MAMPU Indonesia: Maju Perempuan Indonesia untuk Penanggulangan Kemiskinan

Empowering Indonesian Women for Poverty Reduction

Program Design Document
Part B: Implementation, Performance & Risks

October 2012

CONTENTS

Acronyms

AusAID	Australian Agency for International Development
CBO	Community-based organisations
CSO	Civil Society Organisation
DLP	AusAID Developmental Leadership Program
INGO	International Non-Government Organisation
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
NGO	Non-Government Organisations
NTT	Nusa Tenggara Timur (West Timor and surrounding islands)
ODE	Office of Development Effectiveness
QAI	Quality at Implementation
SBA	Strength based approach
TNP2K	Vice-President's Commission for the Accelerated Reduction of Poverty

Terminology

The following terms are used throughout the document.

Agency	While structural or institutional factors constitute the environment in which individuals and organisations operate, *agency* refers to their capacity to act to change some institutional or structural aspect of that environment. That capacity, and the 'room for manoeuvre', will vary considerably from context to context, and actors (or agents) have to strategise within those political constraints. But in all cases, exercising agency involves understanding the past, being able to consider an alternative future and recognising the opportunities and obstacles in the present.
Coalition	A coalition is a more structured form of a network, as it exists when individuals or organisations work together in pursuing a common goal[1]. The main feature of a coalition as "bring[ing] together leaders, elites or organisations on a more or less temporary basis to achieve objectives they could not achieve on their own"[2].
Developmental Leadership	A political process that takes different forms in different contexts. It involves the capacity to mobilise people (including, but not only, followers) and resources and to forge coalitions with other leaders and

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[1] For a more thorough discussion on the difference between a network and a coalition, see Grebe and Natrass, 2009, pp.5-6) and Pact Tanzania, n.d., *Building and Maintaining Networks and Coalitions*, Advocacy Expert Series Booklet, pp. 6-7. <http://www.pacttz.org/pdfs/Networks%20and%20Coalitions.pdf>.

[2] http://www.dlprog.org/contents/about-us/our-core-focus/key-concepts.php#politics

	organisations, within and across the public and private sectors, in order to achieve change[3] .
Working politically	By "working politically" we mean that CSOs are able to identify allies and opponents within and outside the government, mobilise constituencies and engage in coalitions for change, and use their political power to negotiate agreements with elites on resource utilisation that promotes development (MacLaren et al 2011)
Network	A network is a link between individuals and or organisations sharing information, resources and ideas, either informally or formally. With this broad definition it is not necessary for a network to have a common goal to unify all its members. Rather, networks are merely established on the basis of repeated exchanges between two or more autonomous entities[4].
Partners	For ease of reference, the term 'partners' is used in the document to describe both member organisations and partner organisations. However, it is acknowledged that for some organisations this term encompasses both members and partners. Partners could include government and private sector stakeholders or other civil society groups. A broad definition of the term civil society is used here which includes not only non-government organisations, but also groups such as farmers, fisherpersons, professional associations etc.
Voice	Voice refers to the capacity to express views and interests and to the exercise of this capacity. For the purposes of this design, voice is about poor women expressing their views and interests in an effort to influence government priorities and governance processes.

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[3] Drawn from the DLP's definition of leadership.

[4] Eduard Grebe and Nicoli Natrass, *Leaders, Networks and Coalitions in the AIDS Response A Comparison between Uganda and South Africa*, Developmental Leadership Program Research Paper 03, 2009. p. 6. http://www.dlprog.org.

1. Introduction

This document should be read in conjunction with the Program Design Document Part A: Situational Analysis & Program Overview.

The following sections describe the implementation arrangements for Components One and Two, the program's governance and management arrangements, and a framework for assessing the performance, results and risks associated with the supported activities.

As described in Part A, the program will support a selection of national and sub national women and gender-interested organisations and their local partners to forge coalitions with others within the public and private sectors. The program will also support the organisations to work with the national and local women's parliamentary caucuses, and male gender advocate parliamentarians as a way to mobilise parliamentarians to advocate for reform from within government.

A Managing Contractor (MC) will be engaged to work closely with partners to facilitate and support (but not to direct) the implementation of the program. The MC is intended to reduce the administrative burden for national partners and AusAID, and provide a quick and flexible service to access a range of international and national skills. Some aspects of the role of the MC are described within section 2 and 3 below, and further details are included in Section 3.3 (Governance) and in the Scope of Services document (available as a separate document).

2. Description and Implementation Arrangements - Component One

2.1. Principles to guide implementation

Through the design, national partners and AusAID identified the following principles which will guide the way the program is implemented:

- Aim for widespread change – partners will identify innovative solutions (to trial, or which have already been trialled) which have the potential to benefit many poor woman across Indonesia. This might involve a series of small-scale interventions, but ultimately will focus on working with government, or in some cases the private sector, to influence policy development and implementation, rather than just working at the local level.

- Multi-stakeholder approach – Partners will build networks and coalitions with allies and opponents within the government, private sector and civil society. This could be at the local, regional and national levels. Partners are encouraged to collaborate with other organisations to complement their skill base (e.g. to partner with organisations with advocacy or legal-drafting skills etc).

- Bridging the national to local gap – Partners will work to link local solutions to regional or national-level policy dialogue. National partners will share the benefits and opportunities through the program equally with their local partners.

- Evidence – Partners will collect and use evidence[5] to improve their practices, and to reinforce advocacy efforts.

- Sustainability – Partners will aim to establish ways of working that have lasting benefits for their own organisations and the community (e.g. supporting existing community to government forums, local capacity building providers etc).

- Accountability – The program operates with a principle of transparency and active accountability towards the Indonesian public while noting that there might be sensitivities within particular political environments at the local or national level. (e.g. the partners are expected to freely and actively share information with a wide range of stakeholders except where this might undermine their efforts).

- Build on partner' strengths - The program will aim to build on the existing strengths of partners at the national and local levels. Doing so requires that time is spent upfront in understanding and reflecting on these strengths.

Examples of the principles in practice

1. Komnas Perempuan, the National Commission on Violence Against Women has successfully applied the principles of: *multi-stakeholder approach*, *bridging the local-national gap*, and *sustainability*. The example derives from Komnas' research on local regulations which transgress constitutional rights. During the period 2008 until 2010, Komnas coordinated multiple stakeholders, including local NGOs and GoI in 16 districts across seven provinces to conduct research on how women's constitutional rights were being infringed by local authorities. The joint research helped to build the stakeholders as a network, and developed their capacity in data collection.

   Komnas used the findings on regional regulations (*perda diskriminatif*), to advocate for change by the Ministry of Law and Human Rights and the Ministry of Women's Empowerment and Child Protection. These Ministries now use Komnas's report as a reference for their programs. In addition, Komnas raised the community's awareness of the issue. In terms of sustainability, Komnas notes that the issue continues to live on subsequent to its efforts, and that women's groups and others continue to demand progress in overhauling discriminatory regulations.

2. A second example is the success of Fatayat NU, the women's branch of the national Islamic organisation Nahdlatul Ulama in establishing *sustainable* women's reproductive information centres. Fatayat adopted the principle of *sustainability* in encouraging women's empowerment. Funded by the Ford Foundation, Fatayat NU developed Women's Reproductive Health Information Centres from 2003 to 2005 in eight provinces. Established at the provincial level, the centres were initially set up as a place to discuss and exchange information on reproductive health issues. The centres soon evolved into an information centre for other issues as well, including violence against women. Local volunteers run the centres and have proven themselves to be competent facilitators. Although international program funding ended more than five years ago, the centres still run today as they have proved their value to the community and NU volunteers remain passionately committed to them. Some provincial centres have even opened sub-branches at the district level and below.

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[5] There is extensive debate over what constitutes 'evidence', and who decides what types of information or methods have rigour. At this point, the design takes a broad interpretation to include mixed methods - both qualitative and quantitative. Discussion on the expectations for evidence will occur with the partners and other relevant stakeholders (e.g. independent research bodies) during the program's early stages.

2.2. Selection of national partners

The first cohort of national organisations has been selected through the program design. These organisations will commence Stage 1 activities in mid-2012. A second cohort will be selected in either late 2012 or early 2013. The selection process for Cohort One is outlined in Annex 6.2, and a profile of the organisations selected to participate in the first cohort is included in Annex 6.3.

There were two main exceptions to the process for selecting partners in Cohort One. The first is that Komnas Perempuan (KP) has been chosen as an additional organisation involved in Cohort One. AusAID has a long-standing relationship with KP and their work preventing violence against women through the AusAID Law and Justice Program. While KP is a government body, and not a civil society organisation like the other national partners, it is an important and vocal leader on this issue, and plays a bridging role between civil society and government. AusAID has now determined that all future support to KP will be directed through this program.

A second exception is the International Labour Organisation (ILO). The ILO's Better Work program is already partnered with Indonesian civil society organisations. ILO will work as the lead organisation to progress reform in the Access to Formal Employment thematic area.

After selection, the first twelve months of the program will involve two preparatory activities:

1. Initial institutional strengthening for the national organisations and their partners
2. Analysis, consultations and research to inform the development of partner initiatives for the longer term program.

2.3. Institutional strengthening and initiative development

Institutional strengthening at national and local levels for initiative preparation. After selection, national partners would be eligible to apply for a small grant[6] to be used for institutional strengthening activities for them and their partners for the first 12-18 months of the program. Eligible activities will include assistance to strengthen communication and management between national organisations and their partners, or other activities needed in preparation for initiative development and implementation. Partners will conduct a simple capacity needs assessment of their own, and their immediate partners' needs (or if required, this assessment could be carried out by a third party), and develop a 12 month institutional strengthening plan and budget. Before identifying areas they would like to strengthen, partners will be encouraged to identify and reflect on their existing strengths and assets, and how these can be built upon.

National CSOs will have the oversight and management of the institutional strengthening activities (i.e. any support to local partners would be delivered under the management of

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[6] The small grant will apply for the first cohort, but there may be different financing arrangements put in place for the second cohort of organisations once the managing contractor is in place. For example, rather than a grant, the organisations might instead identify their capacity building needs, and the contractor will facilitate the procurement.

the national organisation). Where relevant, the CSOs might also make resources available for other stakeholders they engage with (e.g. to cover the costs of other CSOs or local government representatives attending workshops).

Eligibility criteria for national partners include strong capacities for financial management, at least three years of audited financial statements, and compelling evidence of an ability to prevent fraud and corruption. The project will further strengthen CSO's internal management capacities, with a particular emphasis on financial management, oversight, and reporting. No AusAID investment funds will be released into partners until AusAID is satisfied that they have sufficient fiduciary capacities and controls in place.

Identifying the process for initiative design
After selection, national partners will draft a brief proposal, together with an indicative budget, outlining their proposed consultations, analysis and research activities to design their initiatives.

Support will be made available to the partners to help them to develop these proposals. This support will include:
- A workshop to outline the expectations for the proposals and initiatives
- Independent technical and facilitation support to the partners (e.g. to help partners articulate their rationale and to develop a clear theory of change)[7]
- Operational assistance for design and procurements as needed.

A grant agreement will then be signed with the national partners to cover the institutional strengthening, and initiative design activities. For Cohort One, these grants will initially be between the partners, and AusAID (or a nominated third-party).Partners selected in future cohorts will sign a grant directly with the MC.

An indicative budget will be available per national partner. This will include up to $AUS100 000 for institutional strengthening activities, and a further $AUS100 000 for initiative design. Additional resources would be available where this expenditure could be justified (e.g. where new research on problem analysis is needed within a thematic area).

A small team of AusAID and external experts will review the proposals and confirm the budget allocation for each national partner.

In developing their initiatives, partners are expected to consult with other selected organisations, local partners, government and other stakeholders. Ideally, this would be the first steps in creating Thematic Working Groups, which could play an ongoing role throughout the program.

2.4. Analysis, consultations and research to inform the development of partner initiatives

The development of partner initiatives will require two major steps:

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[7] For cohort one this will be provided by independent consultants, possibly contracted by a nominated third party, and for cohort two, this will be provided by consultants contracted by the Managing Contractor.

a.   Thematic working groups conduct national-level gendered analysis and issue selection (mapping the field). Where there is more than one partner within each theme, national partners will form a Thematic Working Group. These groups should also involve other stakeholders, not just the selected national partners. During year one, the working groups will carry out a thorough gendered-analysis to identify areas for policy dialogue and the specific issues to be addressed through the initiatives. The analysis could build on existing analysis already undertaken by the partners, or other institutions, and would identify the main political, policy and regulatory constraints that affect women in each thematic area, and identify key stakeholders to influence or work with. An analytical unit might be contracted (by AusAID during the first year) to help carry out data and policy analysis and development to inform the design of the initiatives.

At this stage, the organisations might also identify the opportunity to collaborate with existing AusAID programs. The analysis might involve stakeholder consultations, or commissioned pieces of analysis, and could contribute to providing baseline information for later comparison (e.g. through reviewing the organisations' past success and failures in influencing policy[8]). Financial and technical support would be available as required (e.g. support to plan and develop proposals). The timeframe for this analysis is flexible and will depend on the level of existing evidence available within the thematic area. The working groups could play an ongoing role in policy advocacy throughout the program.

b.   Further analysis, initiative site selection and design by national partners. Initiative designs should be based on sound analysis, and broad stakeholder consultation. During initiative design, the national partners are expected to identify and work with a range of stakeholders including their existing partners, other civil society groups, GoI, religious organisations, the media and where relevant, the private sector. The purpose of this consultation will be to review existing evidence, identify constraints and ideas, and to build local ownership and commitment. This engagement might be through facilitating kabupaten (district) level multistakeholder forums. The development of coalitions is also expected to continue throughout the life of the program. Based on the analysis, national partners would chose initiative sites in accordance with the agreed criteria[9]. Initiatives could be implemented at the national or the sub-national level, although the majority are expected to take place at the kabupaten level. Resourcing would be provided for the partners to draw on technical support as needed. National partners would be expected to implement only one or two initiatives per organisation at any one time, but their initiatives might relate to more than one thematic area.

Standards for initiative design
Partners will be required to demonstrate how their proposal meets the program operating principles. In addition, they will be required to meet the following minimum conditions:

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[8] One of the early roles of the Independent Review Group (discussed later) could be to work with the partners to identify and review the approaches they have used in the past to achieve changes in government policies and practices. This could help identify and build on strengths, and provide a baseline for later comparison.

[9] Ideally, several initiatives would be implemented in areas where other AusAID projects already have a field presence (e.g. AIPD or ACCESS program sites). AusAID program managers and the national organisations would be encouraged to identify areas of joint interest where possible.

- Amenable to policy reforms, operating both nationally and sub-nationally
- Has the potential to make tangible benefits to the lives of significant numbers of poor women within one of the thematic areas
- A compelling explanation of what constraints the proposal will address
- Demonstration of local government (kabupaten) interest to be involved
- Demonstration of local partners, chapters or branches' capacity and interest to be involved
- Clear outline of the relative roles and responsibilities of national and local partners, and how information, decisions and resources will flow between the levels
- A broad plan for assessing the outcomes and impacts (including changes in capacity of the organisations, influence on government, and impact on poor women)
- A convincing argument for how benefits will be sustained (e.g. a sustainability plan through cost-recovery, cost-sharing, or through ongoing policy reforms)

Partners will be required to develop an indicative overarching budget for a maximum six years of implementation, and a detailed annual budget for the first year.

Quality assurance and review of proposals and budget allocation
Several mechanisms will be used to ensure the quality of initiative designs. Importantly, this will not only occur at the end of the design period, but also at the mid-way point to provide timely feedback. Part-way through the design, a process would be held to facilitate an informal peer review between the partners of each other's designs. In addition, a small panel of internal (within AusAID) and external experts will meet with each of the national partners to review and provide feedback on their draft proposals.
At the conclusion of the design period, the mechanisms for review would include:

- Quality assurance mechanisms employed by the national partner (e.g. contracting independent technical experts to review their designs)
- A final peer review between the partners of each other's designs
- A further review by the panel (of internal and external experts).

2.5. Ongoing capacity development

National partners will have responsibility for the oversight and management of a capacity development program for themselves and their partners. The primary purpose of the capacity development is to increase the 'readiness' of partners to respond to, and initiate opportunities to influence government reform. However, it is intended that the capacity development will have other long-term spin offs in helping to enable the organisations and networks to be more effective in a range of ways in the future.

The national organisations and their local partners will identify, on an annual basis, areas where their organisational capacity needs strengthening in order to implement the initiatives. The Partners Forum and the national partners will identify shared capacity development needs and opportunities for joint capacity development activities across national partners, and topics for cross-organisational knowledge exchange.

The focus of capacity development would include:

- internal functions to enable management of the initiatives and to sustain results - e.g. financial management, monitoring and evaluation, communication and engagement between national organisations and their members/partners.
- performance-related functions e.g. to develop their capacities to use research and analysis; build innovative coalitions (e.g. with private sector trade associations or political party policy units); to communicate results and work with the media, to maintain engagement in high-level government decision-making forums, advocate and lobby etc.
- sustainability of the organisations - opportunities to increase the long-term viability of the national organisations, *and* their local partners.

What will be supported
The program will support capacity development of the selected national organisations, and their key partners (for the purposes discussed in the following section). This can include developing the abilities of individuals (ideally within cohorts, and not isolated individuals), providing necessary equipment (e.g. infrastructure to support communication), developing systems and processes (e.g. financial management systems, advocacy strategies, communication systems between national and local partners, and developing strategies for financial sustainability), and a small amount of funding for core support for the national organisations.

In addition, the program may provide a small amount of core funding for the partner organisations. As discussed in section 6.4 on lessons learnt, the lack of core funding constrains Indonesian CSOs to retain skilled staff, or develop long-term plans to develop this capacity.

Time-frame of support
Initial support will be provided during the 12 month start-up period for the first cohort of organisations; however, institutional strengthening will be supported throughout the life of the program. As such, it is expected that priorities and approaches will evolve as the organisations' capacity develops.

Who will be eligible
The capacity development support is targeted towards the national organisations, and their immediate local partners (members, branches and local NGOs). However, at the national partners' discretion, resources can be made available for other stakeholders, such as GoI to participate in activities or be supported to conduct their own activities. Given their key role in the program, at least 60% of the total capacity building budget per national partner will be allocated to these local-level members, branches and local NGO partners.

Identifying institutional strengthening and capacity development priorities
The program will support national organisations to undertake a detailed analysis of capacity development needs including of their partners during Year 1, and thereafter reviewed on an annual basis. This will be described in an annual capacity development plan.

The national organisations will be supported to identify opportunities for joint capacity building, and opportunities for partners that are skilled in particular areas to support the development of others.

Implementing the capacity development plan - procurement and other approaches
Capacity assistance would be flexible and could draw from a broad menu including technical assistance, mentoring, twinning, peer reviews, training, materials, works, equipment etc[10]. A small amount for core funding will also be available for the national partners. This is also intended to strengthen the long-term capacity of the organisations. The MC will discuss the options with partners to address their capacity needs and the costs and benefits of each option (e.g. international/regional/local technical assistance, paid/volunteer, short/long-term experienced/young professionals etc). The MC will work with partners to identify and screen a range of local, national and international capacity building providers. However, the partners would determine which providers they used at what time.

Where needed, the MC would manage the administrative arrangements for contracting the service providers. This arrangement would be negotiated with each national partner.

The program will support access to local expertise, with TA personnel sourced from outside Indonesia only where the required skills and experience are unavailable in Indonesia or where the pool of expertise is already fully engaged.

The MC will need to be flexible enough to organise capacity building services to local partners or where the national organisation wish to do their own procurement, provide a list of suitable providers available in the local area. As the program will promote learning and experimentation, the MC will also need to provide flexible and timely support to partners where needs arise outside those identified in the annual plans.

Capacity development approaches
Capacity development supported through the program will be guided by the following internationally recognised principles:
- Acknowledge and build on existing strengths (e.g. appreciative inquiry approach)
- Support learning that is practical and experiential (i.e. not class-room based)
- Support cycles of learning (act, reflect, plan) (i.e. mentoring over a period, rather than one-off training events)
- Look beyond technical fixes to address the underlying systematic issue or blockage

Where the use of TA is requested, and where it is appropriate, it will be expected that personnel will provide indirect support, focusing on facilitation, guiding and mentoring rather than doing the work directly.

2.6. Initiative implementation

Implementation of initiatives. The selected national partners will drive and manage the initiatives. The majority of initiatives will occur at the kabupatan level. These initiatives

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[10] Through promoting reflection and evidence, the monitoring and evaluation activities supported through the program will also help to build capacity.

will be in partnership with their local members, partners, or alliances[11]. The initiatives consist of three broad elements: analysis, action and advocacy.

- **Analysis** - Initiative development, as explained previously, will be based on thorough analysis. The organisations will also be supported to collect an evidence base through the initiatives in order to improve their practices, and to reinforce their advocacy work[12]. This will include providing gender-based information on both the quality of their processes, and the outcomes and impact of their activities. The national organisations will be supported to use a mixture of approaches including impact assessments by independent researchers, as well as participatory processes to build stakeholder ownership and understanding. Resources will be available to commission additional pieces of analysis and research into other gender-equality issues. These could be identified by the Strategic Committee, any thematic working groups developed through the program, or AusAID[13].

- **Action** - initiatives will test and replicate innovative ideas and solutions. Not all initiatives need to start from an untested idea[14], and some might include solutions that have already been trialled[15]. The timeframe for initiative implementation could vary between one to six years, depending on the nature of the initiative, and its results. This extended time-frame of the program will enable cycles of learning and scale up (action learning cycles) that will support the organisations to achieve change at a greater scale[16]. Initiatives will be implemented according to the program principles outlined in section 2. Financial support will be provided for goods, works, services, and training at the national or local level.

- **Advocacy** - A core component of each initiative will involve advocacy and engagement with government in order to influence government policy, regulations and services at national and local levels. Advocacy efforts might include a range of approaches such as directly engaging with government, or mobilising and campaigning in order to generate public concern. The national organisations will spearhead national-level policy dialogue, drawing on the results of the initiatives, but local partners will also be engaged in policy dialogue at the local and national levels where relevant. The national organisations will proactively look for opportunities to conduct coordinated advocacy (e.g. within the Thematic Working Groups). For example, one opportunity for coordinated advocacy identified during

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[11] The particular local partners and alliances might change throughout implementation.

[12] The background research and consultations for the design identified that there is, in general, a lack of evidence-based policy, particularly at the local level on how to improve the lives of poor women. Increasing the evidence-base for CSO activities and solutions should increase their ability to have influence.

[13] The program could collaborate with the AusAID Knowledge Sector Program to identify research institutions which could develop research tools and conduct independent research for the initiative.

[14] E.g. an initiative could build on an existing AusAID sectoral program to demonstrate the value-add of supporting women's coalitions to build demand. Or an initiative could support coalitions to scale up an initiative developed through another program such as ACCESS (e.g. ACCESS is working with local women leaders through Coalisi Perempuan to address a service delivery issue.

[15] E.g. an initiative might involve the collection of a stronger evidence base for an existing initiative, and looking for ways to leverage greater influence. Initiatives might also involve monitoring the implementation of policy at the local level.

[16] In contrast to many donor programs for civil society (which focus on short-term localised impacts), this program provides deliberate support to enable leverage and scale-up from the local to the national level.

partner consultations was to influence the next GoI Mid Term Development Plan. Advocacy efforts would be informed by a strong evidence base.

Case study on the power of an evidence base

The Asia Foundation have supported CSOs in Indonesia to work politically and use an evidence base to promote pro-poor policies with local authorities. They found that supporting mass based organisations to build coalitions with other civil society organisations built public demand for policy change, and helped hold the government accountable. The coalitions came together to compile and analyse data about government allocation and spending, which, for the first time, provided them with hard data which they could use to build a common understanding with policy makers about the challenges and opportunities of fiscal management.

The Budget data was used to support advocacy, was discussed in public forums as well as utilised to suggest specific policy changes to champions in government and Parliament.

Finally, the media was an important partner utilised by the CSOs to gain access to information, as well as to disseminate information to the public which mobilised support for pro-poor policies.

Who will be eligible
The national organisations and, through them their partners, will be supported to implement the initiatives. While the costs of government involvement might be covered through the program, direct funds will not be provided to GoI.

The MC will primarily support the national organisations and where requested, their local partners and other stakeholders. As the majority of program funds will be provided to local partners (through the national organisations), the MC will need to have a broad network of goods and service providers available to partners at both the national and local levels. The MC will facilitate procurement of a range of goods and services.

Identifying requirements
The national and local organisations will be required to develop annual program implementation plans that will outline the range of goods and service required by partners over a 12-month period. In addition to the types of activities to be undertaken, the plans will identify whether the partner, an alternative third party, or the MC will undertake the procurement of goods and services. The MC will be available to provide technical advice on the options available to partners.

In the case of medium to large-scale procurement (e.g. if rehabilitation of buildings, bridges or roads are required), the MC will facilitate a process of identifying appropriate modalities for the procurement process. Indonesia's fiduciary environment remains risky. The program will be alert to issues of risk, transparency and the quality of oversight. The MC could facilitate a public tender process and support CSOs to select a suitable contractor or it could identify another AusAID program to manage the work. Programs such as PMPM and Indii are well placed to collaborate on infrastructure-related work if required. If procurement of this nature becomes common during the program, then the MC will recruit a procurement specialist to support this work.

The MC will develop financial management guidelines to ensure that program procurement procedures are consistent with the principles of the *Commonwealth Procurement Guidelines.*

2.7. Mechanisms for supporting networking and learning

What will be supported
The program will support national and local partners to share knowledge and experiences and to learn from each other in order to strengthen collaborative efforts, and build effective coalitions locally, nationally and internationally. The program will support a broad range of activities including participation in mutual appraisals, international forums, training, internships, exchange visits, leadership forums, workshops, program reviews, workshops, study tours, conferences and other special events. Learning activities will go beyond holding conferences and workshops and will draw on other creative learning platforms that may be web-based, electronic, printed or social media-based. Support for learning around the thematic issues will be directed by the Thematic Working Group members. Program partners will also be supported to participate in special events hosted by other AusAID programs.

a. **National networking.** Support would be provided for the national organisations and their partners to network and exchange information in order to coordinate program activities, learn from each other, and to have the space to identify and work on broader issues of interest to the women's movement. This could be through face-to-face exchanges, use of a shared website/web-forum, conferences, internships, social media and involvement in joint activities (e.g. capacity development activities). Support would also be provided for the partners to meet more regularly on a thematic basis including through the Thematic Working Groups.

b. **Leadership forums.** Support would be provided for existing leaders of the national women's organisations to hold a small leadership forum each year to reflect on personal and organisational challenges. A separate Emerging Leaders Forum will also be supported where emerging women leaders would be invited to engage on issues of leadership, build networks and learn new skills. The participants of this forum could be identified by the current group of national women's organisations. Separate forums would provide a supportive environment for the women to discuss issues amongst peers facing similar challenges. The MC will work with the national partners to develop an appropriate format for these forums. It is not envisaged that AusAID or other external stakeholders would need to attend all of these events, as the forums are primarily intended to enable women leaders to spend time together to reflect on their progress.

c. **Mentoring Future Leaders.** Support will be provided to a small number of high-profile and active Indonesian women leaders to provide strategic advice and mentoring services to program partners, TNP2K and AusAID. The women leaders will provide advice on poverty reduction, gender and leadership in Indonesia and form part of either the Strategic Committee or the technical analytical unit responsible for inputting to and reviewing partner initiatives. They may also participate in quality mechanisms. The women leaders will also open up new

networks for partners and participate in international and national forums at a senior level to promote the program and the work of partners. AusAID will provide target support to these women leaders to undertake research and other activities related to the program objectives.

d. **International networking.** Support would also be available for the national organisations and their partners to participate in international forums to stimulate new awareness and innovations, build networks and expand influence (preference would be given to supporting women from the local level). Representatives that attend are expected to cascade their learning back through their networks and coalitions. Activities might include:

- Short and medium-term internships in effective gender groups in other countries.
- Expanding Indonesian participation in regional and global forums and learning networks
- Extended in-country seminars to host international partners
- Engagement with G-20 and ASEAN programs on gender equity
- Indonesian participation in international reviews of gender and aid effectiveness.

Who will be eligible
The national organisations and their local partners will be supported to participate in program learning and networking events. Partners can identify other stakeholders that should participate in program learning activities. It is expected that GoI representatives and other stakeholders will also participate, as requested by partners, the MC or AusAID where there is a relevant connection to the program objectives.

Identifying requirements
In the first 12 months of the program, the MC will work with partners to design a learning strategy comprising of mixed approaches. In developing the learning strategy, the MC will be responsible for ensuring the ideas of local partners are incorporated into the strategy and is not limited to national partners. The MC will be responsible for operationalising the strategy including providing advice on learning platforms, provision of logistical services and facilitating joint learning activities amongst partners working at various levels. On an annual basis, partners will be supported to prioritise learning activities for the following year. The MC will ensure activities are selected on the basis of their practical value to the work of partners and the program objectives. The MC will ensure appropriate monitoring and evaluation is in place to capture the value of learning and networking activities.

The MC will develop a program website that can be accessed by partners that would serve as a vehicle for the exchange of ideas and experiences as well as host project documentation (in the spirit of transparency and openness amongst partners).

It is acknowledged that instilling openness to information and sharing between partners will require a cultural shift to overcome competition and mistrust.

2.8. Innovation response fund

A small funding allocation (initially up to 5% of program funds) will be reserved for additional innovative and experimental activities, beyond the work implemented by the national partners. This Fund will allow the program flexibility to respond to new opportunities that will help achieve the program objectives, while ensuring that funding is not diverted from the core approach of working through national partners. Activities could be proposed by the national or local partners[17], the MC or AusAID, and would be reviewed by the panel of in-house and external experts on a quarterly basis. Specific criteria will be developed, but are expected to include the following:

- Funds will be directed towards new and innovative activities which make a key contribution to achieving the program objectives

- Submissions demonstrate value for money and fall within the budget guidelines developed for the fund for that year.

2.9. Sustainability

Sustainability has been a strong focus within the program design, and also throughout the process used to develop the design. For example, the highly consultative process built the partners' ownership of the program, and helped to ensure that the objectives, theory of change, and program mechanisms were achievable and appropriate. The program further supports sustainability by strengthening existing country systems, and building on existing reform efforts. The program targets policy reform, which will have lasting benefits at the macro level, while also supporting local level activities which should have real impacts at the local, micro level. The emphasis on learning in the M&E framework, and sharing between partners, is an important part of the sustainability strategy.

However, there are several areas of concern and focus for sustainability for this program. These include the sustainability of: the national and local partners; networks and coalitions; and most significantly, their influence on government policies and services.

The national organisations will develop a sustainability plan for the initiative programs, which will outline the use of cost-recovery, cost-sharing, or policy reforms that, once made, no longer require AusAID support.

As explained earlier, institutional strengthening support will also be provided to support the national organisations to develop new forms of fundraising and financial planning. Promising mechanisms identified through research and the design consultations included:

- reaching the fiduciary and reporting standards needed to become attractive for Indonesia's corporate social responsibility commitments
- collaboration with religious charities and private foundations
- more systematic, accurate charging systems for donor and government partnerships (e.g. equipment depreciation)
- developing improved strategies to attract and retain volunteers and other in-kind support (e.g. use of facilities etc)

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[17] The national and local partners could propose activities, but they would not be eligible to apply. Any funding for these partners will be funded through their annual plans.

- advocating for financial support from GoI and becoming more skilled in the use of GoI financial systems.

2.10. Geographic Focus

The program does not have a specific geographic focus. The site locations will be selected on the basis of partner analysis and research on where progress can be made. AusAID staff will link up with other AusAID programs, where relevant, if work is being done in the same locations.

Papua
The program will work in Papua if partners identify it as a priority area, and identified activities meet the program objectives. The program recognises the challenges of working in Papua; however the program is potentially well placed to support Papuan women's leadership to advance local gender equality reforms. The program is also well placed to collaborate with AIPD in Papua if opportunities arise.

The program will work in accordance with the principles outlined in AusAID's Strategy for Assistance to Indonesia's Papuan provinces and the commitments outlined in the Australia-Indonesia Partnership (AIP). The program team will also keep AusAID senior management informed of any planned activities in this region.

2.11. Cross Cutting Issues

Implementation of the program will be informed by a number of overarching Government of Australia (GoA) policies. These include:
- Gender
- Environment and Disaster Risk Reduction
- Child Protection
- Disability

Gender
Gender equality and women's empowerment is the central focus of this program.

Environment, Climate Change and Disaster Risk Reduction
All supported partner activities that are likely to have environment and climate change-related risks and opportunities (e.g. infrastructure development, agricultural practices etc) will be required to outline their compliance with AusAID's environmental policy. The MC will support the implementing partners to consider these risks and opportunities during the design and implementation of their activities.

Child Protection
In line with AusAID policy, every national partner supported through the program will be expected to demonstrate compliance with the AusAID child protection policy. The organisations will be supported to review and revise their child protection policies and approaches during the initial twelve months of the program. The MC will also be required to demonstrate compliance with AusAID's Child Protection Policy.

Disability
AusAID's strategy *Development for All: Towards a disability-inclusive Australian aid program 2009-2014* commits Australia to ensuring that people with disability are included in and benefit from Australia's international development assistance.

The program will support women and gender-interested organisations to exert influence and demonstrate leadership in the field of disability and development. The program will also identify opportunities to build strategic partnerships with women's and gender interested organisations in Indonesia working in the field of disability (e.g. through the second call for partners). Komnas Perempuan already includes a mandate to address special issues of violence against women with disabilities. TNP2K, the program's host, plans to collaborate with this project on issues of identifying disability issues in the context of social protection. Other partner organisations have also expressed an interest in expanding this aspect of their work.

3. Description and Implementation Arrangements - Component Two

The purpose and intended outcomes of this component is to strengthen the linkages between the national and local partners and women and gender advocate male parliamentarians in order to progress the initiatives (supported in component one) and advance reform within the targeted thematic areas.

This component will commence with several minor activities but will be expected to scale up after the 2014 elections within the existing program budget. Financial support will be provided to women and gender advocate male parliamentarians though the national and district level women's caucuses. The types of activities which could be supported include:

- o Training, mentoring, networking and learning opportunities to develop the skills, knowledge and confidence of female parliamentarians (particularly post 2014 election) to progress reforms within the thematic areas (e.g. in areas of leadership and advocacy)
- o Engagement and networking between men and women parliamentarians and civil society and government representatives to build shared understanding and strengthened relationships
- o Involving influential male party leaders in the initiatives supported under component one, including study missions, which exposes men to women's leadership and potential
- o Cross-party networking and collaboration amongst women and male parliamentarians including between national and district levels to advance reforms across the thematic areas

This component will commence with several minor activities but will be expected to scale up after the 2014 elections within the existing program budget. Once selected, the MC will work with national partners and others (e.g. women's caucuses at national and district levels) to identify more detailed activities for this component. Where possible, support will be provided through women's caucuses operating at these levels rather than directly to individual leaders.

Initial Activities (Year 1 – 2): Financial support will be provided to women and gender advocate male parliamentarians though the national and district level women's caucuses for small-scale activities.

AusAID will undertake a scoping mission in 2012 to identify suitable activities and women's caucuses that could be supported during the first two years of the program. Once the program commences, AusAID and the MC will review and agree on the final suite of activities.

Post 2014: The MC will be responsible for managing a process for determining the nature of program support post-2014. This scoping work will involve extensive consultations with newly elected leaders and national partners and their networks. The MC will ensure that the activities are linked to the work of the national and local partners.

AusAID, based on recommendations from the MC, will review and approve the overall program approach as well as the activity plans that will be developed by the MC on an annual basis.

The MC will manage the finances for this program component unless national partners or an agreed alternative provider is identified. The Contractor will also be responsible for procuring goods and services to support the program activities identified in the activity plan.

4. Governance and Management Arrangements

4.1. GoI leadership and oversight - TNP2K

The program will be embedded in the Vice-President's Commission for the Accelerated Reduction of Poverty (TNP2K). TNP2K has oversight and coordination of GoI poverty and social protection programs in Indonesia. TNP2K works closely with all of the relevant government agencies responsible for the planning, financing and implementation of poverty reduction programs.

TNP2K is seeking an effective way to address gender issues as part of its poverty reduction agenda and believes that engagement with the program will advance its gender efforts. TNP2K's recently developed Gender Strategy highlights its early but increasing commitment to this work. A major benefit of housing the program in a high level commission such as TNP2K is that it will help to facilitate engagement between the civil society partners and the relevant line ministries to progress work within the thematic areas. TNP2K will also play an important role in assisting the national partners to gain better access to information on government policies, regulations and services.

TNP2K will be involved in the Partners Forum, potentially as a co-chair. Representatives from relevant Government of Indonesia Ministries including the Ministry of Women's Empowerment and Child Protection may also be invited to be a member of the Partners Forum. Government ministries will be involved at national and local levels through the program's implementation.

It is anticipated that TNP2K will play an active role within the access to social protection theme including identifying opportunities for partners to monitor existing poverty reduction programs and provide input into the development of new programs.

TNP2K will host the Subsidiary Agreement. A possibility to be explored is for one or some Technical Specialists to be based within TNP2K to help build stronger links to the Government's poverty reduction agenda.

4.2. Strategic Committee

AusAID may engage a strategic committee to provide ongoing advice to program partners, AusAID and the MC. The panel would be a mix of Indonesian and International experts on specific program issues and thematic areas, and well known and respected within the development community and with program partners. It is envisaged that this committee would play a high level advisory role to the program and include ensuring global knowledge and lessons are also brought into the program when and where appropriate.

4.3. The Partners Forum

A Partners Forum will be convened for the purposes of program management and knowledge sharing. The proposed functions will be reviewed and finalised by AusAID in consultation with the selected partners and TNP2K at program start-up. The relationship between the Partners Forum, and other key stakeholders are outlined in Figure 1 below.

Figure 1 Program Governance and Management Arrangements
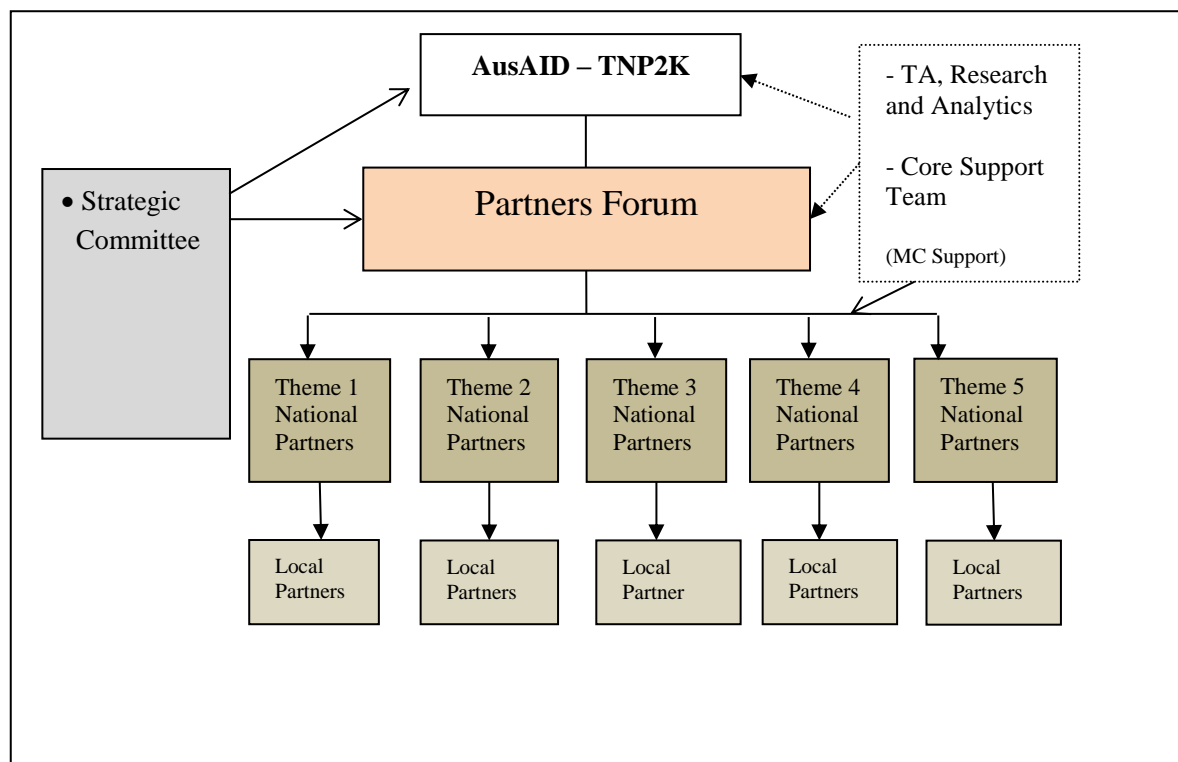
Proposed roles and responsibilities

- Review and endorse the operating principles of the program
- Prioritise joint capacity building activities across partners
- Proactively identify and participate in learning opportunities at the program level
- Ensure that implementation is in line with the expected outcomes and principles for the program, including providing substantive review and feedback on partner annual plans and reports
- Provide direction to, and participate in mid-term and end of program reviews, and annual performance reporting
- Establish Thematic Working Groups, and review their progress
- Plan and commission analytical and other research work (e.g. within each thematic area)
- Coordinate joint advocacy with line and central government agencies
- Develop mechanisms to ensure local partners and beneficiaries have a voice within the management decisions for the program
- Develop and agree on a dispute mechanism for the program

- Monitor program-level risks, and ensure appropriate responses are taken
- Review program-level communication, including attention to communication protocols
- Develop a calendar of program-level events and tasks, including establishing responsibility for these tasks
- High-level oversight of MC performance

Membership

The Partners Forum will include permanent representatives from the selected national partners (one primary member, and an official alternate member who is also at a senior level within the organisation), TNP2K and AusAID. As agreed by the members, additional guests will be invited to attend on a needs basis, e.g. GoI, international or national experts, academia, research organisations, other civil society organisations etc.

During the first twelve months the Partners Forum will develop a mechanism for the involvement of local partners. This could include an annual forum for local partners or inclusion of local representatives in the annual Partners Forum.

It is proposed that TNP2K will co-chair the Partners Forum meetings, together with a rotating member drawn from the national partners.

The MC Team Leader will attend as an observer, and the MC will act as the Secretariat for the Partners Forum.

Other details

It is proposed that the Partners Forum meets formally on an annual basis, although ideally more regularly during the early stages of the program.

Secretariat support will be provided by the MC to ensure that program information is synthesised and presented to the Partners Forum in a suitable format, and in time to process and discuss with partners before meetings.

During the early meetings, partners will need to genuinely discuss the impediments to honest dialogue and decision-making, for example, how meetings could reduce rather than add to each partner's workload, or incorporate relevant content which attracts participation and breaks down formalities (e.g. topic-based discussions on current issues of interest, guest speakers etc).

AusAID

AusAID will be responsible for overall strategic direction and decision making authority for the allocation of funding to partners. AusAID will therefore play a significant role, supported by the MC, in the quality assurance and approval processes for partner activities. AusAID will consult regularly with TNP2K on funding decisions and keep the Partner Forum updated on the outcomes of program allocations.

4.4. Managing Contractor (MC) roles and responsibilities

A Managing Contractor (MC) will be engaged to support the implementation of the program. Different procurement approaches were considered during the design process, including: using an international non-government organisation; a multilateral institution;

or managing the procurement in-house within AusAID. However, the clear preference was to use an MC.

Rationale for this approach

The rationale for this approach is that an MC can play the role of a neutral party between the national organisations, reduce the administrative burden for national partners and AusAID, and provide a quick and flexible service to access a range of international and national skills. AusAID experience has shown that the risks of this model include higher cost, a longer timeframe to tender and contract the MC which can delay start-up, and the perception of distance between AusAID and its partners due to the MC's intermediary role.

The MC will recruit the key personnel, as well as any required short and long-term technical consultants. It will also manage the ARU program of research and ensure that it makes effective contributions to the evidence-base of the overall program and quality of the initiatives.

A range of approaches will be used to ensure there is strategic engagement between AusAID staff and the partners (including active involvement on the Partners Forum, participating in learning forums and activities, and regular field visits to monitor initiative activities). Key to this will be ensuring adequate AusAID staffing to manage the program (as described in the section below), including ongoing strong engagement by the AusAID Social Development Adviser and Unit Manager. Additionally, on an annual basis, AusAID program staff will host a forum involving sectoral programs and their partners (working in the targeted themes, or with civil society) to share ideas and approaches, identify areas for collaboration, and to support networking and exchange. Ultimately, having the MC in place should enable the program partners and AusAID to maximise the time they have for engagement around program and policy work.

Roles and responsibilities

The MC will work closely with partners, and will work in a manner that builds a supportive, open and trusting relationship with partners. The level of involvement by the MC might vary from partner to partner, but in general they will work with partners to ensure that the program operating principles are adhered to and provide advice on opportunities to strengthen the program. The MC will work in a way that adheres to the capacity development approach described in this design - i.e. to facilitate and support rather than direct initiative activities.

The MC will undertake routine program management tasks and responsibilities, and will contract other work as required. The MC's primary responsibilities include the following:

- To develop open, trusting, non-hierarchical and supportive relationships with each of the program partners

- Financial management and procurement

- Support partners to carry out an annual organisational capacity review process to identify priorities for capacity building

- Identify and (where requested), procure capacity building services (e.g. technical personnel, institutions, and private firms) on behalf of national organisations and local partners

- Support partner monitoring and evaluation process development and implementation, coordination of research, and support for other program-level monitoring and evaluation activities, and monitoring of changes in the local context that affect program effectiveness

- Support development of a learning strategy with partners and facilitate learning activities including one-off learning forums and events as required

- Support the development and implementation of initiatives

- Support partners to develop relationships with other stakeholders (including government, media etc)

- Secretarial and administrative support including for the program decision making body

- Provide facilitation support as required, including to thematic working groups

- Support communication between partners (e.g. managing an internal website and/or other internal communication channels)

- Proactively identify, and facilitate engagement with other AusAID programs where these align with the program objectives

- Produce an annual overarching program report and distribute to stakeholders

- Provide regular updates on program progress to AusAID and the Partners Forum members

- Manage the ARU research program

- Support high level visits to program activities

- Any other services necessary to support the program

The MC's role and scope may be expanded beyond this program to support other AusAID funded gender-related programs and events as required. Decisions about this expansion will be made by AusAID according to the needs of these programs. While any broadening of the role of the MC is expected to enhance the value of the agreement with the MC, it will also be important to ensure that it does not diminish its ability to serve the program.

Staffing and office

The MC will be staffed by a small core team, but will recruit and draw on a pool of local and international consultants to work with the program partners on a short-term basis, as needed. The core team at start up will consist of a Team Leader, Financial Manager, Capacity Building Coordinator, and a Monitoring and Evaluation Specialist (to initially also coordinate communication and learning). The MC will have wide-ranging local, national and international networks as a basis for contracting specific tasks especially in relation to capacity building service providers.

The MC will be based in an independent office in Jakarta. Other locations were explored such as collocation with TNP2K or with a partner CSO, however, consultations identified that an independent office was the most suitable arrangement.

Detailed terms of reference of key positions are included in Annex 6.8.

4.5. AusAID staffing, management resources, and internal coordination

This program responds to AusAID's desire to have a more coherent and targeted engagement with gender issues in Indonesia. This program is designed to provide the focus for gender engagement across the country portfolio, supporting and harmonising existing AusAID engagements as well as introducing new engagement where appropriate. It is important that this support is provided in a coherent, 'joined-up' way which adds value to existing commitments.

AusAID Staffing

The Women in Leadership Unit (WIL) will lead AusAID's engagement with the program. WIL will work closely with the MC to monitor program implementation and engage with partners. The Unit will be staffed by a Unit Manager, Senior Program Manager, Program Manager and part-time Program Officer. The Unit will work closely with the Program Analysis Unit (PAU), particularly the Social Protection Adviser, which has responsibility for ensuring that gender is strategically integrated into the country program.

AusAID staff will be expected to regularly travel to the field to monitor program activities, and participate in international and national conferences, workshops and other fora. Where it is appropriate, staff will participate in program reviews and other monitoring and evaluation processes. It is critical that program staff are able to understand deeply how the program is working at the local and national levels and what AusAID can learn from this model. AusAID staff should also be encouraged to hold learning forums with donors and other stakeholders to distribute program successes and to foster awareness about the value of women's leadership in driving change. The costs of this participation have been included in the program budget.

To ensure that a strong monitoring and evaluation approach is in place from the program's onset, the Unit may recruit a number of technical specialists in the last half of 2012.

Internal Coordination

The proposed program will intersect with key areas of the country program particularly social protection, health and migrant workers. It will also lead Post's engagement on violence against women which was previously managed by the Democratic Governance section. There is also a strong likelihood that the program, through the MC, will be required to support additional gender-related programs as new priorities emerge.

The program's thematic areas require close collaboration with the AusAID Social Protection and Health teams. During the design, consultations were held with these teams. Led by the Canberra Desk, the teams contributed to the drafting and review of the relevant thematic papers.

This design has drawn on the conceptual work of AusAID's Developmental Leadership Program. It is proposed that the DLP continue association with the program.

4.6. Links with other AusAID Program

This program has been designed to complement as well as add value to other AusAID programs within the Indonesia country program. A small internal inter-program committee will be established to ensure good communication between this program and the other sectors and to maximise opportunities for cross program learning.

At a practical level, in relation to the social protection thematic area, the program will work with the Social Protection Unit to operationalise TNP2K's gender strategy as well as support increased community engagement across specific work areas of TNP2K. In relation to the health thematic area, team members from the design and health teams produced a joint health thematic paper identifying entry points for the MAMPU program. The program will also have linkages with PNPM, especially at the community level where national partners and their local organisations are working.

The relevant implementing partners for this program will be linked into AusAID's current maternal health program so that the partner may build on successes of that program in its own work. A representative from the health team will be involved in peer reviewing the health related initiatives developed by the partners. In relation to the Migrant Workers theme, the CSO implementing partner for this design will be linked into AusAID's small pilot, Poverty Reduction through Migrant Workers, which is currently being implemented in selected areas in Java and NTT. The team implementing the pilot will also be involved in peer reviewing the CSO partner activities relating to migrant workers.

To ensure that the program benefits from other sectoral programs working with civil society organisations and on gender quality issues, the program will host an annual learning forum that brings together AusAID staff, senior managing contract staff from other programs and their civil society partners to share new ideas and approaches, identify areas for collaboration, and to support networking and exchange across the thematic areas.

5. Performance, results and risks

5.1. Performance and Results for MAMPU

Collecting and using evidence is a core aspect of this program. This is not just to ensure accountability for donor funds, but as a central strategy to increase the effectiveness of the women's and gender-interested organisations and their networks[18]. As such, there is a significant budget allocation for monitoring, evaluation, research and learning activities (around 10% of the total program funds).

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18 E.g. to better understand causal processes for influencing governance reform.

The program is seeking to influence complex, complicated and largely unpredictable processes of change within a range of contexts, and with a diverse array of stakeholders[19]. In addition, there is a paucity of inter-disciplinary research capacity in Indonesia, and a similar gap in the knowledge-base on past efforts to influence governance and service delivery reform for gendered outcomes[20]. In summary, monitoring and assessing the performance and results of this program will be challenging.

A monitoring and evaluation framework for MAMPU is proposed which values understanding changes in processes (e.g. participation in networks, quality of engagement between partners and government), as well as outcomes (changes in policies or services delivered, number of poor women with improved livelihood). This framework primarily focuses on component 1, as this component was defined to a sufficient extent within this design. The M&E framework should be further developed at implementation, and expanded to include the innovative response fund, networking and learning activities supported outside of component one, and component two activities with female and male parliamentarians.

As part of the institutional strengthening intention of the program, and to support learning and improvement, national and local partners will play a key role in monitoring and evaluating their initiatives. To increase the rigour of the process, and enable comparison across national partner initiatives, an analytics and research unit (ARU) (contracted by the MC) will also work alongside the national partners to help design the overarching methodology and methods[21], and in some cases to carry out data collection and analysis, particularly for assessing changes in voice and influence, and access and livelihood.

There are four key evaluation questions for MAMPU, and a series of sub-questions or indicators that support these. The evaluation questions include:

1. How has the program affected the partners and networks' capacity to influence government reform?

2. How have the partners and networks influenced government reform in relation to the needs and priorities for poor women?

3. How has the program contributed to improved access and livelihood for poor women?

4. What is changing in the context, and how should the program respond?

Monitoring and Evaluation Framework

	Outcome Area	Detail	How assessed	By who
PU	**Capacity and readiness for collective action** *Key Evaluation Question 1: How has the program affected the partners and networks'*			

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[19] E.g. crossing all domains of the Cyenfin Framework; simple, complicated, complex, chaotic and disorder. See *Next Generation Network Evaluation Innovations for Scaling Impact and Keystone Accountability* June 2010:32, and http://www.odi.org.uk/resources/docs/237.pdf.

[20] AusAID Knowledge Sector Design.

[21] Considering and building on partners' existing methods as much as possible.

	capacity to influence government reform?		
National and local partner capacity[22]	• Changes in the performance of national and local organisations (expected and unexpected)	• Annual self-assessment + independent assessment at baseline and > 3yrs[23].	Partners
Networks - participation & focus	• Membership participation and contributed resources • Clarity of network vision, and understanding of problems and solutions • Improved coordination of effort • Engagement with media	• Social network analysis (baseline and annual)	Partners +ARU
Networks and national partners' - sustainability	• Progress towards the networks own definition of sustainability • Progress in national partners' sustainability strategies	• Self-assessment (baseline and 3 yearly)	Partners
Voice and Influence			
Key Evaluation Question 2: How have the partners and networks influenced government reform in relation to the needs and priorities for poor women?			
Quality of networks[24] input to government (and private sector) reform	• Timeliness, appropriateness etc.	• Partner records • Interviews with key people	Partners + ARU
Influence on community	• Degree to which the network has changed the knowledge base or framed the debate about the issues it focuses on • Positive media coverage initiated by the network • Issues more clearly set on the public agenda with increased prominence	• Interviews with key people • Web server logs to track site traffic • Partner records • Media records	Partners + ARU
Influence on government policies, regulations and	• Getting issues onto the policy decision-making agenda • Changes in formal or informal mechanisms or opportunities for poor	• Historical analysis of past experiences	Partners + ARU

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[22] NB the outcomes of any additional networking or learning opportunities supported outside of the initiatives could also be assessed here. Additional M&E methods and questions might also need to be developed, depending on the activities conducted.

[23] Partners will be supported to identify the expected long-term outcomes for capacity development activities (i.e. what they would like their organisations and networks to "look like" in eight years time), and indications of progress towards this (rubrics of change). If relevant, and if such a framework does not already exist, this could be developed to apply across all partners. The framework/s will be used to assess progress on a periodic basis. Methods of assessment could include self-assessment, periodic guided self-assessment by an independent body, and peer review between organisations as a further learning exercise.

[24] An early focus for the ARU will be to clarify the extent that the M&E focuses on changes and influence by the partners, compared to the changes and influence of the broader networks. This will be determined by the particular approach taken by the partners through their initiatives.

services	women to influence government decision-making	by partners as baseline, and annual longitudinal study	
Influence on government policies, regulations and services	• Getting issues onto the policy decision-making agenda • Changes in mechanisms or opportunities for poor women to influence government decision-making	• Historical analysis of past experiences by partners as baseline, and annual longitudinal study	Partners + ARU
GOAL	**Access and Livelihood** *Key Evaluation Question 3: How has the program contributed to improved access and livelihood for poor women?*		

Results within the thematic areas	*To be defined through the national partner initiatives, but indicative examples include:* • Changes to policies, regulations, or services in the thematic areas at the sub-national and or national level which protect women's rights and promote gender equality (e.g. removal of discriminatory regulation, improvement in the implementation of a national policy). Number of beneficiaries with: • Improved access to social protection programs as a result of improved targeting of government services (e.g. reduction in the percentage of exclusion, increase in the number of people receiving social protection) (TA 1)[25]. • Reduced levels of debt (for migrant workers) (e.g. reduction in average levels of debt, and higher receipt of contract entitlements) (TA 2). • Improved access to jobs or improved conditions in workplaces (e.g. increase in income, and predicted expenditure) (TA 3). • Increased access to and uptake of reproductive health services (e.g. women receiving medical examinations, access to contraceptives and family planning, attendance by a trained birth attendant) (TA 5).	• Impact assessment (including participatory approaches and experimental design where justified) • Interviews with key people the network is trying to influence • Longitudinal case study assessment	Partners + ARU
Context			
Key Evaluation Question 4: What is changing in the context, and how should the program respond?			
CONTEXT — Changes in the context that affect the program's effectiveness	• The thematic areas ongoing relevance to women's poverty, identifying changes in the stakeholder landscape (such as new donor initiatives, broader policy reform agendas, and political changes), and identifying possible backlash against the program activities and approach. • What changes should be made to the program?	• Partner reports • Interviews • Document reviews (including media monitoring)	MC (ongoing assessment) ARU (detailed annual assessment)

In addition to the evaluation questions and outcome areas listed above, several hypotheses relating to the program's approach will be tested throughout the program.

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25 TA = Thematic Area.

Element of the Program's Approach	Hypothesis	How this will be assessed	Degree of priority
Collective action (multi-stakeholder approach)	That the multi-stakeholder approach (increased density and capacity of networks, and district-level participatory analysis to identify solutions, including women) is more effective than traditional approaches of expert or administratively identified solutions in achieving government reform that benefits poor women	ARU - comparative study	High
Evidence base	That use of an evidence base (including gender-disaggregated data) will increase the influence of CSOs on government reform	ARU - longitudinal study	Medium
Engagement between national partners	That the increased communication between national partners through the program's design and management has positive benefits for the programs outcomes.	Annual assessment of the costs (time and resources) and benefits (reduced duplication, ideas, improvements) of the approach.	Low

Analytics and Research Unit (ARU)
In consultation with AusAID and TNP2K, the MC will establish an analytics and research unit (ARU). This group may consist of a collection of different individuals from cross-disciplinary institutions and organisations. Thematic specialists will also sit within this unit. The role of the ARU will be to:

- Develop an overarching methodology for the monitoring and evaluation of the program (e.g. to enable cross initiative comparison for the program's key hypothesis - contribution of changes in capacity of partners and networks to policy change).
- Support partners with the design of quality M&E for their initiatives (this might involve developing develop detailed but relatively simple field notes for conducting particular methods where these need to be carried out across partners)
- Monitor changes in the context, including assessing the thematic areas ongoing relevance to women's poverty, identifying changes in the stakeholder landscape (such as new donor initiatives, broader policy reform agendas, and political changes), and identifying possible backlash against the program activities and model (much of this data will be provided by the partners).
- Support AusAID to compile an annual report for the overall program for distribution to stakeholders.
- Conduct relevant analysis and research on thematic areas as directed by AusAID, TNP2K or the Strategic Committee.

The ARU might consist of a small core of individuals, with the option to bring in additional expertise (e.g. sectoral or methodological as needed). The ARU might also involve a partnership arrangement between a local research centre and an internationally recognised body providing technical support.

AusAID monitoring and evaluation of the program

AusAID staff will conduct periodic monitoring of the program activities. In addition, AusAID will commission a Mid Term and Final Evaluation of the program at the start of the fourth and eighth years of implementation. The terms of reference for these evaluations will be developed in consultation with the Partners Forum. The purpose of the Mid Term Review will be to identify results and lessons of the program to date, and identify how the program design and implementation could be improved (and ultimately whether the program should be continued for a further four years). The purpose of the Final Evaluation is to assess the efficiency, effectiveness and sustainability of the program, and identify lessons for AusAID's broader program of assistance in Indonesia. In addition, on an annual basis, AusAID and the Partners Forum would facilitate a review involving the partners and GoI of the program successes and lessons learned.

Assessment of the managing contractor

AusAID and the Partners Forum will monitor the MC's performance regularly (at least six monthly). A simple performance framework will be developed by AusAID to guide the assessment of the contractor within the first six months of implementation.

Assessment of AusAID's role in policy dialogue to assist program success

On an annual basis, a selection of AusAID staff (program managers, senior advisors etc) would conduct a self-reflection on the effectiveness of their role in policy dialogue for the program. This could be facilitated by a consultant, or AusAID staff member, but not by one of the AusAID staff directly involved in the program. During this review, the AusAID staff would reflect on:

- The clarity, consensus, and quality of their engagement with the Partners Forum and TNP2K
- Effectiveness in identifying opportunities to value-add to the program through facilitating linkages with other AusAID efforts

The review could also collect feedback from the Partners Forum and TNP2K, and the results could be reported in AusAID's Quality at Implementation reports. This should be seen as a way to share corporate knowledge, and as a learning process. The review could also be used as an opportunity to identify any significant changes in the context or associated risks that would require modification.

Principles that guide the M&E

Several principles guide the monitoring and evaluation activities for this program. These include:

- **Outcomes and process focused:** The M&E should focus not just on the quality of activities carried out, but equally on what outcomes have occurred as a result of these activities. Outcomes can be positive or negative, expected or unexpected. The outcomes expected should be appropriate for the scale and complexity of the issue being addressed.

- **Support both learning and accountability**: As well as meeting accountability requirements, the M&E should include processes and resources that support people to reflect and learn, and to use the information to make changes to what they do.

Reports should be brief and focused, and other methods to communicate and share information should be used (e.g. through annual forums, use of the media etc). The M&E should be integrated within the organisational life of the national and local partners, and not be seen as an add-on.

- **Gender equality: actively assess how the practical and strategic needs and opportunities of men and women have been affected** - Monitoring and evaluation will examine how inequalities identified have been addressed and what impact they have had on the status of women and the freedom women have to meet their needs and those of their families.

- **Gives voice to those most marginalised:** The M&E system will actively create opportunities for the perspective of the most marginalised (e.g. women, the elderly and people with disabilities) to be communicated directly to both internal and external decision makers. This will occur through using participatory techniques, and where possible, promoting downward accountability.

- **Look for the unexpected, and accommodate changes in implementation**: Changes in the partners' design and implementation of its activities are expected as they learn about what works and does not work, and as changes occur in the context. The M&E should be sufficiently flexible to adapt to these changes (e.g. through using a mixture of pre-defined indicators and baselines, as well as open-ended qualitative performance or evaluation questions). The M&E will be reviewed, and if necessary, revised annually.

- **Strengthen partners' M&E systems**: Much of the information for this program will be provided by the national partners. Partners will be supported to use and strengthen their own M&E systems.

5.2. Management of risk

Consultations identified a number of contextual and implementation risks that could affect the success of this program. In Annex 6.6, these risks are outlined in detail, ranked, and the potential impact and the agency responsible for managing and monitoring the risk is described. Overall, the management of risk is a shared responsibility between AusAID, the national partners and TNP2K, and should form a standing item on the agenda of the Partners Forum.

The major context risks which may impact on the program's success include the potential for a drop in support from the GoI, particularly at the local level towards pro-women reform, and changes in the political landscape as the result of the 2014 election, including the possible abolishment of the TNP2K by the newly elected government in 2014. At the implementation level, a key risk is the ability of national partners and their local organisations to effectively develop and manage their chosen initiatives for wide scale change.

There are a wide range of risks associated with implementation. One important issue is the strength of CSO partner systems and processes. The program's reliance on partners to drive program initiatives means that a proportion of program funds will be directed through their systems and processes. The program acknowledges that these mechanisms will have varying degrees of robustness. This design was written with clear recognition of

this risk as wells as other possible organisational performance issues. To minimise the misuse of funds and other related issues, the program will select partners with a sound financial management record. It will also provide partners with an organisational strengthening program that will enable them to access technical assistance to improve areas such as management of finances and procurement, business development and human resources. As a precondition to receiving program funds, the MC will conduct assessments of partner financial and procurement processes, undertake regular monitoring of finances and undertake an audit at program completion.

Management responses for these risks include the strong links to poverty reduction, using a multi-stakeholder approach, supporting initiatives that develop the capacity of government staff, and working with female and male parliamentarians. However, ultimately, these risks will need to be monitored closely.

The strategies to monitor and manage critical program risks are outlined in Annex 6.4.

6. Annexes

6.1. Design consultations and key messages

The following are the key messages the design team drew from the consultations. These may not necessarily represent the accurate and complete view of the stakeholders consulted.

WHO	DATE	KEY MESSAGES
Pre Concept Paper Consultations with CSOs	08.10 - 10.11	See attachment
Concept Peer Review	23.09.11	See review minutes
ACCESS Program Director	27.09.11	• Uses capacity building service providers - has a matrix of different providers and the services they offer. Requires them to be flexible to meet partners needs - can be difficult for them to plan commitments. Moving away from training, as not considered effective. • Hold district workshops to identify stakeholders interested in working with the program, and the mechanisms for interaction. • Use a modified version of the INTRAC civil society index tool to assess capacity of civil society every 3 years. • Believes local case studies can be a powerful tool to lobby for change nationally. • Encourages innovation. • Program ends in 2013. There are areas of work that could be scaled up through WIL.
Oxfam, Raising Her Voice, Program Manager	25.10.11	• Weak capacity of local partners in financial and project reporting delays disbursements. Can be a significant implementation issue. • Important to ensure partners understand what we are trying to achieve through the program. • Recommended working through the national organisation, not directly to local branches. National organisations then have the responsibility to support local branches. • In advocacy work, important to know and consider the capacity of both government and CSOs, not just the CSOs. • Poor women know what they need, but don't know how to influence, or communicate their needs to government. • In autonomous regions (e.g. Papua and Aceh) advocacy is more important at the provincial level. • Need to build capacity at local level for advocacy and coordination with government, not just at the national level. • Local experiences help to identify lack of coordination between government agencies which can then inform national advocacy efforts.
AusAID, Richard Manning	26.10.11	• MBOs have strength in broad representation, but in most cases, limited policy influence. They often have a broad focus, and don't get involved politically. • National CSOs are typically siloed and don't work together. • Use grants or contracts depending on level of control you want over the CSOs performance. • If a WIL initiative was in a common geographical area with other AusAID programs (e.g. AIPD, ACCESS), could have a shared indicator (e.g. women's participation). • Open expression of interest process to select partners can have value in ensuring they have the right capacity and commitment.

TIFA, Executive Director	27.10.11	• TIFA has operated for >10 yrs. Core business: grant management for CSOs, but also implements some projects. • Used to fund capacity building as a separate program, but it was a bottomless pit. Now links capacity in with project activities and looks at sustainability of CSOs given decreasing donor funds in Indonesia. • Don't ask for in-kind contributions for project funds, but do require cost-share for capacity building activities. • Use a panel of 10 experts to review grants including academics, activists, private sector and donor consultants (reviewers cost 500 000R/proposal reviewed). • National CSOs have varied capacity, particularly in regard to mechanisms to on-grant to members/partners. WIL might need to customise support to CSO capacity. • Approx 10 - 20% allocated for grantees overhead management costs. • Average grant US$20 000 - 60 000.
TAF, Director Gender and Women's Participation, Director for Local Economic Governance, Senior Program Officer	13.10.11	• Lessons from Civil Society Initiative Against Poverty (6 year program across two phases). • While in Phase 1 they provided direct support to MBOs, in Phase 2 they found they had more influence when they selected CSOs with specific skills, and supported them to partner with MBOs. • Risks with MBOs include: can be exclusive, few incentives for them to work with other CSOs, many do not have the systems in place to implement and manage programs, generally weak in policy advocacy and generally this is led by only a few individuals, resources and support often doesn't reach local partners, high reliance on volunteers. Is policy influence within the core business of MBOs? • Multi-stakeholder forums involving civil society and government were difficult for civil society participants as they were weak compared to the government. Phase 2 supports civil society to work together before engaging with government. • Managing a program of this nature requires considerable monitoring and oversight by TAF. TAF acts as a knowledge hub, managing relationships with organisations that weren't successful with funding, monitoring the level of politicisation through the program etc. • Partners' activity ideas often need additional technical analysis to improve. TAF's role has been providing specialists to help identify these gaps. • Can get faster change by supporting general CSOs to take on board gender equality, then supporting women's organisations to take on a new technical or sectoral expertise. Gender-interested organisations are often stronger, so need to be careful that women's organisations don't miss out. • Grants under the CSIAP were $50 000/district/year (including overheads).
Consultation with 8 National Women's Organisations	2.11.11	Recommendations for CSO & donor partnerships • Develop program together • Equal partnership • Support in implementation, particularly in liaising with government • Facilitation to build relationship with other donors • Capacity building • Financial management assistances • Responsive to ad hoc needs • Support for organisational capacity building • Finances: Donor finance section are able to conduct internal audit prior to audit by independent auditor, & finance section understand program issues • PO has social and women movement perspective in program management without neglecting accountability and transparency
Long-term gender and	4.11.11	• Don't forget the provincial level. Donor support often skips the provincial level and works at either national or kabupaten. Need all

Indonesian Specialist, J. Prindiville		links in the chain.
		 • Ways to increase civil society's influence on government:
		    o Increasing CSO practical knowledge of how government works helps them present more realistic solutions to government.
		    o Using appropriate ways of engaging - not always confrontational.
		 • Work broadly with civil society not just CSOs - e.g. professional associations can be a valuable partner with connections from national to local, and relationships with government.
		 • Successful multi-stakeholder forums 'Dewan Pendidikan' have been initiated by the Ministry of Education and funded for first three years. Some have continued where they have a particular issue that unites the members.

Regional Consultation with representatives of women's organisations, academics, local government and legislature in Eastern Indonesia	17.11.11	• Critical enabling tools for program success:
		    o Organisational mapping
		    o Detailed goal-setting and program roadmaps
		    o Solid and consistently updated data and analysis
		    o The establishment of a women's forum with a clear distribution of tasks among members
		    o Engaging the support of local government
		    o Organisational capacity building
		 • The emphasis on local context and dynamics of relations between national and local organisations.
		 • The importance of incorporating local knowledge into program design.
		 • To not only pay attention to organisations at the national level but also ensure that regional entities with grass-root links can contribute to the program.
		 • Possible risks for the program include:
		    o Local politics and public policy
		    o Resistance (from individuals, families steeped in patriarchal culture, local customs and culture at the community level, state institutions which are influenced by the previous factors)
		    o Sustainability issue
		    o Rivalry between and within organisations for funding and other interests
		    o Unclear division or roles and responsibilities among organisations at different levels
		    o The dominant role of national organisations in determining program agenda
		    o Lack of organisational capacity
		    o Lack of acknowledgement to local knowledge
		    o Poor financial management
		 • Corruption.

Stakeholder National and Provincial Consultations Summary

AusAID MAMPU Program conducted three consultation workshops at the national and regional levels between November 2011 and February 2012 to obtain feedback on program design and implementation. At the national level, two consultation workshops with national women's organisations were held in Jakarta, the first workshop on 2 November 2011 and the second one on 9 – 10 February 2012. At the regional level, a consultation workshop was conducted on 17 November 2011 in Makassar.

The first national consultation workshop on 2 November 2011 was held at Hotel Aryaduta in Central Jakarta. Nineteen participants from ten prominent civil society organisations attended the workshop. The organisations were Aisyiyah, Rahima, Fatayat NU, PEKKA, Komnas Perempuan, Migrant Care, Kapal Perempuan, Forum Perempuan, Koalisi Perempuan Indonesia, and the Wahid Institute. With the exception of Migrant Care and the Wahid Institute, all organisations involved were Indonesian women's organisations. Migrant Care advocates for the rights of migrant workers (who are mostly women), and the Wahid Institute works to promote social justice and pluralism in Indonesia. All of these organisations have a wide working area. Many of them have nation-wide coverage. An independent consultant facilitated the workshop.

During the workshop, AusAID introduced the MAMPU program concept and invited feedback from the participants. The design team asked questions to gain insights from the participants about the proposed program outcomes, preconditions for the program, possible risks, capacity building and stakeholders' relationships. The participants positively welcomed the new initiative. They especially appreciated the focus on poverty reduction and women as well as multi-level links in the program (the interconnections of works at sub-national and national levels to influence policies at the national level). In addition, they expressed their appreciation for AusAID's consultative approach in designing a program, an approach they see as new. According to them, donors usually fixed ideas about their programs and do not involve their local partners in designing the program. Working in groups, the participants agreed that program outcomes were realistic but with certain preconditions. The participants also shared insightful information based on their experiences. Issues of importance for them were institutional capacity and capacity building, issue mapping, sustainability and synergy between stakeholders including with GoI. Another issue raised by the participants was the need to vastly improve the capacity of parliamentarians to develop pro-poor regulations and policies.

On 17 November 2011, a similar consultation workshop was held at Hotel Aryaduta in Makassar. AusAID's Makassar-based local partner, BaKTI Foundation, assisted AusAID in organising the workshop. Forty-six participants attended the workshop and three independent consultants facilitated the workshop. The participants consisted of representatives from Eastern Indonesian CSOs, the local government (executive and legislatures), as well as academics and international development agencies that operate in Eastern Indonesia. They came from

the provinces of South, Central, North and Southeast Sulawesi, Maluku, East and West Nusa Tenggara and Papua. Seven AusAID staff were also present at the workshop.

Following the first workshop in Jakarta, the Makassar workshop consulted participants on the proposed program outcomes, preconditions for the program and possible risks. The workshop also asked about the participants' experiences (successful and unsuccessful) in mobilising, networking and building coalitions within civil society to address specific issues and the mechanisms they have used in influencing a policy. In addition, participants were asked to list the preconditions which would enable them to influence a policy and to utilise local experiences. The workshop divided the female participants into three clusters. The first group consisted of members of the local government (both the executive and the legislative), the second was a mixture of local government representatives, academics, local CSOs and international agencies and the third group consisted of CSO representatives. The three workshop facilitators asked the groups to answer six questions over two sessions. In the first session each of the three groups answered the same three questions. In the afternoon session each group answered different questions. The participants demonstrated high enthusiasm for the program and actively participated throughout the day. They appreciated the opportunity to interact directly with a donor such as AusAID and to contribute to the program design, an avenue normally available only to national organisations. They also praised AusAID for organising an event which enabled them to learn and share their experiences with similar organisations in the region. "Opportunities like this rarely exist", said one participant.

The core point of agreement among participants was that the program outcomes were realistic, subject to a number of preconditions. They identified the following things as critical enabling tools for program success: organisational mapping, detailed goal-setting and program roadmaps, solid and consistently updated data and analysis, the establishment of a women's forum with a clear distribution of tasks among members, engaging the support of local government, and building capacity among member organisations. This comprehensive list raises valuable points for consideration. The workshop members also acknowledged the importance of an 'outsider' entity for the success of the program, referring to the international development agencies.

Other issues which frequently came up during the workshop were the emphasis on local context as well as dynamics of relations between national and local organisations. The workshop participants stressed the importance of incorporating local knowledge into the program design. They also voiced a relatively critical view of national organisations based on experiences of the past. Participants expressed their wishes for the program to not only pay attention to organisations at the national level but also ensure that regional entities with links to the grassroots level of society can contribute to the program. The women suggested that a program that doesn't incorporate the local context in its design and implementation would be likely to fail the test of sustainability.

The final consultation workshop was conducted on 9 – 10 February 2012. The two-day workshop was the second national consultation workshop and was held at Hotel Aryaduta, Central Jakarta. Twenty participants from ten organisations attended and an independent consultant facilitated the workshop. All organisations had attended the previous Jakarta workshop and had expressed interest in becoming one of the Indonesian partners for the program. Nine out of these organisations were organisations which submitted their expression on interest for the program. They were Aisyiyah, Rahima, Fatayat NU, the Wahid Institute, PEKKA, Kapal Perempuan, Koalisi Perempuan Indonesia, Migrant Care and BaKTI. In addition, AusAID invited Komnas Perempuan (the National Commission on Elimination of Violence Against Women) to join the program. The participants again acknowledged AusAID for consulting them for its program design. One participant encouraged others: "Now that AusAID has provided us with a change to have a say in a program, let us strategically take this opportunity to contribute to ensure that the program would run successfully."
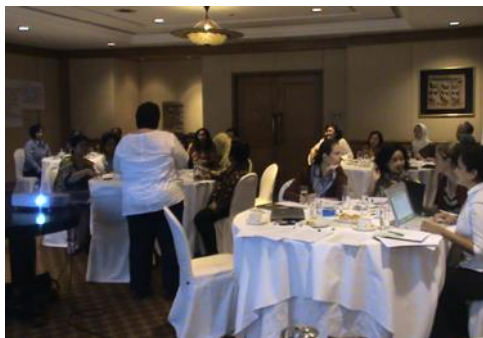
The purpose of the workshop was to seek input from the participants through a detailed discussion about the program elements. To begin, AusAID provided participants with an update on the program design process, including partner selection process and the program timeframe. In addition, the design team introduced a new program element based on feedback from the two workshops and AusAID research, namely women in politics. Working in three

groups, the participants reviewed the program including the enabling and inhibiting factors that influence change. Moreover, they discussed the program's operating principles and presented examples of their organisations' best practice in adopting one of the six principles. In addition, participants looked at the proposed major program activities, including learning and networking, monitoring and evaluation, research, documentation, sustainability and collaboration. They also presented ideas for their pilot activities. An important outcome of the workshop was the participants' agreement on the roles and responsibilities of the MC and the decision-making body for the program. In addition, the participants came up with a name for the program: MAMPU Indonesia (Empowering Indonesian Women for Poverty Reduction).

6.2. Selection process for the first cohort of partners

The selection of the first cohort of partners involved the following steps[26]:

- Identification of mass based organisations, women's and gender-interested organisations working at the national level within the targeted themes through consultations with experts, and internet searches
- Identification of a shortlist of ten organisations based on advice from internal and external experts
- Workshop with the shortlisted organisations to explain the program's rationale , and to seek their input to the initial concepts in the design
- Decision-making process on the realistic number of partners AusAID could manage through direct grants based on the expected staffing for the program in the first twelve months before the MC is recruited
- Selection criteria for the selection process drafted and circulated to the ten short-listed organisations for comment
- Call for applications from the organisations
- Panel of in-house and external experts independently reviewed and scored the applications
- Successful applicants identified and noted
- Unsuccessful applicants notified through a letter and face-to-face meeting. Unsuccessful applicants were also encouraged to form coalitions with those that were successful, as a method of gaining involvement in the program.
- Financial and governance check of selected applicants. If only minor issues were present, partners are still to be funded, and supported to address the issues.

The selection criteria used to select partners in the first round included:
- A minimum standard of management and fiduciary capacities
- Track record in implementing successful development programs
- Past experience working in one or more of the thematic areas
- Experience engaging with government within in the thematic area
- Demonstrated ability to apply program principles
- Demonstrated ability to work with multiple stakeholders outside of their own organisational structures
- Experience supporting partners at the sub-national level

These criteria will be revised, and further developed for the second round of selections. Ideally the selection process should provide the opportunity to provide presentations in addition to a brief written submission.

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[26] Bar the two exceptions explained earlier.

6.3. First round partner profiles

Seven partners were awarded a small grant to undertake preparatory activities in anticipation of the start up of the program. The profiles of the seven partners are provided below.

PEKKA (*Pemberdayaan Kepala Keluarga Perempuan* – Women Headed Household Empowerment)

Established in 2001, PEKKA aims to support poor women who are the heads of households through various empowerment programs. The organisation has 28 full-time staff at its national secretariat in Jakarta and 27 full-time staff at the regional secretariats in seven provinces. PEKKA's average annual budget in the past five years amounts to IDR 9.9 billion (about AUD 1.1 million). Through its work in the past ten years, PEKKA has established over 650 grassroots organisations supporting women headed households in more than 450 villages across 18 provinces. In 2009, these grassroots women's groups formed an independent federation, *Serikat PEKKA*, with around 14,000 members. PEKKA national and regional Secretariats support the work of *Serikat PEKKA*.

PEKKA's programs include: providing support to households headed by women in conflict areas, poverty reduction, women's leadership, women's legal empowerment and access to justice for households headed by women and poor families. PEKKA's activities range from facilitating savings and loans groups, education (including classes on literacy, political education, child development), women's organising and networking, paralegal training and advocacy. PEKKA's main geographic focus is in eight provinces: Aceh, West Java, West Kalimantan, Central Java, West Nusa Tenggara, East Nusa Tenggara, Southeast Sulawesi, and North Maluku.

International donors that PEKKA has worked with are the Japan Social Development Funds, the World Bank, Justice for the Poor, and AusAID. PEKKA also has worked with various GoI agencies at the national and local levels. PEKKA's major achievement is its advocacy effort through an AusAID-funded pilot to improve the responsiveness of justice service providers for poor women. As mentioned earlier in this program design, the pilot was successful and in 2011 the GoI has scaled it up into a national program.

KPI (*Koalisi Perempuan Indonesia Untuk Keadilan dan Demokrasi* – Indonesian Women's Coalition for Justice and Democracy)

KPI was established in 1999 with the aim of achieving gender equality and justice for a democratic, prosperous and civilised community. By the end of 2011 the organisation had over 32,000 members belonging to 18 spin-off interest groups at the grass-roots level in 433 villages/communities across 14 provinces. KPI has branches in 95 districts/municipalities and an average annual budget of IDR 8.8 billion (about AUD $990,000) in the past five years.

KPI lobbies on legal issues and policy reform surrounding women's rights. The organisation has worked on various issues including: reproductive health, gender budgeting, women's representation in the decision-making process and in women and

children trafficking. The 14 provinces where it works are Aceh, North Sumatra, Jambi, West Sumatra, Jakarta, West Java, Central Java, East Java, Yogyakarta, South Sulawesi, Central Sulawesi, Southeast Sulawesi, East Nusa Tenggara and West Nusa Tenggara. International donors that KPI has worked with include UNFPA, Oxfam Australia, AusAID-ACCESS, Family Health International/ASA, Hivos and Development and Peace (Canada). In addition, KPI has worked with GoI agencies at the national and local levels. For example, in 2011 KPI was involved in the National AIDS Commission's policy formulation on Gender and Human Rights. KPI also drafted the Commission's training module on Gender and Human Rights and implemented the training in ten provinces. At the district level, KPI branches worked with local governments on policy formulation, program implementation and budget allocation. KPI's achievements include its gender justice program in East and West Nusa Tenggara provinces. Through the program KPI strengthened the capacity of village women to organise women at the grass-roots level and in lobbying the local government to be more responsive to the needs of local women.

KAPAL PEREMPUAN (*Lingkaran Pendidikan Alternatif Untuk Perempuan* – the Circle of Women's Alternative Education)

Established in 2000, Kapal Perempuan aims to improve social justice, pluralistic values and women's leadership to facilitate the growth of women's learning communities in Indonesia. It is particularly interested in empowering women from marginalised and minority backgrounds. The organisation has 11 individual members and 17 staff. Kapal's average annual budget in the past five years is IDR 3.4 billion (around AUD $380,000).

Kapal Perempuan's programs include advocacy and campaign programs on strengthening pluralism and feminism discourses, and on various policies on pluralism, education and women's rights. In addition, it conducts research and publication as well as community organising and women's study groups. Kapal has implemented programs (past and on-going ones) which it considers relevant to WILP's thematic areas. The organisation's work areas include the following provinces: Aceh, West and South Sumatra, Central Java, South and West Sulawesi, Gorontalo, Central Kalimantan, West and South Kalimantan, East and West Nusa Tenggara and Bali.

Kapal Perempuan's donors include AusAID-ACCESS Program, the Ford Foundation, TIFA, Oxfam GGB and Australia, Hivos, NZAID and the Dutch Embassy. It has also worked with a wide range of GoI agencies at the national and local levels, include the Ministry of Women's Empowerment and Child Protection, the Ministry of Education, *BAPPENAS*, *TNP2K* and the local government. One of Kapal's largest achievements over the years is its success in training 1,500 leaders, activists, government officials and grass-roots women on alternative education. In addition, it has assisted in the training of over 200 facilitators across the country.

Aisyiyah

Established in 1917, Aisyiyah is the women's arm of Muhammadiyah, one of the two largest Islamic mass-based organisations in Indonesia. The organisation has a special interest in promoting religion, education, health and social services to the general community, with emphasis on the living quality of women in particular, in order to achieve a "prosperous Islamic family". With over 15 million members across Indonesia,

Aisyiyah today has a national executive board and 13 issue-specific councils. This structure sits above a network of regional executive boards that manage 'Aisyiyah's sub-national activities. Aisyiyah has branches in 33 provinces, 370 districts, 2332 sub-districts and 6924 villages/kelurahan in Indonesia. Each of these branches has their own autonomous budgets, but the national board has a separate annual budget of IDR 6 billion or around AUD $667,000.

One of Aisyiyah's strengths is its network of service centres. These include hundreds of educational institutions, 87 general hospitals and tens of thousands of volunteers (*kader*). Aisyiyah is also renowned for its success in organising women's cooperatives at the grass-roots level as well as its early childhood and reproductive health programs.

International donors Aisyiyah has worked with recently include the Asia Foundation, UNICEF, Global Fund for Children, Family Health International, John Hopkins University and Advance Family Planning. With regard to cooperation with GoI, Aisyiyah has MoUs with two national agencies. The first MoU is with the National Coordinating Body on Family Planning (*BKKBN*) on the promotion of non-hormonal contraceptives and reproductive health programs. Its second MoU is with the Ministry of Health on clean and hygienic living behaviour program, health-alert village (*Desa Siaga*) program and reproductive health program.

Migrant Care (*Perhimpunan Indonesia untuk Buruh Migran Berdaulat* – Indonesian Association for Migrant Workers' Sovereignty)

Migrant Care was established in 2004 and has ten staff and three board members. In addition, it has a representative staff member in Malaysia. The organisation aims to strengthen the protection offered by state institutions of migrant workers' rights as well as to strengthen the capacity and bargaining power of migrant workers. Its average annual budget in the past five years is IDR 1.2 billion or about AUD $130,000.

Migrant Care works on advocating for migrant workers, organisational capacity building and network building in Southeast Asia. International donors it has worked with include the Ford Foundation and Cordaid. Domestically, it has worked with TIFA Foundation and various GoI agencies. For example, the organisation signed a MoU with the Ministry of Women's Empowerment in 2007 for a program to monitor the public service available to female migrant workers at the special terminal for migrant workers (*Terminal TKI*) at Soekarno Hatta Airport in Jakarta. Through this program Migrant Care was able to raise public awareness on the issue. Migrant Care is also involved in various GoI-initiated migrant worker issues-related working groups.

Komnas Perempuan (*Komisi Nasional Anti Kekerasan Terhadap Perempuan* – the National Commission on Elimination of Violence against Women)

Established through Presidential Decree No. 181 of 1998, Komnas Perempuan is best thought of as a publicly funded women's lobby. The organisation focuses on preventing and reducing violence against women as well protecting women's rights. It does so through increasing public awareness, conducting monitoring, fact-finding and reporting violence against women, reviewing state policy, conducting research, and facilitating cooperation. The organisation also set up *Pundi Perempuan*, a public fundraising drive to support the work of groups caring for women affected by violence. Komnas Perempuan has 15 commissioners which oversee the work of five sub-commissions and three task

forces. The organisation works with close to 400 partners among national and local civil society organisations (CSOs) working on violence against women and gender equality, including maintaining and updating its database on violence against women cases in Indonesia.

In addition to receiving funds from international donors such as AusAID and the Norwegian Embassy, Komnas Perempuan also receives funding from GoI. Komnas' major achievements include the passing of a law, Law No. 23/2004, on domestic violence.

ILO (International Labour Organisation)

Created in 1919, the ILO is the United Nations agency responsible for drafting and overseeing international labour standards. The only 'tripartite' agency, the ILO brings together representatives of governments, employers and workers to jointly shape policies and programmes promoting Decent Work for all. The concept of decent work has four strategic pillars namely the promotion of fundamental principles and rights at work; employment, enterprise creation and human resource development; social protection and social dialogue.

In Indonesia, ILO aims to support the country to link rights at work and social dialogue with employment policies and social protection. To do so, ILO's Indonesian office has three main priority areas - to stop exploitation at work, to create employment and to promote social dialogue. In addition, ILO in Jakarta also serves as ASEAN liaison office and thus the local office is looking for means to expand cooperation between the ILO and ASEAN. The ILO's main goals for collaboration are full and productive employment creation, occupational health and safety, protection and promotion of the rights of migrant workers, youth entrepreneurship, labour standards and industrial relations.

Yayasan BaKTI (*Bursa Pengetahuan Kawasan Timur Indonesia* – Eastern Indonesia Knowledge Exchange Foundation)

BaKTI Foundation was established in 2009 in Makassar. Prior to 2009, BaKTI was part of the World Bank's Support Office for Eastern Indonesia (SofEI) in Makassar. The organisation currently has 22 staff in addition to eight advisory board members. With an average annual budget of IDR 8.4 billion (AUD $930,000), BaKTI collects and distributes information on development programs and assistance available for the development of Eastern Indonesia. BaKTI supports local development actors to collaborate and harmonise different initiatives. The organisation also provides means and develops mechanisms to enable development actors in contributing to development agenda.

BaKTI's international partners are AusAID, the World Bank and Canadian International Development Agency (CIDA). The organisation's achievements include its role as a Secretariat for *Forum KTI* (the Eastern Indonesia Forum). Established in 2004, the forum today has 600 members from 12 provinces in Eastern Indonesia consisting of local government officials, legislature, academics, as well as representatives of civil society organisations and the private sector. The forum has two sub-forums: the Forum for the

Heads of Regional Development Planning Agency (*BAPPEDA*), and Eastern Indonesia Research Network.

6.4.Lessons learned – coalitions and networks

The design consultations and international research highlight a number of key lessons on what makes women's networks and coalitions successful. These are outlined below.

- *A common goal (even a common 'enemy') is a pre-requisite for common action.*
Examples from successful women's networks at local and national levels indicate that a common goal and commitment leads to clear strategies and in turn plays a critical role in the success of collective action. The Indonesian parliamentary quota system for women is a good example of this. In the lead-up to the passage of the 2003 election law, women's advocacy networks challenged the political ruling class to prove Indonesia's progressiveness and toleration by mandating minimum percentages of women's candidates on party lists[27]. At a local level, numerous case studies demonstrate that women working together for a common cause have resulted in the passage of various gender-sensitive local regulations (*Perda*)[28]. Common concerns and commitment drove organisations and individuals to take actions[29]. The general consensus is that the objective of a women's coalition should be clear to its participants and mutually agreed. A manifesto or statement of principles formally articulated in the shape of a document is one possible expression of this common purpose.

- *Clear strategies and distribution of tasks using the talents and strengths of member groups maximises the chance of successful collective action.*

Representatives of prominent women's organisations at the national and regional level acknowledge the importance of having clarity of task and responsibility[30] A gender review of five internationally-funded development programs in Indonesia also indicated how the presence of clear strategies and task distribution is crucial for an effective program.[31] In addition, lessons from other AusAID projects in Indonesia such as the Small-holder Agribusiness Development Initiative (SADI), Australia Nusa Tenggara

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[27]See Mulya, n.d.

[28] Notes from AusAID Regional Consultation Workshop on Poverty Reduction through Women's Leadership Program, Makassar 17 November 2011.

[29] A classic example in the broader context of Indonesia was how civil society organisations identified Suharto's New Order regime as the common enemy and they were able to unify their movement. When Suharto fell, the CSOs lost the common enemy which glued them together and the movement lost its momentum and sense of purpose. For the Indonesian civil society movement against Suharto which highlighted this point, see Edward Aspinall, 2005, *Opposing Suharto: Compromise, Resistance and Regime Change in Indonesia,* California: Stanford University Press, pp. 86-115. The lack of common enemy and Indonesian civil society's lack of cohesiveness are also identified by women's activists. See for example Desty Murdjiana*:"Sebagai Gerakan, Kita Perlu Mekanisme Menemukan Musuh Bersama"*; Yuniyanti Chuzaifah*:"Gerakan Perempuan Perlu Meredifinisi Strategi, Membuat Pola Baru"* <http://www.komnasperempuan.or.id/category/pendapat-pakar/>

[30] See Notes from AusAID Regional Consultation Workshop on Poverty Reduction through Women's Leadership Program, Makassar 17 November 2011; Abdi Suryaningati and Julia Kalmirah (Oxfam), *Laporan Hasil Focus Group Discussion (FGD) Gender Justice Program*, Jakarta 25 July 2011

[31] Decentralisation Support Facility, 2007, *Gender Review and PNPM Strategy Formulation*, Working Paper on the Findings of Joint Donor and Government Mission, p. xi.

Assistance for Regional Autonomy (ANTARA) highlight the importance of this approach for a successful program.[32]

- *The adoption of a multi-stakeholder approach which involves government and multi-levels of cooperation.*

The inclusion of broader elements of society such as academics and the media in women's networks has proven to be effective in enhancing the empowerment capabilities of women's networks. Cooperation between local and national organisations is also crucial, as each has different strengths. Typically, local groups work at the grassroots and inform the national groups. This in turn enables the national level entities to formulate stronger advocacy and the results benefit both local and national organisations[33]. In addition, as identified in past AusAID projects, engaging government agencies is critical[34]. Influencing policy makers enables women's coalitions to have greater impact. The work of Indonesian women's activists on the issue of violence against women (VAW) over the past decade provides an example. Their ability to engage with the government led to the establishment of the government-formed independent national commission on VAW in 1998. Supported by nationwide women's organisations, the commission's work paved the way to the adoption of the anti domestic violence law in 2004 as well as the development of regulations and guidelines to improve services for violence victims[35]. Between 2002 and 2009, for example, the Indonesian government formed 113 integrated service centres for the empowerment of women and children (P2TP2A) all around the country[36].

- *Allow women's experience at the local level to inform national policy and gender reform.*

Data can be a powerful tool in advocacy. Facilitating information exchange between the local and national levels is therefore very valuable. The experience of Komnas Perempuan in advocating against violence in the early 2000s serves as an example. To inform its national campaign, the organisation established a network of likeminded organisations around Indonesia. After establishing connections with over 30 women's groups, Komnas then mapped national trends of violence against women through a participatory process. This contributed to raising public awareness on the issue and helped lend credibility to Komnas' efforts to lobby the Government. After a long process, in 2004 the Government eventually passed a law on domestic violence (Law 23/2004).[37]

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[32] See Annex 12 of Australia Indonesia Partnership ProPED – Rural Economic Development Program Lessons Learned from Other Projects, June 2010.

[33] See Suryaningati and Kalmirah, 2011 and Notes from AusAID Regional Consultation Workshop on Poverty Reduction through Women's Leadership Program, Makassar 17 November 2011.

[34] Projects which discuss this as one of their lessons learned are SADI, ANTARA and Technical Assistance Management Facility (TAMF). See Annex 12 of Australia Indonesia Partnership ProPED – Rural Economic Development Program Lessons Learned from Other Projects, June 2010.

[35] See *Violence against Women: Domestic Violence and Human Trafficking*, AusAID Gender Equality Policy Brief No. 8; Soeprapto and Seda, 2010.

[36] For the database of P2TP2A, see the website of the Ministry of Women's Empowerment and Child Protection <http://www.menegpp.go.id/>.

[37] See <http://www.komnasperempuan.or.id>.

Challenges for women's collective action in the Indonesian context[38]

The design consultations and international research highlights some of the challenges faced by networkers and coalitions seeking to advance reforms.

- *Lack of capacity*

Women's organisations and networks face the same problems of intermittent funding overly tied to individual short-term projects undertaken by mainstream CSOs, which constrains the development of core capacities and long-term internal development programs. During consultations, CSOs identified a range of areas of areas that could be supported by the program including analytical skills in mapping and identifying issues, collecting research data (especially data on women), experience in formulating and executing strategies, networking that involves agreeing on a common agenda, building cooperation with multiple parties, monitoring and evaluating activities in order to inform future work, etc[39]. Considering the diversity of the network's members (such as those belonging to the national, regional and local levels), consequently they bring different capabilities to the network. The lack of core funding constrains Indonesian CSOs to retain skilled staff, or develop long-term plans to develop this capacity.

- *A social and political context which, at times, can be unsupportive*

A current *cause celebre* in Indonesia is the rise of religious fundamentalism and certain beliefs which constrain women in the public arena. This presents a rising tide of resistance, if not outright opposition, against women's empowerment. Another factor is the lack of support from local government. This may not merely be due to lingering patriarchal or religious biases among senior officials, but simply due to general bureaucratic apathy for new ideas as well as the routine turnover of officials within government (i.e. one official may be more progressive than the one who replaces him or her).

- *The micropolitics of women's organisations[40]*

The internal dynamics of women's organisations could hamper their collective work. Characteristics such as personalism and rivalry, and asymmetrical power relations between and within organisations at different levels present challenges for unified action[41].

- *The lack of sustainability, difficulty in raising funds and reliance on external donors*

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[38] The points below are the themes emerged out of several women's groups discussions, in addition to international donors' reports and literature on Indonesian civil society. They have all appeared as references in previous discussion.

[39] Suryaningati and Kalmirah, 2011.

[40] Micropolitics refers to: "the use of formal and informal power by individuals and groups to achieve their goals in organizations." Blasé, 1991: 11. Micro-politics can be both constructive and destructive for organisational sustainability. With regard to the concept of politics, this program adopts a wider perspective which is used by the DLP: "politics consists of all the activities, conflict, negotiation and co-operation which occur wherever people with different interests, ideas and influence have to devise and abide by common institutions, formal and informal, and also take decisions about how resources are used and distributed, and about how power is to be gained and used." It is therefore more than just about conflicts and cooperation among government officials. See <http://www.dlprog.org/contents/about-us/our-core-focus/key-concepts.php#politics>.

[41] Personalism refers to the way in which an organisation is closely associated with or becomes a personification of its leader. For discussion about personalism and rivalry among Indonesian civil society organisations, see Frieda Sinanu, 2009, *Everyday Politics of Global Civil Society: the Relationships between International and Local NGOs in Indonesia*, Unpublished PhD Thesis, the Australian National University, pp. 134-164.

A widely identified weakness of Indonesian civil society organisations, particularly for most organisations, which adopt a western professional management style NGO with no mass-based membership, is their inability to raise funding domestically. Thus they rely on international donors as their major source of income[42]. This dynamic is one of the contributing factors behind the "project-oriented" practice of many Indonesian NGOs and their lack of sustainability in the long-term.

- *Challenges of bridging the local and national divide*

  In general, a divide exists between the local and national levels within women's organisations, and between them and their local partners. Women's groups at the local level expressed frustration towards the national groups which they perceived to be imposing their own agenda without considering the local context. On the other hand, the national groups acknowledged difficulties in dealing with what they perceive as a lack of capacity of their partners at the local level. This situation draws attention to the difficulty and the importance of building effective coordination across the CSO spectrum.[43]

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[42] See Paul McCarthy, 2002, *A Thousand Flowers Blooming: Indonesian Civil Society in the Post-New Order Era,* Unpublished Paper for the World Bank; Kastorius Sinaga, 1993, 'Neither Merchant Nor Prince: A Study of NGOs in Indonesia', *Sociological Bulletin,* Vol. 42. No. 1-2, pp.142-145; Y.G Tetanel, 2004, *Ketergantungan Ekonomi dan Politik LSM pada Lembaga Dana Internasional: Studi Kasus LSM di Yogyakarta,* Unpublished Master Thesis, Universitas Gajah Mada, pp. 115-116.

[43] A way to deal with this is Komnas Perempuan's approach of employing a continuous consultative process with its local partners and adopting transparency and accountability. This helps Komnas to obtain trust from its partners and made them feel a sense of 'belonging' to the activities. This approach is time consuming but Komnas Perempuan considered it as a suitable and effective to bridge the divide (Interview with Kamala Chandrakirana, 21 December 2011).

6.5.Risk Management Matrix

The key contextual and implementation risks are identified in the following table. The agencies responsible for the risk management strategy are also responsible for ensuring that the risks, and the effectiveness of the management response, are regularly monitored.

Key:
L = Likelihood (5= Almost certain, 4= Likely, 3= Possible, 2= Unlikely, 1= Rare)
C = Consequence (5= Severe, 4= Major, 3= Moderate, 2 = Minor, 1= Negligible)
R = Risk level (VH= Very High, H= High, M= Medium, L= Low)

Risk	Potential Adverse Impact	L	C	R	Risk Management Strategy	Responsibility
CONTEXTUAL RISKS						
The lack of support from GoI, particularly at the local level towards pro-women reform (e.g. resulting from an increase of discriminatory regulations, local politics, high rotation of officers, different priorities and the lack of awareness among officers).	Partner organisations find it difficult to influence government decision making.	3	4	H	The key risk mitigation mechanism is the program's close link to poverty reduction. The design also builds local-level ownership through the multi-stakeholder approach, supports gender awareness and education of GoI agencies, strengthens partner organisations' advocacy skills towards GoI and for public pressure, and builds linkages with female and male parliamentarians.	AusAID
Changes in the political landscape as the result of the 2014 election such as the election of non gender-sensitive decision makers and changing responsibilities in government bodies.	Difficulty in sustaining reform outcomes.	3	3	M	Ensures the implementation of the multi-stakeholder approach which reaches as many stakeholders as possible so the program is not overly dependent on one GoI agency or individual.	AusAID; MC; Partner organisations
Possible abolishment of the TNP2K by the newly elected government in 2014	Impact on project management.	3	3	M	AusAID will monitor the situation and work with the Social Protection Unit which provides substantial funds to TNP2K to identify an alternative GoI counterpart. Dialogue will commence in the second half of 2012.	AusAID to monitor
Potential backlash against the focus of the work and women's dominance in it. This might be more likely in certain geographical areas..	Personal risks for the women involved. Reduced results, or sustainability of results.	3	3	M	The program aims to mitigate this risk through sound political analysis, building broader, inclusive (of men) coalitions for change, and regular monitoring of the context.	AusAID; MC; Partner organisations
IMPLEMENTATION RISKS						

Risk	Potential Adverse Impact	L	C	R	Risk Management Strategy	Responsibility
Challenges in local needs and solutions being heard at the national level due to poor communication, different priorities, disconnect between levels of government, national organisations being the primary project partners etc.	The program does not benefit the community at the local level and creates resentment among the local groups towards the national organisations.	3	4	M	Establish a mechanism to ensure local needs and solutions are heard at the national level. Ensure an adequate percentage of the budget is allocated to strengthen local organisations' capacity and support their involvement.	AusAID MC Partners Forum Partner organisations
Unclear division of roles and responsibilities among organisations at the local, regional and national levels.	Confusion and conflicts might occur among these organisations. Quality of intervention eroded.	3	2	L	Ensure that organisations at different levels understand their roles and responsibilities up-front. Promote a culture of transparent dialogue.	AusAID Partners Forum Partner organisations
Program initiatives prove to be donor-driven rather than needs driven.	Program initiatives do not address fundamental challenges to poor women, and hence do not contribute to sustainable change. That AusAID's administrative and bureaucratic requirements change partners' values and priorities and ways of being effective to something that is less contextually appropriate.	1	3	M	Implementation is driven by local partners so that all program activities are locally conceived and locally driven. The program seeks to follow a strengths-based approach and build on and add value to existing national and sub-national efforts. Ensure adherence to rigorous political economy and stakeholder analysis, and allow partners to progress at their own pace (and reflect this in the role and performance management of the Managing Contractor).	AusAID MC Partners Forum Partner organisations
Partner organisations become dependent on donor support for core funding.	Partners become dependent on donor funds. This poses risks to sustainability, and also pulls partners away from their core business. Loss of partners' legitimacy.	2	3	M	Ensure that partner agreements clearly present a partnership for funding that is in line with the organisations current and expected budget. Ensure that Agreements with key partners include an exit strategy. Support for partner sustainability strategies. In the short to medium-term, support for core funding is deemed appropriate.	AusAID MC Partners Forum Partner organisations
AusAID reduces or terminates funding support due to internal policy changes.	Partner organisations unable to implement their initiatives. Loss of trust in AusAID and national partners.	1	3	M	Obtain agreement up front on time frame for support to Program partnerships. Ensure quality performance reporting on program's progress communicated within AusAID.	AusAID
Partner organisations do not have the capacity to identify, develop and manage initiatives that lead to widespread change	The program may not lead to widespread change nor meet its program goal	3	4	M	Partners selected on the basis of their capacity to manage large financial grants and have a history of innovation in their respective areas. Ensure that the program has adequate quality assurance processes when selecting initiatives for funding. Ensure robust monitoring and evaluation system in place to enable early warning of implementation problems.	AusAID; MC; Partner organisations

Risk	Potential Adverse Impact	L	C	R	Risk Management Strategy	Responsibility
Some thematic areas perform well and demand for funds is higher compared to poorer performing areas.	A perception of inequity or favouritism develops amongst other groups, resulting in disengagement and/or conflict.	3	4	H	Have all funding criteria and limits decided and agreed up-front by Partners Forum and include clear guidelines for better performing areas to access additional funds.	AusAID Partners Forum MC
Initiatives are not successful due to elite capture by private interests.	Benefits are localised and not shared more widely.	3	3	M	National and local partners will be encouraged to monitor and report elite capture to Partners Forum. Ensure that program monitoring and evaluation systems are able to capture this information in addition to partner systems	Partners Forum MC Independent Research Group
Partner organisations financial management systems not sufficient to manage large funds.	Risk of fraud, mismanagement of funds. Reputational damage for program and AusAID. Reduced capacity of program to achieve objectives.	3	2	M	Effective up-front screening of financial management capacity of potential partners. Program to provide clear guidelines on requirements for financial management, and also training, oversight and support where appropriate.	AusAID MC
Fraud and corruption.	Credibility of the partner and AusAID is tarnished.	4	3	H	Establish clear policy and procedures in cases of fraud. Check the credentials and track record of all partners prior to them receiving funding. Maintain close contact with projects and undertake regular monitoring visits. Undertake annual audits of all projects. Establish and communicate a clear Code of Conduct for staff and contractors. Funds will not be channelled through government systems.	AusAID MC Partners Forum

6.6.Key Position Descriptions Managing Contractor

The key program position descriptions are outlined below.

Position Description - Team Leader

Background

AusAID's new poverty program, Empowering Indonesian Women for Poverty Reduction, aims to improve the welfare of poor women in Indonesia. The program will support a selection of national and sub national women and gender-interested organisations and their local partners to forge coalitions with others within the public and private sectors. Working through multi-stakeholder processes, the organisations will analyse constraints, identify and test solutions, work with the media, and use an evidence base to advocate for change.

The program's efforts to strengthen the women's and gender-interested organisations and networks are a means to an end. Ultimately this program's success will be judged on the extent to which it has contributed towards an improvement in the lives of poor women.

The Team Leader will provide advice and support to program partners and AusAID in managing the implementation of the program.

Responsibilities

Work closely with the AusAID Women in Leadership unit in overall management and implementation of the program;

- Provide overall management and oversight for the program, more specifically this will include;
    - o Providing flexible support to program partners; including providing advice and strategic guidance on program issues, as well as on the management and implementation of program activities;
    - o Ensuring that the provision of services are in accordance with the objectives and principles of the design and the needs of program partners and AusAID;
    - o Managing an overall HR and activity plan for the whole program;
    - o Developing and implementing an M&E plan;
    - o Developing and implementing a strategy to address fiduciary risk;
    - o Ensuring that program lessons and results are documented and disseminated in an effective way;
    - o Ensuring that MAMPU cooperates with other AusAID-and government funded poverty reduction programs;
    - o Providing clear, interesting, and accessible progress and evaluation reports to AusAID and other partners.
- Ensure that an effective capacity building strategy is developed and implemented in line with both partner needs and priorities to ensure that institutional, organisation and individual capacity improvements are sustainable;
- Encourage and support partner efforts to improve coordination, collaboration and expand their networks through the life of the program;

- Support AusAID and partners to participate effectively in the Partners Forum and other forums;
- Support the policy dialogue and engagement between AusAID and partners particularly in relation to performance outcomes and other issues;
- Proactively support program partners to engage with other ministries and stakeholders;
- Support partners to work with other parts of the Australian aid program to enable cross-program learning and coordination;
- Operate in accordance with the principles set out in the scope of services; and
- Work in a way that is non-hierarchical and sensitive to cultural and gender issues in Indonesia.

Skills, Knowledge and Experience

The Team Leader will have the following, skills knowledge and experience:

- Strong organisational and management skills;
- Experience in program management and implementation;
- Experience working with civil society actors to advance reforms within a modern democracy;
- A demonstrated understanding of gender and development issues in Indonesia and more broadly;
- Demonstrated understanding of the range of capacity building approaches and their applicability to different contexts and needs;
- Demonstrated understanding and commitment to principles of gender equality and how to operationalise these principles;
- Experience working successfully in a cross-cultural, multi-lingual environment particularly in Indonesia;
- Demonstrated ability to develop constructive and supportive working relationship with colleagues and others;
- High level policy and analytical skills; and
- High level interpersonal and communication skills, including the ability to convey concepts clearly and concisely.

Position Description – Finance and Grants Manager,

Background

AusAID's new poverty program, Empowering Indonesian Women for Poverty Reduction, aims to improve the welfare of poor women in Indonesia. The program will support a selection of national and sub national women and gender-interested organisations and their local partners to forge coalitions with others within the public and private sectors. Working through multi-stakeholder processes, the organisations will analyse constraints, identify and test solutions, work with the media, and use an evidence base to advocate for change.

The program's efforts to strengthen the women's and gender-interested organisations and networks are a means to an end. Ultimately this program's success will be judged on the extent to which it has contributed towards an improvement in the lives of poor women.

The Finance Manger will report directly to the Team Leader, and provide support and advice to program partners and AusAID in managing the implementation of the program.

Responsibilities

Develop financial policies and procedures to ensure compliance with AusAID regulations;

- Maintain financial systems to track all program funding and program costs;
- Write and/or edit as necessary to ensure a continuously updated affiliate financial manual/handbook. Offer training and ensure that financial policies and procedures are adhered to by all staff and program partners;
- Provide capacity support to program partners to ensure accounting systems and practices are sound, adhere to best practices, and monitor adherence to internal controls. Work with partner finance teams to ensure timely reporting of expenses and documentation;
- Work with program partners and staff to supervise and review program expenditure;
- Work with Partners to ensure reporting accuracy, adequate supporting documentation, proper authorisation, compliance with internal policies and requirements, proper recording of project and account numbers, and availability of budgeted funds;
- Coordinate partner financial reviews as necessary;
- Oversee proper allocation of invoices to funding sources and expense categories, monitor costs against budgets and obligated funds;
- Supervise the preparation and submission of financial deliverables.
- Assist in the design of various financial report formats, prepare reports and upon approval, submit the reports to AusAID; and
- Perform site visits as needed to offer training to affiliate finance staff on finance manual and financial processes and to audit controls. Ensure that all financial and project reports have been completed as required.

Skills, Knowledge and Experience

The Finance and Grants Manger will have the following, skills knowledge and experience:

- At least a Bachelor's Degree in Accounting or Finance; an MBA, CPA, or other advanced degree/ accreditation is preferred;
- Minimum five plus years administering or coordinating financial activities;
- Accounting/financial management particularly of grants in a civil society setting;
- Excellent skills in Excel spread sheet presentations and in financial reporting systems
- Familiarity with AusAID financial and procurement procedures;
- Excellent relationship-building and relationship-management skills, with a demonstrated ability to influence & motivate colleagues; and
- Excellent interpersonal, verbal, written and cross-cultural communication skills essential

Position Description - Capacity Building Coordinator

Background

AusAID's new poverty program, Empowering Indonesian Women for Poverty Reduction, aims to improve the welfare of poor women in Indonesia. The program will support a selection of national and sub national women and gender-interested organisations and their local partners to forge coalitions with others within the public and private sectors. Working through multi-stakeholder processes, the organisations will analyse constraints, identify and test solutions, work with the media, and use an evidence base to advocate for change.

The program's efforts to strengthen the women's and gender-interested organisations and networks are a means to an end. Ultimately this program's success will be judged on the extent to which it has contributed towards an improvement in the lives of poor women.

The Capacity Building Coordinator will report directly to the Team Leader and will provide support to program partners and AusAID in managing the implementation of the program.

Specific Duties and Responsibilities

Manage and oversee program implementation, design, and delivery for all capacity building-related activities targeted at capacity development of non-governmental and Governmental partners;

- Provide lead technical direction/technical assistance in activity planning for capacity development strategy;
- Participate in program monitoring, evaluating, and periodic reporting related to capacity building;
- Serve as a liaison to partners in the field, including government officials and local organisations;
- Coordinate with appropriate stakeholders in all aspects of project planning, monitoring, and implementation for all capacity building activities;
- Work closely with selected local partners to ensure adequate capacity is built in various areas of the program; and
- Perform other duties as assigned.

Skills, Knowledge and Experience

The Capacity Building Coordinator will have the following, skills knowledge and experience:

- Masters Degree in a related field;
- A minimum of eight years related experience in implementing technical and organisational capacity building health programs in developing countries;
- Substantial demonstrated experience in building the capacity of non-governmental partners to influence change;
- Proficiency with activities, theories, methods and technology in capacity building field especially in supporting multi-stakeholder processes;
- Demonstrated flexibility, adaptability and the ability to perform and collaborate under challenging conditions;
- Ability to train and develop capacity in regional and national staff; and

- Strong planning, community mobilisation and inter-cultural communication skills required.

Position Description - Monitoring and Evaluation Specialist, ARF Classification C3

Background

AusAID's new poverty program, Empowering Indonesian Women for Poverty Reduction, aims to improve the welfare of poor women in Indonesia. The program will support a selection of national and sub national women and gender-interested organisations and their local partners to forge coalitions with others within the public and private sectors. Working through multi-stakeholder processes, the organisations will analyse constraints, identify and test solutions, work with the media, and use an evidence base to advocate for change.

The program's efforts to strengthen the women's and gender-interested organisations and networks are a means to an end. Ultimately this program's success will be judged on the extent to which it has contributed towards an improvement in the lives of poor women.

The Monitoring and Evaluation Specialist will report directly to the Team Leader and will provide advice and support to program partners and AusAID in managing the implementation of the program.

Responsibilities

Lead the design and implementation of monitoring, evaluation and reporting for the overall program;

- Work with program partners to develop monitoring and evaluation frameworks, processes and systems that will provide compatible and quality data that will enable reporting on the program outcomes;
- Develop and implement methodologies and standards for monitoring and evaluating project activities and improving data quality. In addition, s/he will also develop presentations and written reports based on findings;
- Collate and analyse monitoring and evaluation data from partners and other sources and provide reporting on the program outcomes;
- Train and mentor program partners throughout the life of the program; and
- Identify any risks to the program's ability to report on the achievements of the program.

Skills, Knowledge and Experience

The Monitoring and Evaluation Specialist will have the following skills, knowledge and experience:

- Masters Degree in relevant discipline and practical experience in developing and implementing, monitoring and evaluation activities, preferably in the gender equality area;
- Minimum of five years of relevant professional experience in monitoring, evaluation, including data quality management, data verification, data collection and analysis;
- Experience supporting the reporting requirements of donors such as AusAID;

- Experience supporting civil society organizations including demonstrated skills in fostering collaborative relationships across multiple organisations;
- Ability to work independently, take initiative and manage a variety of activities concurrently;
- A strong team player with excellent interpersonal skills and the ability to work in a high profile, fast-paced environment;
- Ability to communicate technical issues effectively and persuasively orally and in written; and
- Demonstrated ability to transfer knowledge through training and mentoring.