



**Government of Indonesia
BAPPENAS**



Mid-term Evaluation Report of Strengthening Access to Justice in Indonesia (SAJI) Project

Prepared By

**Nisar Ahmad Khan
Saediman Mboe**

October 2013

**Commissioned by
United Nations Development Programme (UNDP) Indonesia**

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	3
1. INTRODUCTION.....	8
About the Document.....	8
The SAJI Project.....	8
Purpose of Mid-term Evaluation.....	9
Evaluation Approach and Methodology.....	11
2. FINDINGS OF THE EVALUATION EXERCISE.....	14
2.1 Overall Project Management.....	14
2.2 Assessment of Relevance and Appropriateness.....	19
2.3 Assessment of Efficiency of Project interventions.....	21
Achievement status and progress of project activities.....	21
Financial Progress of the Project.....	26
2.4 Assessment of Effectiveness of Project Results.....	27
Achievement Status of Project results/outputs.....	27
Gender Mainstreaming.....	32
2.5 Assessment of Overall Impact of Project.....	33
Achievement status of overall outcomes.....	33
2.6 Assessment of sustainability of project interventions.....	35
3. RECOMMENDATIONS FOR FUTURE WORK.....	37
ANNEX-1 List of Persons met during evaluation exercise.....	39
ANNEX-1 Evaluation Questions for Mid-term Evaluation of SAJI Project.....	41

EXECUTIVE SUMMARY

1 Purpose: This is the Mid-term Evaluation Report of the Strengthening Access to Justice in Indonesia (SAJI) Project. The Mid-term Evaluation was commissioned by UNDP Indonesia to systematically evaluate the relevance, performance and success of the interventions undertaken by the project. The report mainly describes the findings from the evaluation exercise using the standard evaluation criteria of Relevance, Appropriateness, Efficiency, Effectiveness, Impact and Sustainability.

2 The SAJI Project: SAJI was initiated based on the results, best practices, and lessons learned from previous such projects. The total lifespan of SAJI Project is from 1st March 2012 to 31 December 2015, and is financially supported by funding from Embassy of Norway in Indonesia. The expected outcome of the project is “Improved access to justice for Indonesians, particularly women and vulnerable groups. The project is designed to achieve a set of results/outputs related to institutional strengthening, public complaint mechanisms, access to legal aid, and access to justice in informal channels.

3 Evaluation Methodology: A semi structured qualitative approach has been adopted and the overall evaluation process consists of standard five steps including evaluation questions, design, methods, analysis, presentation and reporting. Main data collection tools included review of documents, key informants interviews, focus group discussions and field observations. In total 72 persons, among all stakeholders, were contacted and informal interviews and group discussions were held during field visits in Jakarta, Palangka Raya, Banda Aceh and Palu. Data was analyzed qualitatively, using validations, triangulations, and interpretations and results from analysis are incorporated in this draft evaluation report. The evaluation exercise was expedited during August-October 2013 by a two member team consisting of an international consultant and a national consultant.

MAIN FINDINGS: Following are the main findings of the evaluation exercise;

4 Project Design: The project logic model tends to attain the project outcome through achieving a set of five outputs/results by implementing a number of specific activities. Analysis suggests that the project logical framework is well formulated and exhibits a clear cause and effect linkage among activities, outputs and outcomes. However the project overall outcome seems to be too broad in scope, posing greater challenges to measure the specific contributions of the project interventions towards achievability of the outcome.

5 Implementation arrangements: SAJI project is implemented using the National Implementation Modality, with BAPPENAS (GOI) as main implementing partner and involving other stakeholders. Project is guided by a Project Board consisting of beneficiaries, suppliers and executive. The project is executed through a Project Management Unit (PMU), guided by NPD. Overall the project has been smoothly managed and implemented without any major organizational issues. Collaboration with stakeholders also remains effective during implementation and GOI officials hold their partnership with UNDP in a very high esteem.

6 Assumptions and Risks: The project document provided a long list of 15 assumption and risks and mitigation measures. Many of these risks didn't come across except lack of interest of relevant ministries in mainstreaming of NSA2J into their actions plans. One assumption which was not mentioned explicitly in the project document, was the availability of full funding and ways to mitigate the gaps in case of partial funding. In this regard the project has revised its RRF to comply with the gap in available resources.

7 Monitoring and Evaluation: The project monitoring mechanisms included preparation of quarterly and annual progress/monitoring reports and filed verification using RRF indicators and targets. On the other hand the evaluation mechanism includes mid-term and final evaluation exercises.

8 Relevance and Appropriateness: Overall project objectives and interventions to improve access to justice for Indonesian people were found highly relevant and consistent with Government of Indonesia policies, donors and UNDP priorities and needs of the Indonesian people especially the poor and disadvantaged. Project interventions were also found greatly appropriate and in line with the local culture and traditions especially the customary justice system.

9 Efficiency of project interventions: To achieve project outputs a set of activities and sub-activities were expedited, which were mainly facilitated through holding a series of workshops, meetings, trainings, awareness events and technical support provision etc. Overall it can be concluded that most of the activities were implemented in an efficient and timely manner and within the budgetary allocations, in view of best value for money. Following is the summary of status of activities;

10 Status of project activities: To strengthen institutional mechanisms for NSA2J mainstreaming a National Secretariat has been established, which facilitated a number of activities including gap analysis, working papers on A2J working group, awareness raising events and presently secretariat is undergoing the revision of the national strategy to make it implementation friendly.

11 To improve public complaints handling mechanisms, a number of activities were undertaken by the project including drafting of Presidential Regulation on PCM, establishment of Public Complaint Units in three pilot municipalities, capacity building of concerned staff in PCMs and awareness raising among stakeholders and general public etc.

12 To improve access to National Legal Aid (NLA) Services for poor, major project interventions included development of three derivative regulations to implement NLA program, verification and accreditation of legal aid providers (CSOs), capacity building of selected CSOs, development of M&E tools and awareness raising among stakeholders and public.

13 To increase access to justice through informal justice channels, project interventions included capacity building of Adat leaders especially women in Aceh, formulation of village

regulations, development of common guidelines for Adat justice system in the provinces of Aceh, Central Sulawesi and Central Kalimantan, training of Majles Adat Aceh PMU staff and assessment of satisfaction level of informal justice system users in Aceh.

14 Financial Progress: Originally SAJI project was designed with a total price tag of USD 5.00 Million, however down the road only 2.39 Million could be actually allocated, mainly through grant from the Embassy of Norway. Thus currently the project is faced with a considerable shortfall of around USD 2.7 Million. To negotiate the huge gap project has revised its RRF to comply with the available resources. Overall project financial resources were managed in a transparent and accountable and efficient manner.

15 Effectiveness of project results: Looking at the progress made it can be deduced that most of the project results/output are fully on track and are expected achieve most of its targets, outlined in RRF, by the end of project period.

16 Status of project outputs: Regarding the output of strengthening of institutional mechanisms and capacities for implementation of NSA2J, it is found that despite considerable efforts the actual mainstreaming of the NSA2J into the actions plans of relevant ministers is lagging behind. A number of reasons were cited for this delay including lack of legal cover for NSA2J, broad nature of the strategy and lack of clarity regarding the overall mandate, role and future prospects of the Secretariat functions etc.

17 Regarding improved public complaint handling mechanisms (PCMs) it can be deduced that the project has made rigorous efforts and has provided necessary support to national and provincial institutions to effectively develop and implement PCMs. Capacities of concerned officials has been built and public complaints units have been established at the selected government institutions in three pilot municipalities, which are by now fully operational. The progress of this output is fully on track.

18 Regarding improved access to state funded legal aid services, the project supported the Ministry of Law and Human Rights in their efforts to develop a quality regulatory framework to ensure implementation of national legal aid services. The main achievement includes drafting of three derivative regulations on verification and accreditation, mechanisms for legal aid funds and standards for legal aid services. The progress of this output is also fully on track.

19 Regarding increased access to justice in informal justice channels, project has made considerable contributions towards recognizing and strengthening of informal justice system. SAJI project successfully replicated the best practices from Aceh in the provinces of Central Sulawesi and Central Kalimantan especially the development of guidelines for informal justice. The capacity building/training of Adat Leader especially women were also found very instrumental in improving access to informal justice channels. The progress of this output is also fully on track.

20 Gender Mainstreaming: Project has made continuous efforts to mainstream gender into all of its interventions. Rigorous efforts were made to ensure women participation in all project events. The hallmark of these interventions was the capacity building of women Adat leaders in Aceh, whereas 707 women Adat leaders have been trained. Involvement and training of women leaders provides greater opportunities for women to participate in informal justice institutions and will pave the way to provide easy access to justice in informal channels for fellow women.

21 Overall impact of project: In view of the mid-term nature of the evaluation exercise it is deemed too early to gauge the level of achievement of the broader project outcome. It is expected that once project completes its full implementation, then overall outcomes will be more evident and subject to measurability. However considering the progress of project outputs so far, it can be suggested that project interventions and results are on a right track towards contribution to its overall outcome in the geographical areas under project jurisdiction. According to the results of a beneficiary satisfaction survey in Aceh, Adat justice system has substantially improved over the past five years, due to continued intervention from AJP and SAJI projects. On the other hand BPHN estimates expect that around 18000 poor people will benefit from the legal aid services in the coming two years.

22 Sustainability of interventions: Analysis suggest that overall project interventions related to various outputs are expected to be sustained in the longer run in view of the strong ownership and commitment from national and provincial institutions and local communities, availability of necessary policies, legal and regulatory frameworks at the national and provincial level etc. However there is also a need for continuity of external technical and financial support in the shorter run to fully establish mechanisms and processes.

23 MAIN RECOMMENDATIONS: Following are the main recommendations to further improve the efficiency, effectiveness, impact and sustainability of the project interventions;

24 In view the wider scope and evolving and pioneering nature of project interventions it is suggested that project support should continue for some time to bridge the transitional period and to help fully develop interventions and processes for longer term continuity and impacts.

25 In view of the considerable gap of 54% in original budgetary requirements, the project needs to devise an effective resource mobilization strategy to reach out to potential donors to secure the remaining funds for the project period and beyond. Otherwise project should adjust its targets to comply with available resource.

26 National secretariat for NSA2J needs to be further strengthened by bringing clarity regarding its mandate, functions, operations and future status. It is also suggested that in addition to project staff a couple of officials from BAPPENAS should also be deputed to the secretariat. Lobbying and advocacy efforts to attain a stronger political backing and legal cover for the NSA2J also need to be rigorously pursued.

27 In view of the greater demand for awareness raising the project should consider devising a comprehensive communication and awareness raising strategy to reach out all stakeholders and especially the poor and disadvantage population.

28 So far project interventions have been concentrated in provinces of Aceh, Central Kalimantan, and Central Sulawesi. While the provinces of Maluku and North Maluku is substantially lagging behind. Therefore it is suggested that project should consider extending some of the interventions to these provinces to provide them their due share.

29 As outlined in the project document, project should also consider putting in place small field teams at the provincial level, to facilitate field implementation especially in the provinces of Central Kalimantan, Central Sulawesi, Maluku and North Maluku.

30 Project should further foster efforts to devise a comprehensive gender mainstreaming and awareness strategy and ensure the full participation of women in project interventions especially in the rest of the provinces except Aceh.

31 There is a strong need for effective collaboration and coordination mechanisms to create synergies among all involved entities, institutions especially NGOs and other such projects working for access to justice.

32 Regarding M&E mechanisms project should further formalize the use of periodic review meetings as an effective monitoring tool. On the other hand to facilitate measurement of overall impact of the project there is a need for translating project overall outcome into verifiable indicators and to make arrangements for establishment of a baseline.

1. INTRODUCTION

33 About the Document

This is the Mid-term Evaluation Report of the Strengthening Access to Justice in Indonesia (SAJI) Project. The Mid-term Evaluation was commissioned by UNDP Indonesia, in consultation with its partners, to systematically evaluate the relevance, performance and success of the interventions undertaken by the project. The evaluation was also mandated to examine achievements, good practices and lessons learned from the project to provide recommendations to improve project performance.

34 The report mainly describes the findings from the evaluation exercise using the standard evaluation criteria of Relevance, Appropriateness, Efficiency, Effectiveness, Impact and Sustainability. Based on the detailed analysis it also outlines a number of recommendations to further improve project performance. It is expected that the results and recommendations from the exercise will be used by the involved parties to further improve efficiency and effectiveness of project interventions and will also help in designing future such projects.

35 The SAJI Project

SAJI Project was initiated based on the results, best practices, and lessons learned from previous such projects, implemented by UNDP and partners, like the Legal Empowerment and Assistance for the Disadvantaged Project (LEAD) and the Aceh Justice Project (AJP) that has been implemented from 2007 to 2011. The total lifespan of SAJI Project is from 1st March 2012 to 31 December 2015, and is financially supported by funding from Embassy of Norway in Indonesia.

36 In accordance with the Jakarta Commitment and Paris Declaration on Aid Effectiveness, which emphasize the principle of supporting national priorities and policies, SAJI uses, as a guiding framework, GOI's National Strategy on Access to Justice (NSA2J), to directly link the policy and the project activities. The expected outcome of the project is ***“Improved access to justice for Indonesians, particularly women and vulnerable groups, as envisioned in the National Strategy on Access to Justice.”***

37 The project is designed to achieve the following outputs:

- Institutional mechanisms, legal and regulatory framework, and capacities of government institutions strengthened to implement the recommendations and action plans of the national strategy on access to justice
- Improved public complaint/grievance handling mechanisms (PCMs) in government institutions at both national and subnational levels
- People's access to state funded legal aid services are improved, particularly for the poor and the marginalized
- Access to Justice in informal justice channels increased, particularly for women and vulnerable groups

- Knowledge management to inform policies and initiatives to effectively strengthen access to justice and to contribute to Indonesian reporting on the implementations of human rights instruments

38 Overall SAJI project is being implemented using National Implementation Modality (NIM) whereby BAPPENAS (National Development Planning Agency) is designated as the main implementing Partner. Overall the project is executed by UNDP and BAPPENAS through a Project Management Unit, comprising a project team and led by a Project Manager and National Project Director. Other major stakeholders include BPHN (National Law Development Agency), National and Provincial Ombudsman, Customary (Adat) Councils, NGOs, Donors, Provincial and Municipal authorities etc. The project is implemented both national and subnational levels. At the sub-national level SAJI is mainly implemented in five pilot provinces, i.e. Aceh, Central Kalimantan, Central Sulawesi, Maluku and North Maluku.

39 Purpose of Mid-term Evaluation

The main purpose of this mid-term evaluation, as outlined in the Terms of Reference, is to systematically evaluate the relevance, performance and success of the activities undertaken by the project. The evaluation is also mandated to examine achievements, good practices and lessons learned from the project to provide inputs to improve project performance and in order for the UNDP, BAPPENAS and stakeholders to further improve performance of the project and other such initiatives to ensure access to justice for poor and disadvantage.

40 It is expected that the results and recommendations from the exercise will be used by the stakeholders and project management to make mid-course adjustments to further improve efficiency and effectiveness of project interventions to achieve its overall outcomes. On the other hand the findings may also help in development of future such initiatives, in view of the continued cooperation between UNDP and Government of Indonesia.

41 Scope and Objectives of Evaluation

In accordance with UNDP evaluation guidelines, the evaluation will assess the project's implementation in terms of the criteria for effectiveness, efficiency, appropriateness, relevance, impact and sustainability. The evaluation is also supposed to provide an assessment on special measures needed to ensure access to justice for the poor and marginalized related to SAJI components, especially in the geographical areas of five pilot provinces.

42 The specific objectives of the evaluation, as outlined in the ToRs, are as follows:

- To assess the achievement of stated project outcomes and outputs, taking into account the strengths and weaknesses of the project, and unexpected results.
- To determine the overall efficiency in the utilization of resources in achieving results.
- To assess the appropriateness of the design of the project and the implementation arrangements, including but not limited to the project modality, organizational structure, and coordination mechanisms set up to support the project;

- To assess the extent to which the project has contributed to the creation of an enabling environment, and the extent to which this has helped shape effective government policies and programming.
- To assess the sustainability of results and provide recommendations for sustaining the benefits of the project and how to improve sustainability in future initiatives;
- To assess the approach to capacity development and whether initiatives have contributed to sustainability;
- To review the effectiveness of the gender mainstreaming strategy and partnership strategy;
- To gain insights into the level of client satisfaction with the project. The clients include community and local government beneficiaries; national government partners and donors;
- To identify best practices and lessons learned which can be replicated.
- To assess and provide recommendation on special measures needed to ensure access to justice for the poor and marginalized related to SAJI components, especially in Aceh, Central Sulawesi and Central Kalimantan.
- To assess the capacity of SAJI to document and analyze the cases handled in order to see patterns and suggest relevant policies
- To provide information concerning the structure of inter-ministerial cooperation especially the opportunities for influence for professional middle managers in the various government units
- To assess and identify lessons learned from the role of National Project Office and its relationship with different line ministries and donor agencies.

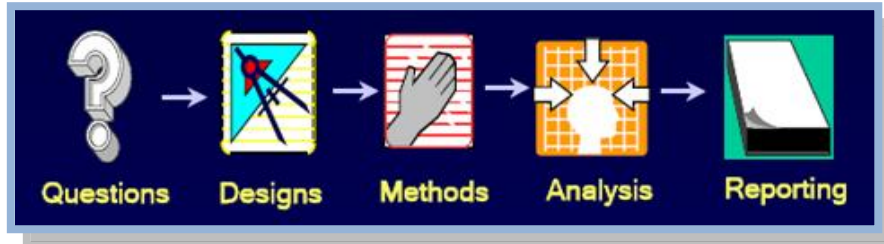
43 Criteria for Evaluation

In accordance with UNDP evaluation guidelines, the evaluation will assess SAJI's implementation using the following core criteria:

- **Relevance:** the extent to which intended outputs and outcomes of the project are consistent with national and local policies and priorities and the needs of intended beneficiaries.
- **Appropriateness:** the cultural acceptance as well as feasibility of the delivery method.
- **Effectiveness:** the extent to which the intended results have been achieved. This includes an assessment of cause and effect- that is attributing to observed changes to project activities and outputs.
- **Efficiency:** how economically resources or inputs (such as funds, expertise and time) were converted to results.
- **Sustainability:** the extent to which benefits of the project continue after external development assistance has withdrawn. This includes evaluating the extent to which relevant social, economic, political, institutional, and other conditions are present and, based on that assessment making projection about the national capacity to maintain, manage and ensure the development results in future.
- **Impact:** changes in human development and people's wellbeing that are brought about by development initiatives, directly or indirectly, intended or unintended.

44 Evaluation Approach and Methodology

In view of the above mentioned objectives, scope and duration of the mid-term evaluation exercise, a semi structured qualitative approach has been adopted and the overall evaluation process consists of standard five steps including evaluation questions, design, methods, analysis, presentation and reporting. Following is the details of various steps;



45 Evaluation questions

The terms of reference provided a number of assessment questions related to program management, relevance, efficiency, appropriateness, effectiveness, sustainability and impact. These questions basically focused on determining overall progress of the project, its contributions to the intended objectives and longer term viability and continuity of benefits. (Please see annex -2 for details of evaluation questions).

46 Data collection tools

To collect desired information a mix of data collection tools were employed using mentioned evaluation questions, as described in the following;

- **Review of official records and documents**

A good deal of progress, efficiency and effectiveness related data was obtained through the review of project documents and records. These includes but are not limited to the original Project Document, Quarterly Monitoring Reports, Project Assurance Report, Annual Donor Reports, CPAP Report, SAJI Annual Work Plans, Financial statements, Internal Review Reports, Research studies and secondary data sources etc.

- **Key Informants interviews**

Key informants interviews remained the most important tool to gather required primary data. Key informants among all stakeholders were carefully identified in consultation with UNDP and project colleagues and informal interviews were conducted in reference to the outlined evaluation questions. The selection criteria for interviewees were based on the level of their involvement and influence in the formulation and implementation of the project. The key informants included officials of Project, UNDP, BAPPENAS, BPHN (National Law Development Agency), Civil Society Organizations, National and Provincial Ombudsman, Project Donors, Provincial authorities, Majelis Adat Aceh (Aceh Customary Council), and community representatives.

- **Focus Group Discussions**

Focus-group discussion sessions were held where the evaluation mission met with a group of officials or community representatives and discussions were held on pertained evaluation questions related to relevance, effectiveness, efficiency, impact and sustainability etc. In this case focus group discussions were held with groups of officials of BPHN, Provincial and Municipal authorities and representatives of community groups (Adat Councils).

- **Field Observations**

The evaluation team also had the opportunity to visit four Public Complaint Handling Units established at Community Health Centers, Hospitals and Licensing and Registration Office in the Municipality of Palu. Discussions were held with concerned staff and firsthand information was obtained on the working and effectiveness of the Units.

Efforts were made to collect required data in a participatory manner ensuring that all participating stakeholders’ organizations and groups are involved in the evaluation exercise and their impressions are duly incorporated. Overall in total 72 persons, among all stakeholders, were contacted through informal interviews, group discussion and field visits. Following is the abstract on distribution of respondents contacted. (Please see Annex-1 for list of participants)

Organization	No	Organization	No
UNDP CO	5	Ombudsman	5
SAJI Project	6	Community/Adat	13
Beppanas	1	Provincial	26
BPHN	8	NGOs	3
Donors	3	Other Projects	2

47 Data analysis and Reporting

In view of the open ended nature of evaluation questions and semi-structured data collection methods, most of the data was analyzed qualitatively, using validations, triangulations, and interpretations. However, some quantitative data regarding project financial and physical targets and achievements was also obtained from projects records and was analyzed using simple statistical analysis such as percentages to determine progress and trends.

48 A detailed presentation was also held on the preliminary findings of the evaluation exercise soon after the field mission, where representatives of stakeholders participated and provided initial inputs for the draft report. Results from the detailed analysis are incorporated in this draft evaluation report, discussing findings related to relevance, effectiveness, efficiency, impact and sustainability of project interventions. The report also provides a set of recommendations based on the aspirations of stakeholders and conclusions of the exercise.

49 Evaluation Team

A two-member evaluation team was constituted to carry out the assessment exercise comprising of an International Consultant (Team Leader) and a National Consultant.

50 Timeline/Work Plan

Overall the total duration of evaluation exercise is 35 working days spread intermittently between 27 August and 24 October 2013. Out of these 25 days were spent in Indonesia doing field work and preliminary analysis and presentation. The rest of days are home based and are allocated for the furnishing of draft and final report.

2. FINDINGS OF THE EVALUATION EXERCISE

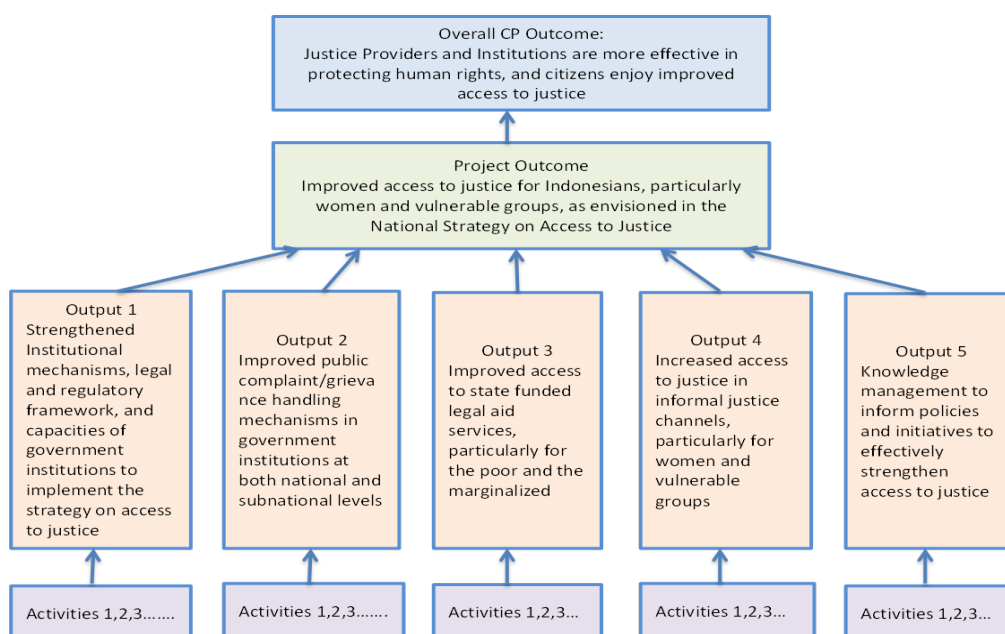
2.1 Overall Project Management

51 Project Design and Results Frameworks

SAJI Project is the continuation of long standing collaboration between UNDP and BAPPENAS - Government of Indonesia (GOI)- to improve access to justice for the poor and disadvantaged Indonesian population. Overall the Project design used GOI's National Strategy on Access to Justice (NSA2J) as a guiding framework and project interventions are mostly based on the results, best practices, and lessons learned from previous such projects like the Legal Empowerment and Assistance for the Disadvantaged Project (LEAD) and the Aceh Justice Project (AJP), implemented during 2007 to 2011. Other elements of the project's overarching strategy includes maximization of strategic partnerships, targeting the poor and disadvantage especially women and indigenous communities, adherence to human rights, participation of beneficiaries, capacity building of partners and ensuring the sustainability.

52 The project logic model tends to attain the project outcome through achieving a set of five outputs/results by implementing a number of specific activities. Overall the project interventions and results are deemed to contribute to the achievement of the UNDP country program outcome. Analysis suggests that the project logical framework is well formulated and exhibits a clear cause and effect linkage among activities, outputs and outcomes. However the project outcome of "improved access to justice for Indonesians....." seems to be too broad in scope, in view of the limited resources and specific geographical coverage of the project (five provinces). The very broad and overarching nature of the project outcome poses greater challenges to measure the specific contributions of the project interventions towards achievability of the outcome.

Figure 1: SAJI Logic Model (Source: deduced from project RRF)



53 The project has also initially developed a detailed Results and Resources Framework (RRF) consisting of the details of outputs, activities, indicators, baselines, targets, responsibilities and resources. However down the road it was felt that the indicators, baselines and targets are not very well aligned, therefore efforts were made to revise the project RRF to align targets to the stipulated indicators for the purpose of measuring the progress. The revised RRF was finally approved by the Project Board. This shows the greater level of flexibility in the project results frameworks to improve and adjust itself to the changing situation. It is also expected that in times to come the project will continue to make further adjustments in its interventions and targets to adjust itself to the evolving nature of access to justice agenda and availability of resources.

54 Implementation arrangements

SAJI project is implemented using the National Implementation Modality, which creates partnerships between donor and UNDP as senior supplier, Bappenas as executive, and Bappenas, Ministry of Laws and Human Rights, Ombudsman, Human Rights Commission, and Aceh Adat Council as senior beneficiaries.

55 Overall, the project is guided by a Project Board consisting of representatives from the above mentioned beneficiaries, suppliers and executive. The Project Board is the main decision making body and is responsible for approval of annual work plans and overseeing of the project progress. The project document envisaged that the Project Board will meet on quarterly basis, however board meetings are not held so frequently. It can be suggested if the board can't meet as early on quarterly basis then it should meet at least once in six months. It is important to mention that Project Board was very helpful in revision and aligning of output indicators and targets provided in the project RRF, to induce efficiency and effectiveness.

56 The project is executed through a Project Management Unit (PMU) to manage and implement the project interventions. PMU consists of a team of four analysts one each for the core project components i.e. informal justice, legal aid and PCM, NSA2J mainstreaming and M&E. The PMU is led by a Project Manager responsible for overall management of project day to day affairs and implementation process. Overall the project is led, guided and overseen by a National Project Director, a senior level officer of BAPPENAS, representing the GOI as the implementing partner. NPD is fully responsible for the overall management, implementation and progress of project interventions through ensuring that PMU is working efficiently and effectively to achieve desired results. (please see project organogram on the following page)

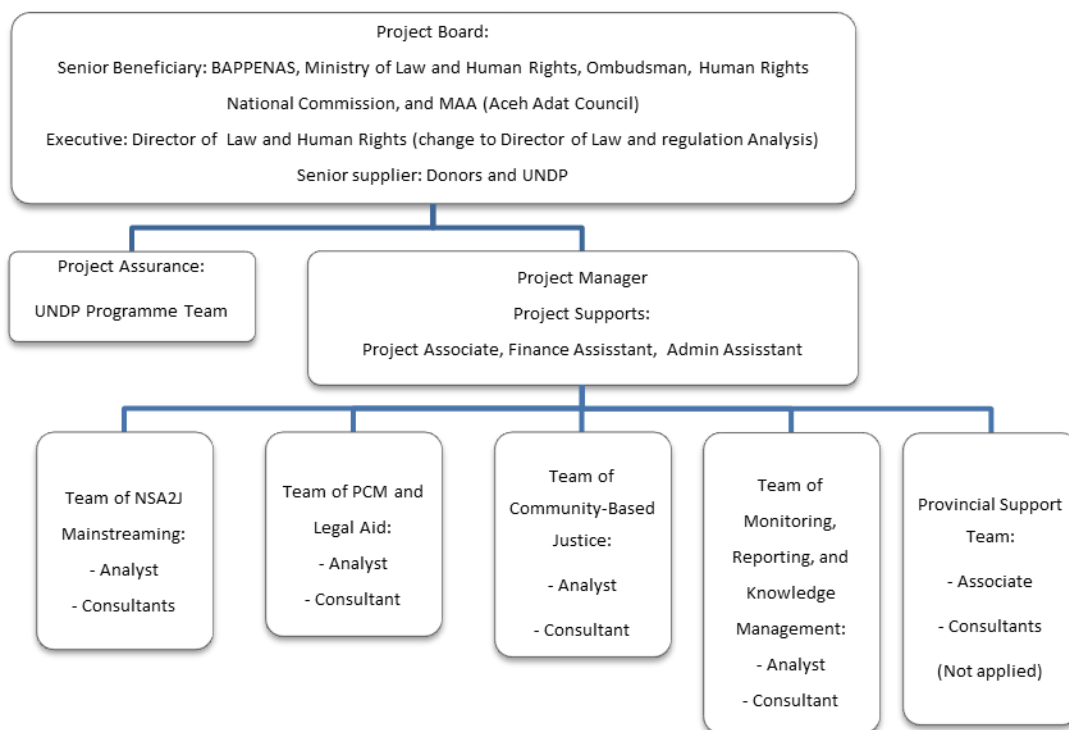
57 The original project management and organizational structure also called for establishment of field offices in the respective provinces consisting of a small provincial support team to facilitate project implementation. However so far project is managing its operations from Jakarta with the exception of Aceh province where project is supporting a small PMU, established previously during Aceh Justice Project to facilitate the work of Majelis Adat Aceh.

58 The major reasons for project operations from Jakarta includes the focus of SAJI intervention on influencing and development of policies at the national level involving various governmental

ministries/agencies based in Jakarta. On the other hand for the pilot activities on PCMs and Legal aids at sub-national levels, it was considered that activities can still be expedited by the core team from Jakarta’s SAJI staffs in partnership with the local government staffs and stakeholders. Furthermore it was assumed that without project staff and field establishment the level of ownership will remain with the local authorities and will contribute to sustainability and also to the cost saving in the wake of limited financial resources.

59 Overall discussions suggest that SAJI project has been smoothly managed and implemented without any major organizational issues except turnover of some of the project staff. Collaboration with stakeholders also remains effective during implementation and GOI officials hold their partnership with UNDP in a very high esteem, due to its long standing collaboration and effectiveness of the joint initiatives. On the establishment of provincial support teams, though project have so far managed its implementation at the provinces level from Jakarta, however it is always important to have a field presence through designated field staff to look after the implementation affairs on day to day basis. On one hand it will reduce pressure on core team and on the other hand it will greatly help in further fostering the collaboration with local government and especially communities.

Figure 2: SAJI Project Organogram (Source: project document)



60 Assumptions and Risks

The project document provides a long list of 15 major assumption and risks and relevant mitigation measures. These assumptions basically relates to the lack of commitment of GOI officials in implementation NSA2J, difficulties in establishment of representative informal justice institutional bodies, like Majelis Adat Aceh (MAA), in the rest of provinces, delays in staff recruitment and funds from donors, under or nonperformance of grantees (CSOs) and dissatisfaction of beneficiaries/communities.

61 Discussions with stakeholders suggest that mainstreaming and implementation of NSA2J by relevant ministries and governmental agencies is lagging behind due to a number of reasons. The absence of some sort of legal cover (like presidential regulation) for the NSA2J, makes it difficult for officials of the concerned ministries to fully commit themselves for mainstreaming NSA2J in their action plans. On the other hand the overarching nature of NSA2J also makes it difficult to readily translate into individual action plans. The project in this regard is making efforts to revise the NSA2J to make it more implementation friendly.

62 Regarding difficulties in establishing informal institutional bodies like MAA, project is making considerable efforts to establish common guidelines and representative bodies. It is important to mention that such guidelines have already been formulated and approved through Governor's regulation in Central Sulawesi and efforts are underway to establish a representative forum to oversee the implementation of guidelines and affairs of informal justice in the province.

63 The project document also lists a number of risks and assumptions regarding the expected nonperformance of grantee CSOs. So far the project has not provided any large scale grants to CSOs, with the only exception of Indonesian Legal Aid Foundation (YLBHI) and of the Legal Aid Institute of Indonesian Women Association for Justice (LBH-APIK). Whereas these two foundations were contracted by the project and necessary resources were provided to build the capacities of Legal Aid providers (CSOs) plying under these two national associations, engaged by BPHN for national legal aid programme of GOI. Discussion suggests that no such performance issues came across during the partnership.

64 One assumption which was not mentioned explicitly in the project document, was the availability of full funding and ways to mitigate the gaps in case of partial funding. Originally the SAJI project was designed with a total price tag of USD 5 Million, however only 2.3 Million could be actually materialized from the Embassy of Norway. Therefore, in view of its original budgetary requirement, currently the project is faced with a shortfall of around 2.7 Million. It is important for the project to negotiate this huge resource gap, on one hand, through intensifying its efforts for acquiring desired funding from external donors and from UNDP internal sources. On the other, in case of no further resources the project should make efforts to revise and adjust its interventions to available resources by only perusing the interventions which are expected to create maximum impact.

65 Monitoring and Evaluation

The Project document has outlined a number of monitoring and evaluation processes and tools to closely monitor the progress and efficiency of the Project during implementation. It also calls for mid-term evaluation and final impact assessment. For monitoring purposes the project uses the indicators and targets provided in the Results and Resource Framework (RRF) to measure progress towards relevant outputs. As mentioned earlier the indicators and targets in the said RRF has already been revised and aligned to make more implementation and measurement friendly. Following is the details of the various M&E measures;

66 Progress Reporting

Project progress was reported through a series of progress reports prepared from time to time during the Project tenure. The progress reports were prepared on Annual and Quarterly basis. The PMU regularly prepared and issued Quarterly Monitoring Report (QMRs) and since project inception around 5 progress reports have been issued. The QMRs provides a brief summary of the status of activities, and monitors progress against output indicators and targets provided in the RRF. The monitoring reports also includes implementation issues, progress on cross cutting issues like gender mainstreaming, partnership and capacity building, communication etc. Prepared on the UNDP standard formats, these QMRs are basically used as an internal tool to record project progress and provide feedback to project management and UNDP to take timely corrective measures.

67 The PMU is also mandated to prepare and detail Annual Progress Report. The annual report is more geared for the consumption of stakeholders especially donors and government. Annual report provides a more in-depth summary of work-in-progress, measuring performance against both implementation and output indicators. It also reports on various issues and challenges confronted during Project implementation and outlines remedial measures and future course of action.

68 Mid-Term Review

As mentioned, the project document calls for a mid-term review in the second year of implementation. In this regard this mid-term evaluation has been commissioned by UNDP in consultation with its partners. The main purpose of this mid-term evaluation, as outlined in the Terms of Reference, is to systematically evaluate the relevance, performance and success of the activities undertaken by the project. The evaluation is also mandated to examine achievements, good practices and lessons learned from the project to provide inputs to improve project performance and in order for the UNDP, BAPPENAS and stakeholders to further improve performance of the project and other such initiatives to ensure access to justice for the poor and disadvantaged.

69 It is expected that the results and recommendations from the exercise will be used by the stakeholders and project management to make mid-course adjustments to further improve efficiency and effectiveness of project interventions to achieve its overall outcomes. On the other hand the findings may also help in development of future such initiatives, in view of the continued cooperation between UNDP and Government of Indonesia.

70 Final Impact Assessments

In the final year of the project implementation, an impact assessment will be undertaken in lieu of a final project evaluation. The PMU will determine the research questions, based on the RRF, and commission independent evaluators to develop questionnaires and interview questions. The impact assessment shall undertake a field research in the project locations and employ a statistical analysis of the quantitative data, to show a significant impact of the project on the beneficiaries in comparison to the non-beneficiaries (control group).

71 In the context of overall effects and impact assessment of project interventions and results, it is important to suggest that project outcome of “improved access to justice for Indonesians, particularly women and vulnerable groups” should be translated into measurable indicators and necessary baselines established to further facilitate the final assessment exercise.

2.2 Assessment of Relevance and Appropriateness

72 Discussions with stakeholders and analysis of project documents suggest that overall project objectives and interventions to improve access to justice for Indonesian population, were found highly relevant and consistent with Government of Indonesia policies, donors and UNDP priorities and needs of the Indonesian people especially the poor and disadvantaged.

73 Relevance to host government (GOI) Policies

In recent years Government of Indonesia has laid great emphasis on improving access to justice and upholding of human rights. A series of judicial reforms took place including establishment of a Constitutional Court, transferring administrative and financial powers to the Supreme Court, separation of the police from the armed forces and putting it under civilian control, establishment of Judicial Commission and Corruption Eradication Commission. Beside reformation of justice providing institutions a number of important legislations and regulations have been also enacted to enhance access to justice and to improve public services especially for the poor. Some of these include constitutional Bill of Rights 2000, Law 14/2008 on Public Information Openness, Law 37/2008 on Ombudsman, Law 26/2009 on Public Service and Law 16/2011 on Legal Aid to the poor and disadvantaged.

74 In addition to strengthening of formal justice system GOI is also making strenuous efforts to promote informal/customary justice mechanisms. It is important to mention that centuries old customary/communal justice system (Adat) is widespread across Indonesia and is considered as first choice by the poor and disadvantaged for resolving their local level disputes. According to estimates, over 75 percent of local disputes are dealt with through customary councils (World Bank 2013). Though Adat councils exists in almost every village, however the system is more recognized and organized in Aceh Province, where a number of provincial regulation has put in place regarding role and working Adat councils. The normative legal framework governing Adat in Aceh consists of the following laws: the Constitution; Perda 7/2000 on the Establishment of Adat Life; Qanun (by-Law) 4/2003 on the Mukim (sub-district) Governance Structures; Qanun 5/2003 on the Gampong (village) Governance Structures etc.

75 To further facilitate Access to Justice, GOI with support from UNDP and partners has developed the National Strategy on Access to Justice. The National Strategy emphasizes that reform must encompass all sectors, not only the police, prosecutors, courts, and legal aid, but also legal education, government departments providing public services, ombudsman, as well as civil society and community-based organizations with a role in community empowerment. The Strategy was launched in 2009 by the Minister for Development Planning and has been integrated into the National Mid-Term Development Plan, as well as Presidential Instruction No. 3/2010 on the Acceleration of Programms on Equitable Development for 2010.

76 In view of above policies and commitments of GOI to promote and strengthen justice mechanisms for all Indonesians, it can be easily deduced that the SAJI project mandate of improving access to justice through promotion and strengthening of informal justice mechanisms, national legal aid services, public complaint handling mechanisms and streamlining of NSA2J into the action plan of all governmental institutions, is fully consistent, relevant and appropriate to the existing legal framework and ongoing policies and programs of GOI in the justice sector.

77 Relevance to needs of beneficiaries

Indonesia being the fourth largest among the most populous countries in the world, maintains a large population base of 237 million people (Census 2010), out of which, according to conservative official poverty estimates, 12% live below the poverty line (WB 2012). This huge proportion of population, of around 29 million poor and disadvantaged people, are faced with a number of chronic economic, social and access to justice issues. Estimates shows that only 17% of poor people have the ability to bring their cases to formal courts, and in poorer areas the numbers are even under ten percent, as poor people cannot afford the costs of lengthy litigation processes.

78 On the other hand, the poor and disadvantaged are mostly dependent on informal/customary justice institutions for resolving their local disputes and conflicts. According to WB estimates over 75 percent of local disputes are dealt with through local customary councils (Adat). The centuries old informal justice mechanisms are well acknowledged by the Indonesian constitution and are deeply embedded into the social and cultural fabric of the Indonesian society. In view of the prevailing situation there is a great demand for facilitating access of poor to formal and informal justice, through promotion of national legal aid services and to further strengthen and recognize the informal justice mechanisms to provide easy resolution for local disputes and mutual conflicts. Furthermore there is also a need for developing mechanisms to effectively resolve public grievances regarding provision of public services at the community level.

79 In view the needs of local people especially the poor for access to formal and informal justice mechanisms it can be easily deduced that the SAJI project mandate of improving access to justice through promotion and strengthening of informal justice mechanisms, national legal aid services and public complaint handling mechanisms is greatly consistent, relevant and appropriate to the needs of the local population. Furthermore project interventions are also

greatly in line with the local culture and traditions especially the customary (Adat) justice system.

80 Relevance to UNDP and donor priorities

SAJI project mandate is found highly consistent and in line with overall UNDP global agenda of improving access to justice and rule of law around the world especially in developing countries. The UNDP global program on access to justice and rule of law provides assistance in challenging contexts and undertakes needs and capacity assessments. The focus is on consolidation and sustainable, long-term development in collaboration and coordination including developing national strategic plans and justice reform program for improved justice service delivery and enforcement of pro-poor laws. Another component responds to immediate justice needs including the protection of women's rights and access to legal services etc.

81 SAJI Project is also the continuation of long standing collaboration between UNDP and GOI - to improve access to justice for the poor and disadvantaged Indonesian population. Over the past several years UNDP and GOI have also made joint efforts to strengthen formal and informal justice mechanisms through the Legal Empowerment and Assistance for the Disadvantaged (LEAD) Project (2007-11) and the Aceh Justice Project (2007-11). It is important to mention that SAJI project strategy and interventions are based on the successful results and best practices from those collaborations.

82 Nevertheless project mandate is also greatly in line with the priorities and interests of Norwegian Embassy (donor) regarding promotion of human rights and gender equality for Indonesian people. There has also been a long standing collaboration between UNDP and Norwegian embassy, whereas the later has been providing funding for other such initiatives in the past like LEAD project.

2.3 Assessment of Efficiency of Project interventions

83 Achievement status and progress of project activities

Discussion with stakeholders and review of project reports suggest that to achieve the outlined project results/outputs of strengthened institutional mechanisms to implement NSA2J, improved public complaint handling mechanisms, improved access to state funded legal aid services and increased access to informal justice channels, a set of activities and sub-activities were expedited. Following are the details of overall progress made so far.

84 Institutional mechanisms to implement NSA2J

To mainstream and coordinate NSA2J into the action plans of relevant ministries and build capacities of government institutions to implement the strategy, a national Secretariat for Access to Justice has been already established under BAPPENAS. Currently the secretariat is manned only by SAJI project staff including a NSA2J Mainstreaming analyst, Monitoring and Reporting officer and a Project Associate. These staff performs hybrid services both for PMU and Secretariat on need basis. Overall the work of the Secretariat is guided and overseen by the NPD.

85 Discussions also suggest that there is some sort of lack of clarity regarding the overall mandate, role and future prospects of the Secretariat. On the other hand despite being open to other stakeholders including donors and government the Secretariat is presently managed only through project staff, that too on a part time basis. However despite its limitations the Secretariat facilitated a number of activities to expedite NSA2J mainstreaming and implementation. These include;

- Completion of the second round of gap analysis, outlining the current interface between action plans in NSA2J and current A2J initiatives listed in the 5 ministries work plans for 2012, including Ministry of Home Affairs (Kemdagri), Ministry of Law and Human Rights, Ministry of Social Affairs, Ministry of Women Empowerment and Child Protection, and the Supreme Court.
- Preparation of a working paper on the establishment of an access to justice working group that will oversee the NSA2J mainstreaming is also being prepared. The working paper explains the scope of its mandate, structure, and composition.
- Dissemination of the NSA2J among line ministries/agencies, especially those under the Law and Human Rights Directorate. This included showcasing the NSA2J at the national level Musrenbang, which was attended by high-level officials of all provinces, including BAPPEDA staff.
- Provision of support to the National Law Development Agency (BPHN) in developing an evaluation tool for the implementation of “Law Compliance Village” programme and a grand design for “Law Center.”
- Facilitation of the revision of the NSA2J to make it more implementation friendly for inclusion into the work plans of relevant governmental institutions
- Awareness raising interventions like publication and dissemination of materials for NSA2J, facilitation of launching of Legal Aid Services, engaging media through field visits, training and Journalism awards and establishment of NSA2J website etc.
- Facilitation of Rapid Assessment on Judicial Reform in Indonesia, in partnership with Konsorsium Reformasi Hukum Nasional.

86 It can be deduced from discussions with stakeholders and review of project records that overall these activities were implemented in an efficient and timely manner and within the budgetary allocations. However one of the important activity i.e. establishment of effective monitoring and evaluation mechanisms to assess the progress of implementation of NSA2J by the targeted government institutions is lagging behind. One of the reasons for this delay is that currently the NSA2J is being revised to make it more implementation and monitoring friendly.

87 Public Complaint Handling Mechanisms (PCM)

To improve public complaints handling mechanisms in relevant governmental institutions, SAJI Project provided necessary support to National and Provincial Ombudsman and implementing institutions to effectively develop and implement PCMs. In this regard a number of activities were undertaken by the project including;

- Support to Ombudsman in preparation of a draft Presidential Regulation on Establishment and Management of Public Complaint Handling in the governmental institutions at the national and provincial level, as mandated by Law No. 25/2009 on Public Services.
- Establishment of Public Complaint Units in Bener Meriah (Aceh), Palu (Central Sulawesi), and Palangka Raya (Central Kalimantan). Project in collaboration with national and provincial Ombudsman and municipal authorities pioneered establishment of PCM units in the selected institutions like health facilities and licensing and registration agency in the above mentioned municipalities of Palangka Raya, Bener Meriah and Palu. Technical support was provided for developing the SOP for operationalization of the said complaint handling units. It is important to mention that a few of the complaint handling units established in community health centers, hospitals and licensing and registration agency were visited during the evaluation mission and it was observed that these units are well established and are fully operational and equipped to deal with public complaints efficiently.
- Capacity building of concerned staff in the three municipalities through organizing a five day training workshop each on various dimensions of PC handling. The participants mostly included officials of health, education, registration and police departments. It was ensured that all staff associated with these units is duly equipped with required knowledge and skill to receive, analyze and successfully dispose public complaints in line with community aspirations. In this regard discussion with some of the officials who attended the PCM trainings suggest that it was found very useful in understanding the dynamics of PCM and have provided them the necessary knowhow to operate the PC units in their respective organizations.
- Awareness raising regarding PCMs in the general public like radio talk show on Presidential Decree Draft on PCM and media trip to Palu on Public Complaint Mechanism Launching etc.

88 Overall analysis suggest that the above activities were implemented in an efficient and timely manner and within the budgetary allocations. However a couple of the activities, outline in the project document like 1) Establishment of community-based information and complaint posts and 2) Awareness raising and development of community capacity to access government complaint handling mechanisms is lagging behind.

89 Legal aid services for poor

To achieve the output of improved access to National Legal Aid Services for poor, following the enactment of the Law on Legal Aid, SAJI has worked closely with GOI (BPHN) to facilitate the overall implementation of legal aid services. Necessary support was provided to BPHN to undertake a number of activities and sub activities, these include;

- Development of three derivative regulations to implement national legal aid program in the context of newly enacted law on Legal Aid. These regulations included;
 1. Ministerial regulation on verification and accreditation of legal aid organization
 2. Govt. regulation on Mechanisms for Legal Aid Funds Distribution
 3. Ministerial regulation on 'Standards for Legal Aid Service Provision

A series of meetings and workshops were organized by the Project to facilitate BPHN and relevant stakeholders in formulation and endorsement of the above mentioned regulations.

- Verification and accreditation of 71 legal aid providers (CSOs) in the 5 Provinces under project geographical coverage i.e. Aceh, Central Kalimantan, Central Sulawesi, Maluku and North Maluku. The total number of selected CSOs by BPHN across Indonesia is around 310 of which 42 have been accredited through facilitation of SAJI. The accreditation process was based on set of criteria including verification in the field.
- Capacity building/training of selected BPHN partner of legal aid providing CSOs in governmental financial procedures and compliance. In view of the specific governmental financial requirements for reimbursement process it was deemed important to build the capacities of these CSOs to facilitate the upcoming flow of funds from BPHN to respective CSOs. Project contracted a Jakarta based CSO i.e. Indonesian Legal Aid Foundation (YLBHI) and the Legal Aid Institute of Indonesian Women Association for Justice (LBH APIK) to provide the said training to representative of partner CSOs.
- Awareness raising and socialization among stakeholders including communities regarding Legal Aid Bill in Project areas. Since the legal aid bill has been enacted recently therefore it was deemed important to widely publicize and provide necessary information to partners and communities on key features and working of national legal aid services. The awareness raising events included socialization workshops on legal aid bill in Aceh, Central Kalimantan, South Sumatra, Maluku and North Maluku. A range of stakeholders participated in these workshops including officials of provincial and district governments, local NGOs, BPHN, BAPPENAS, academia etc. On the other hand a mass media campaign was also facilitated to reach out to the local communities in need through a series of radio talk shows, production of a documentary film and procurement of a 30-second PSA production service on legal aid:
- Development of an evaluation tool for Law Compliance Villages Program and establishment of database system for national legal aid services. The system is under development, whereas project is providing necessary support for engaging consultants and procurement of related hard and soft wares.

90 Discussions with stakeholders especially BPHN officials suggest that project interventions were implemented in a very timely and efficient manner. In this regards it is important to mention that following the enactment of legal aid bill in late 2011, BPHN was mandated to initiate interventions immediately, however no such financial resources were allocated for this purpose as the governmental budgetary framework for the year 2011-2012 was already finalized. Therefore contributions of project to bridge the resource gap was very vital and timely for the initiation of above mentioned activities.

91 Informal justice systems

Increased access to justice through informal justice channels remains the flagship output of the project. Most of the interventions under this output are the continuation/replication from previous projects, especially the Aceh Justice Project. A number of activities and sub-activities have been jointly implemented through and with partner organizations including Majelis Adat Aceh, National and Provincial governments and Community (Adat) Leaders. This includes;

- Training of women Adat leaders in Aceh. In this regard so far 707 Women Leaders in three districts (264 from Biureun District, 227 from Aceh Besar District, and 214 from Aceh Tengah District) were trained in dispute resolutions mechanisms related to women and children, administration of Adat Justice, formulation of village regulations and documentation of proceedings and decisions etc. These capacity building activities continued from AJP, whereas since 2007 in total 11000 Adat leaders have been trained and equipped with skills to best perform their responsibilities. However all of such trainings so far are expedited only in one province (Aceh), out of the total five provinces under the project geographical coverage.

Discussions with some of the members of village Adat councils, who also participated in one or more trainings, suggests that these training were found very helpful in building the capacities of local communities in dispute resolution mechanisms especially involving women, formulation of village regulations and documentation. Overall these trainings were implemented in timely manner in line with the aspiration of the trainees. However concerns were also expressed about the shorter duration (one day) of the training sessions, which were originally meant for 2-3 days. On the other hand needs were also expressed for inclusion of other subjects and mechanisms for solving disputes with other villages, documentation and reporting, mechanisms for women and children specific disputes/cases.

- Development of common guidelines for Adat justice system in the provinces of Aceh, Central Sulawesi and Central Kalimantan. This remained the hallmark intervention of the project in facilitating and recognizing informal justice channels. In this regard the already established guidelines in Aceh, under AJP, were further revised and based on the successful implementation of these guidelines in Aceh, the process of formulation of guidelines was replicated in the provinces of Central Sulawesi and Central Kalimantan. In Central Sulawesi the guidelines have already been finalized and adopted through the Governor Regulation (Number 42/2013). The regulation has also instructed the establishment of Adat Council in the province to facilitate guidelines and Adat affairs. In Central Kalimantan the establishment of guidelines is in process and is expected to complete as soon.

A series of workshops and meetings have been expedited in Banda Aceh, Palangka Raya and Palu, where representatives of all stakeholders including national and provincial governments, community (Adat) leaders, and civil society organizations participated to deliberate on the various dimensions of Adat justice and to come up with common guidelines. Overall it can be deduced from discussions with stakeholders that the above interventions were well organized and implemented in a very timely and efficient manner, despite the complexities of bringing together such a diverse group of stakeholders and reaching consensus in establishing common guidelines.

- Support to formulation of village level regulations (reusam) in selected villages of Aceh. Project facilitated MAA and respective Adat Leaders to establish and document specific village regulations at the village level. A series of workshops were held involving MAA and village leaders, where participants' understanding on the basic procedures for developing

and documenting village by-laws was enhanced and a number of village regulations regarding village governance, resolution of disputes and cultivation rules etc. were drafted.

- In addition to above interventions, project also expedited specific activities like training of MAA PMU staff, internal evaluation of training sessions for women Adat Leaders and an overall assessment of satisfaction level of informal justice system users in Aceh. All these activities were directed to build capacities and inform the decision makers to further improve the informal justice system in Aceh and elsewhere.

92 Financial Progress of the Project

Originally the SAJI project was designed with a total price tag of UDS 5 Million, however down the road only 2.39 Million could be actually allocated, out of which USD 150,000 was contributed by UNDP and the rest of USD 2.24 Million were received as grant from the Embassy of Norway. Therefore, in view of its original budgetary requirement, currently the project is faced with a considerable shortfall of around 2.7 Million.

93 Considerable efforts were made to acquire remaining resource, however so far no new commitment has been materialized from other donors. It is deemed important for the project to negotiate this huge resource gap, on one hand, through intensifying its efforts for acquiring desired funding from external donors or from UNDP internal funding. On the other, in case of no further resources, the project should make efforts to revise and adjust its interventions to available resources by only perusing the interventions which are expected to create maximum impact.

94 Analysis of project financial statements for the year 2013 (January to August) suggest that overall most of the available financial resources (28% of total expenditures) were consumed by the activities for output related to informal justice system. The same is also evident from discussion in the section on efficiency, whereas a number of activities were rigorously implemented with full steam. The next bulk of resources have been consumed by output related to Public Complaint Mechanisms i.e. 18% of total expenses during 2013. This is followed by Project Management at 16%, Knowledge Management at 15% and Legal Aid Services at 14%. The activities for output related to institutional mechanisms for NSA2J consumed the least resources (only 9%) among all. This reflects that progress on this output remains steady as compared to other outputs. (See table below for details)

Table 1: Project Expenditures during Jan-Aug 2013			
No	Budgetary head	Amount spent (USD)	Percent
1	Project management	104,377	16%
2	Institutional Mechanisms for NSA2J	59,460	9%
3	Public Complaint Mechanisms	120,373	18%
4	Legal Aid Services	90,866	14%
5	Informal Justice Systems	191,256	28%
6	Knowledge Management	101,094	15%
Total		667,426	100%

Source: Project financial statements (Jan-Aug 2013)

96 Discussions with stakeholders and review of progress reports and documents suggest that overall project financial resources were managed in a transparent and accountable manner and available resources were spent in an efficient manner, keeping in view the best value for money. Overall project followed UNDP standard procedures for financial management and procurement and recruitment processes.

2.4 Assessment of Effectiveness of Project Results

97 Achievement Status of Project results/outputs

In order to achieve the long term outcome of “Improved access to justice for Indonesians, particularly women and vulnerable groups” the project logic model has identified four short-term intermediate results or outputs. These include;

- Strengthened institutional mechanisms, legal and regulatory framework, and capacities of government institutions to implement the strategy on access to justice
- Improved public complaint/grievance handling mechanisms in government institutions at both national and subnational levels
- Improved access to state funded legal aid services, particularly for the poor and the marginalized
- Increased access to justice in informal justice channels, particularly for women and vulnerable groups
- Knowledge management to inform policies and initiatives to effectively strengthen access to justice

98 The outputs were rigorously perused during the previous half and efforts will continue in the remaining half of the project life to achieve these outputs. Following is the details of the progress made so far towards achieving desired results/outputs;

99 Strengthening of institutional mechanisms and capacities for implementation of NS2J

The project document envisaged, in view of the nation-wide and sustainable impact, that the key recommendations and action plans of the National Strategy on Access to Justice should not only be implemented as separate programs, but elements of the strategy also mainstreamed into existing national development programs as well as the annual work plans and budgets of all relevant ministries/agencies i.e. Ministry of Law and Human Rights, the Supreme Court, the Ombudsman, the Attorney General Office, and Ministry of Women Empowerment and Child Protection etc.

100 To successfully achieve the result of putting in place institutional mechanisms and mainstreaming of the strategy, the project design called for strengthening and building the capacities of already established National Access to Justice Secretariat in BAPPENAS. It was aimed that through the Secretariat, BAPPENAS and UNDP will mobilize political support from relevant government ministries and agencies to implement the NSA2J, monitor the

implementation of the Strategy, provide technical assistance to the government institutions, and coordinate various programs on access to justice in Indonesia.

101 In view of the assigned mandate project has made considerable efforts to strengthen and build capacities of the National Secretariat by providing the needed human resources through assigning three members of the project team to perform hybrid functions both for PMU and for the Secretariat. Beside human resources project is also providing full financial and technical support to undergo various activities by the Secretariat. The Secretariat is hosted in BAPPENAS and is guided and overseen by the NPD.

102 Since project inception the Secretariat has facilitated a number of activities to expedite mainstreaming and implementation of NSA2J, these include gap analysis between NSA2J and action plans of ministries, preparation of a working papers on A2J working group, awareness raising and dissemination the NSA2J to ministries, provision of support to BPHN in developing evaluation tools and facilitation of rapid assessment on Judicial Reform etc. Most recently the Secretariat is engaged in revision of the NSA2J to make it more implementation friendly for mainstreaming into the work plans of relevant governmental institutions.

103 Discussions with stakeholders and review of records suggest that despite considerable efforts the actual mainstreaming of the NSA2J into the actions plans of relevant ministers is lagging behind. A number of reasons were cited for this delay, the foremost being the lack of legal cover (like Presidential Regulation), as presently the NSA2J has been endorsed only through a ministerial regulation by BAPPENAS. Thus the non-endorsement of the strategy at the highest level somehow makes the NSA2J implementation non-mandatory or voluntary for other involved ministries.

104 On the other hand the very broad and overarching nature of the strategy also poses greater challenges in radially translating it into action plans. Presently the secretariat is involved in the revision of strategy to make it more explicit and implementation friendly. On the operational side there also seems to be lack of clarity regarding the overall mandate, role and future prospects of the Secretariat functions. It is important to mention that previously other donors like Embassy of Netherlands and WB were also involved in the establishment of the secretariat, however at the moment it is operated and funded only by SAJI. It was also found that presently secretariat is seen more as a project entity, raising concerns about its sustainability in the longer run.

105 It is important to highlight that the revised RRF targets for 2014, outlines 40 NSA2J action plans implementation by target institutions at the national-level and incorporation of all SAJI NSA2J focus areas into government work plans and budgets of five target provinces. To achieve these uphill targets partners need to further foster and intensity efforts through increased coordination and collaboration towards mainstreaming of NSA2J.

106 Improved public complaint/grievance handling mechanisms

The project document envisaged that improving the effectiveness and efficiency of the public complaint and grievance handling mechanisms is the key means for strengthening access to justice in Indonesia. In this regard it was outlined that the project will provide technical support, advisory services, as well as grants to strengthen, expand, and improve the capacity of government institutions to receive and resolve public complaints and grievances related to public services, corruption, land and natural resource issues and violence against women, both at the national and subnational levels.

107 In this regard the project has made rigorous efforts and has provided necessary support especially to the National and Provincial Ombudsman and concerned provincial institutions to effectively develop and implement PCMs. A number of activities were undertaken by the project including preparation of a draft Presidential Regulation on PCM, establishment of Public Complaint Units in three selected municipalities, capacity building of concerned staff in handling of public complaints and awareness raising and socialization regarding PCMs in the general public etc.

108 Discussions and analysis suggest that project interventions were found very instrumental in raising awareness among stakeholders and general public, building capacities of staff of relevant institutions and most importantly in establishing PCM units in the three pilot municipalities. It is important to mention that some of the complaint handling units established at community health centers, hospitals and licensing and registration agency in Palu were visited during the evaluation mission and it was observed that these units are very well established and are fully operational, equipped and staffed to deal with public complaints effectively. It was also observed during such visit to PC Unit in Anantapura Hospital in Palu that during last one month around 114 complaints were received and were amicably resolved. Most of these complaints were related to availability of specialist doctors, attitude of hospital staff, delayed services etc.

109 Discussion with concerned staff also reveals that the project capacity building/training was found very useful in understanding the dynamics of PCMs and have provided them the necessary knowhow to operate the PC units in their respective organizations. It was also highlighted that establishment of PC Units are now playing an important role in receiving community feedback regarding quality of services and in turn providing opportunities to improve public service delivery in line with the aspiration of the local communities.

110 Looking at the progress made it can be deduced that this output is fully on track and is expected to achieve all of its targets, outlined in RRF, by the end of project period. Having said this, there is still a long way to go in scaling up the establishment of such units in other districts and municipalities in the project area in particular and in the rest of the country in general. There is also a greater need for increasing awareness on the part of communities regarding availability of these mechanisms and its utility. On the other hand the overall process of PCM is led by ombudsman at the national and provincial level, however some of the provinces are still awaiting the appointment an ombudsman and necessary resources to expedite the process.

111 Improved access to state funded legal aid services

In October 2011 the Indonesian Parliament has enacted Law 16/2011 on Legal Aid, which aims to increase access to justice of the poor and the marginalized. The law mandates the government to prepare derivative regulation and policies necessary to its full implementation. Under this system, state funds managed by the Ministry of Law and Human Rights through BPHN are provided to legal aid providers (CSOs) to deliver litigation and non-litigation services to the poor and disadvantaged. It was outlined in the project document that SAJI will support the Ministry of Law and Human Rights in their efforts to develop a quality regulatory framework to ensure that this law results in increased access of the poor and the marginalized to justice.

112 Following the enactment of the Law on Legal Aid, SAJI has worked very closely with BPHN to facilitate the overall implementation of legal aid services and all necessary support was provided to develop three derivative regulations to implement national legal aid program, these regulations included; 1. Ministerial regulation on verification and accreditation of legal aid organization 2. Govt. regulation on Mechanisms for Legal Aid Funds Distribution 3. Ministerial regulation on 'Standards for Legal Aid Service Provision.

113 Discussion with BPHN officials suggest that project support and technical facilitation was very instrumental and timely in bringing up all stakeholders to produce draft regulation. It is expected that these regulations will greatly help in streamlining and operationalization of the national legal aid services for the poor. On the other hand help was also extended to BPHN in verification and accreditation of legal aid providers (CSOs) in the 5 Provinces under project geographical coverage and capacity of selected CSOs were also built in governmental financial procedures and compliance. Furthermore a number of interventions were also made regarding awareness raising and socialization among stakeholders including communities in the five target provinces of the Project.

114 Analysis suggest that project interventions were found very instrumental in developing and operationalization of the newly introduced legal aid system. In this regards it is important to mention that following the enactment of legal aid bill in late 2011, BPHN was mandated to initiate interventions immediately, however no such financial resources were allocated for this purpose, as the governmental budgetary framework for the year 2011-2012 was already finalized. Therefore contributions of project to bridge the resource gap was very vital and effective for the immediate initiation of above mentioned activities.

115 It is important to mention that by now 310 organizations (CSOs) have been selected by BPHN throughout Indonesia and have already started provision of legal aid to the poor and needy. For this purpose an amount of Rp 40 billion has already been allocated for the current year, which is expected to substantially increase in the coming years. One such partner CSO, contacted during the evaluation mission in Palu, informed that legal aid provision to the poor and needy people has already been underway and so far they have provided necessary litigation support to seven needy people.

116 Looking at the progress made it can be deduced that this output is fully on track and is expected to achieve most of its targets, outlined in RRF, by the end of project period. However since the program is very new therefore it is also expected to face a number of challenges i.e. awareness among communities especially the poor, geographical distribution of legal aid providers, complexities and delays in reimbursements etc. It is also expected that, in view of the large population of poor in the country, program will come under great pressure to meet the growing demand for legal services once all the people are made aware.

117 Increased access to justice in informal justice channels

Project document envisaged that informal justice system, derived from local traditions and wisdom of the various ethnic groups in this vastly pluralistic Indonesian nation, plays a critical role in providing justice, particularly for the poor and marginalized. The poor and disadvantaged are mostly dependent on informal/customary justice institutions for resolving their local disputes and conflicts. According to WB estimates over 75 percent of local disputes are dealt with through local customary councils (Adat). On the other hand estimates also shows that only 17% of poor people have the ability to bring their cases to formal courts, and in poorer areas the numbers are even under ten percent, as poor people cannot afford the costs of lengthy litigation processes. The centuries old informal justice mechanisms are well acknowledged by the Indonesian constitution and are deeply embedded into the social and cultural fabric of the Indonesian society.

118 SAJI project interventions regarding access to informal justice are mostly based on the results, best practices, and lessons learned especially from the Aceh Justice Project (AJP), implemented during 2007 to 2011. In this regard project has made considerable contributions towards recognizing and strengthening of informal justice system especially in Aceh Province. SAJI project has continued these interventions in Aceh and has further extended/replicated the best practices in the provinces of Central Sulawesi and Central Kalimantan. These interventions include capacity building of Adat leaders especially women in Aceh (since 2007 in total 11000 Adat leaders have been trained), formulation of village regulations, development of common guidelines for Adat justice system in the provinces of Aceh, Central Sulawesi and Central Kalimantan.

119 The development of guidelines remained the hallmark intervention in facilitating and recognizing informal justice channels in the respective provinces. In this regard based on the successful implementation of these guidelines in Aceh, the process of formulation of guidelines was replicated in the provinces of Central Sulawesi and Central Kalimantan. In Central Sulawesi the guidelines have already been finalized and adopted through the Governor Regulation (Number 42/2013). The regulation has also instructed the establishment of Adat Council in the province to facilitate guidelines and Adat affairs. In Central Kalimantan the establishment of guidelines is in process and is expected to complete as soon.

120 Discussions with stakeholders especially with Adat leaders and provincial authorities suggest that project interventions were found very instrumental in recognizing and strengthening the capacities of informal justice channels to improve access to justice especially

for poor. Involvement and training of women leaders in Aceh and elsewhere will also provide greater opportunities for women to participate in the men dominated informal justice institutions and will pave the way to provide access to justice for fellow women.

121 Overall it can be deduced that this remained the flagship output of the project and has also consumed most of the resources and energies. In view of the progress made it can be suggested that the output is fully on track and is expected achieve most of its targets, outlined in RRF, by the end of project period. However the implementation of common guideline is a challenging task due to ethnic, cultural and religious diversity as the informal justice mechanisms vary from place to place and community to community.

122 Gender Mainstreaming

Project document outlines that Indonesian women continue to face multiple challenges in accessing justice forums (both formal and informal) and obtaining fair justice outcomes for their grievances. Women suffer from a relative lack of power in their relationships with decision-making authorities, whether in the family, community, or government. SAJI places women as a priority group and strives to advance gender equality and the empowerment of women in Indonesia as a cross-cutting priority of the project, be that legal aid, community-based justice, or public complaint and grievance handling. The overall importance to address women justice related issues can be judged from the fact that it is duly included in the overall outcome of the project of “Improved access to justice for Indonesians, particularly women and vulnerable groups”.

123 In this regard project has made continuous efforts to mainstream gender into all of its interventions related to informal justice, legal aid and PCMs etc. The hallmark of these interventions is the inclusion of women Adat leaders in capacity building program of the project. In this respect SAJI project has provided training to 707 women Adat leaders in Aceh province, with special emphasis on dispute resolution mechanisms related to women and children etc. Discussions with some of the women members of Adat councils, who also participated in one or more trainings, suggests that these training were found very helpful in building the capacities of women leaders in dealing with and resolving women specific dispute at the village level. Despite the fact that most of the Adat councils are male dominated, it was encouraging to see and meet some women Adat members during the course of this evaluation exercise in Aceh. Apart from some reservations like lack of priority for women disputes in Adat councils these women felt quite satisfied with their role in Adat affairs.

124 Discussions with stakeholders also suggest that project has made wholehearted efforts to ensure women participation in all project events like workshops for establishment of guidelines for informal justice in Central Kalimantan and Central Sulawesi, workshops for drafting of legal aid derivative regulations, training of provincial government official in public complaint handling mechanisms in respective provinces and capacity building of CSOs for legal aid etc. In addition a good deal of awareness raising and socialization activities were also directed towards women inclusion and mainstreaming. Greater emphasis was also laid on inclusion of women

specific legal aid organizations including LBH-APIK and KOMNAS Perempuan in the BPHN selected list of CSOs for provision of legal aid to needy women population.

125 It is also important to mention that during the course of this evaluation exercise around 72 persons have been contacted among all stakeholders out of which around 50% were women, showing the greater involvement of women in the affairs of the project. However there is still a long road ahead to achieve full participation and equality for Indonesian women in accessing justice channels, therefore the project need to further foster its efforts to reach out especially disadvantaged women to address their needs for justice.

2.5 Assessment of Overall Impact of Project

126 Achievement status of overall outcomes

In view of the mid-term nature of the evaluation exercise it is deemed too early to gauge the level of achievement of the broader project outcome of *“Improved access to justice for Indonesians, particularly women and vulnerable groups”*. It is important to highlight that presently SAJI is half way through its life and most of the interventions related to legal aid services, public complaint mechanisms and informal justice are in the pioneering and development stage. It is expected that once these interventions are fully developed and implemented then overall outcomes will be more evident and subject to measurability. Therefore it is expected that project final evaluation will be in much better position to deliberate on the achievability status of overall impacts, as by then project would have already completed all of its interventions and its full duration.

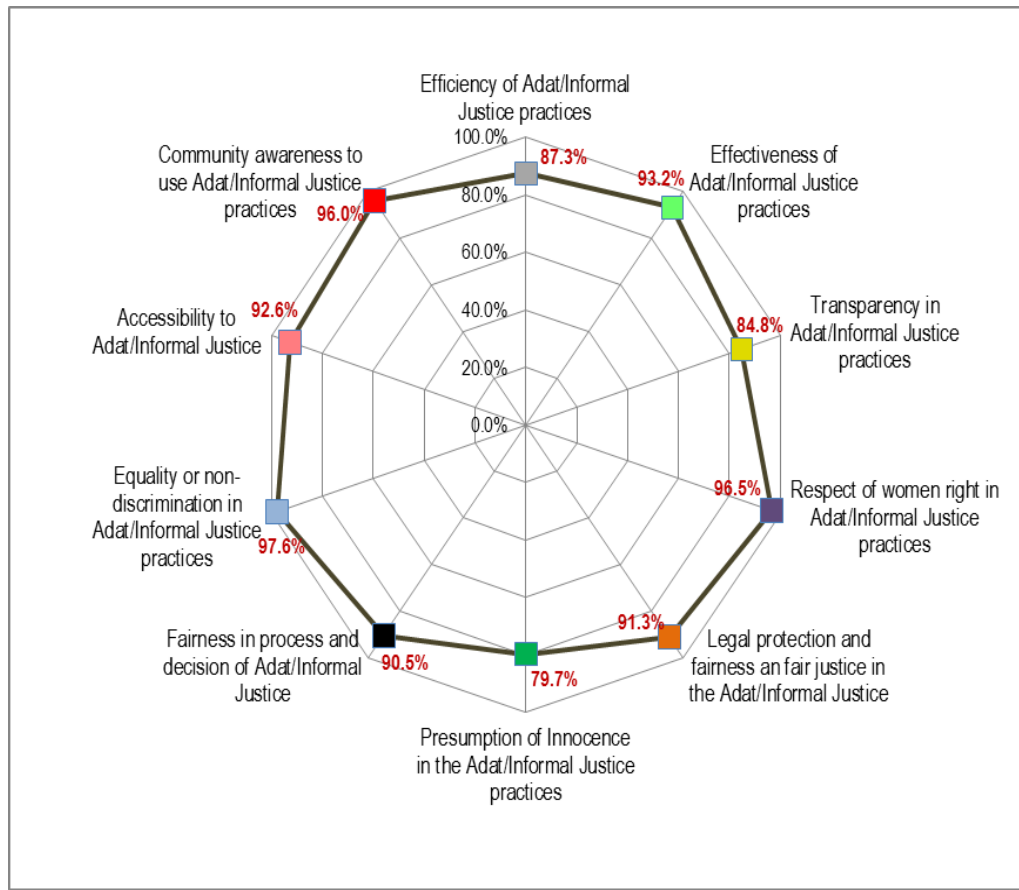
127 It is also observed that the overall project outcome also seems to be too broad in scope, in view of the limited resources and specific geographical coverage of the project (five provinces). The very broad and overarching nature of the project outcome also poses greater challenges to measure the specific contributions of the project interventions towards achievability of the outcome. It is suggested that project should consider identification of specific indicators to measure the achievement status of overall outcome and should also make efforts to establish baselines and sort of database to facilitate the impact assessment towards the end of project.

128 Having said this, considering the progress of project outputs so far it can be easily suggested that project interventions and results are on a right track towards contribution to its overall outcome in the geographical areas under project jurisdiction. In this regard the strengthening of informal justice channels remains the single most important contributor to achieve the overall outcome. With the continued efforts of AJP and SAJI projects, informal justice system in the Aceh province has been fully recognized and capacities of relevant institutions substantially developed to deliver easy and fair justice to local population.

129 According to the results of a beneficiary satisfaction survey in Aceh, expedited by the project, around 91 percent of poor justice seekers are satisfied with Adat justice processes and outcomes. The results of the survey also indicate the Adat justice system has substantially improved in Aceh over the past five years, due to continued intervention from AJP and SAJI

project. Furthermore district governments in Aceh are now advocating for the use of Adat justice services, and provision of funding through their district budgets. Survey shows that in 2010, only two out of 23 districts allocated funds for informal justice service provision, however in 2012, this number had substantially increased to 11 districts, showing the enhanced confidence of local governments on informal justice channels. Survey results also indicate that women are increasingly involved in Adat justice service provision, particularly in cases involving gender based violence and discrimination, and/or disputes relating to marital rights. Please see below chart from beneficiary satisfaction survey indicators;

Figure 3: Level of beneficiary satisfaction indicators



(Source: beneficiary satisfaction survey in Aceh)

130 It is also expected that national legal aid services, once fully operationalized will also handsomely contribute to increasing access to justice for the poor and disadvantaged people. At the moment these services are in a very early stage of implementation, however according to estimates of BPHN currently around IDR 40.8 billion have been allocated for this purpose in 2013 which is expected to increase to IDR 60.5 billion in the next year. In this regard it is also expected that around 18000 poor people will benefit from the services in the coming two years.

131 Indeed the PCM interventions once fully developed and implemented will also contribute handsomely to the improvement in public service delivery through incorporating community feedback and aspirations. Nevertheless the mainstreaming of NSA2J once fully incorporated into the action plans of the relevant ministries will also pave way for increased access to justice for the poor and disadvantage population. As a longer term impact it is also expected that once access to justice is improved, it will also help in reducing poverty and inequality in the Indonesian society. However the task is uphill and will require rigorous efforts and strengthened collaboration among all stakeholders and nevertheless availability of full scale of resources.

2.6 Assessment of sustainability of project interventions

132 Sustainability of interventions in the post project period normally depends on availability of desired policies, will, ownership, human resources, technical skills, social acceptance and most importantly financial resources. Discussions and analysis suggest that overall project interventions related to informal justice, legal aid, public complaint mechanisms and NSA2J mainstreaming are expected to be sustained in the longer run in view of the strong ownership and commitment from national and provincial governmental institutions and local communities, availability of necessary policies, legal and regulatory frameworks at the national and provincial level, inclusion of access to justice agenda in national and provincial governmental planning and budgetary frameworks and expected mainstreaming of NS2J in the upcoming mid-term plans.

133 In recent years Government of Indonesia has put greater emphasis on increasing access to justice for Indonesians. A series of judicial reforms took place and number of important legislations and regulations have been enacted to enhance access to justice and to improve public services especially for the poor. Some of these include constitutional Bill of Rights 2000, Law 14/2008 on Public Information Openness, Law 37/2008 on Ombudsman, Law 26/2009 on Public Service and Law 16/2011 on Legal Aid to poor and disadvantage.

134 In addition to strengthening of formal justice system GOI is also making strenuous efforts to promote informal/customary justice mechanisms. In this regard a number of provincial regulations have been formulated especially in Aceh and elsewhere to recognize and promote provision of access through informal justice channels. Availability of these legal and regulatory frameworks is a reflection of the keen interest, ownership and commitment of GOI, providing a strong mandate and basis for longer term sustainability for intervention related to legal aid services, informal justice systems, public complaint mechanisms etc.

135 It is important to mention that centuries old customary justice system (Adat) is widespread across Indonesia and is strongly embedded in the norms and traditions of Indonesian society. It is always considered as first choice by the poor and disadvantaged for resolving their local level disputes. Due to this strong cultural acceptance and indigenous nature it can be easily deduced that the customary justice system will continue to work in times to come.

136 Inclusion of access to justice interventions like national legal aid services, PCMs, informal justice etc. in governmental plans and budgetary framework provides necessary basis for availability of much needed human and financial resource to continue these interventions in the post project period. In this regard it is important to refer to the allocation of IDR 40.8 billion for legal aid services in the current budget and the expected to gradual increase in times to come. On the other hand substantial efforts are also underway to establish ombudsman offices at the national and provincial levels, accompanied by budgetary allocations, to develop and oversee the effective handling of public complaints in times to come.

137 As earlier mentioned the NSA2J mainstreaming into the action plans of relevant ministries is being perused through the establishment of a national secretariat. Presently secretariat is being staffed, financed and run by the SAJI Project. Discussions suggest that the post project status of the secretariat is not very clear in terms of longer term sustainability. Therefore it can be suggested to make arrangements to fully integrate the functions of secretariat, accompanied by desired financial and human resource, into the working of BAPPENAS to sustain these important functions in times to come.

138 Having said that most of the project agenda can be sustained in the longer run due to above mentioned reasons. However, keeping in view the wider scope and evolving and pioneering nature of many of the project interventions the governmental institutions and especially local communities may need continuity of external technical and financial support in the shorter run to fully establish mechanisms and processes for access to justice interventions.

3. RECOMMENDATIONS FOR FUTURE WORK

Based on the above discussion and analysis following are the main recommendations to further improve the efficiency, effectiveness, impact and sustainability of the project interventions;

Recommendation 1: Many of the interventions like Legal aid, informal justice and PCMs etc. have been initiated in recent years and are still passing through a transitional phase of development and integration. Therefore in view of the wider scope and evolving and pioneering nature of these interventions it can be suggested that project support should continue for some time to bridge the transitional period and to help fully develop interventions and processes for longer term continuity and impacts.

Recommendation 2: In view of the considerable gap of 54% in original budgetary requirements and availability of resources the project needs to devise an effective resource mobilization strategy to reach out to potential donors to secure the remaining funds for the project period and beyond. The strategy may include showcasing of project successes to muster required resources. On the other hand advocacy and lobbying efforts also needs to foster to convince GOI to gradually enhance its allocations for access to justice interventions in times to come.

Recommendation 3: To effectively mainstream of NSA2J into the action plans and budgetary frameworks of the relevant ministries there is a strong need to further strengthen the role of National Secretariat in coordination and overseeing of the NSA2J implementation. In this regard it is important to bring further clarity regarding secretariat's mandate, functions, operations and future status. It is also suggested that in addition to project staff a couple of officials from BAPPENAS should also be deputed to the secretariat, this will greatly help in enhancing ownership, credibility and sustainability of the secretariat in the longer run. Furthermore the project also needs to invest in lobbying and advocacy to attain a stronger political backing and legal cover for the NSA2J. This will greatly help in mandating relevant ministries to mainstream the strategy into their action plans and budgetary frameworks.

Recommendation 4: Awareness raising and socialization among respective institutions and especially communities regarding Legal aid, PCMs and Informal Justice was the most important issue, highlighted by almost all respondents. Therefore it is suggested that project should consider devising a comprehensive communication and awareness raising strategy to reach out all stakeholders and especially the poor and disadvantaged population and to make them aware of the existing mechanisms and facilities especially legal aid service and PCMs.

Recommendation 5: Originally project was mandated to work in five provinces, however so far project interventions have been concentrated in provinces of Aceh, Central Kalimantan, and Central Sulawesi. While the provinces of Maluku and North Maluku is substantially lagging behind due to funding constraints. If additional funding can be made available, then project should definitely consider extending some of the interventions to these left over provinces to provide them their due share.

Recommendation 6: SAJI project and previous such projects like AJP has contributed handsomely to the capacity building of local communities regarding informal justice in Aceh province. Now it is the right time to replicate some of these community interface and capacity building measures in the other provinces under the geographical coverage of the project. In this regard, as outlined in the project document, project should also consider putting in place small field teams at the provincial level, to facilitate field implementation especially in the provinces of Central Kalimantan, Central Sulawesi, Maluku and North Maluku. To reduce costs some sort of arrangements should be reached out with the local governments to provide space and utilities for the field teams.

Recommendation 7: Project has made considerable efforts to address the issues of women and disadvantaged population though involving them in project interventions especially training of women adat leaders in Aceh province. However in view the greater demand for their inclusion especially in informal justice channels it is suggested that project should further foster efforts to devise an exclusive gender mainstreaming and awareness strategy and ensure their full participation in project interventions especially in the rest of provinces under project. This may involve advocacy to represent women in adat councils, establishing mechanisms for dealing with cases involving women and disadvantaged, capacity building of women leaders/activists etc.

Recommendation 8: Achieving the overall agenda of increasing access to justice is complex, cumbersome and involves diverse stakeholders and actors. Therefore there is a strong need for effective collaboration and coordination to create synergies among all involved entities, institutions especially NGOs and other such projects working for access to justice like Aus-aid access to justice project, PNPM access to justice, Provincial Governance Support Project etc. If feasible the national secretariat on access to justice may help coordinate a kind of informal forum including relevant entities and institutions on a six-monthly basis to share and learn from each other experiences.

Recommendation 9: Project has put in place effective monitoring and reporting mechanisms to measure progress. However it seems that most of emphasis is placed on monitoring reports and field verifications. In this regard it is suggested that project should further formalize the use of periodic review meetings as an effective monitoring tool. For this purpose monthly and quarterly review meeting needs to be regularly organized for internal purpose involving project staff and NPD. While six-monthly and yearly review meetings need to be organized involving project board to discuss the progress of interventions and take corrective measures. On the other hand to facilitate measurement of overall impact, towards the end, project may consider translating project overall outcome into verifiable indicators and make arrangements for establishment of a baseline and collection of periodic data on relevant indicators.

ANNEX-1 List of Persons met during evaluation exercise

Date	Name	Position and Organization	Location
28 Aug 2013	Anis Hamim,	SAJI Project Manager	UNDP CO, Jakarta
	Nurina Widagdo	Head of DGPRU	
	Muh Husain	Programme Manager, DGPRU	
	Sirman Purba	Monitoring and Evaluation Analyst, UNDP	
	Nasokah	Public Complaint Mechanism and Legal Aid Project Officer, SAJI	
	Putri Vidya Dewi	Monitoring and Reporting Officer, SAJI	
	Rasyidi Bakri	CBJ Analyst, SAJI	
	Budi Triani	Project Associate, SAJI	
30 Aug 2013	Nurina Widagdo	Head of DGPRU	UNDP CO, Jakarta
2 Sep 2013	Bambang Palasara	Head of Public Information Center, BPHN, Ministry of Law and Human Rights	BPHN Office, Jakarta
	Kristomo	Staff, Public Information Center, BPHN, Ministry of Law and Human Rights	
2 Sep 2013	Yunan Hilmi	Head of R & D Center, BPHN, Ministry of Law and Human Rights	BPHN Office, Jakarta
	Arfan Faiz	Head of Research Facilitation Section, R & D Center, BPHN, Ministry of Law and Human Rights	
	Eko Suparmiyati	Head of Legal Culture and Community Research Division R & D Center, BPHN, Ministry of Law and Human Rights	
	Widya Oesman	Head of Law Development Division, R & D Center, BPHN, Ministry of Law and Human Rights	
	Supriyatno	Head of Section of Research of Unwritten Laws, R & D Center, BPHN, Ministry of Law and Human Rights	
	Masnur Monika Malau	Head of Research Collaboration Section, R & D Center, BPHN, Ministry of Law and Human Rights	
2 Sep 2013	Anfal	YLBHI (Foundation for Legal Aid)	YLBHI Office, Jakarta
2 Sep 2013	Ms Rahimah	Norway Embassy	Norway Embassy, Jakarta
3 Sep 2013	Diani Sadia Wati	National Project Director (NPD), SAJI Project	Bappenas, Jakarta
3 Sep 2013	J.D. Roelofs	First Secretary Political Affairs	The Netherlands Embassy, Jakarta
	Octa Sakke	Policy Advisor	
3 Sep 2013	Kartini Istikomah	Member of National Ombudsman	Swiss-BelHotel, Palangkaraya
4 Sep 2013	Basel A Bangkan	Damang (Adat Leader), Sabandau subdistrict, Palangkaraya	Governor Office,

4 Sep 2013	Yulindra Dedy	Secretary, Dayak Adat Council, Central Kalimantan	Palangkaraya
4 Sep 2013	Syahrin Daulay	Assistant to the Governor on Economy and Development, Central Kalimantan	
4 Sep 2013	YulithaChristiana	Head of Panarung Community Health Center, Palangkaraya	Swiss-BelHotel, Palangkaraya
	Ary Wijayanti	Staff, Dinas for Health, Palangkaraya	
5 Sep 2013	Taqwaddin	Head of Representative, Ombudsman Aceh	Office of Ombudsman Aceh
	M. Fadhil Rahmi	Assistant to Head of Provincial Representative, Ombudsman Aceh	
6 Sep 2013	Badruzzaman Ismail	Head of MAA	MAA Office, Banda Aceh
	Mukhlis Sya'ya	Project Manager, Adat Capacity Enhancement Project	
6 Sep 2013	Ernawati	Tuha Peut (Representative Body), Gampong (Village) Meunasah Papeun	MAA Office, Banda Aceh
	Raziah	Secretary, Gampong Beurang	
	Munardi Musa	Tuha Peut, Gampong Sibreh Keumude	
	Asnawi	Mukim, Sieim	
	Muttaqien Bakri	Ketchik (Head of Village), Mns Karieng	
	Murni	Head of PKK, Cotmalem village	
	Yusra	Tuha Peut, Gampong Blang	
	Saifullah	Secretary, Lambada Peukan village	
	Halik Saing	Ketchik, Gampong Kota Baru	
9 Sep 2013	Rachmah	Head of Section, Law and Legislation, Governor Office, Central Sulawesi	Governor Office, Palu
9 Sep 2013	Andreans Lagimpu	Kulawi Adat Community Leader	Palu
9 Sep 2013	Arfan	Assisten I to Mayor, Palu Municipality	Municipality Office, Palu
	Muliati	Head of Law Section, Palu Municipality	
	Ichsan Hamsah	Head of Integrated Licensing Office, Palu Municipality	
	Usman	Vice Director, Palu Municipality Hospital	
	Indah Fajarwati	Assistant of Ombudsman Central Sulawesi	
	Falmah	Head of Service Delivery Quality Section, Dinas for Health, Palu Municipality	
	Nurfitriah	Head of Administration, Talise Community Health Center	
	Lutfiah	Head of Birobuli Community Health Center	
	Arvindo	Staff, Talise Community Health Center	
	Ni Putu Ega	Staff, Bulili Community Health Center	
	Siti Rachmi	Staff, Integrated Licensing Office	
9 Sep 2013	Moh Nuzul	Staff, Legal Aid Institute, Central Sulawesi	Santika Hotel, Palu
	Ahmar	Head, Legal Aid Institute, Central Sulawesi	
10 Sep 2013	Met 11 staff members	Visits to PC Units in 2 community health centers and one hospital	Palu
12 Sep 2013	Peter de Meij	Coordinator, Court Reform and Access to Justice, AIPJ	AIPJ Office, Jakarta
12 Sep 2013	Bambang Soetono	Social Development Specialist, Justice for the Poor, The World Bank	PSF Office, Jakarta
12 Sep 2013	Savitri Soegijoko	Programme Officer, Decentralization and Local Governance, DGPRU	UNDP CO, Jakarta

13 Sep 2013	Danielle Ide-Tobin	Monitoring and Reporting Officer for DGPRU	UNDP CO, Jakarta
16 Sep 2013	Stephen Rodriques	Deputy Country Director, UNDP	UNDP CO, Jakarta

Annex-2 Evaluation Questions for Mid-term Evaluation of SAJI Project

1. Relevance:

- What is the present level of relevance of the project?
- Are the project overall objectives consistent with, and supportive of Partner Government policies?
- Does the project still respond to the needs of the key partners?
- Are the project objectives and results clear and logical, and do they address clearly identified needs?
- Are there suitable and informative targets, e.g. are they Specific, Measurable, Achievable, Realistic and Time-bound (SMART)?
- Are the activities and outputs planned appropriately to achieve the project outcomes?
- Is the current design sufficiently supported by all stakeholders?
- Have key stakeholders been involved in the design process including marginalized and vulnerable groups, and women?
- Are coordination, management and financing arrangements clearly defined and do they support institutional strengthening and local ownership?
- Are the objectives clearly understood by the project partners?
- If applicable: How well has the project design been adapted to make it more relevant? Was it straightforward to do contractually?
- Have the relevant cross-cutting issues (environment, gender, human rights and governance, donor coordination or others) been adequately mainstreamed in the project design?
- Was the project aligned with government and UNDP priorities?
- Was the project appropriate to the local context?

2. Effectiveness:

- How well is the project achieving its planned results?
- Are the targets for the project appropriate?
- What is the quality of the results/services available?
- Are there any factors which prevent target groups accessing the results/services?
- To what extent has the project adapted or is able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups ?
- Are the risks and assumptions holding true? Are risk management arrangements in place?
- To what extent are unplanned positive effects contributing to results produced/ services provided including marginalized and vulnerable groups, and women?

- How effective has the strategy for gender mainstreaming been taking gender equality into account in analysis, consultations, participation, project design, implementation, data collection, monitoring and reporting.

3. Efficiency:

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

4. Sustainability:

- Is sustainability an integral part of the design i.e. is there a phase out/hand over strategy?
- Is the sustainability strategy fully understood by the partners?
- If the services/results have to be supported institutionally, are funds likely to be made available? If so, by whom?
- Are the services/results affordable for the key partners at the completion of project?
- What is the level of ownership of the project by key partners and will it continue after the end of external support?
- How far the project is embedded in local structures?
- To what extent are relevant key partners actively involved in decision-making concerning project orientation and implementation?
- What is the likelihood that key partners will continue to make use of relevant results?

- Do the key partners have any plans to continue delivering the stream of benefits and if so, are they likely to materialise?
- What is the level of policy support provided and the degree of interaction between project and policy level?
- What support has been provided from the relevant national, sectoral and budgetary policies?
- Do changes in government policies and priorities affect the project and how well is it adapting in terms of long-term needs for support?
- Are the material, services and equipment support likely to continue after the project has finished?
- How well is the project contributing to institutional and management capacity?
- What lessons can be drawn from the coordination efforts and working arrangements between the project team, its counterparts/ beneficiaries, Bappenas and partners organizations/ other providers of similar type?

5. Impact:

- What are the direct impact prospects of the project at overall objective level?
- What, if any impacts are already apparent?
- What impacts appear likely?
- Are the targets realistic and are they likely to be met?
- Are any external factors likely to jeopardize the project's direct impact?
- To what extent does/will the project have any indirect positive and/or negative impacts? (i.e. social, cultural, gender and economic)
- Have there been/will there be any unplanned positive impacts on the planned key partners or other non-targeted communities arising from the project? How did this affect the impact?
- Did the project take timely measures for mitigating the unplanned negative impacts? What was the result?
