

**PROVISION FOR POST PROJECT EVALUATIONS
FOR THE
UNITED NATIONS DEMOCRACY FUND**

EVALUATION REPORT

UDF-17-766-INS
**Creating an Inclusive Policy and Legal System, Protecting Elderly People's Fundamental Rights
in Indonesia**

30 January 2023

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Acknowledgements

The evaluator would like to thank the participants from LBH Apik at all levels from National office to regional offices in Yogyakarta and Bali who took the time to share their experiences and information with the evaluator. In particular, the evaluator would like to thank The Development CAFE¹ team led by Ida Yamaswari for their data collection support. Very grateful for support from UNDEF colleagues, particularly Mikiko Sawanishi, Kate Hyeon, and Maria Elizabeth Baja for their support throughout the process.

Disclaimer

The views expressed in this report belong to the evaluator based on objective and systematic evaluation methodology. They do not represent those of UNDEF or any of the institutions referred to in the report.

Authors

This report was written by the Evaluator, Valentine Joseph Gandhi Bavanirajan.

Map of Project Sites²



Image 1 Map of Indonesia, with the six project sites

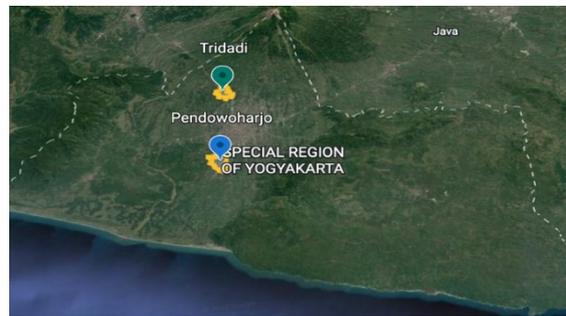


Image 2 Map of Tridadi Village and Pendowoharjo sites in Special Region of Yogyakarta province

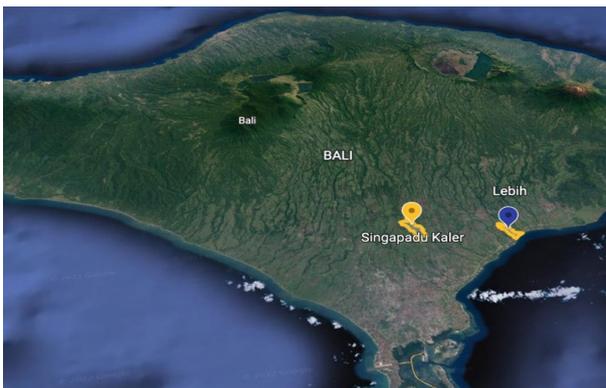


Image 3 Map of Lebih and Singapadu Kaler sites in Bali province

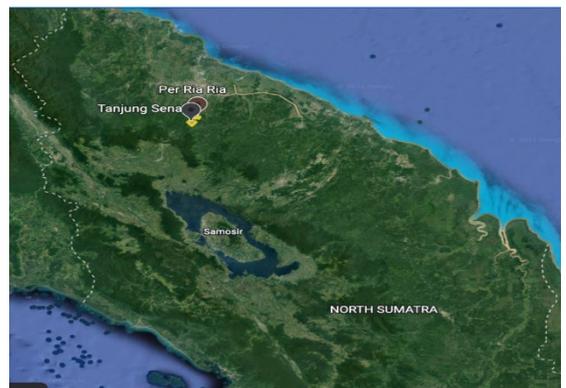


Image 4 Map of Peria-ria and Tanjung Sena sites in North Sumatra province

¹ <https://www.dev-cafe.org>

² Sites that were visited during the evaluation are painted yellow.

Acronym List

ALPHA-I	Asosiasi Alumni Program Beasiswa Amerika-Indonesia
APIK	Asosiasi Perempuan Indonesia Untuk Keadilan
BPHN	Badan Pembinaan Hukum Nasional
BPS	Badan Pusat Statistik
CAS	Centre For Ageing Studies
COVID-19	Corona Virus Disease 2019
CSO	Civil Society Organizations
FGD	Focus Group Discussion
IA	Internal Assessment
KII	Key Informant Interview
KOMNAS	Komisi Nasional
LANSIA	Lanjut Usia
LBH	Lembaga Bantuan Hukum
LGBT	Lesbian Gay Bisexual and Transgender
Musrenbangdes	Musyawaharah Pembangunan Desa
MCCC	Muhammadiyah Covid 19 Command Center
NGO	Non-Governmental Organization
PEKKA	Perempuan Kepala Keluarga
PERPRES	Peraturan Presiden
PO	People's Organization
POSBINDU	Pos Pembinaan Terpadu
SEJAJAR	Sekretariat Jaringan-Antar-Jaringan Organisasi Masyarakat Sipil
SHG	Self Help Group
SOGI	Sexual Orientation and Gender Identity
STRANAS	Strategi Nasional
TNP2K	Tim Nasional Percepatan Penanggulangan Kemiskinan
TOT	Training Of Trainers
UNDEF	United Nations Democracy Fund
USD	United States Dollar
UU	Undang – Undang
WISTI	Women in Science Technology Innovation

I. EXECUTIVE SUMMARY

“Creating an Inclusive Policy and Legal System, Protecting Elderly People’s Fundamental Rights in Indonesia” (UDF-17-766-INS) was implemented by Indonesian Legal Aid Association for Women (LBH Apik), that targeted the elderly, paralegals and the general public in Indonesia in order to improve protection mechanisms and policies regarding basic rights and public services to the elderly. The project duration was originally 18-months from 1 April 2019 to 30 September 2021 but extended twice till 30 September 2022.

The project covered three provinces, North Sumatra, Yogyakarta and Bali, and two villages each, making a total of six target sites. The project collected data to close the evidence gap, raise public awareness, and enhance the capacity building of the elderly and paralegals as they advocate to improve elderly programs and legal and public services at the village and community levels. The project had a strong gender focus by prioritizing women as paralegals and recipients of legal services.

The main objective of this stand-alone post-project evaluation was to independently evaluate the success of the project in achieving its goals and to generate conclusions, recommendations, and lessons learned that can be applied to other similar UNDEF-supported projects in the future. The evaluation was conducted from April to August 2022 including field visits to Bali and Yogyakarta, and focused on key elements of UNDEF’s standard evaluation criteria: 1) relevance (focus on project design and time), 2) coherence, 3) effectiveness (focus on outcomes), 4) efficiency (focus on output delivery and project management), 5) impact (focus on short-term outcome effects and long-term demonstrated change), 6) sustainability (focus on the viability of the initiatives and continuing civic engagement), and 6) UNDEF value added (focus on the unique position of UNDEF funding provided to the project).

Overall assessment of results: Based on the below assessment, the evaluator concludes that the project was moderately successful in achieving its goals and meeting the mandate of UNDEF.

Relevance:

At the national level, the objectives of the project are in line with the needs of the elderly, one of the fastest-growing segments of the population in Indonesia. The purpose and objectives, vision and mission, and activities of this project were all aligned. Furthermore, the project fulfilled a gap as there were no other programs that assisted the elderly with legal matters. The strategy of using paralegal trainings, direct support, and empowering the elderly population to access rights was appropriate for the Indonesian context as well. The project did well in identifying some potential risks for the implementation, however, the program could have done more on elaborate Programmatic and Institutional Risks.

Coherence:

The evaluation finds that there was both internal and external coherence of the UNDEF project with regard to elderly issues in Indonesia, as it complemented existing initiatives, and added value by including legal and rights-based interventions. The collaborations, however, were more ad hoc; future interventions could be more systematic in terms of cooperation and design to be more active in terms of learning from other projects.

Effectiveness:

LBH Apik paid attention to the needs of communities living in the sampled areas. Common challenges during the pandemic were that they could not hold any events, and there would be a maximum number of participants. There were opportunities that arose during the implementation of the elderly project and continued to be maintained until now in the form of the elderly support network (KuMPUL). There were 11 output indicators and 100% were achieved, according to the reports. Outcome level indicators were also 100% achieved however concerns about sustainability exist, as no major follow-up activities are done by the local stakeholders. COVID-19 also forced the LBH Apik to adapt the activities through online means.

Efficiency:

The institutional arrangements of the elderly project promoted cost-effectiveness. The institutional arrangements also promoted accountability to some extent. One of the strengths of LBH Apik is their internal mentorship program. The current capacity gap within LBH Apik has been mentioned as monitoring, documenting, and reporting the results of their activities. Each LBH Apik chapter in the region has different challenges, depending on how mature the office is and how solid the teamwork is. LBH Apik was weak in reporting and was often delayed. The budget was designed and implemented in ways that enabled the project to meet its objectives. 21 percent of the cost was for personnel costs (national and regional). Communication has been mentioned as an issue between UNDEF and LBH Apik.

Impact:

Based on the interviews, local-level beneficiaries (elderlies and paralegals) have experienced tangible impacts through greater awareness of the issues. At the national level, there was also greater awareness among stakeholders invited to the national conference. The KuMPUL network could be tapped as a resource for future advocacy work at the national level, as it has solidly organised itself with external funding as well. At the national level, the project has a high potential to be catalytic as it has successfully organised a network of institutions and individuals with known reputations. At the local level, the paralegal work could be catalytic as legal assistance is not bound by geographic boundaries.

Sustainability:

There are several elements that can support the sustainability of the impact of the project. First, the strong local champions will likely try to encourage activities to keep going. Second, sustainability depends on village leadership. Third, as mentioned by an interviewee, sustainability strategy must start from the beginning and involve the district level so all programs and activities can be synchronized with the government. Fourth, the KuMPUL network will likely keep conducting activities as they are beginning to receive funding from other sources.

UNDEF's support had added value:

The project was able to take advantage of UNDEF's unique position and of comparative advantage to achieve results that could not have been achieved had support come from other donors. UNDEF funds projects that empower civil society, promote human rights and encourage the participation of all groups in democratic processes. The elderly project targets a new type of vulnerable group for UNDEF, and that was the reason why the elderly population became the focus. The elderly issue is an emerging issue in Indonesia, and UNDEF had rightly picked the right focus that no other donors had achieved. The value add from UNDEF is that the elderly is a new issue for LBH Apik and that it had helped create more awareness and increased knowledge about the elderly internally (within LBH Apik) and externally (to the general public).

Conclusions

- There are many achievements from LBH Apik Federation to the regional LBH Apiks, namely they managed to fill the gap in evidence about the elderly situation in Indonesia, and showcased little known information to the wider audience, leveraging on other organizations' work in order to step up the advocacy effort.
- Advocacy work is one of the weakest outcomes within the elderly project with the least impact.
- There were data issues in the reporting in Bali. Not many cases were handled in the two villages in Bali that involved deliberate neglect. Paralegals mentioned they cannot do much beyond one time off social assistance if the case is about economic disadvantage. However, there were many cases being reported in Bali. This means, either the case identification was not done very detailed, or that this area is not a high or priority area for elderly cases. The area was selected through connection with the village government.
- Challenges included limited beneficiary numbers and not directly working to assist the vulnerable groups.

- Reflecting on the lessons learnt from LBH Apik's previous project, it is true that paralegals would know most of the issues of the community, however their role would be diminished if there are no cases on the ground and no periodical training.
- Output targets were achieved but that was not possible for the targeted outcome, due to the short time and ambitious targets, combined with lack of human resources. These require periodical pause and reflection, not just at the end.

Recommendations:

- The programme design of the UNDEF project did not actively consult with other UN projects, except with the Resident's Coordinator Office, due to the processes involved in such awards. They did however serve towards the common purpose of protecting the Elderly in Indonesia. Ideal practice would be advising future grant recipients to actively consult with existing projects while designing the implementation strategy.
- The national conference that gathered multi-stakeholders is an opportunity to tap into. LBH Apik should conceptualize how to coordinate the participants as a post-conference follow up to keep the momentum. There is a need to coordinate and share information on elderly issues. This gathering can exchange information based on various aspects, religious, economy, cultural, psychology, etc. It should be more than a WhatsApp group.
- Sustainability strategy at the village level must start from the beginning and involve the Kabupaten³ so everything can be synchronized.
- These project experiences have shown that successful advocacy work will require much more time, effort and resources as very close technical assistance to decision makers and enough movement building activities from the community side are needed, especially on issues that are deemed non-priority from the government side.
- There could be a greater emphasis on creating multi-platform national level campaigns that derive lessons learnt and data from field experiences. This could draw more attention to the general public on elderly rights issues. This bottom-up and top-bottom approach can be very powerful and fill the undeniable gap within the Indonesian donor space working with the elderly and gender issues. The KuMPUL network has a great potential to leverage its resources.
- The input and output ratio of the elderly project needs to be revisited, to fulfil outcome level targets. Overly ambitious quantitative targets at the output level do not necessarily mean that greater impact or outcomes can be achieved, as the project will tend to focus on achieving output targets without looking at the bigger picture. Revisit exercise should be done by both donor and implementing agency.

³ A regency, sometimes incorrectly referred to as a district, is an administrative division of Indonesia, directly under a province and on the same level with city. Regencies are divided into districts in Indonesia.

- Other recommendations for the future could include more systematic cooperation, better reporting and communication. In this respect, capacity building on creating good documentation is needed for LBH Apik, especially data management, taking good quality photos and writing reports.

Lessons learned from the evaluation:

1. Elderly welfare and fulfilment of their rights is a complex matter that require multi-dimensional interventions. Based on the experience of the elderly project implemented by LBH Apik, “soft” entry points like health, social gatherings, and economic opportunities have proven to be much effective as a way to gather and motivate the elderly to learn more about their rights. This can be a model for future interventions.
2. LBH Apik and its local chapters are well-established grassroots organizations with internal systems and procedures in place. Building good rapport with local stakeholders was one of the key strengths of LBH Apik and a good strategy to secure commitment and can be continued in future programmes.
3. The elderly project should be a source of learning for both UNDEF and LBH Apik, since both parties have not dealt exclusively with elderly before. In a short project such as this (especially since an unexpected challenge like the pandemic), the Donor and Implementing Agency should conduct more frequently periodical pause and reflection to assess direction, progress, challenges, and lessons learnt in order to be able to manage the project adaptively. Ideally this is done every quarter. Sessions for the purpose of learning need to be intentionally planned from the outset. It is unclear whether programmatic learning is being performed from the bottom to the top, and vice versa. It is useful however to cohesively provide a picture on the differences and similarities, and what worked and what did not work.

II. INTRODUCTION AND DEVELOPMENT CONTEXT

The Project Overview And Evaluation Objectives

The project was carried out from 1 April 2019 – 30 September 2021, with a 12-months extension, with a total grant of USD 176,000. It was originally an 18-months project but was extended twice due to the very late submission of the certified financial report to receive further funding and the COVID-19 pandemic. The project was designed by the Indonesia Legal Aid Association for Women (*Asosiasi Lembaga Bantuan Hukum Apik– LBH Apik*), an Indonesian legal Non-Governmental Organization (NGO) for women based in Jakarta. The Association both serves as the Jakarta office, as well as the Federation Secretariat which partnered with three local partners located in each of the three targeted provinces, namely North Sumatra, Yogyakarta, and Bali.

This project aimed to improve protection mechanisms and policies regarding basic rights and public services to the elderly. The project covered three provinces and two sites each, making a total of six sites. The project collects data to close the evidence gap, raise public awareness, and enhance the capacity building of the elderly and paralegals as they advocate to improve elderly programs and legal and public services at the village and community levels. The project had a strong gender focus by prioritizing women as paralegals and recipients of legal services.

The main objective of this stand-alone post-project evaluation was to independently evaluate the success of the project in achieving its goals and to generate conclusions, recommendations, and lessons learned that can be applied to other similar UNDEF-supported projects in the future.

Evaluation methodology

The evaluation was conducted from April – August 2022. The evaluation focuses on key elements of UNDEF's standard evaluation criteria: 1) relevance (focus on project design and time), 2) coherence (focus on the compatibility of the intervention with other interventions in a country, sector, or institution), 3) effectiveness (focus on outcomes), 4) efficiency (focus on output delivery and project management), 5) impact (focus on short-term outcome effects and long-term demonstrated change), 6) sustainability (focus on the viability of the initiatives and continuing civic engagement), and 7) UNDEF value added (focus on the unique position of UNDEF funding provided to the project).

This evaluation report comprises findings from desk reviews and interviews that include information and conclusions from field observations and interview sessions. The multi-data approach ensured the gathering of evidence and perspectives from multiple sources and the triangulation of findings. Additionally, the evaluation produced lessons learned from the

project. The overall project performance, the outputs in relation to the inputs, the financial management, and the implementing timetable were also considered.

After a comprehensive desk review, the evaluator collected field data through Key Informant Interviews (KIIs) or Focus Group Discussions (FGDs) for five days in the Tridadi village in Yogyakarta, and two days in Lebih and Singapadu Kaler villages in Bali with LBH Apik and their Implementing Partners, which involved local government officials, representatives of paralegals, Self-Help Groups, local village authorities, local communities, and other relevant stakeholders. Furthermore, the evaluator also conducted interviews with other stakeholders, and the list can be seen in Annex 3 below. All interviews were transcribed and analyzed through detailed annotated notes to arrive at the findings, conclusions, and recommendations, using the Findings, Conclusions, and Recommendations Matrix. This systematic approach makes sure that the findings, conclusions, and recommendations were aligned with one another, and that the empirical evidence of the findings is clearly documented and triangulated.

The evaluation adopted a transparent, inclusive, participatory, and results-based approach to collect, analyze and report on findings and recommendations. It assessed the rationale and justification for the project and the outputs, outcomes, and impacts achieved. The evaluator also assessed the sustainability of the intervention, including mechanisms and strategies to ensure that the benefits transcend the end of the UNDEF grant. The formulation of questions during the interviews and meetings included a gender mainstreaming approach, both in terms of project participants and topics of focus and outputs.

Development context

Older people are the fastest-growing segment of the population worldwide. A 2017 report from the United Nations, titled *World Population Ageing*, projected that the number of 60-year-olds and above in Indonesia would reach 61.8 million in 2050 or 19.2%, from 8.6% in 2017.⁴ Being part of one of the most vulnerable groups, the elderly require particular protection to safeguard their interests and well-being, as they are at higher risk for death and functional decline.

In Indonesia, only about three out of five elderlies have health insurance.⁵ There are limited facilities and infrastructure as well as the neglect of the elderly. There are also documented discriminatory practices, both direct and indirect, as well as mental/emotional abuse (abuse), both verbal and nonverbal.⁶ Data from the Central Statistics Agency (BPS) Indonesia found that the number of neglected elderly people in 2012 amounted to 13.7% and in 2014 increased

⁴ United Nations, Department of Economic and Social Affairs, Population Division (2017). *World Population Ageing 2017 - Highlights (ST/ESA/SER.A/397)*. Source:

https://www.un.org/en/development/desa/population/publications/pdf/ageing/WPA2017_Highlights.pdf

⁵ Komnasham Republik Indonesia (2020). "Catatan terhadap UU 13 /1998 tentang Kesejahteraan Lanjut Usia". Source: <https://www.komnasham.go.id/index.php/news/2020/10/15/1598/catatan-terhadap-uu-13-1998-tentang-kesejahteraan-lanjut-usia.html>

⁶ Ibid

to 15% (BPS, 2015). Meanwhile, researchers from the Center for Aging Society (CAS) explained that based on BPS data in 2019, there was around 2.4 million elderly who were neglected.⁷

Since women live longer than men, on average, women comprise the majority of the elderly. From a gender perspective, the female elderly are at higher risk of poverty. A study by TNP2K shows that, at the national level, the rate of poverty for elderly women is 11.8% and the rate of poverty for elderly men is 10.3%. The study also shows that the education level for male elderly is higher than that of female elderly nationally, in each study province, and for all income levels.⁸ This is attributed to the historical socio-cultural tradition that viewed education as less beneficial for a woman because she would always give preference to household and family matters.⁹ A specific focus on elderly women as being more vulnerable is therefore needed. In Indonesia, paralegals have been at the forefront of helping communities to solve recurring conflicts since the establishment of the legal aid organization, *Lembaga Bantuan Hukum* (LBH), in the 1970s.¹⁰ The paralegal programs currently operative in Indonesia are set up by a limited group of universities, Indonesian legal aid organizations, and international donors. Yet the need for legal aid beyond the courts is as big as ever. Conflicts arising out of social inequalities require many more paralegals to find fairer outcomes. Paralegals can help to tackle the impact of social inequalities within Indonesian society on processes of dispute resolution, such as ones that are often plaguing the elderly who are still facing greater vulnerabilities as mentioned above.

Project Strategy and Approach

The goal of the “Creating an Inclusive Policy and Legal System, Protecting Elderly People’s Fundamental Rights in Indonesia” project was to improve protection mechanisms and policies regarding the basic rights of public services for the elderly. This is the first UNDEF project focusing on the elderly.

The project worked directly with paralegals, self-help groups (SHGs), village apparatus, community health centers, women’s organizations, *Posbindu Lansia* (Center for the Elderly), community and religious leaders, and the elderly community and their families.

⁷ Kompasiana (2020). “Elderly Neglect di Indonesia”. Source: <https://www.kompasiana.com/veranovitass/615dd9483ec8e04b6a42b5d3/elderly-neglect-di-indonesia?page=all#section1>

⁸ TNP2K, 2020. The Situation of the Elderly in Indonesia and Access to Social Protection Programs: Secondary Data Analysis. Jakarta, Indonesia. Source: <http://tnp2k.go.id/download/83338Elderly%20Study%20-%20Secondary%20Data%20Analysis.pdf>

⁹ Affandi, M. 2009. “Faktor-faktor Yang Mempengaruhi Penduduk Lanjut Usia Memilih Untuk Bekerja” (Factors That Influence Elderly Citizens to Choose to Work. *Journal of Indonesian Applied Economics*: 99-110. Source: <https://jiae.ub.ac.id/index.php/jiae/article/view/131>

¹⁰ Justice for the Poor, World Bank and Ministry of Law and Human Rights, “Legal Aid Organizations in Indonesia: Results of Nationwide Survey of 230 Legal Aid Organizations” (unpublished report, June 2014). Source: <https://www.cambridge.org/core/books/community-paralegals-and-the-pursuit-of-justice/paralegalism-in-indonesia/8F3E483357559770BC82A544B06E24E9>

Table 1: Breakdown of the beneficiaries of the project:

Type	Description	Total	% of women
Direct beneficiaries			
Elderly people leaders	Pre-elderly (50-60 years old) and elderly (above 60 years) people, trained in leadership and leading the SHGs	120 (20 per village)	65%
Elder people	SHG members	300 (50 per village)	65%
Family members of elderly or companions	People between 20-49 years old	120 (20 per village)	65%
LBH Apik's paralegals	People between 20-60 years old	60 (10 per village)	70%
Policy makers and key actors (religious/ customary leader/ youth leaders, women's leader) at the village level	People between 20-60 years old	120 (20 per village) trained persons	30%
Indirect beneficiaries			
General public	Community members reached by awareness activities	Approximately 1,000 people	50%

LBH Apik employed several approaches to implement the project. First, they sought to raise awareness by filling data gaps and conducting a public information campaign. The second approach was to develop a critical mass of change-makers at the village level for greater awareness and provision of legal services. The third approach was to engage key actors and policymakers in village-level dialogues and advocacy to encourage the enactment of inclusive policies, programs and budget allocations for the elderly in the form of Village Regulations or other forms of implementing policies such as establishing a special response/desk and program for elderly as mandated by the law. The project also worked at the national level by conducting desk research and legal analysis on the implementation of Law No. 13/1998.¹¹ The research result was published and became a basis of the project design, campaign tool, training material and to develop a policy brief as a lobbying and advocacy tool both at the national level and district level.

Yogyakarta, North Sumatra and Bali were chosen for the distinctness of their culture and majority religion in the area. The LBH Apik worked with its local chapters LBH Apik Bali, LBH Apik North Sumatra and LBH Apik Yogyakarta, in each of the intervention sites (villages). The Intervention sites were:

¹¹ See Relevance section.

- In Yogyakarta: Tri Dadi and Pendowoharjo villages
- In Bali: Singapadu Kaler and Lebih villages
- In North Sumatra: Peria-ria and Tanjung Sena villages

Gender strategy

This project took a gender-responsive approach by integrating gender interests in all activities, such as in training and multi-stakeholder meetings, needs analysis, advocacy, and in monitoring components. Creating a gender-responsive legal system and policy was the main founding objective of the Implementing Agency (IA) and was reflected in all its activities and programs. APIK also promoted Tri-R (Rights, Recognition, and Redistribution) to create a fair and just community.

This project focused primarily on elderly women, given their greater level of vulnerability. The number of men that are involved in training, for example, was set at a maximum of 35% of the total number of participants. All data collection (baseline and monitoring/evaluation) and the policy brief was sex-disaggregated to ensure it is responsive to the needs of women and men. Most paralegals were also women to empower and strengthen their capacity to fight against discrimination, violence, and injustice within the patriarchal system both in society and in the legal system.

Summarized Project Results framework

Table 2: The logical impact table below follows the project logic as set out in the Project Document

Planned Outputs	Outcomes
Output 1.1: Baseline Study of elderly's situation carried out in 6 villages of three target districts (M1-3)	Outcome 1: Increased public awareness of and support for the rights and protections of the elderly
Output 1.2: A policy brief produced analyzing the implementation of Law Nr 13/1998 on Social Welfare of Older Persons, including its implementation, gaps, and areas for future reform (M4-5)	
Output 1.3: Six awareness raising campaigns conducted by six SHGs reaching approximately 1,000 individuals in 6 village areas and 30 public service stakeholders at the village level (M5 and M15)	

Output 2.1: Three 3-day TOTs: 60 paralegals trained on rights and protection of the elderly (M2-4, M8, M13)	Outcome 2: Enhanced capacity of key stakeholders regarding legal rights and improved protection of the elderly
Output 2.2: Six 2-day trainings of 20 elderly leaders in 6 villages held (M4-M6, M10, M14)	
Output 2.3: Six Elderly Self-Help Groups (SHGs) established with 50 persons from each village, and six cascade trainings held by 120 elderly leaders (M6-18)	
Output 2.4: 120 legal cases involving elderly rights handled and processed (M4-M17)	
Output 3.1: Six one-day sensitization trainings implemented for government members (M5)	Outcome 3: Enhanced advocacy on the implementation mechanisms for the rights and protection of the elderly at village level and implementation of Law Nr. 13/1998 at district, and national level
Output 3.2: Six village level dialogue mechanisms - "Citizen's Forums" - between the self-help groups and the local governments established and Six Elderly Citizen Charters adopted at the village level (M10, M13-M14, M16) - Milestone 3	
Output 3.3: Citizen's Charter on Implementation of Law Nr. 13/1998 adopted at District Level. (M15- M16)	
Output 3.4: National Conference held showcasing the results of the project and Citizen Charters (M18).	

III. EVALUATION FINDINGS

According to the project's final narrative report submitted by the implementer and verified by the evaluator, moderately successful results have been achieved under all three project outcomes set in the Project Document. This evaluation looked closely at these assessments by the Implementing Agency to validate and explain them further regarding effectiveness, sustainability, relevance, coherence, efficiency, impact, and the added value of UNDEF.

Relevance

Under the Relevance criteria, this evaluation assesses the degree to which the project was justified and appropriate in relation to the need and situation of the national and local levels vis-à-vis the development context.

At the national and local levels, the objectives of the project are in line with the needs of the elderly, one of the fastest-growing segments of the population in Indonesia, as well as the challenges associated with this population. Based on desk reviews, they are one of the most vulnerable groups that require protection to safeguard their interests and well-being as they are at higher risk for death and functional decline. In Indonesia, the elderly also have the highest poverty rate of any age group, especially women elderlies.¹² There are currently no other specific studies on elderly abuse and neglect in Indonesia, but other studies have mentioned the likelihood of underreported abuse and neglect.¹³¹⁴¹⁵¹⁶ The pandemic has also added to and increased the risks and vulnerabilities of Indonesia's elderly population.¹⁷

¹² <http://www.tnp2k.go.id/download/39372280420%20PBkerentananlansia.-ENG.pdf>

¹³ Geriatri (2020). "Waspada Elderly Mistreatment". Source: <https://www.geriatri.id/artikel/697/waspada-elderly-mistreatment>

¹⁴ Sahar et al (2018). "Reducing neglect and improving social support for older people following a self-help group in the poor urban community of Jakarta, Indonesia". Source: <https://www.elsevier.es/en-revista-enfermeria-clinica-35-articulo-reducing-neglect-improving-social-support-S1130862118300391>

¹⁵ Arifianto (2006). "Public Policy Towards the Elderly in Indonesia: Current Policy and Future Directions". Source: <https://media.neliti.com/media/publications/51020-EN-public-policy-towards-the-elderly-in-indonesia-current-policy-and-future-directi.pdf>

¹⁶ Madina and Dwimartutie (2017). "Salah Perlakuan terhadap Orang Tua: Faktor Risiko dan Tatalaksana". Source: https://www.researchgate.net/publication/323850462_Salah_Perlakuan_terhadap_Orang_Tua_Faktor_Risiko_dan_Tatalaksana

¹⁷ <http://www.tnp2k.go.id/download/39372280420%20PBkerentananlansia.-ENG.pdf>

The special needs of elderly people have been subsequently addressed in a variety of laws and decrees, the most important one being Law Number 13 of 1998 on the welfare of older persons.¹⁸¹⁹ In 2004, the government established a special national commission called Komnas Lansia to improve the elderly's welfare, however it had been inactive since 2015 and finally

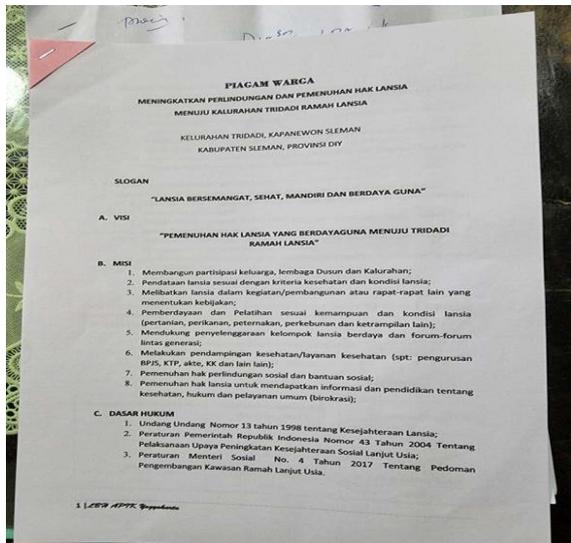


Image 1 Citizen's Charter

disbanded in 2020. According to several interviews, the purpose and objectives, vision and mission, and activities of this project were all aligned, and the project fulfilled a gap, as there were no other programs that assisted the elderly, especially women, on legal matters, only on economic empowerment or health support.

Based on the explanation above, the project is therefore very relevant in the context of Indonesia, a country with a more women elderly population. LBH Apik was also aptly positioned to implement this project by leveraging their relevant experiences defending low-income women's rights. In the context of

the COVID-19 pandemic, this project became even more relevant as the elderly experienced deeper vulnerabilities.

Despite being highly relevant, there was a slight shift in focus during project implementation. Empowerment was a key focus, however LBH Apik had to do other activities that served as to support empowerment activities. For example, LBH Apik incorporated health aspects as one of the entry points to gather the communities.

Based on a lesson-learnt mentioned by LBH Apik Bali, an entry point related to empowerment or situations denoting neglect or abuse of elderlies was too sensitive, since no families wanted to be associated with inflicting abuse to their elderlies. The health approach was therefore more easily accepted by the communities. One local LBH Apik chapter mentioned during the interview, however, that vulnerable elderlies, who are most deserving, are not part of the direct beneficiaries yet.

In terms of the initial engagement with local authorities and stakeholders, LBH Apik regional offices vary in terms of the starting points. In Yogyakarta, LBH Apik capitalized on an existing relationship through a previous cooperation with Tridadi Village, and so groups have already existed. In Bali, all activities and groups needed to be newly organized, because of the UNDEF funding. In Bali, paralegals attended all gatherings. In Lebih village in Bali, paralegals were

¹⁸http://tnp2k.go.id/images/uploads/downloads/Old%20Age%20Poverty%20April%201%20Approved%20for%20Publication_EV-3.pdf

¹⁹ <https://www.kemenkopmk.go.id/pemerintah-genjot-percepatan-pemenuhan-hak-lansia-di-daerah>

gathered from *posyandu* (integrated healthcare centre) cadres due to their closeness to the people. In Singapadu Kaler, the paralegals were community leaders.

In terms of its village-level strategy, many respondents mentioned that LBH Apik used local community champions. In Tridadi, an elderly who has been active in the community served as the leader of the SHG and convenors of meetings. In Lebih, the former village head (female) actively gathered and initiated many activities. In Singapadu Kaler, the leader of the SHG took initiative by finding sponsorships to fund their activities.

When drafting the Citizen Charter, LBH Apik involved the appropriate parties and stakeholders, and included agencies that can facilitate or smoothen the fulfilment of basic rights of elderly.

The project did well in identifying some potential risks for the implementation. It captured many of the potential contextual risks pertinent to the execution of the program, for example, related to elderly deteriorating health conditions, lack of sense of urgency from policymakers and communities, lack of resources for the paralegals and SHG to assist the elderly, as well as natural and man-made disasters. They were all graded “Medium” for probability.

However, the program did not elaborate much on risks about the Programmatic (i.e., risks related to programme failure, political risks for beneficiaries, or creating unintended negative effects) and Institutional (i.e., internal risks, reputational risks, fiduciary risks, operational/security risks). It was also unclear as to why all identified risks have been graded medium probability; no explanation was provided on how this could apply to all the regions and whether the risk would have been greatest during the start of the project or during, or at the end. Seeing that this is a democratic programme on the protection of elderly’s rights concerning a multitude of stakeholders, a stronger risk assessment is expected.

Coherence

This criterion looks at the extent to which the project was compatible with other projects and programs in the country, sector, or institution. In effect, this criterion looks at ‘internal coherence’ or how well the project complimented with other projects by the UN, or ‘external coherence’ looking at how they complimented with projects by other institutions or the government.

Internal Coherence

The interviews with UN officials in Jakarta indicated that, under the UN decade on Healthy Ageing²⁰ there are projects that support elderly in Indonesia for example, since the beginning

²⁰ The United Nations Decade of Healthy Ageing (2021–2030) is a global collaboration, aligned with the last ten years of the Sustainable Development Goals, that brings together governments, civil society, international agencies, professionals, academia, the media, and the private sector to improve the lives of older people, their families, and the communities in which they live.

of the pandemic, UNFPA Indonesia has been working closely with the Ministry of National Development Planning (Bappenas), the Ministry of Health, and partners in National Protection and Displacement clusters so that priority is given to the needs of older persons in its collective response action toward COVID-19 pandemic. However, the programme design of the UNDEF project did not actively consult with other UN projects, except with the Resident's Coordinator Office, due to the processes involved in such awards. They did however serve towards the common purpose of protecting the Elderly in Indonesia. Ideal practice would be advising future grant recipients to actively consult with existing projects while designing the implementation strategy.

External Coherence

The evaluation found that LBH Apik partners with local initiatives at the field level, such as YAKKUM, which works on improving elderly healthcare in Yogyakarta. This situation is more so a natural partnership, than a planned one, i.e., field level workers from the government or within the villages who engage with elderly population, are the same across the projects, therefore there is a blend of activities despite from different organisations or donors.

Overall, the evaluation finds that there is both internal and external coherence of the UNDEF project regarding the Elderly issues in Indonesia, as it complements existing initiatives, and adds value by including legal and rights-based interventions. The collaborations, however, are more ad hoc; future interventions could be more systematic in terms of cooperation and design to be more active in learning from other projects.

Effectiveness

This section looks at the extent to which the project's stated objectives are achieved. The project objective is to improve protection mechanisms and policies regarding basic rights and public services to the elderly. The evaluator argues that project activities were adequate to make progress towards some of the project objectives.

Outcome 1: Increased public awareness of and support for the rights and protections of the elderly.

The project conducted various awareness-raising activities, including online public discussions, online press conferences, a talk show on radio, and YouTube campaign with the news being covered in local newspapers. Based on the report document "Annex 1.3.2 Network and Campaign Update", there were two public discussions being held.²¹ The IA also prepared

²¹ A) Online Public discussion "Fulfilling the Rights of the Elderly during the Pandemic". This event was organized by the Muhammadiyah Covid-19 Command Center (MCCC) with Nasyyatul Aisyiyah Central Board. Asosiasi LBH APIK Indonesia assigned Sierly Anita from LBH APIK Medan (the implementing partner of this project) as one of the speakers. This event was held on 4 August 2020. There was no further information on who and how many attended. B) Online Public Discussion "Challenges of Fulfilling the Rights of the Elderly during the Pandemic Covid 19". This topic was proposed by APIK to the SEJAJAR Network, which is a national network of NGOs specifically responding to COVID-19. This event was held on 8 September 2020. The webinar was

and wrote a Policy Brief “The Urgency to Create Elderly-Sensitive Policy” which had recommendations on how to improve public services to the elderly, ways to encourage the government to improve the role of the community, to improve the protection of the elderly from an economic and social empowerment perspective. In summary, the activities of this outcome achieved the highest progress as a much greater level of awareness on elderly welfare and issues are shown by a variety of stakeholders. In particular, the evidence generated through the baseline assessment were much appreciated by respondents at the national and local level.

Target 1.1 was: The Baseline Survey Analysis and the Policy Brief were covered extensively by national media and the survey reached at least a 1,000 audience who demonstrated their understanding of the elderly situation and the gaps between the law and the reality. However, it is impossible to know whether Target 1.1 was reached since the only numerical progress mentioned is of the online public discussion attended by 142 persons. The evaluator also cannot determine whether the existing 142 attendants demonstrated their understanding of the elderly situation since there were no sample survey results or written testimonials provided. Furthermore, it is unclear whether the number of the talkshow viewership cited is the average viewership or specific to the show LBH Apik created. The same line of inquiry applies to the Youtube campaign. Overall, the target is a bit too ambitious since it requires an objective verification of 1,000 people that have an increased understanding of not just the elderly situation in Indonesia but also a judgement of the law vis-à-vis the reality of the implementation.

Target 1.2 was connected with the previous target in which at least 70% of those reached have improved their understanding. Assessing the achievement of this target requires a before and after intervention narrative in order for it to be claimed. The evaluator received campaign materials for the campaign in Bali (Report Document “Annex 1.3.3”), as well as the national campaign tools information (Report Document “Annexes 1.3”). The evaluator did not receive a means of verification or narrative document, and therefore it is not currently possible to conclude whether this target was achieved or not. However, anecdotal evidence through FGDs and interviews showed some of them have acquired a higher level of understanding regarding the needs and rights of the elderly.

There are some comments on the language of the Outcome Result Statement. Results statement should be one-dimensional. It should not combine several results (“awareness” and “support”). The risk to having a multi-dimensional outcome statement is that both results are not achieved or only partially achieved. The statement needs to be specific and measurable. The wording of the outcome could also be improved by limiting the geographic scope as it is currently unclear whether it is public awareness in the targeted villages or the public in general at the national level.

Outcome 2: Enhanced capacity of key stakeholders regarding legal rights and improved protection of the elderly

attended by 142 persons from national NGOs/CSOs, and local (provincial or district) NGO/CSOs from all over Indonesia.

In Outcome two, the nature of the activities is supportive of the outcome, which is enhanced capacity of key stakeholders regarding legal rights and improved protection of the elderly.

Target 2.1 was: 80% (96) of the total 120 cases handled by the paralegals were successfully resolved (i.e. the cases were completely dealt with to the satisfaction of the elderly persons concerned). For Target 2.1, the project mentioned an overachievement of 290 cases, with 241 cases having been resolved. Annex 2.4 excel sheet report document provided a list of 64 cases up until February 2020. The list does not seem to be the most updated given it mentioned that there were 290 cases until Sept 2021. Furthermore, the excel file mentions the names, age and gender of the victim cases, and therefore the protection on victims' identities is questionable.

Target 2.2 was: Six SHGs with the member 50 elderlies established by 120 SHGs leaders and fulfilled all tasks including: 10 regular meetings, One awareness campaign event, Citizen's Forum Meeting and Citizen's Charter advocacy. Membership of the SHGs was solid and met the target, and awareness meetings were held. However, the Citizen's Forum Meetings were only done in North Sumatra and Bali. Based on the short description, the project has partially fulfilled target 2.2.

During data collection and verification in the field, the evaluator found a discrepancy between the case being reportedly solved by paralegals²² and the statement from interviewees in Bali. The two interviewees were elderly but not part of the SHG in Singapadu Kaler village. The evaluators were introduced to the interviewees by LBH Apik Bali staff. While the interviewees were familiar with some of the SHG members, they mentioned that they had never heard of a paralegal nor received any assistance from them. This raises the issue of how the implementing partners (and to some extent, the SHGs and the paralegals being trained) classify and document the cases.

Given the short time of implementation and coupled with the restrictions brought by the COVID19 pandemic, trying to achieve increased capacity and improved protection has proven to be ambitious for the elderly project implemented by LBH Apik. In particular, "improved protection of the elderly" is a complex matter, especially in Bali, as most of the cases being reported were not deliberate neglect or abuse but rather an economic disadvantage that made elderly caregivers not able to properly take care of their elders. The paralegals and SHG's help would be limited to providing a one-time off social assistance in the form of food donation.

The SHG members and trained paralegals were now very knowledgeable to handle cases, especially regarding the need for ID cards. Due to the limited number and reach of SHG and paralegals, many especially vulnerable elderlies were not knowledgeable of their existence and therefore potentially those that require the most help were not aware. The SHG campaign on the elderly was done in the form of competition. The elderly interviewed were very enthusiastic about the elderly gym and competitions but elements of campaign or awareness raising were rarely mentioned. The evaluator argues therefore that the project had fulfilled the first part of the outcome "enhanced capacity", but not yet on "improved protection" within the three sampled villages.

²² Report Annex_2.4._ List of cases handled by paralegal_updated February_2020

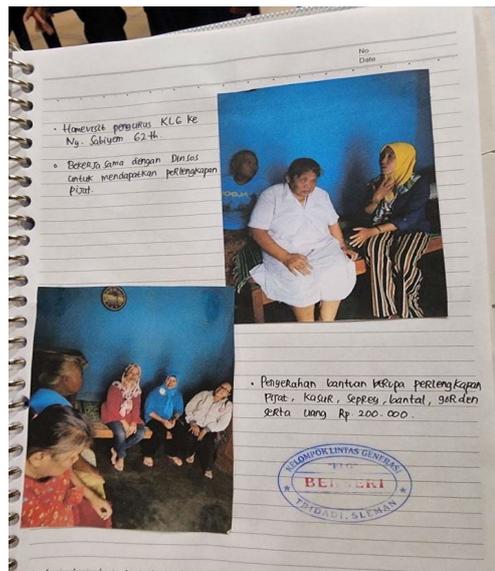
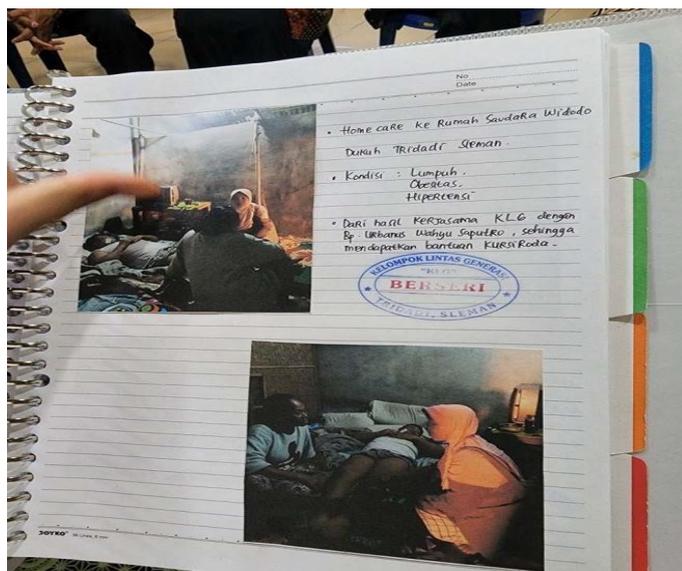


Image 5 and 6 Record of assistance

provided to elderlies in Tridadi Village

Outcome 3: Enhanced advocacy on the implementation mechanisms for the rights and protection of the elderly at village level and implementation of Law Nr. 13/1998 at district, and national level

An overall comment on this outcome is that the outputs and activities are supportive and contribute to fulfilling the outcome level, however the two targets at the outcome level do not reflect much of the work at the national level.

Based on the reports and interviews, activities and output targets were achieved. In terms of the project achievements at the end of the project:

1. Initiating the KuMPLU Network which can be potentially tapped for future elderly-related activities, including national-level advocacy work.
2. A greater level of awareness of elderly issues at the national and village level due to the evidence gathering, dissemination of policy brief, and the subsequent trainings and meetings of the paralegals and the SHGs.
3. Filling the evidence gap by creating a baseline assessment which became a policy brief.
4. Handling of cases by the paralegals.

Based on field findings, the evaluation team

“Yes, very useful. Because before, if people got legal issues, many of them didn’t know how to deal with them, especially low economy people. Because they think legal issues need a lot of money to deal with. So, LBH APIK focused on helping low economy people” – a government official in Yogyakarta

“I was able to participate in the training to know about the rights of the elderly. From the beginning, I did not know about which rights needed attention. The Elderly still need to be shown care. I am happy to be able to participate in the training even though it is not long” – Paralegal in Bali

found that the beneficiaries in Yogyakarta now know more about the legal assistance available to them. LBH Apik paid attention to the needs of communities living in the sampled areas. SHGs in Bali and Yogyakarta mentioned that they were happy for the opportunity to meet and gather with other elderlies. The paralegals in Yogyakarta helped cases especially related to the elderly without ID cards and health insurance.

However, not all paralegals are involved in all areas in Singapadu Kaler (Bali), and therefore not all the communities know that paralegals exist. Therefore, we can infer that awareness-raising activities of the paralegals and SHGs are not yet known to the wider elderly community in the two villages in Bali. There are opportunities that arose during the implementation of the elderly project and these continued to be maintained until now in the form of the KuMPUL network. Many prominent activists and academics who are now elderly became interested to join the KuMPUL Network, for example *Asosiasi Pensiunan Insinyur Indonesia* and *Alzi Indonesia*.

For outcome three, the activities focused on training for government staff, the creation of the Citizen’s Forum and Citizen’s Charter, and a national conference showcasing the results of the project and the Citizen’s charter. They reflected the outcome statement namely enhanced advocacy on the implementation mechanisms for the rights and protection of the elderly at the village level and implementation of Law Nr. 13/1998 at the district and national level. However, the meanings of “enhanced advocacy” and “implementation mechanism” are unclear. Currently, the outcome statement also reads as if the Law Nr.13/1998 only applies at the district and national level, and not the village level, even though much of the project activities occurred at the village level.



Image 2 SHG Activity Book of Tridadi

"Before I joined this program, no one in my family knew about the rights, and I became the one who knew better" – **SHG member in Bali who received training**

This outcome also witnessed limited success in terms of achieving a greater level of improved advocacy and implementation of fulfilling the rights and protection of the elderly at the village level. While the Citizen’s Charter were signed and adopted at the village level, implementation of the Citizen’s Charter and the Citizen’s Forum were not followed up. Moreover, there were not many activities to solidly advocate for budget allocations for elderly activities or create inclusive policies at the village level (as stated in the Project Document), especially during the Musrenbangdes (village development plan meetings). The change in leadership in the village also affects long-term attainment of the objective in this outcome.

Efficiency

This criterion assesses the outputs in relation to the inputs, financial management and the implementing timetable.

There was a reasonable relationship between project inputs and the project's outputs. At the start of the program, the Federation Secretariat of LBH Apik had a strategic meeting with the three regional LBH Apik implementing partners. There were not many adjustments from the proposal to the final logframe, only minor tweaks in location because the original proposed location did not fit the criteria. Based on the interviews, there was much preparatory work done before the implementation of the activities, including preparing the project document and the evidence gathering for the baseline. The amount of preparatory work could have potentially impacted the timeline for fulfilling the outcomes, especially considering the multitude of events that needed to be created and the target people that needed to be reached.

It is worth mentioning that LBH Apik did not have specific experience with elderly issues beyond advocating for issuing elderly social service cards before the UNDEF project. Traditionally, LBH Apik's core mandate is to assist the poor and vulnerable women, and solve legal cases, and they do not only deal with community development and facilitation. Therefore, this project has stretched their human resources. Based on the interview, however, only LBH Apik Yogyakarta hired additional staff for the UNDEF project. Moreover, only a handful of staff oversaw the three sites at the Federation level. The Federation LBH Apik lacked human resource and energy.

The institutional arrangements promoted cost-effectiveness. The institutional arrangements promoted also accountability to some extent. The current organisational structure and capacity supports internal innovation, communication and growth. At the start of every project, all LBH Apik directors, secretary and treasury will be given training on Structural Gender Legal Aid for one week. Moreover, at the design stage of a project, Federation Secretariat would do a national meeting to design and internalize the idea on how this project to be implemented, referring to the goal, also the value of LBH Apik, also the framework of Apik that recalled the legal aid gender structure. This means everybody has to be empowered to be able to get their own strength to access to demand their basic rights. LBH Apik would also include the leadership of the community, the school of the community, and all members of the community to think, discuss and understand the situation and legal rights of the elderly.

"Our role at the Federation is capacity building for regional LBH Apik. We provide training and assistance on the finance side, assistance to identify issues in the community, how to do advocacy and others." – **Federation LBH Apik**

Not all regional LBH Apik were equally collaborative, working with other organisations dealing on the rights of the elderly. As mentioned earlier, the national LBH Apik has been very effective in networking and collaborating with other similar-minded organisations. An

example of this is that despite the national commission still being disbanded, the network is established and conducts advocacy through policy briefs, and press conferences. As for the regional LBH Apik, LBH Apik Bali gets funding from local universities, government and ministries. It seeks and gets its own funding and coordinates with LBH Apik national level. Regeneration also works well. LBH Apik Bali has a vast network of government, academics and other CSOs. There is no clear collaboration with other organizations in Yogyakarta despite working on the elderly issues.

The current capacity gap within LBH Apik has been mentioned as monitoring, documenting and reporting the results of their activities. Each LBH Apik in the region has different challenges, depending on how mature the office is and how solid the teamwork is. Based on several interviews, LBH Apik Bali is the strongest in terms of innovation and human resources. LBH Apik Medan is also a strong team despite the limited human resource and willingness to learn. LBH Apik Yogyakarta has limited human resource. There were misunderstandings and issues in reporting that required national-level LBH Apik to simplify several reporting templates.

Financial Efficiency

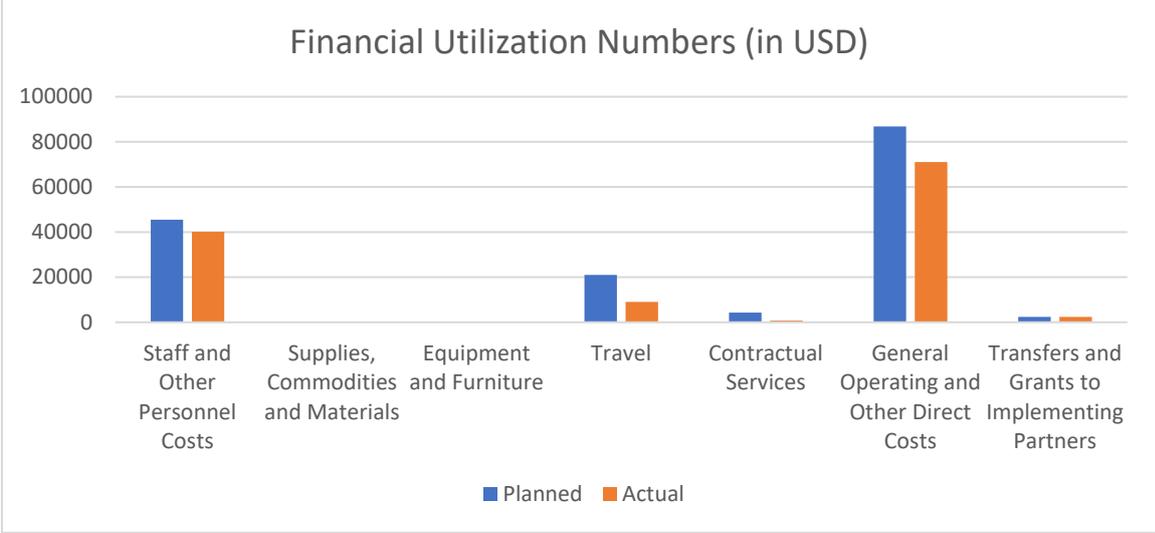
The budget was designed and implemented in ways that enabled the project to meet its objectives. 21 percent of the cost is for personnel (national and regional). Based on interviews with the Implementing Agency, generally there were no issues with the finance system with the three LBH Apik in the regions. They were easy to communicate with and they had a lot of initiative.

LBH Apik employed the Activity Advance System (*Uang Muka Kegiatan*), whereby the regions will conduct quarterly forecasts which will be reviewed by LBH Apik national level, and they will send the advance payment of 25%. The LBH Apik region will then provide accountability reporting.

LBH Apik Federation Secretariat reported financial matters three times during the life of the program (April-December 2019, January-December 2020, and January-December 2021), which was also done during the audit. LBH Apik Federation sent funding to the region per activity so that it does not go over the ceiling and with detailed guidance to avoid multi-interpretation. Reimbursement from the field LBH Apik is based on budget, MOU and forecast.

Overall, based on the interviews, the budget was underspent, but activities were all implemented. The project’s total budget was \$176,000, and Figure 1 shows major types of expenditures.

Figure 1. Project Budget by Expenditures



The total disbursed was USD 102,160,00 (USD 107,705 interests included), whereas the total expenditure cumulative from the project start date to the milestone date is USD 123,333. This means a variance of USD 21,169 within the budget balance.

Two extension requests were sent to UNDEF. First, under a new end date of 31 May 2021, and second for an end date of 28 February 2022 with no additional financial implication.

There were instances of the project adapting to the effect of social restrictions due to the pandemic. During the height of the pandemic, the activities were halted, and UNDEF and LBH Apik agreed to change and halt activities due to social restrictions preventing gatherings. The change in activities implicated the re-allocation of the budget, which occurred during the 3 May 2021 proposal of budget revision. Previously there were many trips and gatherings, but now the budget items were reallocated for virtual systems like premium Zoom accounts, vendors for virtual meetings used during the national conference, and communication fees for participants (set at IDR 100,000/day/person).

In the period of 30 September 2021 to 28 February 2022, a document shows that the third disbursement would be given to cover the over-expenditure (USD 21,169) after the completion of the project. At this stage, it was agreed between LBH Apik and UNDEF that the accounting system would change to reimbursement based. This was because only the national conference activity was left, so there was a risk for over-transfer if not using the reimbursement approach (which would require more paperwork to transfer the excess money). LBH Apik decided then to pay for the activity first and have it reimbursed. Moreover, based on LBH Apik’s previous experience, due to many online activities, many expenditures did not meet the planned budget.

This is UNDEF’S and LBH Apik’s first partnership. Communications were limited to calls on Microsoft Teams. Communication has been mentioned as an issue between the two entities. Repeated reminders on delayed reports and updates were mentioned as a frequent issue. UNDEF, not having a direct presence in Indonesia, also relied on linking with UNDP’s Resident Coordinator Office to supervise the elderly project.

Impact

The project aims to improve the fulfilment of elderly rights through greater awareness and advocacy.

First, it had helped raise awareness of citizens and stakeholders on elderly issues. The national conference meeting successfully reminded the participants about the potential issues of elderly in the future. Based on the interviews, local-level beneficiaries (elderlies and paralegals) have experienced tangible impacts through greater awareness of the issues.

Second, it had built capacity of SHGs and support mechanisms like the paralegals. Due to the elderly gatherings, an SHG member employed other members to work in her religious offering's enterprise, creating new economic opportunities for other elderlies (previously only five elderlies, now around 20 regulars). At the local level, the paralegal work could be catalytic as legal assistance is not bound by geographic boundaries. This means that UNDEF-funded trained paralegals with greater capacity could assist other locations that are non-UNDEF sites.

Third, it can potentially contribute to enhancement of law and policies. At the national level, the project has a high potential to be catalytic as it has successfully organised a network of institutions and individuals with known reputations. It has the advantage of being one of the first high-profile projects in Indonesia that attempts to address elderly issues. With the KuMPUL network and coupled with the evidence gathered through the baseline survey, the project could potentially advocate directly for reform to the Law 13/1998. At the local level, the project has largely relied on local champions who went up and above beyond the funding. For example, the SHG leader in Singapadu seized the opportunity to get the contacts of Gianyar District's Social Agency Head through the event organized by LBH Apik Bali in Feb 2022. Some elderly and their relatives have provided suggestions to continue the elderly aerobics and gathering to the new chief of Lebih village. However, it remains to be seen whether the SHGs could be actively participating during the Musrenbangdes²³ as the hope is for the SHG should be village activists.

Sustainability

Based on the analysis, there are several elements that can support the sustainability of the impact of the project. First, strong local champions will likely try to encourage activities to keep going. This has happened with the SHG leaders in Tridadi and Singapadu Kaler where they still tried to visit other elderlies or secure sponsorship using their own resources. They are using their personal money to keep doing the activities. Second, the KuMPUL network will likely keep conducting activities as they are beginning to receive funding from other sources. KuMPUL network members wrote joint proposals and already got a project from Bappenas worth around 370 million rupiah (about US\$ 25,000). Third, as for LBH Apik

²³ *Musyawaharah Pembangunan Desa* - Village Development Deliberation meetings

regional office support after the project, based on the interviews, Bali and Yogyakarta offices still go to the community and will provide legal assistance when required. As for the continuation after the national conference, there were several remaining initiatives,²⁴ however in terms of a formal follow-up of the recommendations, it still remains to be seen.

There are obstacles that can affect the sustainability of the results. First, depletion in funding and activities hinders effective implementation of the Citizen's Charter. Citizen's Charter was the one mechanism where the SHGs, paralegals and village leadership could secure commitment from higher level governments to put more spotlight on elderly issues. Without constant discussions and follow ups, the signing of the Charter was left at the symbolic stage. Second, as mentioned by an interviewee, higher level governments were only peripherally involved and towards the end. Any strategy on sustainability must start from the beginning and involve the district level so all programs and activities can be synchronised with the government. Third, sustainability depends on village leadership. If village leadership prioritises elderly issues, it will be more likely discussed during Musrenbangdes, and potentially get budget allocation. For example, in Bali, there are already signs that the elderly issue is no longer priority. Due to the pandemic, the village fund (*dana desa*) is reduced and therefore needs to be prioritised for pregnant women and under five years old (due to stunting²⁵ issue). Fourth, most if not all of the paralegals were volunteers and work relied on their goodwill. During the project, there were no proper mechanisms to remunerate them as they were derived from various positions in society. During the fieldwork, the Bali paralegals ceased to operate, and they went back to their original postings. Post-project, there was no clear strategy to ensure paralegal activities continued and be active.

UNDEF added value

The elderly project targets a new type of vulnerable group for UNDEF, and that was the reason why elderly population became the focus. The elderly issue is an emerging issue in Indonesia, and UNDEF has rightly picked the right focus that no other donors have achieved. The value added from UNDEF is that the elderly are a new issue for LBH Apik, and that helped create more awareness and increase in knowledge about the elderly internally (within LBH Apik) and externally (i.e., to the network, NGOs, governments and development partners). There were, however, no new tools created via the support from UNDEF, as LBH Apik has a well-established paralegal training curriculum, and in fact, other NGOs have learnt from LBH Apik.

²⁴ During the final conference, the organizers created a Whatsapp group containing the 200 participants who attended. The Whatsapp group has continued until now with periodical sharing of information on elderly issues and other matters. Based on the interviews, after the organization of KuMPUL and the national conference, there are a growing number of CSOs that concern themselves with elderly issues (ASOKA, IFOS, group Maju Perempuan Indonesia) that hold webinars about the topic. Another continuation of the national conference is that one participant from the national conference has invited by LBH Apik Seknas to participate as a resource person in their national conference on Catholic World Elderly Day.

²⁵ Stunting is defined by WHO as **low height-for-age**. It is the result of chronic or recurrent undernutrition, usually associated with poverty, poor maternal health and nutrition, frequent illness and/or inappropriate feeding and care in early life. Stunting prevents children from reaching their physical and cognitive potential.

Overall Assessment and Final Thoughts

The evaluator concludes that the project was moderately successful in achieving its goals and meeting the mandate of UNDEF. The elderly project by LBH Apik fulfilled its output targets. The project satisfied some of its outcomes and delivered good results.

Key Findings

- All output indicators targets were achieved.
- The Baseline Study which highlights the elderly situation in the six villages was much appreciated by development partners.
- 403 people participated in the elderly competition, as part of the initiative to raise awareness in the six target sites.
- At the national level, LBH Apik through the KuMPUL network wrote articles, press conferences, wrote position papers, press releases, got invited as speaker by other organizations, all of which could serve be an asset for potential new projects.
- 126 elderlies (SHGs) and 63 paralegals trained who helped SHGs.
- There were delays in reporting and communication issues between UNDEF and LBH Apik, but this did not impact much the implementation of the project.
- Underspent budget due to shift in the implementation activities, as a result of the COVID-19 pandemic.

Conclusions

- There are many achievements from LBH Apik Federation to the regional LBH Apiks, namely they managed to fill the gap in evidence about the elderly situation in Indonesia, and showcased little known information to the wider audience, leveraging on other organizations' work in order to step up the advocacy effort.
- Advocacy work is one of the weakest outcomes within the elderly project with the least impact.
- There were data issues in the reporting in Bali. There were not many cases being handled in the two villages in Bali that involved deliberate neglect. Paralegals mentioned they cannot do much beyond one time off social assistance if the case is about economic disadvantage. However, there were many cases being reported in Bali. This means, either the case identification was not done very detailed, or that this area is not a high or priority area for elderly cases. The area was selected through connection with the village government.

- Challenges include limited beneficiary numbers and not directly working to assist the vulnerable groups.
- Reflecting on the lessons learnt from LBH Apik's previous project, it is true that paralegals would know most of the issues of the community, however their role would be diminished if there are no cases on the ground and no periodical training.
- Output targets were achieved but that was not possible for the targeted outcome due to the short time and ambitious targets, combined with lack of human resources. These require periodical pause and reflection, not just at the end.

Recommendations

- The programme design of the UNDEF project did not actively consult with other UN projects, except with the Resident's Coordinator Office, due to the processes involved in such awards. They did however serve towards the common purpose of protecting the Elderly in Indonesia. Ideal practice would be advising future grant recipients to actively consult with existing projects while designing the implementation strategy.
- The national conference that gathered multi-stakeholders is an opportunity to tap into. LBH Apik should conceptualize how to coordinate the participants as a post-conference follow up to keep the momentum. There is a need to coordinate and share information on elderly issues. This gathering can exchange information based on various aspects, religious, economy, cultural, psychology, etc. The follow up should be more than a WhatsApp group. Furthermore, recommendations as a result of this project should not be generic. More concrete suggestions directed to specific ministries will be more useful and easier to execute.
- Sustainability strategy at the village level must start from the beginning and involve the Kabupaten so workplans can be synchronized.
- These project experiences have shown that successful advocacy work will require much more time, effort and resources as very close technical assistance to decision makers and enough movement building activities from the community side are needed, especially on issues that are deemed nonpriority from the government side. A minimum of three years is likely required to meet the outcomes, results and project objective.
- There could be a greater emphasis on creating multi-platform national level campaigns that derive lessons learnt and data from field experiences. This could draw more attention to the general public on elderly rights issues. This bottom-up and top-bottom approach can be very powerful and fill the undeniable gap within the Indonesian donor space working with the elderly and gender issues. Again, the KuMPUL network has a great potential to leverage its resources.
- The input and output ratio of the elderly project needs to be revisited, to fulfil outcome level targets. Overly ambitious quantitative targets at the output level do not necessarily mean that greater impact or outcomes can be achieved, as the project will

tend to focus on trying to achieve output targets without looking at the bigger picture. Revisit exercise should be done by both Donor and Implementing Agency.

- Other recommendations for the future could include more systematic cooperation, better reporting and communication. In this respect, capacity building sessions on creating good and timely reporting and documentation is needed for those newly engaged with UNDEF, especially data management, taking good quality photos and writing reports. Reporting and financial system introductions will help to avoid unnecessary back and forth, especially coupled with the challenge of the language barriers.

Lessons learned from the evaluation:

1. Elderly welfare and fulfilment of their rights is a complex matter that require multi-dimensional interventions. Based on the experience of the elderly project implemented by LBH Apik, “soft” entry points like health, social gatherings, and economic opportunities have proven to be much effective as a way to gather and motivate the elderly to learn more about their rights. This can be a model for future interventions.
2. LBH Apik and its local chapters are well-established grassroots organizations with internal systems and procedures in place. Building good rapport with local stakeholders was one of the key strengths of LBH Apik and a good strategy to secure commitment and can be continued in future programmes.
3. The elderly project should be a source of learning for both UNDEF and LBH Apik, since both parties have not dealt exclusively with elderly before. In a short project such as this (especially since an unexpected challenge like the pandemic), the Donor and Implementing Agency should conduct more frequently periodical pause and reflection to assess direction, progress, challenges, and lessons learnt in order to be able to manage the project adaptively. Ideally this is done every quarter. Sessions for the purpose of learning need to be intentionally planned from the outset. It is unclear whether programmatic learning is being performed from the bottom to the top, and vice versa. It is useful however to cohesively provide a picture on the differences and similarities, and what worked and what did not work.

ANNEXES

Annex 1: Evaluation questions

DAC criterion	Evaluation Question	Related sub-questions
Relevance	Was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> ▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse? ▪ Are there any new policy developments nationally or sub-nationally that change the relevance of this project? If yes, please share the developments.
Coherence	How well did the project “fit”; i.e. to what extent was the project compatible with other projects and programmes in the country, sector or institution?	<ul style="list-style-type: none"> ▪ The compatibility of the intervention with other interventions in country? ▪ To what extent other interventions (particularly policies) support or undermine the intervention and vice versa? This includes internal coherence and external coherence.
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> ▪ To what extent have the project’s objectives been reached? ▪ Was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ Did key stakeholders fully participate in the project? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this? ▪ Have policies, programs or budget allocations for the elderly been enacted in the village as a result of project interventions? Has the signing of Citizen’s Charter and Citizen’s Forum led to greater engagement of the public on elderly issues?
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives? ▪ Is LBH APIK management appropriate for implementing this project?

Impact	<p>To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?</p>	<ul style="list-style-type: none"> ▪ To what extent did the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent did the project cause changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? ▪ To what extent have the achievements of the outputs and outcomes had an impact on improvement of protection mechanism and policies regarding basic rights and public services for the elderly? ▪ To what extent have the paralegals effectively provided legal assistance and assisted the Self-Help Groups on campaigns and advocacy? ▪ To what extent have the Self-Help Groups raised more awareness on basic rights and public services for the elderly? ▪ To what extent has the project contributed to the reforms of Law Nr 13/1998 on Social Welfare of Older Persons?
Sustainability	<p>To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?</p>	<ul style="list-style-type: none"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)? ▪ To what extent are the benefits of the project likely to continue in the medium to long-term? ▪ What elements of the LBH Apik project ensure sustainability at the site and beyond?
UNDEF value added	<p>To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?</p>	<ul style="list-style-type: none"> ▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

Annex 2: Documents Reviewed:

1. Audited Final Financial Utilization Report (FFUR) - INS 766
2. Final Budget Revision_INS 766
3. Milestone_Verification_Mission_Report (MVR) EN_UDF-17-668-INS
4. MVR M2 766-INS
5. Project Officer (PO) Additional Note 766-INS
6. UDF 17-766-INS Project Extension (3)
7. UDF_17_766_INS Final Narrative Report (FNR)
8. UDF-17-766-INS – Closure Checklist (CCL)_answered-
9. UDF-17-766-INS Extension Request
10. UDF-17-766-INS FFUR
11. UDF-17-766-INS Project Document (PD) w Budget
12. UNDEF Evaluation Manual 2022
13. UNEG_FN_ETH_2008_EthicalGuidelines
14. Report Annex_1.1._Baseline data collection Result_Mid Term
15. Report Annex_1.2._Policy Brief_elderly rights_APIK.pdf
16. Report Annex_1.3._Campaign Tools_Tittle 1
17. Report Annex_1.3._Campaign Tools_Tittle 2
18. Report Annex_1.3.2_Network and Campaign Update.doc
19. Report Annex_1.3.3_ Content of Pocket Book _ Bali
20. Report Annex_1.3.4_Pers Release_KuMPUL network responding National Commision of the Elderly Dissolution
21. Report Annex_1.3.5_ KuMPUL network press release responded on elderly vaccine policy
22. Report Annex_2.1._Summary of ToT on Elderly Rights Report
23. Report Annex_2.2._Summary of SHG Leader Report_Revised Feb 2020
24. Report Annex_2.3. SHGs Establishment and Meetings Report
25. Report Annex_2.4._ List of cases handled by paralegal_updated February_2020
26. Report Annex_3.1._Multistakeholder Training Progress Report
27. Report Annex_3.2_Citizens Forum and Citizens Charter Report
28. Report Annex_3.4.1. National Conference Guideline Book - ind
29. Report Annex_3.4.2_Recommendation of National Conference on Elderly Protection 2021_pdf

Annex 3: List of people interviewed

Type of stakeholder interviewed	Location	# respondents	Mode	Type
LBH Apik representatives	Yogyakarta	1	In person	KII
	Bali	5	Virtual	FGD
	National Level	3	Virtual	KII
Paralegals	Yogyakarta	5	In-person	FGD
	Bali	5	In-person	FGD
Cases handled by paralegals	Yogyakarta	3	In-person	FGD
	Bali	2	In-person	KII
Village head	Yogyakarta	1	In-person	KII
	Bali	2	In-person	KII
SHG members	Yogyakarta	5	In-person	FGD
	Bali	6	In-person	FGD and KII
District level <i>Dinas Pemberdayaan Masyarakat dan Desa (DPMD)</i>	Yogyakarta	1	In-person	KII
	Bali	1	Virtual	KII
District level <i>Dinas Sosial</i>	Yogyakarta	1	In-person	KII
	Bali	1	Virtual	KII
UNDEF	New York	1	Virtual	KII
UN Resident Coordinator Office	Jakarta	1	Virtual	KII
National Conference Participant	Jakarta	1	Virtual	KII
Total		45 respondents		

Annex 4: Table of Achievements at Output and Outcome level based on project reports

Output indicators	Status
Output 1.1: Intended: Baseline Study of elderly's situation carried out in 6 villages of three target districts (M1-3)	Achieved
Output 1.2: Intended: A policy brief produced to analyze the implementation of Law Nr 13/1998 on Social Welfare of Older Persons, including its implementation, gaps, and areas for future reform (M4-5)	Achieved
Output 1.3: Intended: Six awareness raising campaigns conducted by six SHGs, reaching approximately 1,000 individuals in 6 village areas and 30 public service stakeholders at the village level (M5 and M15)	Achieved
Output 2.1: Intended: Three 3-days TOTs: 60 paralegals trained on the rights and protection of the elderly (M2-4, M8, M13)	Achieved
Output 2.2: Intended: Six 2-day trainings of 120 elderly leaders in 6 villages held (M4-M6, M10, M14) (Milestone 2)	Achieved
Output 2.3: Intended: Six Elderly Self-Help Groups (SHGs) established with 50 persons from each village, and six cascade trainings held by 120 elderly leaders (M6-18)	Achieved
Output 2.4: Intended: 120 legal cases involving elderly rights handled and processed (M4-M17)	Achieved
Output 3.1: Intended: Six one-day sensitization trainings are implemented for government members (M8)	Achieved
Output 3.2: Intended: Six village level dialogue mechanisms - "Citizens' Forums" - between the self-help groups and the local governments established and Six Elderly Citizen's Charters adopted at the village level (M10, M13-M14, M16) - Milestone 3	Achieved

Output 3.3: Intended: Citizen's Charter on Implementation of Law Nr. 13/1998 adopted at District Level. (M15-M16)	Achieved
Output 3.4: Intended: National Conference held showcasing the results of the project and Citizen Charters (M18).	Achieved

Outcome: Increased public awareness of and support for the rights and protections of the elderly

Target Indicator 1.1: The Baseline Survey Analysis and the Policy brief were covered extensively by national media and the survey reached at least 1000 audience who demonstrated their understanding of the elderly situation and the gaps between the law and the reality	<p>The results of the baseline survey were presented online to the public collaboration with some network and covered by Mass Media.</p> <ul style="list-style-type: none"> - Online public discussion with SEJAJAR network (NGOs sekretarit network to response covid 19), that the theme proposed by the LBH APIK : "Protection and Fulfilment of the Rights of the Elderly during the Covid 19 Pandemic", on September 8th, 2020. The webinar was attended by 142 persons - Online Press conferences with KuMPUL network (Civil Society Coalition for Elderly Rights): "Responding to the Dissolution of the National Commission for the Elderly by the President of the Republic of Indonesia", On November 30th 2020. LBH APIK baseline survey results as well as case handling data and lesson learned covered by mass media, among others: Kompas (the biggest national newspaper, with approximately 2,3 million readers), The Jakarta Post (newspaper with English language, with more than 500,000 readers), Konde.co (more than 10,000 readers). - An activist from the Women Research Institute, Mrs. Sita Aripurnami, referred to LBH APIK's data from the survey results and lessons learned about handling cases of violence against the elderly in her opinion article in Kompas. the biggest national newspaper, with approximately 2,3 million readers), • Local newspaper covered activities in local with approximately 100.000 -500.000 readers.
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	<ul style="list-style-type: none"> • Talkshow in KBR Radio, that have listener more than 1000 persons, and spread in youtuber with viewer 154 persons. • Youtube campaign, with viewers 100 – 200 persons.
<p>Target Indicator 1.2:</p> <p>At least 70% (700) of the target number of people (1,000) reached by SIX public awareness campaigns in six target villages have improved their understanding of needs and tights of elderly.</p>	<p>The campaign has reached more than 1000 people and more than 30 multi-stakeholders,</p>
<p>Outcome 2: Enhanced capacity of key stakeholders regarding legal rights and improved protection of the elderly</p>	
<p>Target Indicator 2.1:</p> <p>80% (96) of the total 120 cases handled by the paralegals were successfully resolved elderly rights and their protection (i.e. the cases were completely dealt with to the satisfaction of the elderly persons concerned</p>	<p>During the project implementation, they were 290 cases handled by paralegals, elderly leaders, and LBH APIK staff. A total of 69 cases were violence against the elderly, while 221 cases were cases of access to basic rights. Of the 290 cases, 241 cases have been resolved (83%).</p>
<p>Target Indicator 2.2: Six SHGs with the member 50 elderlies established by 120 SHGs leaders and fulfilled all tasks including:</p> <ul style="list-style-type: none"> - 10 regular meetings - One awareness campaign event - Citizen’s Forum Meeting and Citizen’s Charter advocacy 	<ul style="list-style-type: none"> • The SHGs have been established in 6 villages in the program area of Medan, Yogyakarta and Bali with a total membership around 46-80 members of each SHG (or more than 300 persons in total). This SHG were established and managed by 124 SHG leaders who had been trained by LBH APIK Medan, Bali, and Yogyakarta. • Awareness campaign event held by SHG leaders, members, and paralegals with the assistance of LBH APIK has been carried out through a competition on the basic rights of the elderly which has been implemented in 6 villages. • Citizen’s Forum Meeting has just started in North Sumatra with the selection of a coordinator. While in Bali it will be held on January 27, 2020, and in North Sumatra on February 4, 2021.

Outcome 3: Enhanced advocacy on the implementation mechanism for the rights and protection of the elderly at village level and implementation of Law Nr. 13/1998 at district, and national level	
<p>Target Indicator 3.1</p> <p>At least 70% of 120 stakeholders at the village level (84): village government religious/customary leader, community based organization, improve their awareness on elderly rights.</p>	<p>120 multi-stakeholders has been trained.</p>
<p>Target Indicator 3.2</p> <p>Six Citizens' Forum established, and at least three forum meetings conducted, which adopted and -by the end of the project - actively promote the implementation the Citizen Charter for elderlies in district level.</p>	<ul style="list-style-type: none"> ● Citizen's Forum was established and conducted meetings in 6 villages; ● Citizen's Charter in the 6 villages has been signed and adopted.

Annex 5: Photos from the Evaluation Field Work in Yogyakarta and Bali

Field work activities in Tridadi Village, Sleman



Field work activities in Lebih Village, Gianyar, Bali





Field work activities in Singapadu Kaler Village, Gianyar, Bali



Annex 6. List of KuMPUL members

KuMPUL was established on 20 February 2020, with the following 11 CSO/ institution members:

- a) Foundation of Alzheimer Indonesia
- b) Asosiasi LBH APIK Indonesia, with 3 LBH APIK who are currently working on elderly empowerment and advocacy (Medan, Bali and Yogyakarta).
- c) Centre for Aging Society (CAS) University of Indonesia
- d) Community for Elderly Rehabilitation in Jakarta and Yogyakarta (Perkumpulan Rahmat Pemulihan)
- e) Women in Science Technology Innovation (WISTI)
- f) The Prakarsa Foundation
- g) Women's Headed Household Association (Perempuan Kepala Keluarga/Pekka)
- h) Indonesian Women Coalition for Justice and Democracy (Koalisi Perempuan Indonesia untuk Keadilan dan Demokrasi)
- i) Ragam Institute (Institute on Multicultural Issue)
- j) Elderly Care Foundation (Yayasan Emong Lansia/YEL)
- k) Indonesia-US Scholarship's Awardee Programme (ALPHA-I/Asosiasi Alumni Program Beasiswa Amerika -Indonesia)