Climate Change (CC) adaptation and mitigation and ozone layer protection”.
2. UNDP has undertaken quite a lot of very effective work in climate change during the current CPAP period. We view its work on helping GOI to establish a REDD+ agency as having been a UNDP (as a partner among a range of UN agencies) flagship activity. This is also an example of where extensive investment over a number of years can bring significant results and benefits. UNDP’s work on supporting the development of climate change funding mechanisms also falls within the definition of flagship activities, with nationally owned funding mechanisms now developed and being rolled out. UNDP has also contributed to Indonesia’s almost certain achievement of current targets for the reduction of hydrochlorofluorocarbons (HCFC) under the Montreal Protocol. Significant work has also been undertaken to pilot climate change adaptation associated with disaster risk reduction at decentralized level.
3. UNDP can and should continue in this area in the next CPAP cycle. We do however urge UNDP to carefully consider, as it moves into the new programming cycle, better ways of showing to the layperson the progress for areas like REDD+ and climate change funding. We fully understand that it was difficult to pin quantitative targets to these endeavours as it was not clear in 2011 how much progress could be made. We obviously believe that significant progress has been made, but the task of evaluation would have been much easier if there had been significantly more clarity in the indicators used and indeed in the terminology of climate change. As laypersons in this area we have felt at times that this is a very complex and at times difficult to understand area.
4. **Output 2.3.1. Mechanisms and instruments for REDD+:** The output statement is “Adequately capacitated institutional mechanism and financing instrument established for REDD+ and corresponding policies and strategies developed and implemented”.
5. We see in this Output very impressive support for the government’s plans for REDD+, with UNDP having invested heavily in design and preparation and having gone the course from the early days of a Task Force to the establishment of an Agency for REDD+. A growing body of policy and strategy is already in place. While we suspect significant challenges remain to extend REDD to communities, its pilot extension to the provinces is going ahead effectively with Central Kalimantan taking the lead. It should be possible to extend this to other provinces in the remainder of this programming cycle. Significant progress has been made by Indonesia in this area and UNDP support has been very effective.
6. Clearly the REDD+ Agency is now in existence and with a Head of Agency appointed is starting to take over from Task Force. While the Measurement, Reporting and Verification (MRV) function has been established by Presidential Decree we understand that there will not actually be a separate MRV institution as implied by the indicator statement in the CPAP framework. Instead it seems that the verification function will be managed by the Ministry of Environment and the measuring and reporting functions by the REDD+ Agency. Establishment of these functions is a target for 2014.
7. Work is going ahead on the establishment of a funding mechanism for REDD+ (FREDDI), with it is expected significant efforts during 2014. Provided the new Government continues support for FREDDI and provided trust fund legal arrangements can be clarified, there is reasonable expectation that FREDDI could be up and running by the end of 2015.
8. Work is also going ahead to establish REDD+ arrangements at the sub-national level. With UNDP assistance, East Kalimantan and Jambi have demonstrated commitment by entering into formal agreement with the REDD+ programme, enabling the legal review of concession licenses in the provinces. This is certainly setting the scene for sub-national institutional frameworks for REDD+. We conclude that on balance progress is on track to largely meet the intentions to establish institutions and mechanisms nationally. Sub-national arrangements may not entirely be in place in 11 provinces by 2015 as called for in the CPAP framework.
9. Significant progress was made during the tenure of the REDD+ Task Force to produce strategy and policy documentation including input into the next medium term development plan, which is important to maintain momentum in a year in which a new Government is elected. The target for 2013 was that the National REDD+ strategy would be signed by the President and the moratorium on further forest concessions would be extended. We note that the moratorium was extended by two years in 2013 (it remains to be seen whether this will be further extended or made permanent). We also note that the head of the Presidential Task Force made the national strategy on REDD + official in 2012.
10. Some momentum seems to have been gained in 7 selected provinces that have developed REDD+ strategies. The original 2015 target envisaging that REDD+ benefits would be flowing to provinces by 2015 in a manner conducive to addressing deforestation and degradation and in accordance with UNDP principles has wisely been dropped, at least for now. It would have been most unlikely to have been met by 2015. This seems to be a long-term goal. The revised target for 2014 to have 11 provinces with actions plans is more modest and attainable, and it is reasonable to expect significant progress by 2015.
11. **Output 2.3.2 HCFC reduction:** The Output statement is: “National policies/ guidelines/ strategies and mechanism in place to enable implementation of HCFC reduction programmes with low GWP”.
12. Work on reducing HCFCs has gone ahead well with reductions close to, if not at, the 2015 targets. The target for 2013 was “control of HCFC consumption growth via quota import to ensure 3% reduction of HCFC consumption” and has clearly been achieved through agreement of three ministries. There is no reason why the quota cannot be progressively reduced in a similar way to try to reduce the imports of goods and equipment containing HCFC’s to zero by 2015. Please note that while reduction of imported goods containing HCFCs may well reduce to zero by 2015, Indonesia, which does not produce HCFCs, will continue to import them for use in its own manufacturing of goods for some while to come.
13. UNDP reports in ROAR 2013 that “GOI continued to honour its commitment to freeze and phase out HCFC consumption under the Montreal Protocol. At the end of 2013, and by focusing on managing HCFC imports through customs authorities, GOI achieved a reduction of 20.1% of HCFC imports (and consumption because Indonesia does not produce HCFC) over the baseline set in 2011. This 20.1% reduction exceeds the 2013 targets set for Indonesia”. On the basis of this data, we conclude that the 2015 target of 10% reduction in HCFC consumption has already been achieved.
14. UNDP reports that it has supported the GOI by providing financial and technical support to the National Ozone Unit at the Ministry of Environment to improve HCFC management. In 2013 UNDP channelled about USD 1.5m as performance incentives to eight of the largest manufacturing companies to help redesign their production lines to stop using HCFC. Complete phase out (100%) is slated by 1 January 2040. It would have been useful to document here what the disbursement of the USD1.5m has actually achieved, as it appears that UNDP may have an interesting story to tell. However we have not received this information.
15. **Output 2.3.3 Climate change and disaster risk reduction:** The Output statement is “Policy and guidelines to integrate climate change adaptation associated with DRR at decentralized level developed with appropriate capacity and resources. (Please also refer to DRR under the Outcome 4.3)”.
16. This output has two main elements: the adoption or mainstreaming of climate change adaptation principles into provincial development plans; and piloting climate change adaptation methodologies and interventions associated with DRR to inform the development of national guidelines and policies. We understand this to be a piloting exercise with UNDP supporting various projects in NTT, Makassar, Semarang and Lampung.
17. Work on the first element is on track with successes reported in a number of locations. The Urban Vulnerability Project as funded by APRC Bangkok, which aims to develop integrated climate change adaptation/disaster risk reduction action plans and vulnerability assessments in urban areas has been implemented in Makassar. UNDP has informed us that the province of NTT, through the SPARC project, has mainstreamed climate change adaptability into its medium term development plan as have the cities of Semarang inn Central Java and Lampung in Sumatra. We have not received documents to verify these achievements, so we are simply reporting what UNDP has said.
18. It is unclear to us whether work on the second element is likely to meet 2015 targets. Trial work in NTT on integrating climate change with disaster risk reduction has been implemented and is moving into an assessment phase that may see this replicated elsewhere in the future. Action plans have apparently been prepared in three NTT districts. We requested more qualitative information on what has been done to develop methodologies for climate risk/DRR in NTT. The intention for 2015 is that methodologies will be reviewed and adopted. We suspect that UNDP can demonstrate that this activity set is on track but have not received information.
19. **Output 2.3.4 Financing for climate change:** The Output statement is “Coordinated and harmonized financing for ODS phase out and climate change, including MLF, GEF, AF, SCCF, private sector sources etc.”
20. Indonesia now has a Climate Change Trust Fund (the ICCTF), for which UNDP is trustee. The trust fund has been effectively developed by partners. It now needs to be fully operationalised. The main objective for the ICCTF this year is to transition from using UNDP as an interim trustee to having the fund operate as a national trust fund. During 2014 it is intended that ICCTF will become Indonesia’s first and only nationally managed and owned climate change trust fund; this will pave the way to achieve direct government access to global funds. It is fairly certain that this work is on track to achieve by 2015 a financing mechanism able to raise funds from global donors.
21. Progress is also being made in raising the level of coordination and harmonization of climate change initiatives. Under the authority of Bappenas, and with the assistance of UNDP, a Policy Coordination Forum has been established and is operational. The forum helps harmonize and coordinate financing options. However we have not been provided sufficient evidence that “a national roadmap/framework will be available to ensure all relevant initiatives are properly coordinated”, which is the target for 2015.

### Public representation and participation,

1. This Outcome is stated as: “Increased public representation and participation in political and government institutions particularly among women and vulnerable groups”.
2. At the Outcome level, the CPAP results framework measures progress through four indicators, two of which directly draw evidence from the Indonesian Democracy Index and two of which are directly concerned with progress in the ability of women to take an equitable share in the governing and governance of Indonesia. We believe that despite mixed progress in the indicators used, Indonesia is essentially on track in these areas.
3. UNDP’s programme in this area has shown mixed degrees of progress. While the development and adoption by Indonesia of the Indonesia Democracy Index is a major win for UNDP, work in areas such as civic education, women’s participation and the development of a facility for “consolidation of democracy” has been somewhat slow and partly hampered by lack of funding.
4. **Output 3.1.1 Civic education:** The Output statement is “Key mechanisms e.g. Civic Education Centre (CEC) are enhanced to promote citizen participation in democratic governance at the national and sub-national levels, with particular emphasis on women and vulnerable groups”.
5. Gains in civic education have proven slow, but are beginning to happen. With some sustained effort, a civic education centre in Jakarta could be established within two years. Plans for extending to provinces and providing extensive training in civic education may have to become a little less ambitious. We have seen a high degree of buy-in from the Ministry of Women’s Empowerment and Child Protection for this Output and for the SWARGA Project. But SWARGA Project has had funding difficulties for this Output (it has received funding for elections related work), which mean that the original intention to scale up and to establish CECs in provinces will now not happen. The scope of the Women's Participation and Representation in Governance in Indonesia (SWARGA) project has been scaled back. With SWARGA having almost two years to run, it is not unreasonable to see a national level Civic Education Centre being established during this CPAP period. Programme staff say that discussions with the National Islamic University (the likely host) are now progressing well.
6. **Output 3.1.2 Women in politics and government:** The Output statement is “National programme for the advancement of women in politics and government established and implemented”.
7. Indonesia has made impressive progress in the number of women in senior positions within government, which is an Outcome indicator for UNDP. While we do not think there have been any specific UNDP interventions in this area, the 2013 figures from the State Personnel Agency quite clearly show that the 2015 target for the percentage of women holding echelon 1 and 2 positions (i.e. senior management) at national and sub-national levels has already been met.
8. We note that there have been some significant funding difficulties for UNDP support for the development of women’s participation in parliaments. Maybe the 2014 election will spur this on, as the government has legislated to make improvements to the percentage of women candidates. We understand that the SWARGA project has received funding for work for women in parliament activities. The 2013 target for this indicator was to have been “Work-plan and curricula of KPP-RI are established”. However, due to operational and funding difficulties this has not yet been achieved and UNDP reports that it is not currently on track as per the 2013 target. But, if resources are available, we believe that considerable progress can still be made by 2015.
9. UNDP has also supported the Women’s Caucus, which was established by female national and sub-national parliamentarians and consists of all women elected as representatives to the National Parliament and has wide ranging aims for gender equality in Indonesia. It has been in existence for over ten years. Its basic programmes include improving the capacity of women national parliamentarians, advocacy for and dissemination of the role of women’s contribution in the nation, the building of local, national and international networks and seeking the support of donors. We note that training was provided for women parliamentarians in 2013 and more was being conducted for women candidates for the 2014 elections. SWARGA trained 490 women candidates in 9 provinces.
10. One target within this Output was to be “Evaluation of policies that relate to women in the bureaucracy and policy recommendations to promote affirmative action in bureaucracy are developed”. The most recent revision to the CPAP results framework states that no activities went ahead in this area in 2011 and 2012. Now this indicator has been deleted we can only concur with UNDP that this is not on track. The Ministry of Women’s Empowerment and Child Protection reports that it can access other resources for this work.
11. **Output 3.1.3 Consolidation of democracy:** The Output statement is “Consolidation of Democracy Facility (CDF) in established and supports the GOI in (a) managing a trust fund from development partners and (b) coordinating and measuring the impact of partners activities on democratic consolidation”. A proposed revision for 2013 is: “Consolidation of Democracy Facility (CDF) is established and supports the GoI in coordinating and measuring the impact of partners activities on democratic consolidation”.
12. Unfortunately, the idea to develop a facility/trust fund to support democratic consolidation has not travelled far as yet. However a design may yet emerge. This concept, which we find hard to fully understand (what does consolidation of democracy mean?), has been long in preparation, with its origins prior to the 2009 elections. By 2013, it was hoped that “the concept note of the Consolidation of Democracy Facility (CDF) is finalized; CDF is formally established and functioning; CDF database is developed and established”. This would have resulted in a new project in the UNDP portfolio. What has actually happened is that a design for the facility has been produced as has a database (neither of which this team has sighted), but the facility has not attracted funding as yet.
13. **Output 3.1.4 Participatory assessment tool for democracy:** The Output statement is “Participatory assessment tool to measure the level of democracy (national and provincial levels) produced and utilized for social and political development planning processes”.
14. If it is not already so, the Indonesian Democracy Index (IDI) should be seen as a major highlight of UNDP’s programme. The point is not that Indonesia’s score is dropping (which it unfortunately is) but that the Nation now has a very useful yardstick against which to self-measure its progress in the many areas of democracy. This works at national and provincial level. Initial stages of designing the IDI involved collaboration between UNDP and Bappenas. In the earlier stages of development and use of IDI, the bulk of the work was managed by UNDP. However, now this is being done by Indonesia’s Central Bureau of Statistics, after a period of working together and a handover that has gone well. There have also been numerous occasions when the IDI has been quoted and reported on by the media. This is not just a tool for government. It is being introduced more widely to citizens. We consider this work to be very much on track and is one of UNDP Indonesia’s major successes. IDI is an innovation for Indonesia and has shown that despite the complexity of democracy, changes can be measured.
15. The IDI is a complex measure, and data is collected nationally and sub-nationally. We assume that most, if not all sub-national governments have now had access to this data and should now be aware of their scores. But we see no flavour in CPAP reporting for this of the actual extent to which local governments are capacitated to use, or are actually using the IDI to guide development. We think it is likely that provinces are using IDI and urge UNDP to develop indicators for this that rely more on qualitative reporting (perhaps a “story” based approach).

### Provincial governance and decentralisation

1. This Outcome is stated as: “Strengthened institutional capacity of provincial governance in achieving objective of decentralization policy in more accountable, responsive and effective way”.
2. UNDP is able to offer significant contributions in the area of provincial governance and decentralisation. A lot of good and effective work has been done towards reaching the Outcome. According to three of the four Outcome indicators, Indonesia is on track for gains in provincial administrative and financial performance of provinces. It is also making gains in introduction and implementation of minimum service standards; although we consider the outcome target of all regions making progress with all 15 of the current set of available MSS is an unrealistic indicator against which to measure the CPAP.
3. This CPAP Outcome as it has been formulated really only effectively measures the results from the Provincial Governance Strengthening Programme. We note that there are results from the Aceh and Nias governance recovery projects (AGTP and NITP), which the CPAP format has not captured. We comment on these before examining results against the CPAP Outputs.
4. In Aceh notable results include an innovative team approach to governance support for a newly elected governor, which could be a useful approach in the future. Both AGTP and NITP demonstrated the value of the DIPA funding mechanism whereby UNDP funding was effectively channelled to the regions. While this was hard to set up, something like this mechanism may be needed by UNDP/GOI more often in the future as recently introduced financial regulations now make it impossible to operate against letters of agreement. Both NITP and AGTP have demonstrated the development and application of sound methods to ensure asset transfer in post-disaster recovery circumstances.
5. **Output 3.2.1. Administrative reform:** The Output statement is “Resources put in place to support the refinement of policies and regulatory framework for administrative reform (organization, business process and human resources), decentralization and local governance”.
6. The Provincial Governance Strengthening Programme (PGSP) has been instrumental in assisting government ministries to revise Indonesia’s Law 32 on regional autonomy, to the extent that this has been possible given that the highly sensitive nature of this reform has occasioned significant debate; it now stands ready for enactment by Parliament.
7. The final evaluation of PGSP concluded that it was “very effective in working towards (the enhanced Policy and Regulatory Framework), within the confines of Indonesia’s national and sub-national political and national legislative environments. At the end of PGSP we note that the draft revision of Law 32 has significantly clarified and resolved the roles and functions of national, provincial and district governments and PGSP has contributed consistently and well to this. It has supported this work with a range of useful inputs into associated government regulations and policy development and has done effective work on Roadmaps for Bureaucratic Reform and Master Plans for Human Development in the participating provinces”.
8. There is still almost two years to go till the end of this CPAP period. It will be instructive at that stage to measure the extent to which GOI has put into place a strategy for making changes to provincial roles and the extent to which this has been implemented. Work to date has helped to provide the instruments to allow change to take place. The suggestion that this is on track is subject, of course, to enactment of the Bill, which will be the decision of the new Parliament.
9. **Output 3.2.2. Minimum service standards:** The Output statement is “Improved public services delivery through the refinement and implementation of Minimum Service Standard (MSS) and improved functioning of public complaints and control mechanisms in the province”.
10. The 2013 target for this Output is that MSS guidelines are implemented in 3 pilot provinces and integrated in provincial planning. We are told that standard operating procedures have been developed in two of the three PGSP provinces although we do not think they yet been finally issued. The UNDP comment that this is partly on track as at the end of 2013 is therefore more accurate.
11. The 2015 target is for issue of MSS guidelines nationally. Information provided offers no insight as to whether the Ministry of Home Affairs has in fact been preparing to work on MSS guidelines. We presume that the 2014 activity is to evaluate what has been done in pilot provinces with a view to consolidating provincial prototypes into national guidelines. It is feasible for this to happen by 2015, so we have concluded that at present these activities are on track.
12. We were able during the PGSP evaluation to see the MSS on education being used in Pohwuato Disrict in Gorontalo and understand that the involvement of religious affairs and education offices has meant a more complete use of MSS in both religious and state schools. Work was also going ahead on health MSS within a village programme in the district. Work at the provincial level on health and education MSS was going ahead. We also saw progress being made on standardised costings for MSS in Bangka Belitung Province. On the basis of these achievements we agree that UNDP activities for this Output are on track. We do feel however much more work will be needed in the future to really make inroads on delivery of services at the district level (where the bulk of services are delivered).
13. This Output has also included work on the development of local complaints mechanisms UNDP reports that this is off track and work has only really just commenced. We do not know how funding for action in 2014 and 2015 will be found until there is a follow-up project to PGSP. However readers should please note that Outcome 3.3 on Access to Justice has reported gains in the area of public complaints mechanisms.
14. **Output 3.2.3 Provincial civil service reform:** The Output statement is “Provincial civil service reform initiated to support strategic development planning and implementation of MSS in target areas”.
15. PGSP has helped Bappenas and participating provinces to initiate processes of bureaucracy reform and to trial and adopt an innovative pro-poor planning, budgeting and monitoring methodology. This links to the poverty and MDGs element of the CPAP under Outcome 1.1. We view this work to have been a very important and effective contribution, but it is not captured in the CPAP framework for this Outcome, although it does get captured in the CPAP reports for Outcome 1.1 on poverty alleviation, as the related People Centred Development Project in Papua and West Papua has also promoted pro-poor planning, budgeting and monitoring. UNDP says that this is beginning to translate into a greater awareness of provinces and districts in the importance of reliable data for effective development planning. We concur with this conclusion.
16. What is captured in the CPAP framework is the progress in reform of civil service systems for merit based appointments and promotions, human resources and remuneration. While significant work has been undertaken through PGSP on this, we cannot conclude that the aim for these to fully in place by the end of 2015 will be attained. Bureaucracy reform road maps have been finalised, with UNDP assistance in NTT, Aceh, Gorontalo and Bangka Belitung. These are useful contributions by UNDP. Human resources development and the merit system for appointment have been addressed in the roadmaps. Roadmaps have in broad terms outlined programmes for provinces to achieve reforms in these areas. We do not think remuneration has been dealt with beyond the stipulations that promotion should be merit based. Basic remuneration is controlled nationally.
17. There is still quite a long way to go to reach the 2015 target of a full merit system for personnel management and remuneration being in place in all four provinces, although we do understand that Aceh has in adopted elements of the merit system. But we do not think this is a realistic target for 2015. UNDP will certainly be able to say that progress has been made but because the target is so specific, we suggest this is “off track” for 2015. Full implementation of roadmaps is likely to take quite a long time and could usefully extend into the next CPAP cycle.
18. **Output 3.2.4 Improved public service delivery:** The Output statement is “Improved public service delivery through a successful transfer of reconstruction assets, knowledge sharing on decentralization and alternative financing mechanism such as the South-south cooperation modalities” (please note that parts of this output have been proposed for deletion).
19. Activities regarding asset transfer were completed under AGTP and NITP in 2012. No further work has therefore been or will be done before 2015 unless UNDP and GOI follow this up with separate funding. The combined assets transferred under AGTP and NIP to sub-national governments total almost IDR 3 trillion. We consider that this is so close to the shortfall identified in the baseline as to mean this target has been achieved to the extent possible. There may have been possibilities for further work on assets if the proposed Aceh Development Trust Fund had eventuated. It hasn’t happened and therefore UNDP has proposed to delete this element of the programme from 2014 and 2015 plans. Whether Aceh and Nias could have been encouraged to operate and maintain their newly transferred assets as per the original CPAP is now irrelevant to future programming and evaluation. UNDP will not be able to influence this. Follow-on work in Aceh might have been possible if the proposed Aceh Development Trust Fund) initiative were to have been established. This has not eventuated.
20. UNDP also aimed to assist sub-national governments to become actively engaged in exchange of ideas and innovations, and in sharing know-how and experiences with decentralized cooperation partners from the South. This is a South-south agenda and has also been picked up under Outcome 1.1. For ART-GOLD, notable achievements were assistance with participatory planning for international cooperation at provincial level, assistance to establish aid coordination mechanisms in the provinces and the development; implementation of a South-South cooperation initiative between Gorontalo and Southern Province in Sri Lanka around the production of corn; and the development of university links within the global ART-GOLD network. While initially promising, the Sri Lanka initiative did not come to fruition, likely because there were problems with ART-GOLD funding.
21. However, to expect that provinces would actually pass legislation on their involvement in South-south cooperation, when clearly this will only happen if outside funding can be found, was unrealistic and just not going to happen.
22. For future consideration, the prospects of encouraging provinces (and as seems to be the case in East Nusa Tenggara, districts) to build aid management mechanisms are probably quite good. This is also emerging in Gorontalo. It is unlikely to occur in Bangka Belitung (the third pilot province to which this was to apply) in the time remaining, especially if PGSP follow-up funding is not found. However, work on this in the next CPAP round might be appropriate.

### Access to justice

1. This Outcome is stated as: “Justice providers and institutions are more effective in protecting human rights, and citizens enjoy improved access to justice”.
2. In the area of access to justice, some very useful and effective work has been done nationally and in the regions on helping the national government to develop and extend frameworks for legal aid and public complaint procedures and to help develop approaches to bringing together local customary justice systems with the formal justice system. UNDP has also effectively supported the Secretariat for Access to Justice to get other national agencies to adopt aspects of the national strategy. A tried and tested methodology (internationally) for provincial governance assessment in relation to REDD+ has been successfully trialled in Jambi and South Sumatra Provinces.
3. The UNDP/GOI partnership work in access to justice is achieving some very useful results. UNDP has played a very useful role in helping GOI to establish a strategy for access to justice which is in effect an agenda for major reform. UNDP would not have had the resources to follow through on all areas of the Strategy and work has not been over-ambitious with legal aid, pubic complaints and customary law being the chosen areas. Considerable progress has been made in all three areas, with methodologies in development that if evaluated carefully can be refined for future programming. Despite some fuzziness of indicator and target design, we suggest that broadly speaking this Outcome is on track.
4. In the area of access to justice, some very useful and effective work has been done nationally and in the regions on helping the national government to develop and extend frameworks for legal aid and public complaint procedures and to help develop approaches to bringing together local customary justice systems with the formal justice system. UNDP has also effectively supported the Secretariat for Access to Justice to get other national agencies to adopt aspects of the national strategy.
5. The fourth Output refers to recently commenced work on a participatory governance assessment methodology which has been trialled in Jambi Province. This activity is included in Outcome 3.3 but has very strong links with the REDD+ activities being implemented under Outcome 2.3 for Climate Change. It also has direct justice implications because it is aimed to help provinces monitor forest related conflicts and ensure that solutions are fair and just (which is why it has been implemented under Outcome 3.3). We also note that links to Outcome 4.1 on conflict prevention are also visible. This potentially makes this activity one of UNDP’s most cross-program aligned initiatives. We think this is important.
6. **Output 3.3.1. The National Strategy for Access to Justice (NSA2J):** The Output statement is “Relevant ministries and subnational government agencies in target provinces have the necessary financial and human resources, technical expertise, and mechanisms to implement and coordinate the NSA2J”.
7. Activities over the current CPAP period have seen the establishment of the NSA2J Secretariat and its increasingly effective role in coordination and in rolling out of legal aid programmes and juvenile justice systems. This has had the support of planning, home affairs and law ministries, who are active in seeking these reforms.
8. By 2013 the Secretariat, which has emerged under Bappenas, was to have effectively coordinated, overseen, and evaluated the implementation of the NSA2J strategy. Evidence provided shows that this is likely to be the case. The Minister of BAPPENAS has signed a decree on the establishment of a Coordinating Team for Access to Justice Strategy. Led by the Minister, the team is being assigned to lead the coordination and monitoring of NSA2J implementation, including seeking political support from line ministries/agencies to have the NSA2J endorsed by a presidential regulation.
9. The 2015 target is for the Secretariat to have undertaken an evaluation of NSA2J. As reported by UNDP, it is already undertaking a review which will result in updating of the strategy. UNDP also states that steps are already being undertaken to include the National Strategy on Access to Justice in the RPJMN for 2015-19. We conclude that this work has been effective.
10. UNDP information also shows that the guideline for the formulation of strategies related to NSA2J has been developed and disseminated. The NSA2J is being adjusted so it can be more easily translated in the annual work plans of ministries/institutions, and results can be properly tracked by the Access to Justice (A2J) Secretariat through indicators and targets. Progress here seems to be on track to utilise guidelines for strategies in NSA2J, and we do not think it unreasonable 2015 targets will be met. While the Strategy is not binding on agencies, a wide variety of reforms seem to be in the works and this is impressive. At the sub-national level 11 provinces have budgeted for legal aid, another sign that the access to justice strategy is gaining momentum.
11. **Output 3.3.2. Legal aid and public complaints:** The Output statement is “State agencies mandated with legal aid provision (BPHN) and public complaint and grievance handling mechanisms (Komnas HAM, Ditjen HAM, OMBUDSMAN, and Komisi Yudisial) have adequate financial and human resources, technical expertise and effective mechanisms to provide legal aid services for and to address complaints by citizens, particularly the poor and the marginalized”. Please note that the agencies mentioned are the Human Rights Commission, the Directorate General of Human Rights in the Ministry of Law and Human Rights, the Ombudsman and the Judicial Commission respectively.
12. UNDP has told us that its work on legal aid aims to help a large number of poor justice seekers to access justice services. We understand this work is progressing well, particularly in pilot provinces, which is very encouraging. A significant number of local NGOs have been supported by UNDP through SAJI to provide legal aid services. The project has supported development of crucial derivative regulations, selection of and training for qualified legal aid providers and awareness creation among justice seekers. It is expected that an extra 20,000 people will benefit from free legal aid services in 2014-2015.
13. On the basis of a 2011 Law requiring public complaints mechanisms to be established, a Presidential Regulation on public complaints systems was issued in 2013. Both of these instruments show commitment to public complaints procedures across government. The Presidential Regulation lays out basic standards, responsibilities and procedure for the operation of public complaints mechanisms and outlines minimum requirements for public complaint. Given this has only just been issued it is not possible at this stage to determine whether the target agencies (as per the paragraph above) are meeting these standards. Applying the standards prescribed in the Regulation, UNDP’s SAJI project has piloted 9 complaints units in Aceh, Palangka Raya, and Palu. The system for legal aid in Indonesia is clearly gaining momentum and has had significant support from UNDP. Funding is not an issue for legal aid in Indonesia, but delivery of services with available funding is, and while progress is being made on improving legal aid delivery rates, UNDP is urged to obtain more accurate data to substantiate achievement.
14. The original target required measurement of whether complainants are poor or marginalized, but this was problematic given that agencies must guarantee their anonymity. UNDP has sensibly proposed and the Outcome Board has agreed to include a target for percentage of complaints utilising the new standards in three pilot provinces. We consider work on this Output, while clearly in progress, to be on track.
15. **Output 3.3.3 Informal justice providers:** The Output statement is “Mechanisms established to assist informal justice providers in target provinces to enhance access of the poor to justice, particularly for women and vulnerable groups”.
16. Progress is clearly being made here in two of the SAJI provinces. Interviews in Central Kalimantan, (where we were told SAJI has been very active in supporting customary leaders) indicate that both government and customary leaders value having a framework in place that allows customary law and practice to work hand in hand with the formal justice system to help in maintaining local peace and good order. While the final endorsement of the approach awaits the Governor’s final approval, examples were given of applications in customary land disputes (often related to logging or palm oil development). In Central Sulawesi the Governor has already approved.
17. It is clear from our discussions in Central Kalimantan and from film evidence offered by UNDP that formal and informal justice leaders are coming together to work on local legal problems. This is a very useful. Earlier work in Aceh with the Aceh Customary Council, which is a formal mechanism, has contributed significantly to development of good practice. Work is going ahead in Central Sulawesi. UNDP has worked well in this space.
18. Aceh has had such provisions for some time. Increased quality and accountability of informal justice mechanisms in Aceh have emerged through SAJI project support to Aceh customary justice under this Output. This success is now being replicated by the project in Central Sulawesi and Central Kalimantan. Using bottom up approaches, the project facilitates initiatives intended to improve accountability and fairness of customary justice mechanisms and to define clearer roles to complement formal justice mechanisms.
19. We are hearing from Central Kalimantan that some criminal cases can be adequately handled by customary law. We are hearing that women’s roles in customary justice are being strengthened and that communities are learning how national law and human rights standards mean that some of their customary measures need to be abandoned.
20. Paralegal training (effectively for village mediators) has also been provided by UNDP in Central Kalimantan. The CPAP outlines progressive numbers of people who were intended to receive this training between 2011 and 2014. By 2013 100 people should have received the training. UNDP reports that the 2013 target has been achieved and we accept this as showing this aspect of SAJI to be on track. Evaluation of training delivered so far and to be delivered in 2014, will be the most important follow-up that can occur here, with the view to refined approaches to training village mediators in future programmes.
21. **Output 3.3.4 Justice in natural resources:** The Output statement is “Strengthened policies, regulatory frameworks, and stakeholder governance capacity on issues related to the sustainable management of natural resources at national and target subnational levels and the guarantee of the rights of local and *adat* (customary) communities”.
22. The Provincial Governance Assessment (PGA) methodology and Index have been developed and adopted formally by the Government. We have reviewed information from UNDP on the PGA for REDD+ project (under which these activities are funded). From this it is evident that the REDD+ Agency views PGA as a robust tool and process for governance around REDD+. The Head of the Agency has recently noted that that the success of Indonesia’s REDD+ process depends on good forest governance including inclusiveness and transparency on one hand and a sound technical and methodological framework on the other. The Agency sees that this will significantly add to the legitimacy of the REDD+ process and it is indicating that it will use the PGA methodology in the future as an evaluation tool and it may become a model for Indonesia’s approach to REDD+. This is an important ongoing contribution from UNDP.
23. Additional information from UNDP states that “PGA data and recommendations were used to inform strategic planning for 2013 and as basis in dialogue with and advocacy towards GOI. Results of this usage are a better informed and more strategic approach to determine which issues to focus on (which are the most urgent ones), which institutions to approach within GoI and where to focus geographically than previously; more openness and willingness to listen to the evidence/ data used in dialogue and advocacy with the GOI than previously; and more interaction with the government than previously as the PGA creates the space and platforms to constructively engage at regular intervals”.
24. Progress has been made in piloting the PGA Index in Jambi and South Sumatra provinces. The Jambi provincial government now has more province specific governance data covering all districts to help implementing its REDD+ strategy. It now has a PGA framework with indicators that has been piloted at province level and with data collected through participatory methods. The province specific tailoring of data is possible to monitor on-going forest conflicts to be better informed/ more strategically determine where and how to intervene to resolve the conflicts and to monitor and track progress at the provincial level to assess and redirect the REDD+ process on specific issues.
25. In South Sumatra, as part of the PGA exercise, a province specific study was undertaken to compare the PGA governance findings with the financial resources available to more strategically address recommendations for improved governance. A policy paper on the acceleration of the community forest based management was produced and is being used as basis for the development of a governor’s regulation.

### Conflict prevention and recovery

1. This Outcome is stated as: “GOI and civil society are more effective in identifying and managing conflict and their impact within Indonesia’s communities”.
2. UNDP’s work in conflict management and peace building shows a clear progression and consistent support since at least 2002 and therefore over three consecutive UNDP programme periods. We view this as having been very effective in moving towards national outcomes as the results presented here show. In the last CPAP period, the PTD project was effective in bringing peace building gains to selected regions. If current funding constraints and regulatory bottlenecks can be overcome, consolidation and extension by UNDP and its national government partners of these sub-national gains can be effectively achieved. The UNDP/GOI partnership is making effective contributions to the Outcome. The ultimate achievement of this Outcome in all areas of Indonesia will need further work in the next programme cycle.
3. UNDP’s contribution began in three provincially oriented peace building programmes that emerged in response to major local conflict in Eastern Indonesia that caused major loss of life and property and threatened stability. Over a decade later, UNDP is now taking a major national role in building long-term policies and systems for peace. This is a good example of maturation of a long-term support strategy by UNDP and is a “flagship” area for the agency. UNDP is strongly encouraged to continue a major focus on conflict management and peace building, both during the remaining time for this programme cycle and for the next cycle. UNDP’s work in this area is unique in the Indonesian development context and given the successes so far represents a major comparative advantage for UNDP’s work with GOI at this time.
4. PTTDA work is unfortunately currently restricted to Jakarta, because of funding difficulties, although we acknowledge that policies produced through UNDP support have affected how regions are developing work on conflict prevention and peace building. Earlier work in Aceh and Nias on this is also noted. But this is a well-constructed CPAP Outcome and much can be done if funding eventuates to build on earlier progress in matching local conflict prevention measures with national early warning and regulatory systems and tools. This is a long term investment for UNDP going back two programming cycles.
5. The national conflict prevention framework is now well established, although some elements still need parliamentary approval. If this is forthcoming and if funding is available, the framework can be fully extended to pilot provinces. There could however be more clarity on some of the indicators used in this Outcome area.
6. **Output 4.1.1. Framework for conflict prevention:** The Output statement is “Policy and regulatory framework for conflict prevention established at national level and in target areas”.
7. The finalisation of the Conflict Prevention Framework (CPF) has taken longer than originally envisaged; the 2011 CPAP aimed for adoption by 2013. Partners achieved the milestone of having CPF Guidelines in place by end-2013. There has been debate as to how to best ensure the framework is in place. It is now intended to have a Government Regulation in place by 2015, which would be a solid and sustainable result. Subject to continued support from the incoming Parliament this is a realistic timeframe. It now appears that dissemination of the CPF at the sub-national level, desirable though this is, is unlikely to make much progress during this CPAP period.
8. Originally 8 sub-national regulations were put into place in Peace Through Development (PTD) provinces when UNDP had staff in provinces and before the enactment of the Law on Social Conflict Management. Now, the Law requires a subsidiary Government Regulation to fully operationalise it and this will impinge on the formulation of sub-national regulations. This means that provincial regulations from the PTD period may also need to be revisited. The revised target of 5 sub-national regulations in total (and not cumulative) can be met, subject to national agencies being able to finalise the administrative draft of the regulation, Parliament being able to pass it and funds being available to work extensively with the regions.
9. **Output 4.1.2. Institutional system for conflict prevention:** The Output statement is “Institutional system for conflict prevention established at national level and in target areas”.
10. Although the national Technical Coordination Team (TCT) mechanism has only recently been put into place at the national level, it should not be too difficult for it to establish communications with and support for participating provinces. It seems from Outcome Board papers that regular consultation processes at provincial level will now not be resourced. This leaves ongoing consultation in the hands of sub-national governments. But the revisions to this target do allow for the TCT to provide technical support to the formulation of conflict management content in the forthcoming RPJMN, which is a very important contribution for the future. They also allow for TCT technical assistance for incorporation of conflict prevention into the annual work-plans of the government at national and subnational levels, again an important contribution. The revised target can be attained in the remaining time of PTDDA (noting that this is till end-2016 and therefore after the cut-off date of this CPAP period).
11. The CPAP Review of 2013 for this Outcome reports that a workshop to help the TCT to establish partnerships with Provincial Government Peace Forums has been postponed to 2014. It is reported that there is need for stronger buy-in from the Coordinating Ministry of People’s Welfare and support of relevant line ministries. While therefore work under PTD saw 3 provincial forums being established, the PTDDA aim to support the creation of a network of forums (no numerical target has been set but we assume a further 2 would be aimed for) by end 2014 seems unrealistic given the need for more consolidated views in Jakarta. UNDP might consider this more realistic to achieve by end 2015. UNDP’s experience over the last few years stands it in good stead to help produce web materials and publications to share knowledge and good practices in conflict prevention and early warning. A significant body of material is already available. This part of the target can easily be attained by the end of 2015.
12. **Output 4.1.3 Community conflict prevention:** The Output statement is “Communities are able to apply conflict preventions approaches and mechanisms that promote social cohesion, and sustainable welfare and livelihoods towards safe and stable well- being”.
13. We understand that the 2013 achievements reported by UNDP are premised on 1) updated conflict vulnerability data being available for disadvantaged areas (which UNDP reports and which has evolved from earlier peace and development analysis) and 2) tools for conflict sensitive village consultation/planning processes fully developed and available (we have seen these and view them to be very good and user friendly). We have also seen the Conflict Prevention Framework Guidelines, which represent a milestone for development in the sector. We have also reviewed the website of the current Peace Through Development in Disadvantaged Areas Project (PTDDA), which is online, but is currently only an introduction to PTDDA. It could usefully include conflict management publications, guidelines and tools and advice on how these are used, including tools produced through Outputs 4.1.2/3. “Sailing for advocacy” is an innovative concept that involved getting decision makers to spent time on a ship between Jakarta and Batam, in this case discussing conflict sensitive planning and how to further it. Significant achievements are being made to achieve this Output.
14. The Conflict Early Warning Early Response (CEWERS) approach has shown maturation over a number of years and is a global contribution from UNDP. It is ready for use as required. Conflict sensitive community-based complaints mechanisms were already available at the end of PTD and are being incorporated into Ministry of Home Affairs community complaint mechanisms. This will culminate in 2015 with CEWERS being implemented and finalised into a national policy. UNDP comments that this is on track subject to 2014 activities. We concur given that much of the hard work has already been done and note that there is further time in 2016 to consolidate this. We cannot comment on the anticipated introduction of public complaints mechanisms in all areas of Indonesia as UNDP will have little influence over the schedule for this.

### Post crisis recovery

1. This Outcome is stated as: “GOI and communities capacity to respond to and recover from disasters and conflicts is more effective and timely”.
2. We are tempted to say that UNDP has gone about as far as it can in helping the national government to put its system for post disaster recovery in place, although refinement is always possible. The national government is largely able to handle most recovery needs without outside assistance. Significant trialling of methodologies has already been undertaken in the regions and the National Disaster Management Agency should be able to carry results forward. However, funding is shortly to cease and UNDP will need to think what it should carry forward and how. The post-disaster assessment and monitoring methodologies are primed for replication around the country (and we understand that this is on the UNDP agenda internationally). This will likely be a challenge for the next CPAP cycle.
3. In December 2014, it will be a decade since the devastating Indian Ocean tsunami struck Sumatra. It is now almost eight years since the highly destructive Yogyakarta earthquake. Indonesia is very prone to tectonic and volcanic disasters, as well as to more localised disasters resulting from extreme weather, population pressure or resource over-exploitation; for instance floods, landslides, fires and droughts. After the 2004 tsunami, UNDP was able to provide direct assistance in the clearing of debris. This was later transformed into the Tsunami Recovery Waste Management Project which ran for three phases till 2013; i.e. well into the current programme cycle. This project has been separately evaluated and judged to be unique and highly successful.
4. UNDP has also been able to progressively assist in capacity building in rehabilitation and reconstruction for the Aceh Nias Rehabilitation and Reconstruction Agency (BRR), Bappenas, provincial governments and sub-national planning agencies (Bappeda) through two successive technical assistance projects, (TS-BRR and TS-R2C3). Through the Disaster Risk Reduction Based Rehabilitation and Reconstruction Project (DR4), UNDP was able to respond to the early and emerging rehabilitation and reconstruction needs of the National Disaster Management Agency, BNPB, which was established some seven years ago. DR4 runs till mid-2014. In addition to work in Aceh and Nias, UNDP has had an on-the-ground presence in (inter alia) post-disaster work after the Yogyakarta earthquake of 2006 and the Mentawai tsunami and the Merapi Eruption, both in 2010.
5. **Output 4.2.1. Post-crisis regulatory framework:** The Output statement is “Sustainable post-crisis recovery regulatory framework, incorporating cross cutting principles of ‘Do No Harm’, ‘Build Back Better’, gender, environmental sustainability and good governance is applied”.
6. Significant achievements have been made under this Output. The remaining challenge during 2014 and 2015 is to ensure that latest international practice has been incorporated into the Rehabilitation and Reconstruction Guidelines (RRG) with a view to revisions to the Guidelines by the end of this CPAP period. We view this Output to be on track provided the modest funding that would be required for these Jakarta based activities can be found so that continuation is possible. Nevertheless, we suggest that progress to date on this Output has been substantial and a significant contribution will have been made to Indonesia’s system for disaster recovery, regardless of follow-up work later in 2014 and in 2015.
7. UNDP also measures progress in the number of line ministries that effectively adopt the post-disaster RRG and its implementation/technical directives. The process has been that tools and guidelines which UNDP has helped to put into place were first available in the National Disaster Management Agency (BNPB) as the mandated agency for post-disaster recovery and were formally introduced to other ministries and agencies involved in post-disaster recovery. Other ministries were involved during the formulation of the tools and guidelines and are thus aware of the use of their use in guiding recovery programs. The UNDP/GOI approach to achieving this 2015 target of successively involving and making aware other agencies and ministries of the roles they can play, in this case in recovery, is probably as far as this can go at this stage and from this perspective it is on track.
8. **Output 4.2.2. Post-crisis recovery methodologies:** The Output statement is “Indonesia-adapted post crisis recovery methodologies are prescribed and utilized”.
9. The use of the UN’s Human Recovery Needs Assessment in Indonesia emerged as a result of work during the West Sumatra earthquake crisis of 2009. Our understanding is that the HRNA methodology has been combined with the Damage and Loss Assessment methodology, developed by the World Bank, to form the Post Disaster Needs Assessment (PDNA) method which has been adopted by BNPB. Essentially human needs and infrastructure needs can now be considered together.
10. The level of utilisation of Indonesia-adapted sustainable post-crisis recovery assessment methodologies has a 2014 target of having 6 disaster-prone regions mainstreaming PDNA into post-disaster recovery planning has substantially been achieved. We see that UNDP has been able to introduce a valuable tool for crisis recovery.
11. **Output 4.2.3. Post-crisis institutional arrangements:** The Output statement is “Government-led institutional arrangement, involving relevant multi-stakeholders, to undertake post crisis recovery strengthened”.
12. UNDP has been active alongside national and international agencies and other organisations in a cluster approach to disaster recovery in Indonesia. We agree, given the adoption and use of the recovery framework and the long history since the Indian Ocean tsunami of emerging and strengthening GOI mechanisms for coordination in recovery that for recent disasters GOI has been leading recovery coordination efforts. We also accept that, because of PDNA and action planning tools, planning coordination meetings have gone ahead in affected sub-national regions. While the development of partnership guidelines have clearly been a progressive CPAP target since 2011 we have seen no reporting of formal partnership guidelines in any stage of development. We can only assume they do not exist. Nevertheless, the 2014 target for this indicator calls for 9 sub-national governments to be equipped with tools for leading and undertaking post disaster recovery. We believe this to be on track.
13. **Output 4.2.4. Field application of the recovery framework:** The Output statement is “Field application of Recovery Framework with feedback mechanism in place”.
14. We were fortunate to visit Kupuarjo Village in Sleman District in Yogyakarta Province as the guests of DR4. The village is one of several volcanic disaster prone villages that have received UNDP funded, NGO facilitated disaster and livelihoods recovery training and support for a new food production and marketing cooperative. Many villagers were moved to new locations after the last eruption and received new housing and village infrastructure from the national government.
15. We saw the Village Information System in operation for a place which is in a vulnerable area. Linked to a village action plan for recovery, it is a simple application that allows basic information on people, families and their locations to be matched with early warning information from monitoring systems in operation on nearby Mount Merapi and recovery information for post disaster use. We were impressed with the system’s simplicity, which is being further developed for wider administrative and developmental use. To our knowledge this is a unique UNDP contribution to progress in information systems for recovery as well as to helping villages attain resilience and was developed with Sleman District. BNPB could, if funding is available, and districts themselves are prepared to invest, replicate this in a wide range of disaster prone areas. If this system can be separately assessed and refined in the remaining time of this CPAP period, we suggest that UNDP will have contributed significantly.
16. We understand that community-based monitoring of rehabilitation and reconstruction refers to the Disaster Recovery Index work that UNDP has been pursuing successfully in 2 districts in Java. We understand that this innovative and a world first achievement. Clearly this has evolved from earlier work in Aceh and Nias and has so far been well received. It deserves wider application. But as UNDP notes, there is currently a lack of resources to do this. Given that DR4 will conclude this year, we cannot agree that this is on track for integration into local recovery planning in 12 target areas by 2015. More work may be called for in the next CPAP period.

### Disaster risk reduction

1. This Outcome is stated as: “GOI and communities have minimized the risk of adverse impacts of disasters, through the application of DRR policies, regulations and practices”.
2. UNDP has helped BNPB during this CPAP period and the previous one in a number of major national level initiatives. This has included work on the very important National Disaster Management Plan (2010 -2014) which includes disaster risk reduction (National Action Plan DRR 2010-2012). Now the government is reporting that all 33 provinces have disaster management plans based on risk assessment, which is a significant achievement. However, it is not clear from current data how many provinces are actually implementing DRR elements of their plans. UNDP has suggested that the government does not yet have tools to monitor this, although UNDP has advocated for this during the current CPAP cycle. UNDP is currently assisting GOI to develop monitoring and evaluation tools for disaster management plan implementation and is responding to BNPB requests in this regard. UNDP is also advocating Disaster Management as part of national development priority for next RPJMN cycle.
3. UNDP has been able to play a central role in national DRR planning processes to respond to the needs and expectations of BNPB. This has included a very useful three-way relationship between BNPB, Bappenas and UNDP. There have been useful links with other agencies, such as the Ministry of Home Affairs and the Ministry of Environment as well as other UN agencies. In particular we note that the Ministry of Home Affairs has been an active member of the SC-DRR 1 and 2 project boards. UNDP has been able to facilitate a working relationship between BNPB, Bappenas and MOHA. MOHA is the partner able to reach local government and was also the implementing partner for the DRR-A project in Aceh. UNDP’s facilitation role in this is much appreciated by BNPB. UNDP’s capacity to recruit and deploy international and local consultants and to engage NGOs is also appreciated. Work at the national level should be very relevant to extension of DRR methodologies to the sub-national level in the future.
4. Unfortunately, almost none of these achievements are reported in the CPAP framework for this Output as its indicators and targets are entirely geared towards results at sub-national level. Funding is not currently available for sub-national activities. UNDP has commented that targets were set too high but have been a prerequisite for the Outcome. While UNDP recognizes that it is lagging in this area, there are a number of important factors that explain this, which include decline in funding after closure of SC-DRR 1. It says that DRR is a constantly evolving issue, which is sometimes less tangible and hard to pin down. DRR is an approach rather than a concrete development sector. As such the players involved, dynamics and the ideas are constantly evolving. Furthermore, UNDP also suggests there are a large number of players that work on DRR with an example being the former donor for SC-DRR 1, which is now prioritising its own approach in this field. UNDP also says that the indicators in the CPAP are very much an advocacy tool, which GOI asked to be included in the CPAP.
5. Notwithstanding these mitigating factors, we comment that work on the CPAP framework Outputs for this Outcome has unfortunately been slow, as funding is not available to extend gains from earlier phases into more sub-national governments. The design for this part of the CPAP was unrealistic and it is burdened with indicators that are more aspirational than attainable. Programme staff have clearly found it difficult to report against this framework. UNDP should think carefully how it moves forward in this important area.
6. **Output 4.3.1 Framework for DRR:** The Output statement is “National and local governments policy and regulatory enabling framework for DRR in target areas designed and implemented”.
7. The first indicator for this Output is the percentage of target areas designing gender-sensitive DM regulations and guidelines based on national guidelines and regulations. The target for 2013 for this indicator is 80% of target areas (which we understand to be the participating SC-DRR II provinces and districts) effectively designing gender-sensitive DM regulations and guidelines based on national guidelines and regulations. As per the CPAP the aim is for 100% of target areas to be doing this by 2015. The second indicator for this Output is the percentage of target areas actually implementing these regulations and guidelines. The target for 2013 for this indicator is 60% of target areas (which we understand to be the participating SC-DRR II provinces and districts) effectively implementing gender-sensitive DM regulations and guidelines based on national guidelines and regulations. As per the CPAP the aim is for 100% of target areas to be doing this by 2015. UNDP is currently unable to measure progress against either of these indicators. It cannot influence progress for reasons as above.
8. The third indicator for this Output is the percentage of target areas effectively developing and implementing DRR sensitive spatial planning incorporating climate risk reduction. The target for 2013 for this indicator is 60% of target areas effectively developing and implementing DRR sensitive spatial planning incorporating climate risk reduction. As per the CPAP the aim is for 100% of target areas to be doing this by 2015. By the end of 2013 work had progressed to the point where the National Spatial Planning Coordinating Board/BKPRN (which is an inter-Ministerial Board) is considering including DRR perspectives into Indonesia’s national spatial planning framework. At some stage in the future this may see inclusion of DRR into guidelines for provinces. The SC-DRR II provided recommendations to BKPRN to revise the existing provincial guideline for developing spatial planning by integrating DRR element. Recently, the project has prepared a technical paper for revision needs of the guidelines. The targets over the CPAP period of progressively introducing and implementing such guidelines cannot occur as yet. The CPAP target for 2015 will not be met.
9. **Output 4.3.2 Agency level DRR in target areas:** The Output statement is “DM agencies in target areas are effectively functioning and utilize risk assessment for DRR initiatives in partnership with multi-stakeholder DRR fora”.
10. The first indicator for this Output is percentage of target areas with effectively functioning DM agencies and DRR forums addressing various hazards including Climate Change Adaptation, Pandemic and Emerging Infectious Diseases issues. The target for 2013 for this indicator is 60% of target areas with effectively functioning DM agencies and 85% with DRR forums addressing various hazards including climate change adaptation, pandemic and emerging infectious disease issues. As per the CPAP the aim is for 100% of target areas to be doing this by 2015. UNDP has commented: “Funding constraints hamper the attainment of this target. BNPB work on coordinating disaster management including biological disasters (pandemics and emerging infectious diseases) has been constrained by this. BNPB has not yet been able to assess biological risks while it is obvious this risk is prevalent in Indonesia with the fact that the country had the highest fatality rate (82.5%) of avian influenza for example. This is not only about health problems that can be handled by WHO and its counterpart (Ministry of Health) it’s also about line ministry coordination for reducing the risks in a similar manner to earthquakes, floods etc.” UNDP work at sub-national level on this has not gone ahead and no further information is provided in Outcome Board documentation for 2013. We doubt either BNPB or UNDP currently has access to the expertise required to do this. UNDP is currently unable to measure this indicator or to influence progress.
11. The second indicator for this Output is percentage of target areas utilizing risk maps for local disaster management and development plans. The target for 2013 for this indicator is 85% of target areas utilizing risk maps for local disaster management and development plans. As per the CPAP the aim is for 100% of target areas to be doing this by 2015. While we have in the past seen sub-national disaster management agencies that have produced risk maps (and using them to inform development planning) and some communities that have produced disaster preparedness maps, we understand that UNDP work at sub-national level on this has not gone ahead and no further information is provided in Outcome Board documentation for 2013. It is not possible to report comprehensively on progress across the country. UNDP is currently unable to measure this indicator or to influence progress.
12. **Output 4.3.3 Community DRR:** The Output statement is “DRR principles and techniques to minimise disaster risk are adopted and applied by communities”.
13. UNDP is currently unable to measure progress against the three indicators for this Output or influence progress. The indicators are 1) percentage of target areas that integrated community action plans into local development plans and budgets; 2) percentage of target areas that implement CBDRR (community Based Disaster Risk Reduction) based on findings from demonstration projects, incorporate climate-related risks including Pandemic and EIDs (as revised 2012); and 3) percentage of population in target areas who possess adequate knowledge on measures to reduce disaster risk and preparedness. For all three indicators we note that UNDP work at sub-national level on this has not gone ahead and no further information is provided in Outcome Board documentation for 2013. It is not possible to report comprehensively on progress across the country.

## Efficiency factors

**Efficiency measures how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs.** Source: UNDP Handbook on Planning, Monitoring and Evaluating for Development Results

### UNDP delivery rates

1. **CPAP level delivery rates:** At a higher CPAP level it is useful to show data on delivery rates for UNDP’s overall programme and this data is likely a reliable indicator of programme efficiency. UNDP has kindly provided the following overall data on fund delivery as compared to CPAP targets (see table 9). This shows that in overall terms UNDP may tend to actually deliver slightly more funds than it plans. It also shows that broadly the agency does meet fund delivery targets.

Table : Fund delivery versus CPAP targets

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Figures are USD ‘000 | 2011 | 2012 | 2013 | 2014 | 2015 |
| CPAP Target | 36329 | 37762 | 39565 | 37872 | 34556 |
| Delivery | 42384 | 48894 | 39165 | - | - |

1. Table 10 shows recent (February 2014) delivery rate information by UNDP unit and is based on tables sent to us by UNDP. This shows very reasonable delivery rates for UNDP Indonesia.

Table : 2013 delivery rates by UNDP Unit

|  |  |  |  |
| --- | --- | --- | --- |
| **Unit** | **Approved Budget (USD)** | **Delivery (USD)** | **Delivery Rates** |
| CPRU | 2,767,587 | 2,401,186 | 87 |
| DGU (now merged with PRU) | 6,340,598 | 5,921,273 | 93 |
| EU | 27,332,228 | 25,709,171 | 94 |
| PMEU | 1,191,838 | 941,355 | 79 |
| PRU (now merged with DGU) | 3,591,187 | 3,198,547 | 89 |
|  | **41,223,438** | **38,171,532** | **93** |

1. **Hard financial data on projects is difficult to obtain:** Our UNDP evaluation experience and examination of other evaluations has shown that measuring efficiency at the project level is not an exact science. Estimates of financial efficiency, through delivery rates or expenditures compared to budgets are not always provided in evaluations and when they are we cannot be sure that comparable methods are being used to calculate them. UNDP has commented that the delivery rate information where provided in evaluations may not be a particularly useful measure of efficiency at the CPAP level as stages of project implementation are often different between evaluations (final evaluations tend to show higher rates of delivery than mid-term evaluations).
2. It is usually possible, but not easy, to get data on actual expenditures made over the life of an initiative. But financial data from UNDP’s ATLAS system is not evaluator friendly. It groups expenditure by award numbers, which are often very hard to identify against projects. Costs are by expenditure type or function and appear to rarely be identifiable against project outputs. Evaluators have to rely on (and trust) an interpretation of financial data by UNDP managers and this is a time consuming exercise. Our experience is that it usually takes two or three attempts to get close to figures that balance.

### Evaluation themes on efficiency

1. The following efficiency themes are qualitative in nature and have emerged both from examination of evaluation reports and from our observations and discussions with respondents. We expect that UNDP is aware of these issues, but note them from the evaluation perspective. From a CPAP programme perspective, we feel that generally UNDP’s operations show quite reasonable efficiency although constraints do exist. The following comments are targeted at the CPAP level:
2. **Project delivery rates are probably quite good:** While the evaluation data on this is patchy, it does tend to suggest that UNDP is quite good at expending to funding availability. Tables 9 and 10 tend to confirm this.
3. **Value for money is quite good:** value for money is a term used to assess whether or not an organisation has obtained the maximum benefit from the goods and services it acquires and/ or provides, within the resources available to it. It is linked to notions of efficiency, effectiveness and economy. We are not able to place any numerical exactness to our view of UNDP’s value for money, but in comparison to costs that would be incurred, for instance, to deliver and manage through market mechanisms where high overheads are common, UNDP is quite efficient. Local costs in projects tend to be quite modest, especially where local governments provide in-kind office support, although we do note that there are exceptions. One such example is the People Centred Development Project in Papua and West Papua, for which it is quite clear that transport, logistics, procurement and staffing costs are considerably higher than for less remote areas of Indonesia. We simply have no data to form a view as to whether procurement of goods and services is good value for money as we are not privy to tender or contract expenditure data.
4. **The NIM modality is efficient:** UNDP’s standard modality (National Implementation Modality or NIM)) is to institutionally locate its projects with GOI agencies and to be available to support those agencies in their leadership of the projects. Building ownership in this way is efficient as it establishes a clear responsibility and accountability for what is done. The agenda belongs to GOI and cooperation is likely to be high. We do note however that some national project directors from GOI do feel uncomfortable signing off on projects expenditures for which the financial control is with UNDP. We do not know of any instances where this has caused an actual financial management or audit problem, but just wish this to be noted here.
5. **Direct implementation:** Given the appropriateness and acceptance of the NIM modality,we have noted that the Direct Implementation Modality or DIM has only been used (by exception) for a few projects in this CPAP cycle; the Tsunami Recovery Waste Management Programme (TRWMP), as well as other disaster response activities after the tsunami (most of which were commenced in the previous CPAP cycle) and the Participatory Governance Assessments (PGA) for REDD+. We understand also that the new REDD+ interim phase is also being implemented as DIM. We are not aware of whether DIM is any more or less efficient that NIM. DIM can be used where:
   * the host government requests UNDP to directly implement;
   * project implementation requires speedy delivery and decision-making, such as in crisis situations;
   * National authorities are unable to function or their capacity has been severely reduced, such as in cases of natural disasters or conflict;
   * project implementation would add an administrative burden to government and other implementation options would be inefficient in such cases as projects with small delivery, one-output projects, projects in support of the resident coordinator system;
   * the relevant regional bureau has determined that the concerned country office has adequate capacity to carry out the project;
   * the project is part of a UNDP global or regional programme.
6. **Agreements:** The use of letters of agreement, particularly at sub-national level, has been a relatively efficient way of establishing funding channels. We understand that in the past these have been the norm. However they are no longer allowed due to regulations from the Ministry of Finance. The Ministries of Finance and Home Affairs now call for the use of the *Daftar Isian Program dan Anggaran* (DIPA – Budget and Programme Implementation Form) to establish funding channels for sub-national governments. UNDP’s experience of this in AGTP, NITP, SC-DRR I and the DRR Aceh projects is that it is very time consuming to set up funding channels through DIPA. We are not privy to the particular difficulties involved but note that project efficiency is reduced in meeting deadlines for outputs where sub-national governments pay for inputs.
7. **Tangibility and reporting:** Some donors have said that UNDP reporting at the project level could be improved. Our experience from project evaluations leads us to concur. We feel that one of the problems that UNDP faces is that quite a few of its activities are intangible in nature. It is difficult sometimes to see just what UNDP has itself done to produce results, particularly where this involves government process. Sometimes it is hard to differentiate between what UNDP has done and what partners have done. While this is understandable where partnership with government is the essence of the work, UNDP is urged to invest time and effort in clarity in reporting what it has done, as we believe this would pay dividends.
8. We have also suggested in this report that UNDP makes more of the many and varied products it has helped GOI to produce. This is a marketing issue, which could if handled well significantly help in funding and is a matter of improving tangibility of what UNDP does.
9. **Project inception delays are quite common:** While UNDP is by no means alone in suffering inception delays, these have occurred, most often caused by either late negotiation/arrival of funding or by initial procurement problems. Several donor and GOI respondents have mentioned this. In extremis this can significantly cut short implementation periods, which leads to overburden of staff, hurried implementation or failure to fully implement within the time available.
10. **Project extensions:** On a related note, cost extensions and no cost extensions are quite common in UNDP Indonesia projects. Extensions can be the result of delays in inception, although delays due to external factors are also common. Overambitious design can also be a factor. From an external perspective no cost extensions or, in extremis, extensions on extensions do not present favourable impressions and are not particularly a mark of efficiency. However, we are not saying that extensions should always be avoided as they can allow for greater project impact to be achieved. An example of this was the Peace Trough Development project.
11. **Project under-funding is becoming an increasingly serious problem:** This is discussed further in Chapter 5 as we view under-funding to be a serious challenge for UNDPat this time. Quite a number of our respondents mentioned this, including senior GOI personnel, who have agreed for and need to rely on external resource mobilisation.
12. **Procurement delays do occur:** This is by no means a universal issue, but procurement delays can be critical for projects, especially but not limited to inception phases. We have heard from a number of people that delay in procurement of specialists is sometimes problematic. The comments by the evaluators of the TRWMP initiative are particularly critical (and this was a project implemented by UNDP itself). Clearly engineering/construction work is mission critical and delays in procuring assets can lead to heavy financial penalties.
13. **Disruptions to and stress on human resources:** It is not entirely clear how often UNDP is forced to lay off staff due to delays in negotiating extensions, but we aware of one incidence of this that was quite critical. In the Aceh Government Transformation Programme (AGTP), where despite UNDP efforts to avoid staff layoffs there were delays due to problems in determining funds remaining with the Multi-Donor Trust Find for Aceh and Nias and thus the amount available for AGTP. Obviously this doesn’t happen by choice, but it does clause significant stress on people who may be laid off or on those who may later be rehired, and on remaining staff who are likely to shoulder increased workloads. UNDP has suggested that similar problems also occurred with PCDP. The AGTP Final Evaluation (para 124) noted that better value for money can be obtained by avoiding major delays in negotiating additional funding and in particular avoiding having to lay off staff prematurely. We do note that lay-offs may not always be necessary if natural processes of staff completing contracts occur.

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# Chapter 5: Challenges and Opportunities – Sustainability

**Sustainability is the extent to which project (or outcome area or programme) benefits will continue after assistance has come to an end. Sustainability looks to the relevant social, economic, political, institutional and other conditions present and, based on that assessment, assess whether capacities are in place to maintain, manage and ensure the development results in the future.** Source: UNDP Handbook on Planning, Monitoring and Evaluating for Development Results (with addition in parentheses from this evaluation team)

## Outcome perspectives

1. This Chapter looks through the lens of sustainability at the challenges and opportunities for the remainder of this CPAP and for the design of the next CPAP results framework. We present comments and suggestions relating to each Outcome area and then look at the programming environment for the next cycle.
2. Of note on a whole of programme perspective is that sustainability analysis is poorly presented (if at all) in programme documents and evidence of exit strategies during design or implementation is scant. UNDP does have formats for exits strategies and could usefully standardise their use.

### Poverty reduction and MDGs

1. With the recent merger of the Poverty Reduction and the Democratic Governance Units we expect that there will be changes in the way UNDP programmes for poverty reduction and attainment of new goals to replace the MDGs from 2015 onwards. We have not been privy to internal discussions on this so simply make some suggestions that we hope will be useful.
2. Clearly there are links between what has happened under Outcome 1.1 (Poverty and MDGs) and Outcome 3.2 (Provincial Governance). Most notably both have worked on pro-poor planning, budgeting and monitoring (P3BM) and to start developing links between this and service delivery and minimum service standards. There is no doubt that P3BM, as developed and socialised under the guidance of Bappenas, is a “product” that is being adopted and has significant potential for sustainable use in the future. UNDP has played a significant role in this process and ought to have a major opportunity to help GOI to roll P3BM out across the country. We believe there is still quite a way to go to fully link B3BM with minimum service standards and note that health and education MSS are probably where the most traction can be obtained from a poverty reduction perspective.
3. There is a major challenge here for the future, and that is to further develop ways in which work on minimum service standards and on better delivery of services that reach the poor can be extended to districts, where the bulk of pro-poor services are delivered. Our observations from the PGSP project are that while work with districts has occurred it will need considerable consolidation and replication in the future.
4. Both Outcomes 1.1 and 3.2 have also implemented elements of economic development, albeit in quite different ways. PCDP is attempting to help develop local level business development through incubator approaches. PGSP attempted to assist in the development of multi-government level and sector based plans, particularly in tourism. We do not at this stage see a high level of sustainability in either of these approaches because we suspect that they require long-term support for sustainability. UNDP might like to consider for itself the various lessons in local economic development that have emerged from these approaches. There may be commonalities as well as differences between them that can inform programming for the future. We are unable to comment more on this.
5. We have noted that Outcome 1.1 on poverty and MDGs is somewhat unwieldy in its logical links. We certainly see that the inclusion of aid effectiveness, sub-national aid management and South-south development issues into a poverty focused Outcome is not particularly logical. We do see these as important areas for further work in the future. While we think the momentum for these areas has somewhat declined recently (perhaps post-Busan), we do think that aid effectiveness overall is an important area for Indonesia. With considerable impetus now for Indonesia to include South-south cooperation in the next RPJMN, we suggest that UNDP can continue to play a useful and perhaps growing role in these areas. We urge UNDP to consider making these areas come under a new Outcome for the next CPAP programming period – perhaps under the heading of aid effectiveness, which could be merged with work on MDGs or their successors.
6. There may be the emergence of a sub-programme theme in health within this Outcome portfolio, in the Health Governance and Social Protection Project, which will work on Indonesia’s universal health coverage scheme and which will probably usefully link to MDGs. The design for this is still in the pipeline. This could link nicely with work on health MDGs.
7. The challenge for UNDP’s programming in poverty in the future is to coherently link together initiatives through CPAP outputs with a clear Outcome. For this cycle the Outcome has been the capacity of Indonesia to achieve MDGs, which is not just about poverty. The contributions of Outputs and individual initiatives to the overall achievement of capacity in MDGs have not linked well. Furthermore, the links between development of capacity in MDGs as a whole and the rest of the CPAP portfolio seem to have been missed.
8. It might be better in the future to define MDGs (or whatever replaces them) as the core of CPAP, to which all programme Outcome area contribute. This could logically include aid effectiveness. An outcome area that specifically aims at poverty would then be better placed as one of a number of UNDP contributions to this.

### Natural resource management

1. Broadly speaking work on natural resources management under this part of the CPAP has progressed well, with significant progress overall in the area of watershed management, solid work on marine ecosystems and on the reduction of persistent organic pollutants.
2. We view that the work on watershed management, because it has engendered extensive buy-in across the country from central and sub-national governments will be quite sustainable into the future. We are actually a little unsure what the next stages of work on this for UNDP might be, although suggest from our reading of programme level reporting that there may well be further work on developing private public partnerships within the framework of locally managed watersheds.
3. UNDP’s work on marine and coastal ecosystems probably may have a fair way to go to demonstrate sustainability in the Indonesian context. The ATSEA project has developed quite sophisticated methodologies for collecting and managing data for the Timor and Arafura Seas, with the result that Indonesia is now considering a Strategic Action Plan with Australia, Papua New Guinea and Timor Leste for the future. This is intended to result in a national action plan for these seas from an Indonesian national perspective. There may be further opportunities for UNDP to be involved in rolling this out. We are unaware of similar work that may or may not be going on for other seas in the archipelago or of the extent to which results from ATSEA can be used in other areas.
4. Work on POPs has gone well with the National implementation plan for 12 persistent organic pollutants in place in 2009 and an additional 9 new POPs to be added in the amendment to the plan currently under consideration, the number of POP regulations is close to the 2015 target of 21. As national plans and strategies are in place and are being refined, we suggest that this brings its own level of sustainability (they are unlikely to be reversed). We are not sure just what UNDP will be doing in this area in the future although we suspect from UNDP comments that embedding action on POPs within a range of ministries will be a continuing challenge.

### Renewable energy and energy efficiency

1. The CPAP results framework for this Outcome could have included more indicators around technological benefits, the GEF principles or the emergence of comparative commercial advantages. If this had happened the results presented by programme managers to the recent CPAP Outcome Board above would have been more informative. In this area of the CPAP, project level information would have been useful alongside information on government policy processes.
2. Nevertheless we acknowledge that higher level intentions for this Outcome are very important beyond downstream demonstration initiatives. We note from comments by UNDP senior management that the work being initiated on a Market Transformation Initiative is going ahead, along with support on policy, such as the Feed-In Tariffs for Wind Power and a renewable energy incentive scheme. UNDP says that it has a comprehensive strategy in place that addresses both supply and demand side constraints to wide-scale application of renewable energy. We have not been able to discuss these important strategies in detail, so simply report that they are in existence.
3. UNDP framed this Outcome area of the CPAP along the lines of its established paradigm with government partners; working at the national level on the regulatory framework and then extending this to provinces and districts through a process of facilitated support. What is visible from project level information, through the opportunity of GEF funding, is the exploration of technological niches and brokering of productive relationships between the government and the private sector. Public private partnerships were envisaged in this CPAP Outcome in terms of targets per district. But what seems to have happened is that innovation has proven to emerge organically and not through government regulation.
4. We do not think there have been many constraints in the work under this part of the CPAP. We understand that progress here has been very good. People have been able to get on with their work at the project level. UNDP should consider the lessons that can be learned from taking what is essentially a bottom-up approach of practical trialling of systems, methods or particularly in this case technologies. We suggest that one major lesson is that the approach brings comparative freedom to let gains emerge.
5. Challenges do remain of course. Ultimately if significant energy efficiency gains are to be made and contributions made to response to climate change challenges, renewable and energy efficient sources will need to be widely used. The results of the Wind Hybrid Power Generation Marketing Development Initiatives and the Micro-turbine Cogeneration Technology Application Project will need to be fully evaluated and recommendations made for scale up and replication. UNDP is already well placed to advocate for policy developments in renewable energy and energy efficiency. We suspect that advocacy will be in seeking to establish the enabling environment for the private sector and communities to invest rather than seeking to regulate local government to adopt technologies.

### Climate change

1. Clearly a significant contribution has been made by UNDP in this area (along with a range of partners). Much progress has been made in putting into place institutional and financing arrangements for climate change which we have suggested are largely on track to meet CPAP targets for 2015. We have made the comment in the profile for this Outcome against Outcome Indicator 1 that the extent to which these impressive gains will add up to a strong, effective and convergent national institutional arrangement by 2015 is a somewhat subjective judgement. In fact, it will be quite hard to judge the effectiveness of the REDD+ Agency or the ICCTF in 2015, given that these institutional and financial arrangements will still be new. Furthermore it must be assumed that “effective” arrangements imply that climate change is being managed in Indonesia to the extent possible within the global context. We are in no position to judge how far Indonesia needs to progress for this to be true.
2. There is likely a considerable challenge in the future to fully embed climate change institutional and financial arrangements in Indonesia (i.e. to ensure that they are sustainable). We assume that UNDP will still be playing a significant role in this into the next CPAP period. We are not professionally competent to envisage exactly what this will entail. This is a complex area and depends on a variety of international, national and sub-national factors and players.
3. One of the problems we have had in this Outcome is to see from the indicators and targets chosen exactly what was intended. For instance, the Outcome indicator “Existence of a strong, effective and convergent national institutional arrangement”. Perhaps this was fine for 2010, which was an early stage for the establishment of institutional arrangements for climate change. In 2010 it may not have been easy to see what or how much could be achieved in this emerging area in a five year period. Nevertheless, tighter definition of this Outcome and its indicators and targets would have helped considerably. We suggest that for the next CPAP period it would be useful to be more exact as to what is aimed for over the next five year period.
4. Work on HCFCs has gone well with Indonesia now being in the position to prevent import of goods that contain them. But we understand Indonesia will continue to manufacture goods that contain these imported pollutants for some time to come. We suspect that there is considerable work to do in the future in this area and UNDP should be in a position to follow through.

### Public representation and participation:

1. Funding availability has been a constraint in this Outcome. With the obvious exception of funding for IDI, UNDP has not been able to mobilise sufficient funding for SWARGA. The intention to create a new project around a trust fund for consolidating gains in democracy has yet to come to fruition, with no donors at this stage indicating they will contribute. This Outcome has been somewhat under-resourced and as a result has been unable to reach all of the Output targets originally set. Reaching out to the regions has been problematic.
2. The IDI initiative has been very successfully introduced and nurtured. It has a very high likelihood of being sustained in the future providing GOI funding for data collection, analysis and publication is ensured in future years. Inroads are being made to help sub-national governments both contribute to and benefit from the IDI process. This speaks of increasing sustainability.
3. The index has now been used formally for the last four years and there is no doubt that Indonesia has gained capacity to do this and owns the tools. With a major thrust by the Ministry of Home Affairs (with UNDP support) the concept and value of the IDI are now starting to be recognised sub-nationally. Our main suggestion is that future reporting should focus on what influence the IDI is having over actual policy formulation and what programmes government is establishing as a result. This would be much more informative than just a simple count of how many sub-national governments have established IDI related institutional mechanisms and budgets. It would help to focus on strategy.
4. We cannot predict the sustainability of the work on advancing women in politics through supporting the more formal establishment of networks, although this could have a long-term impact. Networks of this nature obviously need to survive changes in membership and helping to add structure and process could help. The aim to assist networks to fulfil a greater role in policy formulation will not now happen in this CPAP cycle. UNDP contribution in this area has been scaled back largely because resources have been limited. With the more modest aims of helping the Caucus and the Women’s Parliamentary Network to formulate strategies and methodologies for the future, there is currently a greater chance that a modest sustainable contribution can be made, perhaps with a view to working towards greater gains in the lead up to the 2019 elections.
5. Development of the civic education element of the programme has been slow, with extended negotiations for the institutional location of a Centre for Civic Education in Jakarta. Civic education development complements well the other programme work in public representation and participation, particularly the IDI. It now looks like some progress can be made by 2015. UNDP should be prepared to see development continue into the next CPAP period. Work on developing a trust fund to support consolidation of democracy seems to have stalled and this now may not be possible to achieve. It should at least be considered lower priority for the remainder of this CPAP period.

### Provincial governance

1. We are led to understand that replication of gains made in provincial governance in the work that UNDP has supported is very much on the national agenda and it is hoped that this will appear in the next RPJMN. There is considerable potential for follow-up work for UNDP in such a programme, given the experience it now has.
2. Legal reform for decentralisation and regional autonomy is poised to happen. If the new Parliament enacts the draft law there will be an inbuilt sustainability for the reforms it lays out. Work on bureaucracy reform and the implementation of minimum service standards in the provinces that have so far participated will, we feel, still need further support in the future, although there is no reason why a GOI funded replication could not include this.
3. Key work that has been undertaken successfully has included the extension of pro-poor planning, budgeting and monitoring, and the development of roadmaps for bureaucratic reform. Both of these are now mandatory. UNDP could help to build upon these key tools in the future, perhaps to develop more comprehensive initiatives to support service delivery.
4. Despite the very obvious gains that have been made, provincial bureaucracy reform will still require major effort in the future with or without the new revised law. There is still a major challenge for provinces and districts to fully follow through on developing their capacity for reform and for implementing services to a least the minimum standards. In future replication of this, some resource poor sub-national governments may not be well placed to adopt and implement all of the MSS sets that the national government now stipulates. The notion that minimum service standards need to be accompanied by standards for public service should be explored.
5. There is no reason why, if suitable funding arrangements can be found, that UNDP and GOI should not replicate the work of this Outcome, particularly the PGSP elements in future years. Prospects for extending gains in provincial governance around Indonesia would seem to be very good. Work in new provinces would benefit from a phased approach; covering all provinces at once would be very ambitious. But the forthcoming CPAP period could see significant gains. One strategy might be to focus on the needs of recently created or smaller provinces as this approach has been successful in PGSP. For larger provinces more resource intensive strategies would likely be needed.

### Access to Justice

1. SAJI has, through its support for the Secretariat on Access to Justice, been able to offer good support to the roll-out of the National Strategy for Access to Justice with an increasing number of ministries and agencies now referring to the Strategy. UNDP work here is on track to assist GOI in completing one cycle of strategy development, implementation and evaluation by 2015 with a good prospect for further refinement of the strategy. This in itself demonstrates ownership by GOI and an inbuilt sustainability of what has already been achieved.
2. Legal aid and complaints systems are gaining momentum. Legal aid has a major role to play, provided local agencies (including CSOs and NGOs) can be empowered to provide this. Linking SAJI work on this with the development of public complaints mechanisms is very sensible. The time is clearly right for these systems to be put into place and the challenge for GOI is now to extend these systems around the country. SAJI’s work in pilot provinces has contributed significantly. There has been some shortfall in funding for this Outcome, but the programme has largely developed well. The CPAP challenge is how to support replication in the future.
3. In our visit to Central Kalimantan we saw the extent to which the SAJI initiative has been able to involve local communities and customary leaders, which is impressive. Training has been provided for paralegal facilitators and this is starting to show benefit in capacity to deal with customary land issues. Challenges remain to help prevent disputes between customary groups and in reducing the extent people are exploited by resource developers. Regulation of resource development and state prosecutions in this area are failing.
4. The proof of sustainability for work at the sub-national level will not be evident until at least the next CPAP cycle. In its Outcome Board report, UNDP has called for scaling up of work on legal aid, public complaints and customary law, citing very reasonable evidence of progress in all three, particularly at sub-national level. The key in all three areas will be the conduct of sound and disciplined review and refinement based on what has been learned to date. There is no doubt that the basis of law and/or policy exists for all of these to be potentially sustainable into the long-term future. The approach to date has been “pilot” in nature. Next steps in recognising what works well and choosing activities for the future are vital.
5. Early work on the Provincial Governance Assessment methodology for REDD+ has clearly borne fruit. This will likely be a major area of work for UNDP in the future.

### Conflict prevention and management

1. We view that work under this Outcome at the national level is likely to bring benefits for many years to come, but UNDP needs to secure long-term funding to continue as an actor in this sector. UNDP should not consider exiting from this area during the next CPAP cycle. There is plenty left for UNDP and its partners to do. For instance UNDP has suggested that the next cycle might involve extensive work on preventing conflict due to climate change and pressure on natural resources. This would in our view be a very beneficial area of UNDP’s work and would complement work in natural resources, climate change and disaster risk reduction.
2. Of particular note is that Indonesia now has a law on Social Conflict Management and a formalised Conflict Management Framework. These measures bring inbuilt sustainability. The regulatory system is now being developed although recent reports suggest that delays in finalising government regulations are occurring. This factor, together with funding constraints, has led to some loss in the level of intensity of work for this Outcome. Sustainability at sub-national and more importantly, village levels is not yet assured because national regulations need to be finalised and there remains a challenge to replicate conflict management and peace building efforts more widely in Indonesia.
3. The PTD evaluation of October 2012 does offer substantial insights into the sustainability aspects (p58 following). It reported that local conflict management instruments need to remain viable and binding into the future and that local players including government, civil society and communities need to maintain commitment to using them and to resolving conflict issues. UNDP experience suggests that local, particularly district and village level legal instruments for peace building can be put into place and are an important factor for local sustainability.
4. The major current programmatic constraint for this Outcome is that full resource mobilisation for PTDDA has yet to occur. It may be that from an international perspective Indonesia is now less viewed as a priority for peace building assistance by donors, given the successes of the first decade of the century in overcoming major sub-national conflicts. Perhaps there are perceptions of greater priority elsewhere. However UNDP’s interpretation of government statistics suggest that “communal violent conflicts in the region have shifted to a more complex pattern, due to uneven development, democratisation, land ownership, conflict over natural resources, radicalisation of youths and diminishing respect to pluralism. The message is that violent conflicts will continue to cause death and destruction of property”. UNDP’s unique and extensive experience will remain relevant in the future
5. There seem to be growing challenges to coordinate government response for conflict with responsibilities broadly shared by a number of agencies and to encourage more agencies to play fuller role. Conflict management seems to be quite complex from an institutional perspective. Given its central role in this sector and with peace as a core concern for sustainable development, UNDP might consider a stakeholder mapping exercise as appropriate.

### Disaster recovery

1. There is a considerable in-built momentum for sustainability of the results under this Outcome, particularly at the national level. This is likely to bring benefits for many years to come. Of particular note is that Indonesia now has a comprehensive Post-Disaster Rehabilitation and Recovery Framework. There is a high level of ownership of results at the national level with BNPB shouldering financial responsibilities. UNDP should not consider exiting from this area during the next CPAP cycle and should focus on helping BNPB to continue rolling out disaster recovery tools and methodologies with a much greater focus on replicating and building capacity at the sub-national level.
2. UNDP and its partner BNPB have made major achievements in putting in place major tools for disaster recovery in Indonesia. These are the result of more than a decade of sustained effort before, during and after the Indian Ocean tsunami. UNDP is positioned as a valued partner for government; a partner that has stuck by a new agency and has now travelled with it to the point where the agency’s own standing and capabilities are maturing.
3. Sub-nationally, there are still major challenges, particularly at district level for local government to know what to do in the recovery area and how to plan and budget for it. This is especially acute for the more recently formed local disaster management agencies. We understand that replication of disaster recovery gains is planned by the National Disaster Management Agency in the near future although we are not sure of the scale at which this will be. But we note that a useful strategy for UNDP is to assist sub-national governments in needs assessment and recovery monitoring after disasters occur and we believe this is starting to emerge through the use of systems like UNDP’s SURGE (capacity support for crisis response). This could see the development of a mobile response team in Indonesia whose role it would be to advise districts on needs and progress in recovery as and when disasters occur. Replication of the innovative village information systems also appears to offer much promise.
4. There have been funding difficulties in this Outcome area. The DR4 sub-project for Merapi was short of funding for some eight months in 2013 and this caused stress on project staff. Now funding is back on stream staff are now challenged to complete all planned activities in the time available.
5. We believe that UNDP now faces a major decision regarding future work in disaster recovery. Should it continue with BNPB to further refine and elaborate recovery systems and methodologies or should it now help to develop approaches to extend the reach and use of systems that have already been put in place? We suspect that given the impressive gains so far that system refinement will from now be less needed with perhaps a focus on encouraging coordination of recovery response among a larger number of government agencies. The integration of conflict and disaster needs assessments methods has also been mooted.

### Disaster risk reduction

1. Unfortunately this Outcome area has had to be significantly scaled back, although efforts are ongoing at strategic levels with reduced funding. Funding has not been secured for work outside of Jakarta. We suspect it is partly due to the over-ambitious nature of the Outcome design. The issue of lack of funding for provinces and districts is of major concern to partners, especially with the need to work in disaster prone areas.
2. DRR work at the national level is a proven strength of UNDP. Despite a slow start for SC-DRR II progress at the national level has been good with work on regulations and guidelines.
3. Progress reporting has been hampered by indicators that do not measure national achievements in systems development. Sub-national indicators are probably unmeasurable and targets are far too ambitious. While we accept that indicators can be used as advocacy tools to encourage action, if the resulting targets are not attainable and cannot be measured, the net result is dis-encouragement and the indicators are frankly unusable. Readers are asked to see comments in paragraphs 297 to 304 for details of the indicators which we suggest have been problematic.
4. It is quite clear that the major challenge is actually to make communities more resilient to disaster. UNDP has contributed to DRR planning in provinces, which will logically feed through to community benefits. UNDP also suggests that it has contributed more indirectly to various GOI community resilience initiatives such as in community awareness and education in DRR. But we feel that UNDP is currently not in a position to greatly influence community resilience to disaster. We believe UNDP has some strategic choices to make for its future work in DRR in Indonesia: for instance urgently considering ways it can raise funding to enhance contributions to community resilience and how it might best deliver in this area.
5. The design for future work in DRR needs to be more realistic. This includes better choice of indicators. UNDP should also examine the possibility of MOHA taking a role in compiling data from sub-national governments along with BNPB. The UNISDR Local Government Self-Assessment Tool could be further adapted to obtain data for this outcome. UNDP is well placed to develop links and subsequent work related to MOHA’s role in DRR. Given that this could impact substantially on sustainability, it might be attractive to donors.
6. We suggest UNDP considers two broad strategy options for the future of it work in DRR: to take manageable slices of DRR and to follow them through from national level to the village; or to develop an approach that builds DRR from the community upwards. Both would be viable if sufficient time and resources can be found. If carefully crafted, they need not be mutually exclusive.
7. We suggest that UNDP, if it wants to continue with the “top-down” approach, should seriously consider focusing the bulk of its national level work to the refinement of planning and budgeting systems, an area in which UNDP Indonesia excels. We advise against highly technical work on incorporating pandemics and emerging infectious diseases into DRR, unless the expertise required can be sourced. It may be useful to work on incorporating DRR into spatial planning, which is going ahead.
8. BNPB’s current village outreach, through its Resilient Village programme is for two villages per province, with plans to expand this during 2014. There is a major opportunity at this stage to turn around village DRR in a few strategic locations, perhaps as a pilot activity in designated resilient villages. The national government is poised to provide significant financial resources to communities as part of the measures under the new Law on Villages. Village funded DRR measures are not out of the question if facilitation is provided. We suggest UNDP could take a plunge into the demand side of DRR.

## The future programming environment

1. Chapter 2 looks at the development environment of 2011, how GOI has responded and offers a snapshot of progress through the lens of the CPAP. Chapter 3 examines the alignment of UNDPs programme within the current RPJMN, the UNPDF and UNDP’s Strategic Plan. Chapter 4 looks at where UNDP has been able to effectively and efficiently contribute. This chapter has looked at challenges and opportunities for the future. It is useful to briefly document likely major programming factors for the next CPAP.
2. **The RPJMN 2015 - 2019:** As Indonesia moves through a year of Parliamentary and Presidential elections, GOI agencies under the Leadership of Bappenas are shaping the “technocratic” draft of the new medium term development plan (i.e. the plan to be presented to the new President for ratification). This process is likely to take most, if not all, of 2014.
3. UNDP is already in discussions with the Government on this. Recent Outcome Board deliberations are very much part of this process. Given its close relationship with Bappenas, UNDP is well placed to do this. We are not privy to what is involved in formulating a new UNPDF or its equivalent, but assume that discussions are also going ahead on how UN agencies as a group will respond to the new RPJMN. Again UNDP is well placed.
4. We do not know what the new RPJMN will contain. But it is likely that many if not all of the priorities to which UNDP’s current CPAP has responded will continue to be reflected in some form in the new plan. Poverty reduction and bureaucratic reform will be included. We can assume that there will still be work to do on disaster management, democratic governance and environment. How UNDP will eventually respond remains to emerge, but planning to continue in the major areas of the CPAP seems sensible.
5. **Sustainable development goals**: The illustrative sustainable development goals (SDGs), as recently proposed by the High Level Panel of Eminent Persons are clearly an evolution of the current MDGs. If adopted, the new goals, as outlined in the Panel’s report of 2013, will set in place a more comprehensive agenda for development. This would encourage national and international programmes for (inter alia): ending poverty; good governance and effective institutions; job creation, sustainable livelihoods and equitable growth, the empowerment of women and girls and gender equality; sustainable energy; sustainable natural resource management; and ensuring safer and stable communities. These are all areas in which UNDP Indonesia is well placed to contribute.
6. UNDP will play a major role in the dialogue around the development of the next set of goals, which will frame development thinking and government responses. Indonesia has already played a major role in developing this thinking. Bappenas is currently looking closely at the SDGs, which will most likely be reflected in the next RPJMN. UNDP Indonesia currently has a major opportunity to contribute to dialogue on new development goals and to develop the next CPAP accordingly.
7. **Post Busan:** Post Busan, we actually wonder how much momentum there currently is for aid effectiveness as articulated through the Paris Declaration, the Accra Agenda and the Jakarta Commitment. In 2011, at the time of the Survey on Monitoring the Paris Declaration 2011, significant progress was noted in donor use of Indonesia’s pubic finance management systems for disbursement of funds, Indonesia’s systems continue to be refined and improved, and many agencies had already committed in 2011 to align their support to Indonesia’s high level plans (RPJMN). The inclusion of aide effectiveness in the next CPAP is a topic for future discussion.
8. **Funding envelope:** Financial data given in the CPAP have value for overall planning and projection purposes at the commencement of the cycle, but cannot be used for evaluation purposes, as actual budgets for initiatives almost invariably change with donor commitments and other changes to allocations.
9. The evaluation team requested historical financial data from the UNDP Country Office and was interested to see the graph on programme delivery shown as Figure 6 below. This shows trends between 2001 and 2013 (with projections for 2014 and 2015) of rapid growth in programme delivery and therefore programme size between 2001 and 2004, with a peak between 2005 and 2010 which was probably due in the most part to the very large amount of donor funding which became available after the Indian Ocean tsunami.

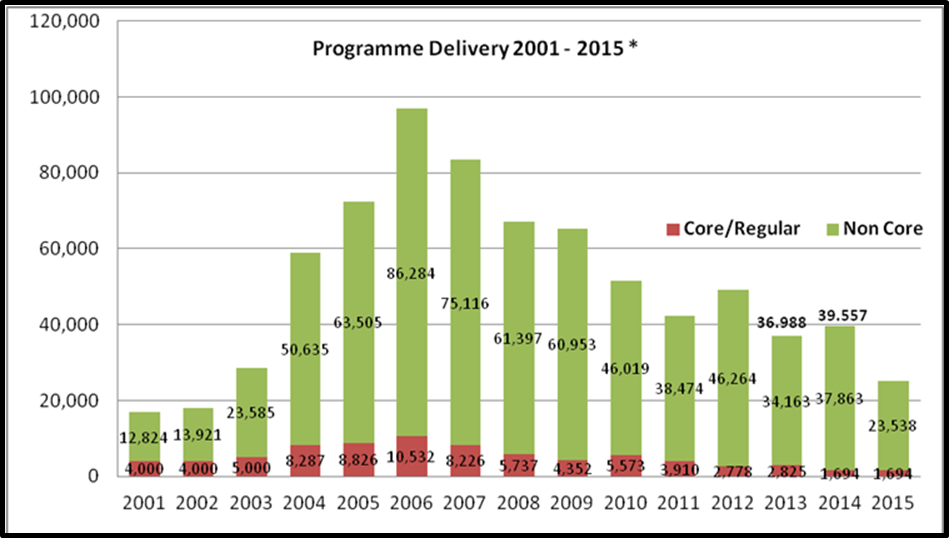


Figure : UNDP Indonesia financial resource since 2001

1. Some caution is needed in interpreting the 2015 data in the figure above, as this is very preliminary at this stage. UNDP has said that it expects to have a budget of around USD 35 – 40 million for 2015, with the remaining period of 2014 used to mobilise the 2015 budget. We understand that it is normal practice for significant portions of an annual budget to be mobilised during the previous year.
2. UNDP’s funding envelope is currently declining and is now returning to pre-tsunami levels. We are seeing funding shortfalls in existing projects, with traditional donor sources to some extent drying up. This is complex and it is not easy to pin down any one factor as to why this is so. Changes are certainly occurring to donor priorities and policies. Official development assistance levels are declining now that Indonesia is a middle income country. There also seems to be less donor appetite for disaster management and conflict prevention now that the major crises of a decade ago have been resolved (several respondents have said this).
3. We understand that major opportunities now exist for UNDP to work alongside GOI using GOI funding in replicating some of the systems, tools and methods that have been developed under the CPAP to date. Examples of the opportunities that exist are shown in table 6 in Chapter 4. Essentially these are UNDP products that have been trialled, tested and shown to have worked. This is very good news as it clearly shows, on one hand, GOI acceptance and ownership of the products of cooperation, and on the other UNDP’s value in offering support and expertise. As ODA contributions decline and GOI budgets increase, this is a very appropriate approach for the future. Also highly promising is the development of private funding channels particularly in relation to corporate social responsibility commitments, as well as consideration as appropriate of the use of UNDP Indonesia products by GOI as it moves forward to develop South-South cooperation programmes.
4. The CPAP programme portfolio is also changing in terms of delivery by programme area. Table 11 shows the delivery percentages for programme areas for two periods, 2004 to 2009 and for 2010 to 2013. Also included are single year figures for 2013.

Table : CPAP delivery percentages by programme area since 2004

|  |  |  |  |
| --- | --- | --- | --- |
|  | Delivery percentage of total CPAP | | |
| Programme area | **2004 - 2009** | **2010 – 2013** | **2013** |
| Crisis Prevention & Recovery | 52 | 31 | 6 |
| Poverty Reduction | 17 | 12 | 8 |
| Democratic Governance | 24 | 16 | 16 |
| Environment | 5 | 33 | 67 |
| Others | 2 | 8 | 3 |

1. While we suspect that the figures for 2013 are skewed by the large contribution made through REDD+, this table does show a move away from large contributions for crisis prevention and recovery to a large contribution being made through environment. Poverty reduction and democratic governance areas also show a decline in percentage. We include these figures to show how the programme funding structure has changed and to flag possible concerns for UNDP.

# Chapter 6: Conclusions and Recommendations

## Summary of findings

1. We offer the following findings based on the analysis in this evaluation report.
   * **Development environment:** Since 2011, Indonesia has made considerable progress across all areas covered under the CPAP as per the points below.
   * In particular poverty rates are falling and gains have been made in attaining or being track to attain a large number of MDGs. Some MDGs will not be achieved by 2015.
   * Significant gains have also been made in watershed management, reducing forest degradation, in critical land rehabilitation, controlling POPs and in electrification. The institutionalisation of REDD+ and financing arrangements has progressed well. But challenges remain in protecting coral reef and raising the percentage of renewable energy produced.
   * Women’s participation in top level administration has improved significantly and gains can be expected in their political representation. Provincial accountability is improving and there are gains in civil service integrity. But the IDI score is declining and levels of political participation remain challenging. Improving service delivery to minimum standards is slow.
   * Frameworks for conflict and disaster management have improved significantly, particularly in the area of recovery and GOI is now handling much more without external support. But incidences of local conflict are rising and budgets for disaster risk reduction are low (although we note that DRR tools have been extensively developed).
   * **CPAP alignment:** UNDP’s positioning of its programme within the Government of Indonesia’s priorities for this planning cycle has been exemplary. UNDP is seen as a close, neutral, trusted and valued partner by GOI. This is a major comparative advantage for UNDP. CPAP review mechanisms have been introduced and are developing.
   * The CPAP aligns well to the UNPDF at UNPDF outcome and sub-outcome levels, but not necessarily so at its Output level. While UNDP has close relationships with other UN agencies the level cooperation within the CPAP is not particularly strong.
   * The CPAP is very relevant to UNDP’s poverty and vulnerability vision and UNDP Indonesia is already well placed to move forward on the agency’s new Strategic Plan.
   * The CPAP is not yet fully reaching the service delivery interface. Future programming could take this into account. Similarly more attention could be paid to mainstreaming gender.
   * **Theory of change:** It is difficult to find a clearly articulated theory of change in the Country Programme Document. Individual Outcomes mostly show clear logic, but not all Outputs within them necessarily demonstrate a sense of “sufficiency” to meet Outcomes.
   * **UNDP roles and products:** UNDP plays very useful and effective roles in building institutions and their capacity, in helping to develop policies, strategies and regulations; and in trialling systems, tools and methods. Particularly in the latter role it has helped to develop “tools” that can be seen as UNDP products and are marketable as such.
   * **Quantifiable results:** 77% of Outcomes have been achieved or are showing significant or some progress towards 2015 targets. 23% are showing no change or regression. Using an on or off track assessment for Outcome progress, just over 51% of the Outcome indicators are on track for achievement by 2015 and 20% are off track. Progress against the remaining 29% of 2015 Outcome targets is assessed as “unclear” (we are unable to draw firm conclusions).
   * For Output level targets for 2015, 50% are on track for achievement by 2015 and 7% are already achieved. We consider 43% are off track for achievement by 2015 and 10% are unclear.
   * **Major achievements:** UNDP has helped GOI make a large number of achievements across its portfolio, with solid achievements in all Outcome areas. Without denigrating many other achievements, of particular note in each Outcome area are:
     + work on accelerating MDGs;
     + the establishment of watershed management arrangements;
     + the trialling of renewable energy technologies that demonstrate impact of reducing greenhouse gases;
     + the establishment of the REDD+ Agency and the Indonesia Climate Change Trust Fund;
     + the introduction and use of the Indonesia Democracy Index;
     + the revision of the Law on Decentralisation and innovative pro-poor planning and budgeting methods at the sub-national level;
     + the establishment of the National Strategy for Access to Justice and the creation of legal aid and public complaints mechanisms; the establishment of the Participatory Governance Assessment methodology
     + The establishment of a comprehensive conflict prevention and peace building framework;
     + Major consolidation of Indonesia’s disaster recovery framework; and
     + Considerable consolidation in the disaster risk reduction framework.
   * **Efficiency:** UNDP should note that donors would like better reporting on projects. We suggest that if UNDP were to invest in clarity in its reporting, to improve the tangibility of what it does by marketing its products and enhancing clarity in understanding of exactly what the agency does, this would bring dividends.
   * Project inception delays are quite common most often due to late negotiation or arrival of funding. Project extensions are common on either cost or no-cost bases. From an external perspective this is not a mark of efficiency. Project under-funding is becoming an increasingly serious challenge and has been noted by UNDP and GOI. Project lay-offs have occurred in the past and are disruptive to and a stress on human resources.
   * **Sustainability:** sustainability analysis is poorly presented (if at all) in programme documents and evidence of exit strategies during design or implementation is scant. But sustainability is reasonably assured for the following achievements:
     + Pro-poor planning, budgeting and monitoring;
     + MDG acceleration (noting the need to adapt to sustainable development goals);
     + Watershed management frameworks;
     + Regulatory framework for reducing persistent organic pollutants;
     + Introduction of renewable energy and energy efficiency technologies;
     + The REDD+ Agency and the Indonesia Climate Change Trust Fund;
     + The use of the Indonesia Democracy Index;
     + Revision of the Law on Decentralisation;
     + Strategy foe Access to Justice;
     + Legal aid and public complaints mechanisms;
     + Participatory Governance Assessment
     + Conflict prevention and peace building strategies including the national law;
     + Crisis recovery frameworks and declining reliance on international agencies for assistance in disaster recovery; and
     + National disaster risk reduction framework.
   * **Challenges and opportunities**: We have provided sufficient comment in Chapter 5 on challenges for the future. Major challenges and opportunities are presented below as Outcome recommendations (Recommendation 15).
   * **The future of the programme:** UNDP is well placed to enter dialogue with GOI on the next RPJMN and on the way forward to achieve the sustainable development goals. UNDP should consider ways to reinvigorate the aid effectiveness agenda in Indonesia. UNDP’s programme delivery (finance) is now returning to pre-tsunami levels after major inflows of crisis related funding and UNDP should consider new ways of attracting funds, including utilisation of GOI budgets. The environment area has emerged as by far the largest contributor to UNDP programme delivery. Ten years ago this position was held by crisis prevention and recovery.

## Recommendations for consideration by partners

**1. Maintain the fundamental vision of poverty eradication:** This is the fundamental for all of UNDP’s contributions and is core to GOI’s own development vision. This will not change and partners should ensure it stays at the top level of programme thinking.

**2. Maintain the portfolio:** At CPAP level maintain the four pillar portfolio of poverty, environment, democratic governance and crisis prevention and recovery, but seek as appropriate to refine outcomes and outputs as per suggestions from this evaluation process.

**3. Ensure sound dialogue in 2014:** 2014 is a vital year for UNDP and its GOI partners, particularly Bappenas to ensure that full advantage is taken of the golden opportunity to ensure that UNDP’s contribution to the RPJMN 2015 -2019 is as closely aligned as possible.

**4.** **Follow the SDG process:** As sustainable development goals are firmed up in the lead-in to the post-2015 period, ensure that SDGs are fully reflected in the design for the next CPAP period.

**5. Inter-agency and inter-unit synergies:** UNDP should seek to build on its good relations with other UN agencies to significantly enhance inter-agency programming and synergies. It should also attempt to do this internally by building better programme linkages between units. This would benefit from analysis of potential links between projects and programmes and someone should be assigned to do this.

**6. Improve sufficiency between outputs and outcomes:** the notion of sufficiency is a useful tool for analysing CPAP design and UNDO should seek to improve sufficiency between Outcomes and their subsidiary Outputs.

**7. CPAP Strategies for the future:** UNDP should consider a more explicit underpinning of MDGs (or SDGs) for the next CPAP with a view to clearer definition of poverty reduction, either as an underpinning for the whole program or as a separate Outcome area. UNDP should consider raising aid effectiveness to an Outcome status.

**8. Develop a “product” outlook:** UNDP and GOI have worked very closely to develop a large number of tools, methods and systems which together form a product base, which they can together offer to donors and other GOI agencies (and possibly internationally through South-South cooperation programs). UNDP should lead the process of consolidating this product base, seeking 1) synergies in product use between programme elements and 2) adaptations of tools for new purposes.

**9. Improve reporting:** UNDP should be mindful of the need to more accurately report, particularly to donors, taking care to differentiate what UNDP has done and what others have done. This and the “product” approach would greatly enhance tangibility of what UNDP does, particularly in areas high in government process.

**9. Develop marketing approaches:** develop methods to ensure that products (in addition to projects) are understood by and tangible to potential donors and other stakeholders. Continue to develop media to promote UNDP’s contribution. Consider developing marketing skills internally.

**10. More emphasis on sub-national work:** Work with long-term national government partners to extend tried and tested approaches and products to sub-national levels, wherever possible leveraging national funding for replication purposes. Seek as much as possible to involve districts and municipalities in extension efforts. Fully utilise pro-poor planning to link with service delivery. Note that it may be possible to leverage GOI funding to enhance UNDP’s work at the sub-national level.

**11. Build more bottom-up approaches:** recognising that UNDP can use, in some cases is using and has used bottom-up approaches, furtherdevelop on a pilot basis a small number of initiatives that work from the local level back to the centre and which can utilise tried and tested products (tools and methods). Become more demand oriented and thus link communities with proven contributions on the supply side and in doing so link with communities. Consider for disaster recovery a quick response team approach adapted perhaps from the UNDP SURGE system. Seek to gain more experience of real-life development.

**12. Rationalise indicators:** UNDP should seriously examine the indicators it uses for the next CPAP period, largely, but not exclusively at the Output level. It should consider, within its framework of cooperation with GOI, which is understood to drive choice of indicators: a) having fewer Output indicators (one per Output would be ideal); b) avoiding complex indicators that can show conflicting trends; c) ensuring before they are used that indicators can be measured; d) ensuring that targets directly inform indicators; e) avoiding aspirational indicators that cannot be met; f) ensuring that where national and sub-national activities are planned that indicators are developed for both levels. and g) in addition to simple numerical indicators utilise where possible qualitative indicators that provide a “story”. These measures would contribute to a better demonstrated programme.

**13. Develop sustainability and exit strategies:** Particularly at the design stage develop sustainability strategy and associated exit strategies that clearly define at what stage external support is no longer needed. Implicit in this is how to determine when such sustainability targets have been met.

**14. Gender strategies and mainstreaming:** In order to ensure that UNDP strategic goals on gender are targeted, place much higher emphasis at design and early implementation of gender mainstreaming strategies.

**15. Outcome recommendations:** The following are Outcome level recommendations and are essentially challenges and opportunities for UNDP if it is to continue in the Outcome areas in which it is already working:

* + **Poverty:** develop more sustainable approaches to local economic development; coherently link poverty reduction initiatives through CPAP outputs with a clear Outcome; develop private public partnerships within the framework of locally managed watersheds; recapture the momentum on aid effectiveness perhaps by raising it to Outcome status;
  + **Natural resources management:** add to sustainability of coastal and marine ecosystems management frameworks; embed action on persistent organic pollutants within a wider range of ministries;
  + **Renewable energy/energy efficiency:** consolidate gains on RE/EE through replication of technologies that have been demonstrated as viable and strengthening of market mechanisms and tariffs through advocacy;
  + **Climate change:** improve ways of measuring change in this challenging area (M&E) to help fully embed gains already made;
  + **Public representation and participation:** consolidate and further develop initiatives for women in decision making and parliaments; develop systems and institutions for civic education;
  + **Provincial governance:** roll-out ofpro-poor planning, budgeting and monitoring systems and better focus on minimum service standards at district level; follow-through on provincial bureaucracy reform measures and focus on public service standards;
  + **Access to justice:** consolidate legal aid, particularly by focus on improving delivery rates of available funding; consolidate pubic complaints mechanisms (roll out); consolidate results from customary law work again with view to replication. Replicate work on the Participatory Governance Assessment;
  + **Conflict prevention and peace building:** Extend the comprehensive framework for conflict prevention and peace building to all sub-national governments; seek ways of involving more national level stakeholders;
  + **Disaster recovery:** Continued roll-out of disaster recovery framework sub-nationally; Development of SURGE capacity; integration of conflict and disaster needs assessment methodologies; Roll-out/replicate the village information system;
  + **Disaster risk reduction:** make communities more resilient to disaster**;** improve measures of success in this field (for the sector and for the CPAP) including in conjunction with MOHA on data collection; work from the bottom up as well as the top down.

# Thank you!

**We would like to offer our warmest thanks and regards to the many people who have contributed to this evaluation with their time and information: from the UNDP country office, programme and project staff, from the Government of Indonesia in Jakarta and in the provinces, from donor agencies, from NGO organisations and other UN agencies and from the communities which we have from time to time been able to visit. It has been a privilege for us to undertake this work and we have learned a lot from everyone and thank them for all the information that has been freely and openly given. In our view this has been a collegiate exercise. We hope we have been able to make a useful contribution for the future.**

**Mike Freeman and Hizrah Muchtar. 25/8/14**

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# Outcome Profiles

Profiles have been provided as separate files for all 10 Outcome areas of the current UNDP programme.

# Annexes

## Annex 1: TOR for Evaluation Team Leader

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| --- | --- | --- |
| Terms of Reference  Position: Consultant for Mid Term Evaluation of Country Programme (CP) – Country Programme Action Plan (CPAP) 2011-2015 One international as team leader and one national consultant (as team member):    Closing date: September – Early October 2013 |  | |
| 1. **General Information** | |
| **Title:** Consultant for midterm evaluation of Country Programme (CP) – Country Programme Action Plan (CPAP) 2011-2015  **Programme Name :**  Country Programme – Country Programme Action Plan (CPAP)  **Reports to:** Head of Planning, Monitoring and Evaluation Unit (PMEU) – UNDP Country Office  **Duty Station:** Jakarta  **Expected Places of Travel (if applicable):** Jakarta, and selected provinces (to be discussed with evaluators and Programme UNDP Managers)  **Duration of Assignment:** Expected start in November 2013 (35 effective working days)  **REQUIRED DOCUMENTS FROM HIRING UNIT**   |  |  | | --- | --- | | X | TERMS OF REFERENCE | |  |  | |  | **CATEGORY OF INTERNATIONAL CONSULTANT, please select:** | |  | 1. Junior Specialist | |  | 1. Specialist | | X | 1. Senior Specialist | |  |  | |  | **CONFIRMATION OF CATEGORY OF LOCAL CONSULTANT, please select:** | |  | * Junior Consultant | |  | * Support Consultant | |  | * Support Specialist | |  | * Senior Specialist | | x | * Expert/ Advisor |   **REQUIRED DOCUMENTATION FROM CONSULTANT**   |  |  | | --- | --- | | X | CV | | X | Copy of education certificate | | X | Completed financial proposal | | X | Completed technical proposal (if applicable ) |   ***Need for presence of IC consultant in office:***  partial (the consultant is required to consult with PMEU, programme and project staff, and present his/her evaluation plan and findings)  ☐intermittent (explain)  ☐full time/office based (needs justification from the Requesting Unit)  ***P*rovision of Support Services:**  *Office space*: ☐Yes No  *Equipment (laptop* etc): ☐Yes No  *Secretarial Services* ☐Yes No  If yes has been checked, indicate here who will be responsible for providing the support services:  Signature of the Budget Owner: (Budiati Prasetiamartati – Programme Manager Decentralization) | |

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| **II. Background Information** |
| July 2013 marks the mid-point of the UNDP Indonesia country programme. The UNDP Country Programme Document (CPD) 2011-2015 was approved by the Executive Board in September 2010. It defines six outcomes, which represent the anticipated development change to be achieved after a five-year period, at the end of 2010. A Country Programme Action Plan, CPAP (2011-2015) was subsequently derived from the CPD.[[1]](#footnote-1) The CPAP is UNDP’s main programme monitoring instrument, detailing outcomes, outputs, with measurable annual targets, baselines and indicators. The CPAP has four programme components and 12 outcomes (revised into 10 outcomes during CPAP annual review 2012). The four programme components are: (1) Achieving MDGs and Reducing Human Poverty; (2) Environment and Climate Change; (3) Promoting Democratic Governance; and (d) Supporting Crisis Prevention and Recovery. Each programme component is aligned with specific Medium-term Development Plan and UNPDF targets (Aceh, Papua and Nusa Tenggara Timur provinces)  Since the inception of the Country Programme, UNDP has conducted annual assessments of performance, measuring progress against established CPAP annual targets. As a result of the review process and in conjunction with national counterparts, annual targets and indicators at output and outcome level were revised and adjusted taking into account evolving national development priorities and context. The mid-point of the Country Programme now provides an opportunity to undertake a comprehensive review of UNDP contribution to development effectiveness.  Consistent with UNDP policy guidance all outcomes to which UNDP is contributing through aligned activities and planned outputs must be monitored. The mid-term review is an opportunity to monitor the strategic course, relevance and effectiveness of the implementation of the country programme The exercise allows UNDP to engage key stakeholders to discuss achievements, lessons learned and adjustments required in response to an evolving development landscape and changing national priorities. The exercise will allow UNDP to make any changes to the strategic direction of the country programme, as well as the allocation of resources, ensuring it is aligned to national priorities and responsive to national demand. It will also be used as a tool to guide programmatic planning. |

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| **III. Objectives of Assignment** |
| The mid-evaluation is a comprehensive assessment of the progress of implementation of the country programme towards achieving the established outcomes, with the following six objectives:   1. Review the progress and achievement; 2. Review of factors influencing the achievement; 3. Assess the continual relevance of the programme including its strategies and progress towards the delivery of the expected outcomes taking into account the results of the referenda and emerging development challenges; 4. Identify gaps to be addressed, lessons learnt to be applied, and any modifications to be made in the programme to support the achievement of national development priorities; 5. Revisit program approach, in order to be consistent with the development framework and propose a roadmap/ action plan for the UNDP Country Office on how to support the achievement of national development priorities over the remaining CPAP period; 6. Provide key recommendations/directions for the next Country Programme cycle. |
| **IV. Scope of work** |
| The Country Programme Action Plan (CPAP) is derived from the UNDP Executive Board approved Country Programme Document. The results chain links the CPAP outputs to the UNDAF outcomes, which are derived from the GoI’s Medium Term Development Plan. The CPAP defines 10 broad outcomes and 37 outputs, with multi-year annual targets, demarcating achievements for the duration of the Country Programme. The evaluation will assess the strength of the results chain by reviewing achievements at the output level and their corresponding contribution to meeting CPAP outcome targets.  The evaluation will assess the quality, quantity and timeliness of progress towards delivering intended results. It will include an assessment of the performance of on-going and recently completed projects and consider lessons learned from annual project reviews, project evaluation and the results of previous annual CPAP review exercises in order to define progress achieved in meeting stated outcomes.  **Outcome Model**  An outcome model (see UNDP Outcome Level Evaluation Guideline: <http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20_Evaluation_2011.pdf> also known as results maps, logic models, programme logics, intervention logics, logical frameworks, theory of change) is a (visual) map of the causal logic of an initiative being evaluated and in this case the CPAP. This outcome model includes a description of what UNDP contributes in its own right, what it contributes with partners, what partners may do independently, and what non-partners might do. Figure 1 below shows CPAP outcome model with 10 outcomes and 37 outputs  Figure 1: Model of UNDP Contribution to Outcome and Impact  External Factors  External Factors  Diminishing UNDP contribution  Contribution 3 (e.g. other UN Agency programme outputs and activities  Contribution 3 (e.g. donor X programme outputs and activities  Contribution 1 (e.g. UNDP programme outputs and activities  Contribution 2 (e.g. government financed outputs and activities  This picture will draw on any work that has been conducted to achieve the target. The following questions should be answered:   * If we were successful in achieving this outcome, what would we actually see happening? * Who would be doing what differently as a result of our programme * Identify projects, programme, policies being undertaken by UNDP, by partners, and by other organization that may contribute to – or be a barrier to achievement of the outcome. These should be listed. The most important ones should then be included in a visual display of the outcome model.   **Evaluation criteria**  The evaluation exercise shall use the standard OECD/DAC Evaluation Criteria for Evaluation of Development Assistance namely: relevance, effectiveness, efficiency, impact and sustainability (For details see pages 168-170 of the Handbook on Planning, Monitoring and Evaluating for Development Results:  **Relevance** concerns the extent to which the programme and its intended output and outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries.  The following types of questions may be asked:   * To what extent is the programme in line with UNDP’s mandate, national priorities, and the requirement of targeted women and men? * How did the programme promote UNDP principles of gender equality, human rights and human development? * To what extend is UNDP’s engagement a reflection of strategic considerations, including UNDP’s role in particular development context and its comparative advantage? * To what extend was UNDP’s selected method of delivery appropriate to the development context? * To what extend was the theory of change presented in the outcome model a relevant and appropriate vision on which to base of the programme?   **Effectiveness:** The extent to which the programme ’s intended results (output or outcome) have been achieved or the extent to which progress toward output or outcome has been achieved  The following types of questions may be asked: .   * To what extent have outcomes been achieved or has progress been made toward their achievement? * How have corresponding outputs delivered by UNDP affected the outcomes, and in what ways have they not been effective? * What has been the contribution of partners and other organization to the outcome, and how effective have UNDP partnership been in contributing to achieving the outcome? * What are the positive or negative, intended or unintended, changes brought about by UNDP’s work? * To what extend did the outcomes achieved benefit women and men equally   **Efficiency:** A measure of how economically resources/inputs (funds, expertise, equipment, time, etc.) are converted to results.  The following types of questions may be asked:   * To what extent has the prgramme outputs resulted from economic use of resources? * To what extend were quality outputs delivered on time? * To what extend were partnership modalities conducive to the delivery of outputs? * To what extend did monitoring systems provide management with a stream of data tha allowed it to learn and adjust implementation accordingly   **Sustainability:** The extent to which the programme continues after external development assistance has come to an end.  The following types of questions may be asked:   * What indications are there that the outcomes will be sustained, eg., through requisite capcities (systems, structure, staff, etc) * To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented? * To what extent are policy and regulatory frameworks in place that will support the continuation of benefits? * To what extent have partners committed to providing continuing support? * How will concerns for gender equality, human rights and human development be taken forward by primarily stakeholders? |

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| **V. Evaluation Questions and Methodology** |
| **Evaluation questions**  Evaluation questions must be agreed upon by the project board that commissioned the evaluation.  The consultant will work in a team to develop list of questions based on the criteria above section and the following broad questions, which are the minimum that need to be addressed in this evaluation:   * Were stated outputs and outcomes achieved? * What progress toward the outcome has been made? * What factors have contributed to achieving or not achieving intended outcomes? * To what extent have UNDP outputs contributed to the outcomes? * Has the UNDP partnership strategy been appropriate and effective? * What factors contributed tp effectiveness and ineffectiveness?   **Methodology**  The team of the evaluators will design a detailed step-by-step work plan that specifies the methods the evaluation will use to collect the information needed to address its purpose and objectives. The overall approach and methodology should ensure the most reliable and valid answers to the evaluation questions and criteria within the limits of resources (for more details see pages 172-177 of Handbook on Planning, Monitoring and Evaluating for Development Results: http://www.undp.org/evaluation/handbook).  The evaluation will consist of three main stages: 1) preparation and planning, 2) in-depth data collection, and 3) analysis and report writing.  ***Preparation and planning stage***  **Desk review of CPAP :** The evaluation team will review the CPAP RRF : 10 outcomes with 45 indicators and 37 outputs with 101 of indicators. This midterm evaluation will focus on the review at outcome level (45 indicators)  Following the desk review, the evaluators will develop an inception report. An evaluation matrix should be included in the inception report and used as a reference in planning and conducting the evaluation. The evaluation matrix should summarize the evaluation design and methodology and should include data sources, data collection, analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated (For details see pages 199-200 of the Handbook on Planning, Monitoring and Evaluating for Development Results).  **Sample Evaluation Matrix (consultants need to elaborate the questions)**   |  |  |  |  |  | | --- | --- | --- | --- | --- | | Criteria/Sub criteria | Questions to be addressed by outcome level evaluation | What to look for | Data Sources | Data Collection methods | | Relevance | Is the programme aligned with national strategies | How does the programme align with national strategies (in specific thematic areas) | UNDP Programme | Desk review of secondary data | | Effectiveness. | Did the programme implementation contribute towards the state outcome | What outcomes does the project intend to achieve? | Project/Programme evaluation report | Desk review of secondary data  Interview | | Efficiency | Has the programme been implemented within deadline and cost estimate  Were UNDP resources focused on the set of activities that were expected to produce significant results?  Was there any identified synergy between UNDP initiatives that contributed to reducing costs while supporting results | Have there been time extensions on the programme?  Are resources concentrated on the most important initiatives or are they scattered/spread thinly across initiatives? | Programme documents  Evaluation reports | Desk Review | | Sustainability | Were the programme designed to have sustainable results given the identifiable risks?  What issues emerged during implementation as a threat to sustainability? | Does / did the programme have an exit strategy?  What unanticipated sustainability threats emerged during implementation? | Programme documents  Evaluation reports | Desk Review |   ***In-depth data collection stage***  **Interview with Key Stake holders**   * The UNDP country office has assigned a programme manager for each outcome to be responsible in managing each outcome. The consultant will interview all the programme managers to get the information needed for the evaluations. The programme managers will use results of the previous two CPAP annual review (2011/2012) as well the ROAR (Result Oriented Annual Report) 2011/2012) as reference for discussion. The consultant will also need to interview chairs of CPAP Outcome Boards: 1) MDG and Poverty, 2) environment and Climate Change, 3) Democratic Governance, 4) Crisis prevention and Recovery. The consultant will also interview selected National Project Director (NPD) to get the information on the achievement of the project and its contribution to the outcome. Also as indicated in figure 1 outcome model above the consultant needs to interview selected donors / development partners and NGOs that are relevance for UNDP activities. The consultant will need to attend focus group discussion (FGD) for each outcome on annual CPAP Review 2013 which will be conducted in November 2013. Chair of outcome board, NPD, Programme/project staff , beneficiaries, and development partners will participate in the FGD and therefore the consultant will be able to get data and information from all of these stakeholders.   **Field visits:** Field visits will be undertaken to at least four selected projects (i.e. one project representing from each the four programme components. The selection of the project to be visited will be discussed with the programme managers.  ***Data analysis and report writing stage***  During this stage, the evaluation team will use the results from the data collected to answer the evaluation questions and criteria. Any additional consultations with key informants can be held at the national level during this stage. A debriefing will be held with project board members to present and confirm findings.  In the evaluation report, findings should be presented as factual statements based on an analysis of the data. They should be structured around the evaluation questions and criteria. Conclusions should be comprehensive and balanced, and highlight both strengths and weaknesses. Recommendations provided should be targeted, practical and feasible. The report should include a discussion on lessons learned, which should be concise and based on specific evidence presented in the report. |

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| **VI. Deliverables / Final Products Expected** |
| At minimum the evaluation team is accountable for the following products:   * Evaluation inception report: An inception report should be prepared by the evaluators before going into the full-fledged data collection exercise. Based on the Terms of Reference, intial meetings with UNDP programme managers and PMEU, and desk review of relevant documents, the evaluators should develop the inception report. The report should include, at minimum, a detailed description of the evaluation purpose and scope, evaluation criteria and questions, methodology, sampling, evaluation matrix, and a revised workplan. * Draft Evaluation report: PMEU of UNDP Indonesia and the CPAP outcome Board will review the draft evaluation report to ensure that the evaluation meets the required quality criteria. PMEU will facilitate presentation of the preliminary findings to get inputs and feedback from the reference group and UNDP . Based on the inputs and feedbacks the consultant will draft the first draft of the evaluation and submit to PMEU for review and get second inputs and feedbacks from reference group and UNDP especially to find if any factual error in the report * Final evaluation report: based on the second inputs and feedbacks the evaluators will revise the first draft and submit to PMEU as the final report. The final report will be reviewed for approval by UNDP senior management.   Review/approval time required to review/approve the outputs prior to authorizing payments:   |  |  |  |  | | --- | --- | --- | --- | | **No** | **Deliverables** | **Payment** | **Due date** | | 1 | Inception report:  - CP Evaluation Approach and Methodology  - Implementation Arrangement  - Evaluation work plan  - Annex 1: Proposed list of respondents  - Annex 2: Proposed agenda | 20% | Day 6 | | 2 | Draft evaluation report and presentation of draft report | 40% | Day 25 | | 3 | Final evaluation report | 40% | Day 35 |   Submit the expected written outputs above in printed and soft versions; MS Word (.doc) format including power point presentation. |

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| ***V*II. Requirements** |
| The evaluation team will consist of one international consultant as team leader and one national as member of the team.  The international consultant should posses the following competencies:   * Experience in monitoring and evaluation including demonstrated experience with program assessments; * A background in development; * Familiarity with monitoring and evaluation techniques including in-depth interviews; focus group discussions and participatory information collection techniques; * Strong analytical skills; * Experience in working with government agencies (central and local), civil society organizations, international organizations, UN Agencies, and Donors. Direct experience working in Indonesia is an asset; * Understanding of policy-making and capacity development issues in Indonesia; * Understanding of Indonesian government systems, especially policy and budget development at the national. * Good interpersonal and cross-cultural communication skills * Ability to work efficiently and independently under pressure, handle multi tasking situations with strong delivery orientation; * Experience in leading evaluation teams. A good team player committed to enhancing and bringing additional value to the work of the team as a whole; * Fluent written and oral English.   The national should possess the following competencies:   * The two consultants should have combination of experiences in monitoring programme / project in the areas of : MDG/ Poverty, Sustainable environment & Climate Change, democratic governance, and Crisis prevention and recovery * Familiarity in in-depth interview; focus group discussion and participatory information collection techniques * Understanding of Indonesian government systems, especially policy and budget development at the national, district and provincial level; * Experience in working with government agencies (central and local), civil society organizations, international organizations, UN Agencies, and Donors. Direct experience working in Indonesia is an asset; * Fluent written and oral English. |

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| **VIII. Recruitment Qualifications** |
| For Team Leader (international consultant)  Education: Master degree or higher in public policy, political science, public administration, economics, regional planning, or other relevant field  Experience: Minimum of 10 years, in design, monitoring, management and evaluation of development projects. Experience working in policy and advocacy works on development issues, particularly in developing countries, experienced in Indonesian context is an advantage.  Specific skills: Ability and experience to lead evaluation teams, and deliver high quality reports  Language Requirements: Excellent command of the English language, spoken and written. Knowledge of Bahasa Indonesia is an asset.  Understanding of cultural and socio-economic context and development challenges in Indonesia.  *For Team member(national consultants)*  Education: Master degree or higher in public policy, political science, public administration, economics, regional planning, or other relevant field  Experience: Minimum of 6 years, in design, monitoring, management and evaluation of development projects. Experience working in policy and advocacy works on development issues  Specific skills: Ability and experience to work in a team, and deliver high quality reports  Language Requirements: Excellent command of the English language, spoken and written. |

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| **IX. Time Frame for Evaluation Process** |
| |  |  | | --- | --- | | **Activities** | **Time Frame** | | Briefing of evaluators | Day 1 | | Desk Review and Finalizing the evaluation design and methods and preparing the detailed inception report | Day 1-5 | | Finalizing the evaluation design and methods and preparing the detailed inception report | Day 6 | | In-country evaluation mission (visit to the field, interviews, questionnaire | Day 7 - 17 | | Preparing the draft report | Day 18 - 23 | | Stakeholder meeting and review of the draft report (for quality assurance) | Day 26 | | Incorporating comments and finalizing the evaluation report | Day 27 to day 35 | |

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| **XI. Implementation Arrangements** |
| The consultant will compose an evaluation team under the supervision of the evaluation manager. The roles of evaluation team and its relations vis-à-vis other evaluation stakeholders are described in the table below and in the management structure.  **Table 1: Key roles and responsibilities in the evaluation process**   |  |  | | --- | --- | | **Person or Organization** | **Roles and Responsibilities** | | CPAP Outcome Board as **commissioner of the evaluation** | * Determine which outcome will be evaluated and when * Provide clear advice to the evaluation manager at the onset on how the findings will be used * Respond to the evaluation by preparing a management response and use of findings as appropriate * Take responsibility for learning across evaluation on various content areas and about evaluations * Safeguard the independence of the exercise * Allocate adequate funding and human resources | | **Quality Assurance (DCD-P and Head of PMEU)** | * Review documents as required and provide advice on the quality of the evaluation and option for improvement | | **Evaluation Manager**: M&E Analyst (PMEU) | * Lead the development of the evaluation TOR * Manage the selection and recruitment of the external evaluators * Manage the contractual arrangements, the budget, and the personnel involved in the evaluation * Provide executive and coordination support to the reference group * Provide the evaluators with administrative support and required data * Liaise and respond to the commissioners * Connect the evaluation team with the wider programme unit, senior management and key evaluations stakeholders, and ensure a fully inclusive and transparent approach to the evaluation * Review the inception report and the draft evaluation report; ensure the final draft meet quality standard | | **Evaluation Team:** One international and one national consultant | * Fulfil the contractual arrangements in line with the United Nations Evaluation Group (UNEG) norms and standards and ethical guidelines; this includes developing an evaluation matrix as part of the inception report, drafting reports, briefing the commissioner and stakeholders on the progress and key findings and recommendations as needed. |   **Figure 1: Proposed management structure for PGSP project evaluation**  **Reference Group**  Directorate of Poverty Alleviation, Directorate of Environment, directorate politic and communication, director for special and disadvantage region of Bappenas  **Commissioner**  PGSP Project Board  **Quality Assurance** (DCD-P and Head of PMEU)  **Evaluation Manager**  (M&E Analyst, PMEU)  **Evaluation Team** Consultants  Team Leader (international)  Team member ( National) |

## Annex 2: Evaluation Inception Report

**PURPOSE OF THIS DOCUMENT**

1. The purpose of this inception report is to outline a framework and propose a work plan for conducting the mid-term evaluation of the UNDP/Government of Indonesia Country Programme (CP) – Country Programme Action Plan (CPAP) 2011-2015.

**BACKGROUND AND UNDERSTANDING OF TASK**

1. **UNDP’s programme:** UNDP under its international mandate and its agreements with the Government of Indonesia (GoI) is implementing a five year country programme which is focusing on the four areas of: achieving MDGs and reducing human poverty; environment and climate change; promoting democratic governance; and supporting crisis prevention and recovery. In our review of the Country Programme Document (CPD) we have found the following statement of overall intention by UNDP in Indonesia: “The overall aim of this country programme is to ensure through support to national efforts for achieving MDGs and sustainable human development that does not leave behind the vulnerable and disadvantaged”. Figure 1 is offered by the evaluation team as a simple visualisation of the programme, and is open for discussion.

Figure 1: Visualisation of the UNDP Programme in Indonesia



1. **The CPD/CPAP and the RPJMN:** UNDP’s Programme in Indonesia is organised within a five year cycle which follows GoI’s own five year medium-term development plan system, as articulated in its *Rencana Pembangunan Jangka Menengah Nasional* (RPJMN or National Five Year Development Plan), currently for 2010 to 2014. Agreement with Indonesia on the programme is through two programming instruments that reflect UNDP’s support for Indonesia’s: The Country Programme Document (CPD) for Indonesia; and the ensuing Country Programme Action Plan (CPAP). Logically, the planning period for both of these documents (2011-2015) lags one year behind Indonesia’s planning cycle in order that UNDP planning can best match Indonesia’s own plans, once GoI has finalised them. We note that since the CPAP was agreed with GoI in late 2010, it has been reviewed and revised on an annual basis; in 2011 and 2012, with proposed further amendments currently being considered in late 2013. We understand that this evaluation can inform the process of programme refinement.
2. **Three overarching systems:** In fact, UNDP’s programming is heavily influenced by three overarching planning systems and associated documents:
   1. GoI’s plans as per RPJMN;
   2. The UN’s broader agreement with Indonesia, the United Nations Partnership for Development Framework, 2011 – 2015 Indonesia (UNPDF); and
   3. UNDP’s own planning frameworks for its global programme as most recently articulated in the UNDP Strategic Plan 2014-2017 (draft).
3. **Results and Resource Frameworks:** UNDP’s planning system includes results and resources frameworks (RRF) for all levels. The UNDP Strategic Plan; the CPD and the CPAP all include RRFs, as do the design documents (Project Documents or Prodocs) for individual programmes and projects. The evaluation team understands that monitoring and reporting systems are in place that run off RRFs at all levels.
4. **Evaluation pitched at CPD/CPAP level:** The TOR calls for this evaluation to be pitched at progress and achievements (or otherwise) at the CPD/CPAP level, and not at the individual programme or project level. The TOR also emphasises that UNDP’s programmes at the CPD/CPAP level cannot be seen in isolation from the broader frameworks as discussed above or the actions and intentions of other players working with GoI. We suggest this is summarised in figure 2, which is open for discussion.

Figure 2: The Programming environment “Umbrella” and this evaluation



1. Figure 2 simply means that this evaluation is primarily aiming at assessing the outcomes and outputs as articulated in the CPD and the CPAP (i.e. the Country Programme). It should be informed by the achievements of the wider activities and intentions of the UN, GoI and other actors, wherever these are strategically important to what UNDP does and wherever UNDP and partners can offer evidence. It is not (and cannot be) an evaluation of the UNDPF or GoI’s RPJMN. Neither is it an evaluation of the achievements or otherwise of individual UNDP programmes or projects.

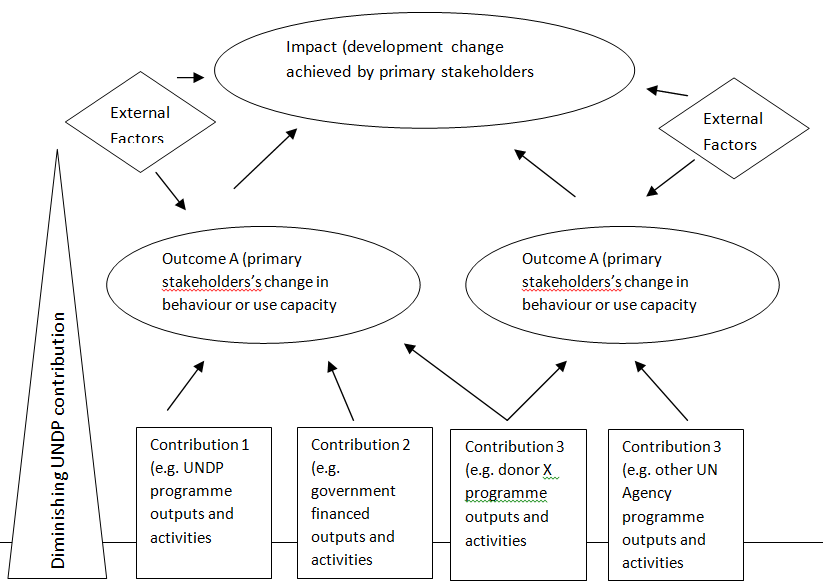
**PURPOSE OF THIS EVALUATION**

1. As per the consultants' Terms of Reference (TOR), the purpose of this evaluation is to conduct “a comprehensive assessment of the progress of implementation of the country programme towards achieving the established outcomes, with the following six objectives:
   1. Review the progress and achievement;
   2. Review of factors influencing the achievement;
   3. Assess the continual relevance of the programme including its strategies and progress towards the delivery of the expected outcomes taking into account the results of the referenda and emerging development challenges;
   4. Identify gaps to be addressed, lessons learnt to be applied, and any modifications to be made in the programme to support the achievement of national development priorities;
   5. Revisit program approach, in order to be consistent with the development framework and propose a roadmap/ action plan for the UNDP Country Office on how to support the achievement of national development priorities over the remaining CPAP period;
   6. Provide key recommendations/directions for the next Country Programme cycle”.

**EVALUATION SCOPE**

1. **Results chain – outcomes and outputs:** The scope of this assignment is as per the Consultant's Terms of Reference. “The Country Programme Action Plan (CPAP) is derived from the UNDP Executive Board approved Country Programme Document. The results chain links the CPAP outputs to the UNDAF outcomes, which are derived from the GoI’s Medium Term Development Plan. The CPAP defines 10 broad outcomes and 37 outputs, with multi-year annual targets, demarcating achievements for the duration of the Country Programme. The evaluation will assess the strength of the results chain by reviewing achievements at the output level and their corresponding contribution to meeting CPAP outcome targets.
2. The evaluation will assess the quality, quantity and timeliness of progress towards delivering intended results. It will include an assessment of the performance of on-going and recently completed projects and consider lessons learned from annual project reviews, project evaluation and the results of previous annual CPAP review exercises in order to define progress achieved in meeting stated outcomes”.
3. **UNDP contribution model:** Our TOR offers a generic “Model of UNDP Contribution to Outcome and Impact”, which is included below as figure 3 and is from UNDP’s Guidance on Outcome Level Evaluation. It provides a conceptual framework for thinking about evaluation at this higher level and illustrates the evaluation scope. We include it here for reference in understanding how UNDP’s work has a lot to contribute at the individual programme output and activity level, and increasingly less as we move into achieving outcomes and impacts, where increasingly outcome and impact are the results of the aggregate efforts of a wider range of players. External factors clearly need to be identified where they are significant. We hope that UNDP is able to articulate external factors as well as to point the evaluation team towards an appreciation of the contributions of others.

Figure 3: Model of UNDP contributions to outcome and impact



1. **Mapping UNDP Indonesia’s Programme:** The inclusion of Figure 3 in our TOR is actually calling for a mapping of what UNDP is doing in Indonesia. While we agree with the underlying notions of decreasing contribution and increasing aggregation of effort to attain outcomes and ultimately impact, this diagram does not offer a particularly useful or simple visualisation tool. We have undertaken an initial mapping exercise on two levels. One is a spreadsheet comparison of UNPDF, CPD and CPAP outcomes, a summary of which is given as Annex 1 and which we will develop as the evaluation progresses. The other is a simple visualisation of UNDP’s programme in Indonesia which we have already used in preliminary discussions with UNDP programme staff and offer for further discussion. The summary at overall programme level is provided as Figure 4. Subsidiary visualisations are being developed for programme areas. These tools will (inter-alia) help to inform on the notion of “sufficiency” i.e. the aggregation of efforts at any level to be sufficient to achieve the intentions of the next level up.

Figure 4: Visualisation of UNDP's Programme at CPAP Outcome Level



**EVALUATION APPROACH AND METHODOLOGY**

1. **Mid-term evaluation brings additional opportunities:** End of programme or final evaluations draw lines under programmes. They attempt to assess crucial long-term benefits or impacts, either already achieved or likely to be achieved, the latter under-laid with sometimes relatively subjective judgments on sustainability. Implementers and managers are left with judgments of success, partial success or failure (with which they may or may not agree). Mid-term evaluation, by contrast, allows those whose programmes are being evaluated to be more pro-active (this one is not considering impact). Implementers have the opportunity to demonstrate success and acknowledge shortcomings with the understanding that they still have time to build on achievement and address problems. We will make this clear to all respondents and hope they are able to see the point of this approach.
2. **Sampling:** By necessity this evaluation needs to sample documents, interviews and visits. The following sub-sections cover this.

Sampling documents

1. **Preliminary review of strategic documents:** The team has undertaken a desk study of the following key documents which we consider to be essential reading:
   1. The UNDP Country Programme Document 2011-2015 as issued by UNDP New York;
   2. The Country Programme Action Plan 2011-2015 as agreed between UNDP and GoI in Jakarta in late 2010 including its Results and Resources Framework;
   3. The CPAP Results and Resources Framework update as provided by UNDP which includes changes made as a result of review in 2011 and 2012 and proposed changes for 2013;
   4. The draft UNDP Strategic Plan 2014-2017 together with its RRF;
   5. Results as recorded in UNDP Indonesia’s Result Oriented Annual report for 2012 (review of this is on-going and ROAR will be used as a resource for the evaluation); and
   6. The United Nations Partnership For Development Framework 2011- 2015 for Indonesia.
2. **Which version of CPAP is relevant?** It is not unusual for programming intentions to change during a programming cycle. The CPAP RRF has been revised twice since its introduction. Currently UNDP staff are operating against the RRF agreed at the end of 2012. Logically this is the most relevant document for assessing what UNDP is now doing and our discussions with UNDP staff and other colleagues will use this framework as the starting point, noting in particular the associated targets for 2013. Nevertheless it is important for this evaluation to understand what has changed since the CPAP was introduced in 2010. This means understanding what was achieved and has since been discontinued because it is no longer necessary or has no more funding, and what ceased because it failed or became impossible to achieve objectives. We will use previous versions of the CPAP RRF to elucidate this and request, as per our suggestion in paragraph 13, that UNDP staff are very frank in addressing these issues.
3. **CPAP in the light of CPD:** We interpret the focus of this evaluation to be the CPD/CPAP level of programming. We note that there are differences in statements made in the CPD and the CPAP (please see the right hand column of Annex 1). We do not yet know whether these differences are critical, but do understand that programme managers organise their work against the CPAP rather than the CPD. Furthermore we understand that the CPD is in effect a preliminary document to help in formulating the more substantial CPAP. We will analyse the differences between the two documents as appropriate for identifying issues relating to the criteria for this evaluation.
4. **CPD/CPAP in the light of other strategic frameworks:** Clearly the RPJMN forms an essential backdrop to this evaluation. We are not evaluating the RPJMN, but we do need to assess UNDP’s contribution to it to date. Our discussions with GoI, particularly Bappenas, will be approached from this perspective. Similarly we will examine UNDP’s country programme in the light of the intentions of the UNPDF and this will likely involve discussions with a sample of strategically responsible personnel from other UN agencies in Jakarta. We will take UNDP advice on which agencies will be most useful to approach. We request advice from UNDP senior management as to the extent that it would useful to examine CPD/CPAP in the light of UNDP global policy and strategic frameworks. Please also see paragraphs 24ff below on sampling of respondents. We welcome suggestions as to additional strategic level documentation that the team should consult.
5. **Individual programme/project register and materials:** The team has constructed a spreadsheet register of projects and programmes that have been implemented during the current CPAP period. This register is an important baseline for our work and is currently incomplete. We request update and additions from UNDP including projects completed, under implementation and planned as a result of the current CPAP. The spreadsheet includes project names, acronyms, responsible UNDP units, implementing partners, start and finish dates and notes whether mid-term or final evaluations have been undertaken.
6. **Evaluation reports:** The team is currently in receipt of evaluation documents for the following projects, all of which will be used as sources of information for this evaluation[[2]](#footnote-2):
   1. Aceh Governance Transformation Programme (AGTP);
   2. Nias Islands Transition Project (NITP);
   3. Provincial Governance Strengthening Programme (PGSP);
   4. MDP Support to Indonesia’s Democratic Elections (E-MDP);
   5. Technical Support to Rehabilitation and Reconstruction Completion and Continuation Coordination (TS-R2C3);
   6. Strengthening Community-based Forest & Watershed Management (SCBFWM);
   7. Barriers Removal to the cost-effective development of energy Efficiency Standards and Labelling (Multi-country) (BRESL);
   8. Peace Through Development (Phase 1) (PTD);
   9. Safer Communities through Disaster Risk Reduction in Development (SCDRR);
   10. Tsunami Recovery Waste Management Programme (TRWMP); and
   11. Rural Roads Programme (RRP – implemented by ILO with funding channelled through UNDP).
7. We understand that other evaluation reports may be available and request provision of a full-set of all project level evaluations undertaken during the current CPAP period. The purpose of obtaining and using evaluation reports is not to revisit programme or project evaluations, but to use them as a resource showing where individual programmes and projects have contributed (or otherwise) to relevance, effectiveness, efficiency and sustainability of UNDP’s programme during the current planning period. They will also be useful to identify generic issues for inclusion in our report.
8. **Sampling of other project material:** As discussions progress we will selectively request additional project materials as part of our data sampling. We cannot state which projects this will be at this stage, but we will base this on discussions with UNDP Programme Managers on the basis of determining which projects have a) contributed extensively to higher level outcomes and outputs; or b) been difficult to implement and achieve results, the emphasis in both cases being to find out “why”. Project materials to be requested may include:
   1. Prodocs;
   2. Higher level reports, particularly of an annual nature;
   3. Thematic evaluations if they have been conducted;
   4. Documentary outputs of high strategic value that could include policy and strategy documents produced for or with partners or audio visual material;
9. Unless convinced otherwise we will not read quarterly management reports (QMRs) or Internal Project Assurance Reports (IPAR). The evaluation team is grateful for the volume of material that has been provided to date. As the evaluation progresses, further documentation will be requested through UNDP. Secondary data collection will be augmented with materials to be provided by key respondents in GoI as the evaluation progresses.

**Sampling interviews**

1. **Initial meetings in UNDP:** We have already undertaken initial meetings with senior UNDP managers, as follows:
   1. With PMEU as a preliminary for planning meeting for the evaluation;
   2. With the UNDP Deputy Director and Unit Heads (or their delegates) in which the Deputy Director set the scene for the evaluation, the evaluation team responded and Unit Heads offered their initial thoughts and asked questions;
   3. With each Unit Head and most of the Programme Managers at which the evaluation team presented its view of the task, requested time and resources of programme managers for further detailed meetings, received overview information of unit programmes and discussed sourcing of data. These meeings were with each unit separately. We stressed that detailed work in this evaluation is subject to the approval of this inception report by UNDP Indonesia Senior Management.
2. **Detailed meetings with all programme managers:** We have requested meetings for the week beginning 18th November and consider it essential we meet all programme managers. These meetings will hone down on the following information which we have already requested:
   1. Key evidence for attainment of CPAP outcomes;
   2. Key evidence for attainment of CPAP outputs;
   3. Brief statements of measures against indicators for each programme output and outcome;
   4. Discussion of where missing, external data may be obtained;
   5. Determination of key colleagues external to UNDP Jakarta who should be consulted; and
   6. Brief discussion of where strategic data collection may require provincial visits.
3. If time is insufficient in these detailed meetings we will request follow-up opportunities.
4. **Sampling of respondents external to UNDP:** As discussed immediately above we will sample a range of respondents external to UNDP Jakarta. They will include colleagues from GOI, other UN agencies and other development partners and may include project staff. They will be chosen on the basis of one or more of the following criteria:
   1. Their key involvement in working at the strategic decision making level in achieving (or otherwise) CPD/CPAP outcomes and outputs;
   2. Their key involvement in the production of strategic or policy material or in the design and implementation of strategic initiatives;
   3. Their key involvement in external programmes which are either essential to the achievement of UNDP’s aims or are dependent on UNDP outcomes for their own needs;
   4. Their key involvement as civil society partners to UNDP (and GoI) in the achievement of CPD/CPAP outcomes or outputs.
5. We note that this sampling will need to be quite selective, given the time available. We request that as UNDP and GoI work through the 2013 review of CPAP that the evaluation team be invited to attend the Outcome Board meetings, to the extent that they are organised during the independent evaluation period.

**Sampling of visits outside Jakarta:**

1. **Only absolutely essential visits:** We do not yet have a definite itinerary request for visits outside of Jakarta. We suspect in any case that there will not be time for extensive travel given the volume of work required in the capital and suggest that locations that require extensive travel time should be avoided.
2. **Existing and missing information:** We can already offer provincial perspectives from relatively recent evaluations in which we have participated. These cover the provinces of NTT, Bangka-Belitung, Aceh and Gorontalo. Two of these have examined the UNDP’s work in the Democratic Governance area and two in Crisis Prevention and Recovery. There are also more evaluation documents available for these areas. Logical priorities on a selective basis would therefore be in Environment and MDG’s/Poverty Reduction. We will further discuss these priorities with Unit Heads and Senior Management. We are also open to suggestions as to key provincial players who have been champions for UNDP/GoI programmes wherever they may be.

**Other issues for methodology**

1. **Data analysis:** The Team will undertake regular reflection sessions during the evaluation. The purpose of these sessions is to ensure that the Team members have the opportunity to share what they have learned and to establish further data needs on an ongoing basis. Data will be compiled as the evaluation progresses. The key evaluation questions and sources of information are given in Annex 2 – Evaluation Matrix[[3]](#footnote-3). Where appropriate and available analysis of quantitative data will be undertaken and we have already asked programme managers to be looking for such information. As an example we have already accessed poverty data from the Indonesian Centre of Statistics.
2. **Feedback:** Opportunity for participative feedback will be arranged with Unit Heads and Programme Managers after data has been collected. This will give the evaluators the opportunity to present and test their initial findings and recommendations. The Team will also make a Powerpoint presentation to key stakeholders in Jakarta, in a Reference Group meeting to be organised by UNDP.
3. **Report preparation:** The draft evaluation report will be prepared for presentation to UNDP and the Project Board. The final phase in Jakarta, i.e. after the presentation of preliminary findings will also be an opportunity to gather any further information needed from national agencies and from UNDP, thus contributing to the draft evaluation report. UNDP will organise the Reference Group and Board participation in discussions and commenting as required. The final evaluation document will be prepared to accommodate comments, suggestions and additional information provided and will be to the format and content as stipulated in the TOR.

**IMPLEMENTATION ARRANGEMENTS**

1. The Evaluation Team is responsible for the approaches, methods and questions to be used in the evaluation (subject to UNDP approval). The Team has discussed the conduct of the evaluation exercise in detail with UNDP staff and rely on UNDP programme staff to provide introductions to the stakeholder agencies and their staff and logistical support for any visits outside of Jakarta. To date this support has been satisfactorily forthcoming and the Team is grateful for it.

**EVALUATION WORK PLAN AND SCHEDULE**

1. The following table shows the overall work-plan and schedule:

| Date | Activity | Location | Notes |
| --- | --- | --- | --- |
| 11/11/13 | Commencement of evaluation . Meeting with PMEU | Jakarta | Completed |
| 11-15/11/13 | Reading strategic documentation | Jakarta | Completed |
| 12/11/13 | Meeting with Deputy Country Director and Unit Heads | Jakarta | Completed |
| 14/11/13 | Initial meetings with all Unit Heads and most Programme Managers | Jakarta | Completed |
| 16-19/11/13 | Further reading, preparation of inception report | Jakarta – Bangka Belitung | To be conducted |
| 18-22/11/13 | Meetings and interviews with UNDP Programme Managers | Bangka Belitung - Jakarta | To be conducted |
| 25-29/11/13 | Meetings with GOI and other counterparts | Jakarta | To be conducted |
| 2-6/12/13 | Meetings with GOI and other counterparts. Optional field visits | Jakarta/provinces? | To be conducted |
| 9/12/13 | Presentation of initial findings | Jakarta | To be conducted |
| 11-20/12/13 | Preparation of draft report | Home base | To be conducted |
| January | Opportunity for UNDP/stakeholder comment and feedback | Jakarta | To be conducted |
| End January | Final report | Home base | To be conducted |



## Annex 3: Evaluation Matrix

| **Criteria and questions from TOR** | **Further questions to be addressed by outcome level evaluation that elucidate questions from TOR** | **What to look for** | **Data Sources[[4]](#footnote-4)** | **Data Collection methods** |
| --- | --- | --- | --- | --- |
| **RELEVANCE** | | | | |
| **Relevance concerns the extent to which the programme and its intended output and outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries.** | | | | |
| **To what extent is the programme in line with UNDP’s mandate, national priorities, and the requirement of targeted women and men?** | Is the programme aligned with national strategies? | How does the programme align with national strategies (in specific thematic areas) | RPJMN/CPAP/CPD. Senior GoI respondents and UNDP programme staff | Desk review. Interviews Outcome board meetings. |
|  | In particular, how well do the CPD/CPAP link with the RPJMN? What steps is UNDP taking consult with GOI on the next RPJMN? | Links at outcome level with GoI stated aims | RPJMN/CPAP/CPD. Senior GoI respondents and UNDP programme staff | Desk review. Interviews Outcome board meetings. |
|  | Is the programme aligned with the UNPDF? | Links at outcome level with UNPDF stated aims. Links with programmes of other UN agencies | UNPDF and selected documents from other agencies/CPAP/CPD. Senior staff from other UN agencies and UNDP programme staff | Desk review. Interviews |
|  | Does he programme fit within UNDP mandate, strategies, policies, approaches e.g. UNDP’s global approach to “Policy”, “Capacity” and “Practice”. | Links between RRF of CPD/CPAP and UNDP strategic documents | UNDP Strategic Plan to 2013 and 2014 - 2017 (draft)/CPAP/CPD. UNDP senior management. | Desk review. Interviews |
| **How did the programme promote UNDP principles of gender equality, human rights and human development?** | How is the UNDP programme ensuring that it is targeting vulnerable people including women, children and disadvantaged groups? Which human rights does the UNDP programme specifically address and has there been improvement? | Evidence that cross cutting issues are addressed in design and implementation | Programme documents on gender equality, human rights and human development. CPAP/CPD. UN Programme Managers. Evaluation reports. | Desk review. Interviews |
| **To what extent is UNDP’s engagement a reflection of strategic considerations, including UNDP’s role in particular development context and its comparative advantage** | What is UNDP's comparative advantage? What value does it add to the achievement of development outcomes by partners? To what extent are UNDP partnership approaches appropriate or relevant to the achievement of Indonesia current development aims? E.g. partnership with planning and policy agencies, sub-national agencies; service delivery agencies? How were priority provinces determined? | The special contributions that UNDP makes in reference to relevance to the overall strategic framework. | UNDP staff. Respondents from GoI and other agencies | Interviews |
|  | Is it appropriate for UNDP to largely choose its partners from among planning agencies if it wishes to improve service delivery? Could UNDP improve its impact on service delivery by investing more resources into technical ministries? | The extent to which the approach promotes service delivery | UNDP staff. Respondents from GoI and other agencies. Evidence from projects. Evaluation reports. | Interviews. Desk review. |
| **To what extent was UNDP’s selected method of delivery appropriate to the development context?** | What delivery methods does UNDP use? Is this NIM/DIM, or are there other special delivery methods and strategies that UNDP can articulate? How does UNDP form partnerships and what are their special characteristics? | Evidence that partners find UNDP’s modus operandi relevant and appropriate to their work | UNDP programme managers. GOI respondents and from other partner organisations | Interviews |
| **To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base of the programme?** | Is there a clear theory of change? Is there a theory of change, outcome model or results chain inherent in the CPAP? What does it look like? Can UNDP articulate it? If so, how does it work? How do the dots join at the outcome level? | Coherence in programme design. Sufficiency between levels. Dependencies between work of UNDP and others. | CPD/CPAP. UNDP programme managers and unit heads. | Desk review. Interviews. |
| **EFFECTIVENESS** | | | | |
| **The extent to which the programme ’s intended results (output or outcome) have been achieved or the extent to which progress toward output or outcome has been achieved** | | | | |
| **To what extent have outcomes been achieved or has progress been made toward their achievement?** | Did the programme implementation contribute towards the stated outcomes? What evidence can UNDP offer that programmes are achieving outcomes? What GOI data, published or otherwise is available to substantiate outcome achievement? Can we see improvements in achievements of MDGs and HDI? What is UNDP doing specifically to accelerate Indonesia’s achievements? | Concrete evidence that UNDP is contributing towards Indonesia’s achievements. | GOI data sources. UNDP programme managers. GOI respondents. Evaluation reports. | Interview. Desk review. |
| **How have corresponding outputs delivered by UNDP affected the outcomes, and in what ways have they not been effective?** | To what extent has each programme area achieved progress against its outputs indicators and targets for 2013? What is late and why? (Please give us evidence). What is impossible to achieve? And why? (Please give us evidence). What has been achieved? And why? (Please give us evidence). | Indicator by indicator summary of what has happened – accumulative to 2013. | CPAP. UNDP data sources. UNDP programme managers. . GOI respondents. Evaluation reports. | Interview. Desk review |
| **What has been the contribution of partners and other organization to the outcome, and how effective have UNDP partnership been in contributing to achieving the outcome?** | For each programme outcome and output, who else has been required to contribute and what have they contributed? (Focusing on the crucial contributions). | The linkages required to make things happen. | UNDP programme managers. . GOI respondents. | Interview |
|  | How do the programme managers think that they have supported the partners? What particular aspects of UNDP’s partnership approaches have been effective? And which haven’t? In particular what cooperation between programme areas and between UN Agencies contributed to the achievements of either CPAP outcomes or UNPDF outcomes? | How partnership promotes effectiveness (or otherwise). Evidence of the cross-programme links between UNDP programmes and with other UN agencies. | UNDP programme managers. Senior staff from other UN agencies | Interview |
| **What are the positive or negative, intended or unintended, changes brought about by UNDP’s work?** | Nothing to add to this question. | The answer to his question usually emerges after analysis | Various | Analysis of all responses on effectiveness |
| **To what extent did the outcomes achieved benefit women and men equally** | What evidence do programme areas offer to prove that they have benefitted women and men equally? Do they have disaggregated data on training and capacity development events? | Equity/equality in programme delivery and achievement of outputs/outcomes. | UNDP programme managers. Programme documentation. Discussions with senior female GOI officers. | Interviews. Desk review. |
|  | Can we have data on: a) Percentage of women in elected bodies (DPR-RI/DPRD); b) Percentage of women at echelon 1 and 2 levels in national and sub national agencies; c) Percentage of women who are elected leaders? | Evidence that the environment for women to be leaders and senior administrators is improving (or not). | GOI data sources. | Desk review. |
|  | How many programmes have gender strategies? When where they introduced?  What are the features of these strategies that best address gender equity? Can programmes prove results from gender strategies? | Evidence of quality thought and preparation for gender approaches within programmes. | UNDP programme managers. Discussions with GOI officers. Gender strategy documents. | Interviews. Desk review. |
| **EFFICIENCY** | | | | |
| **A measure of how economically resources/inputs (funds, expertise, equipment, time, etc.) are converted to results.** | | | | |
| **To what extent has the programme outputs resulted from economic use of resources?** | Has the programme been implemented within deadline and cost estimates? Were UNDP resources focused on the set of activities that were expected to produce significant results? | Have there been time extensions on the programme? Are resources concentrated on the most important initiatives or are they scattered or spread thinly across initiatives? | Programme documents  Evaluation reports | Desk Review |
|  | Can we have consolidated tabular data showing expenditure by year on each output?  Where do programme managers feel that financial and human resources have been used most efficiently to achieve outputs? Where have they not been? | A broad understanding of the financial parameters of UNDP’s Indonesia programme. A frank appraisal by managers of where there is value for money. Interviews. Data analysis. | ATLAS data (but someone has to summarise). UNDP programme managers | Data analysis. Interviews. |
| **To what extend were quality outputs delivered on time?** | Were outputs of good quality quality? For each programme area, what have been the most problematic in terms of delivering on time? | Funding or procurement bottlenecks. | UNDP and GoI respondents. Are there financial records that record late delivery? | Interviews. |
| **To what extend were partnership modalities conducive to the delivery of outputs?** | We feel this question has largely been covered in both relevance and effectiveness questions above. To the extent this informs efficiency issues the answers to the questions above will suffice. However see additional questions below. | N/A | As per relevance and effectiveness questions | As above. |
|  | Can each programme manager summarize briefly the fund channelling mechanisms used? Where Letters of Agreement have been used, have they been effective and efficient? Will UNDP be able to use LoA in the future? | Efficiency of funding mechanisms. Evidence of thought about new funding modalities. | UNDP programme managers and senior management | Interviews |
|  | Under what circumstances can/does UNDP operate not using a national implementing agency? What are the success and constraints of using this mechanism? (DIM) | Clarification on NIM/DIM | UNDP senior management, heads of unit | Interviews |
|  | Was there any identified synergy between UNDP initiatives that contributed to reducing costs while supporting results? Can programme managers provide evidence that efficiencies have been made through collaboration: a) Between units/projects? b) With other UN Agencies? c) With other agencies? | Evidence of efficiency through collaboration. The whole being more than the sum of the parts. | UNDP programme managers. Senior staff from other UN agencies. | Interviews |
| **To what extend did monitoring systems provide management with a stream of data that allowed it to learn and adjust implementation accordingly** | What mechanisms does UNDP use to adjust its programme at CPAP programme areas and project levels? Is there a regular process for review internally in UNDP? Have the outputs/outcomes Boards provided an opportunity for senior management in UNDP and GOI to have accurate and quality information on which to base programme decisions? | Nexus between reporting and governance. | UNDP senior management, heads of unit. GOI respondents. CPAP review documents. | Interviews. Desk review. |
|  | Does reporting information get aggregated within and across programme areas? If so how is this done and by whom. | Evidence that information goes up the system and decisions go back down and that these flows are documented. | Monitoring and reporting staff. Summary reporting information. | Interviews. Desk review. |
| **SUSTAINABILITY** | | | | |
| **The extent to which the programme continues after external development assistance has come to an end.** | | | | |
| **What indications are there that the outcomes will be sustained, eg., through requisite capacities (systems, structure, staff, etc)** | What would indicate for each outcome that UNDP support would no longer be required? Do the indicators used in CPAP encapsulate sustainability? Similarly for output level is there evidence that partner agencies no longer need UNDP support? (this may be only for elements of programmes) What does this imply for future work of UNDP? | Evidence that sustainability issues are being monitored. Evidence that sustainability has been achieved. | High level reports. CPAP review. UNDP managers. GOI respondents. | Interviews. Desk review. |
| **To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented?** | Were the programmes designed to have sustainable results given the identifiable risks? For each project is there evidence of an exit strategy? (=sustainability?) Is this formal or informal? If formal, can we have evidence? If informal, please describe. Is there evidence that UNDP has in place an overall sustainability strategy? Where is this documented and how is it implemented? | Evidence that sustainability issues are being managed. Evidence of exit strategies | CPAP review. UNDP managers. GOI respondents. | Interviews. Desk review. |
| **To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?** | For each programme area, what are the crucial policies or regulatory frameworks that are (or should be) in place? Where is the evidence? How are government agencies using these frameworks? (This is an outcome level question). How much has UNDP contributed to these instruments? | Evidence of sustainability through frameworks being legally in place. | GOI policy, regulatory, guidance documentation. Conformation through discussion on UNDP role. | Desk review. Some interview. |
| **To what extent have partners committed to providing continuing support?** | Can we see evidence of GOI (or other partners) commitment to follow up work from UNDP programme areas (e.g budget 2014)? | Financial allocation for follow up | GOI draft budgets for 2014 (would these be made available?) | Desk review. |
| **How will concerns for gender equality, human rights and human development be taken forward by primarily stakeholders?** | What formal strategies have partners develop to gender equality, human rights and human development? | Evidence of ongoing strategies | GOI respondents. UNDP programme managers. Documents. | Desk review. Interview. |
|  | What issues emerged during implementation as a threat to sustainability? Are there areas where sustainability is simply not possible? Why? And what is UNDP’s going to do about this? | Frank discussion on viability of future programming areas | UNDP staff. GOI respondents. Evaluation reports | Interview. Desk review. |
|  | How do UNDP and partners approach knowledge management? Do programmes maintain a consistent approach to this? What are considered to be examples of good and poor practices in this area? To what extent is documentation offered in two languages? Do UNDP reports regularly get sent to sub-national partners? How do partners use UNDP knowledge products? | UNDP’s approach to managing and disseminating knowledge | Program documents. UNDP programme staff. GoI staff. | Interview. Desk review |
|  |  |  |  |  |

## Annex 4: Persons & Agencies Consulted

**Phase 1**

**JAKARTA**

|  |  |  |  |
| --- | --- | --- | --- |
| **Time** | **Activity** | **Venue** | **CPAP outcome** |
| **Thursday, 14 November 2013** | | |  |
|  | **Initial Discussion with UNDP Crisis Prevention & Recovery Unit**  Kristanto Sinandang*(UNDP- Assistant Director, Head of CPRU)*  Malikah Amril (Programme Manager DRR, CPRU) | UNDP Office, Menara Thamrin | CPRU  Outcome: 4.1, 4.2, 4.3 |
| 10:00– 12:00 | **Initial Discussion with UNDP Democratic Governance Poverty Reduction Unit (DPGRU)**  Nurina Widagdo *(UNDP- Head of Environment DGPRU)*  Muhammad Husain *(UNDP- Programme Manager -DGPRU)*  Syarif *(UNDP- Programme Manager -DGPRU)* | UNDP Office, Menara Thamrin | DGPRU  Outcome: 3.1, 3.2, 3.3 and 1.1 |
| 15:00-16:30 | **Initial Discussion with UNDP Environment Unit**  Budhi Sayoko *(UNDP- Head of Environment Unit)*  Tomoyuki Uno *(UNDP- Programme Manager)*  Iwan Kurniawan *(UNDP- Technical Officer for NRM)*  *Matthieu Lux (UNDP- Monitoring & Reporting Officer)* | UNDP Office, Menara Thamrin | Environment Unit  Outcome: 2.1, 2.2, 2.3 |
| **Monday, 18 November 2013** | | |  |
| 09:45-11:00 | Tomoyuki Uno *(UNDP- Programme Manager –Environment Unit)* | UNDP Office | 2.3 |
| 11:45-12:30 | Anton Sri Probiyantono *(UNDP- Environment Unit)* | UNDP Office | 2.3 |
| 13:30-14:45 | Verania Andria *(UNDP- Programme Manager –Environment Unit)* | UNDP Office | 2.2 |
| 16:00-17:30 | Iwan Kurniawan *(UNDP- Technical Officer for NRM, Environment Unit)* | UNDP Office | 2.1 |
| **Tuesday, 19 November 2013** | | | |
| 09:00-10:45 | Siprianus Bate Soro *(UNDP-Programme Manager CPRU)* | UNDP Office | 4.2 |
| 11:15-13:00 | Maya *(UNDP -CPRU) Outcome 4.1* | UNDP Office | 4.1 |
| 14:00-16:30 | Syarif *(UNDP- Programme Manager -DGPRU)* | UNDP Office | 1.1 |
| 16:45-17:30 | Andrys, Titin (UNDP-SCDRR Project Team) | UNDP Office | 4.3 |
| **Wednesday, 20 November 2013** | | |  |
| 09:00-13:00 | Muhammad Husain *(UNDP- Programme Manager -DGPRU)* | UNDP Office | 3.1, 3.3 |
| 15:15-16:15 | Budiati Prasetiamartati *(UNDP-Programme Manager DGU- DGPRU)* | UNDP Office | 3.2 |
| **Monday, 25 November 2013** | | | |
| 16:00-17:30 | **CPAP Mid Term review- Inception Report Presentation & Discussion**  Beate Trankmann *(UNDP Indonesia- Country Director)*  Stephen Rodriguez *(UNDP Indonesia-Deputy Country Director Programme)*  Kristanto Sinandang*(UNDP- Assistant Director, Head of CPRU)*  *Budhi Sayoko (UNDP- Head of Environment Unit, UNDP)*  Syarif *(UNDP-Programme Manager, representing the Head of DGPRU )*  *Teuku Rahmatsyah (UNDP- Head of Planning, Monitoring and Evaluation Unit)*  *Sirman Purba (UNDP-Planning, Monitoring and Evaluation Unit)* | UNDP Office | Overall CPAP |
| **Thursday, 28 November 2013** | | | |
| 14:00-15:30 | Hester Smidt *(UNDP- Monitoring & Reporting Officer- CPRU)*  Matthieu Lux *(UNDP- Monitoring & Reporting Officer- Environment Unit)* | Menara Thamrin | Overall UNDP |
| **Thursday, 07 December 2013** | | | |
| 10:15-11:45 | Syamsul Tarigan (UNDP- NPM Peace Through Development-Disadvantages Areas (PTD-DA))  Maja (UNDP- CPRU)  Adrian (staff KPDT) | PTD Office | 4.1 |
| **Thursday, 15 December 2013** | | |  |
| 14:00-15:30 | **Teleconference:**  Stephen Rodriguez *(UNDP-Deputy Country Director Programme)*  Teuku Rahmatsyah *(UNDP- Head of Planning, Monitoring and Evaluation Unit)*  Sirman Purba *(UNDP-Planning, Monitoring and Evaluation Unit)* | teleconference | Overall UNDP & CPAP |
| **Monday, 16 December 2013** | | | |
| 09:15-17:30 | CPAP Review Meeting (FGD) –Environement Unit (and 2.3) | Santika Bogor | Environment Unit & 2.3 |
| **Tuesday, 17 December 2013** | | | |
| 09:00-13:00 | CPAP Review Meeting (Plenary) – Environment Unit (and 2.3) | Santika Bogor | Environment Unit & 2.3 |
| **Wednesday, 08 January 2014** | | |  |
| 14:00-15:15 | CPAP Review Meeting – on DRR (outcome 4.3) | Sari Pan Pasific | 4.3 |

**Phase 2**

**JAKARTA**

|  |  |  |  |
| --- | --- | --- | --- |
| **Time** | **Activity** | **Venue** | **CPAP outcome** |
| **Friday, 14 February 2014** | | |  |
| 11:30-13:00 | Drs. Sigit Padmono (BNPB- Head of Sub-Directorate CSO)  Ms. Lina (BNPB- Head of Sub-Directorate of Mitigation)  Danar (Ms. Lina’s staff) | BNPB Tanah Abang Office | 4.3 |
| 16:00-17:30 | Mr. Avianto Muhtadi, (Head of DRR National Platform, Head of Disaster Management and Climate Change Agency of the Nahdlatul Ulama) | Nahdlatul Ulama Office | 4.3 |
| **Thursday, 13 February 2014** | | | |
| 09:20-11:00 | Kuswiyanto *(BAPPENAS- Head of Sub Directorate of Disaster Prone Area)* | BAPPENAS Office | 4.3 (and 3.2) |
| 10:40-11:45 | Ms. Agustin Yanna *(BAPPENAS- Head of Multilateral (UN Family) Section)* | BAPPENAS Office | Overall outcomes |
| **Friday, 14 February 2014** | | | |
| 09:15-10:35 | M. *Miqdad* *(Director of Institut Titian Perdamaian)* | ITP Office | 4.1 |
| 11:30-12:30 | Malikah Amril (Programme Manager DRR, CPRU) | UNDP | 4.3 |
| 14:00-14:45 | Hartono *(Ministry of Home Affair, Dirjen PUM, Kasubdit. Prevention & Disaster Management)* | PUM Office | 4.3 |
| 16:30-17:45 | Lulu Muhammad *(UNDP- DR4 National Project Manager)* | UNDP | 4.2 |
| **Tuesday, 18 February 2014** | | | |
| 15:00-16:00 | Heracles Lang *(REDD+ Task Force; Pilot Province Working Group)* | REDD+ Task Force Office | 2.3 |
| **Wednesday, 19 February 2014** | | | |
| 16:00-17:00 | Mr. Bambang Sulistyanto, *(BNPB, Deputy3-Reconstruction & Recovery, NPD for DR4 -> Note: since Jan’14 had been moved as Deputy Logistic & Equipment)* | BNPB Office, Djuanda | 4.2 |
| 18:15-19:15 | Mr. Ade Suwargo *(UNDP - Partnership Development Specialist)* | Aryduta | Cross outcomes |
| **Thursday, 20 February 2014** | | | |
| 09:30-11:00 | Suprayoga Hadi, *(Deputy Minister for Development of Special Regions, KPDT)* | KPDT KuninganOffice | 4.1; overall UNDP |
| 14:00-15:00 | Dadang. Dadang Rizki Ratman, *(BAPPENAS -Director, Dir. Religion, Culture, Sports & Youth)* | BAPPENAS | 1.1 |
| 16:30-17:15 | Budiati Prasetiamartati (previous UNDP Programme Manager for Decentralisation Governance) | Ratu Plaza | 3.2 |
| **Friday, 21 February 2014** | | |  |
| 15:15-15:45 | Mr. Alvon Kurnia *(Yayasan Lembaga Bantuan Hukum Indonesia/YLBHI - Indonesia Legal Aid Foundation)* | YLBHI Office | 3.1 |
| **Monday, 24 February 2014** | | |  |
| 08:30-12:30 | CPAP Review Meeting – on Poverty (Outcome 1.1) | Sari Pan Pasific Hotel | 1.1 |
| 13:15-14:15 | Darsono, dr.Heru Prasetyo Kasidi (The Ministry of Women Empowerment and Child Protection- Deputy of Gender Mainstreaming) | KPPA office | 3.1 |
| 16:00-16:45 | Dr. Robin Nandy *(UNICEF – Chief of Child Survival Development Cluster)* | UNICEF Office | Overal CPAP |
| **Tuesday, 25 February 2014** | | |  |
| 08:10-09:10 | Dr. Syaiful Anwar *(Ministry of Forestry, Directorate for Watershed Management Planning – Deputy Director)* | Ministry of Forestry | 2.1 |
| 10:25-11:00 | Jyoti Mathur-Filipp (UNORCID – Head of Partnership and Coordination Section) | UNORCHID Office | 2.3 |
| 14:40-15:30 | Zainal Arifin PhD *(The Indonesian Institute of Sciences/LIPI- Director of Research Center for Oceanography)* | LIPI Oceanogrphy Center | 2.1 |
| 16:30-17:00 | Tri Dewi Virgianti *(the National Planning Agency/BAPPENAS- Head of Environmental Pollution and Degradation Control Division)* | BAPPENAS Office | Environment Unit |
| **Wednesday, 26 February 2014** | | |  |
| 14:00- 15.15 | **Australian Government Development of Foreign Affairs and Trade (DFAT)**  Petrarca Karetji *(Director – Bureaucratic Reform, Rural Development and Decentralisation Development Cooperation)* | DFAT Office, Australian Embassy | Democratic Governance Unit;  Outcome 3.2 |
| 16:00-16:45 | **Embassy Kingdom of the Netherlands**  Maarten van den Bosch *(Deputy Head of Political Affairs)* | Embassy of the Netherlands | 3.2, 3.1 |

**SEMARANG- Central Java**

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| **Time** | **Activity** | **Venue** | **CPAP outcome** |
| **Thursday, 27 February 2014** | | |  |
| 08:30-10:30 | Meeting with various agencies related to MDGs Acceleration in Central Java Province   * dr. Pungky Samhasto *(Head of Health Agency)* * dr. Djoko Mardjanto *(Head of Health Service unit)* * Dra. Erna haryono *(Head of Family Health-Health Agency)* * Drs. Sri Wahono *(Head of BKKBN/Family Planning Agency)* * Drs. Gunawan *(staff Development Planning Agency)* * Dra. Fertillia *(staff Development Planning Agency)* * dr. Retno Mrati Hartnai *(staff of health & nutrition section)* * Alia Wijayanti *(staff of health & nutrition section)* * Arum Atmawikarta, M.P.H. *(Sekretaris Eksekutif - Sekretariat Nasional MDGs)* * *Lany (UNDP- Programme Manager)* | Central Java Heatlh Agency Office | 1.1 |

**Daerah Istimewa YOGYAKARTA (DIY)**

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| **Time** | **Activity** | **Venue** | **CPAP outcome** |
| **Friday, 28 February 2014** | | |  |
| 08:15-09:15 | Meeting with the Merapi Recovery Response (MRR)  Rinto Andriono (Project Coordinator) , Mart Widarto, Neni | UNDP-MRR Joint Office | 4.2 |
| 09:30-10:30 | Gatot Saptadi (Head of Daerah Istimewa Yogyakarta Disaster Management Agency/BPBD) | BPBD DIY Province Office | 4.2 |
| 10:45-11:30 | Kholik *(Balai Penyelidikan dan Pengembangan Teknologi Kebencanaan Geologi- Yogyakarta) Center for Investigation and Technology of Geological Disaster* | BPPTKG office | 4.2 |
| 14:00-14:35 | Adit, Nawa (BPBD/ The Disaster Management Agency for Sleman District) | BPBD Sleman District | 4.2 |
| 15:15-15:35 | Meeting with Wowok *(village office stafs for community welfare, a person in charge for operating the Village Information System)* Desa Kepuharjo, Cangkringan, Kab. Sleman | Balai Desa Kepuharjo | 4.2 |
| 16:15-17:15 | Meeting with 3 villagers: Partono, Surano, Bu Sara  Yuli (local NGO-LP2SU), Suni (GEMI cooperative) | Desa Kepuharjo | 4.2 |

**PALANGKARAYA- Central Kalimantan**

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| **Time** | **Activity** | **Venue** | **CPAP outcome** |
| **Monday, 3 March 2014** | | |  |
| 09:30 -12:00 | Community-based Forrest and Land Fire Management (CBFFM) workshop | Luwansa Hotel | 2.3 |
| 12:30-13:00 | Wayan *(activist of “Tim Serbu Api” (TSA) Bukit Tunggal, Kota Palangkaraya)*  Kanisius *(Village aparatus, Katunjung Kapuas)* | Luwansa Hotel | 2.3 |
| 13:30-14:30 | Bambang irawan Wibisono *(Joint Secretariat REDD+ of Central Kalimantan)*  Emanuel Migo *(Communication & Stakeholders Engagement Officer- Joint Secretariat REDD+ Central Kalimantan)* | Luwansa Hotel | 2.3 |
|  |  |  |  |
| **Tuesday, 4 March 2014** | | |  |
| 10:15-11:15 | Dr. Siun Jarias (Secreatary of Central Kalimantan Province) | Governor Office Compound |  |
| 13:00-12:00 | Basel A. Bangkan (*Damang*/Head of Dayak Costumary) | Jl. Karyawan No.6 |  |

**JAKARTA**

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| **Time** | **Activity** | **Venue** | **CPAP outcome** |
| **Thursday, 6 March 2014** | | |  |
| 11:00- 11:45 | **The Australia-Indonesia Facility for Disaster Reduction (AIFDR)**  Jason Brown *(Manager)*, Dominic Morice *(Partnership Manager)*, Anggiet Ariefianto *(Senior Program & Social Vulnerability Manager)* | AIFDR Office, Menara Thamrin 15th floor |  |
| 12:30- 14:00 | **Royal Norwegian Embassy**  Marianne Damhaug *(Minister Counsellor)* | Royal Norwegian Embassy |  |
|  |  |  |  |
| **Friday, 7 March 2014** | | |  |
| 08:10-08:40 | dr. Untung Suseno Sutardjo (Ministry of Health- *Head of Development & Empowerment of Human Resources for Health)* | BPPSDMK Office |  |

## Annex 5: Key documents consulted

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| --- | --- | --- | --- |
| Publisher, Authors | Title | Place | **Year** |
| Bappenas, Government of Indonesia | National Medium Term Development Plan (RPJMN) Indonesia 2010 - 2014 | Jakarta | 2010 |
| Bappenas, Government of Indonesia | Report on the Achievement of the Millenium Development Goals in Indonesia 2011 | Jakarta | 2012 |
| Current Authors | Inception Report for CPAP Evaluation | Jakarta | 2013 |
| UN Indonesia | United Nations Partnership for Development Framework (UNPDF) Indonesia 2011-2015 | Jakarta | 2010 |
| UNDP HQ | UNDP Strategic Plan, 2008-2011 | New York | 2007 |
| UNDP HQ | Outcome Level Evaluation (UNDP Guideline) | New York | 2011 |
| UNDP HQ | UNDP Strategic Plan, 2014-2017 (including Integrated Results and Resources Framework - RRF) | New York | 2013 |
| UNDP HQ and UNDP Indonesia | Country Programme Document for Indonesia (2011-2015) | New York | 2010 |
| UNDP Indonesia | Country Programme Action Plan (CPAP) 2006 -2010 | Jakarta | 2006 |
| UNDP Indonesia | Country Programme Action Plan (CPAP) 2011 -2015 | Jakarta | 2011 |
| UNDP Indonesia | Country Programme Action Plan (CPAP) 2011 - 2015 as revised | Jakarta | 2013 |
| UNDP Indonesia | Terms of Reference for this Evaluation | Jakarta | 2013 |
| UNDP Indonesia | Results Oriented Annual Report 2012 | Jakarta | 2013 |
| UNDP Indonesia | Results Oriented Annual Report 2013 | Jakarta | 2014 |
| UNDP Indonesia | Outcome Board Presentations 2013 (for each Outcome) | Jakarta | 2014 |
| UNFPA | Indonesia-UNFPA Eighth Country Programme 2011 – 2015 Mid Term Review | Jakarta | 2013 |
| UNICEF | Government of Indonesia and UNICEF, 2011-2015 Country Programme Action Ppan, Mid-Term Review | Jakarta | 2013 |
| United Nations | A New Global Partnership: The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda | New York | 2013 |
| In addition the authors have consulted a large number of Project Documents, Project Mid-term and Final Evaluation Documents and other supporting project material relating to 40 past, current and planned UNDP projects in Indonesia. Readers are requested to refer to Outcome profiles for the evaluators’ consideration of the projects in the UNDP portfolio as they relate to the Country Programme. | | | |

1. The CPAP was signed by the State Minister for National Development Planning, National Development Planning Agency (BAPPENAS) and the UNDP Country Director 14 February 2011. [↑](#footnote-ref-1)
2. In the interest of transparency, please note that this team has undertaken evaluations on AGTP, PGSP, TS-R2C3 and RRP. The Team Leader was also a major contributor to the design of PTD, Phase 1. [↑](#footnote-ref-2)
3. UNDP colleagues are requested to comment on the evaluation matrix, and to suggest additional questions that they feel would be useful. [↑](#footnote-ref-3)
4. Please note that this matrix does not specifically mention interviews with staff from CSOs. We will canvass the need for this in discussions with Programme Managers. [↑](#footnote-ref-4)