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MAMPU FORWARD PLAN

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Annex A: Governance Structure

EXECUTIVE SUMMARY

This report presents a proposed forward plan for phase two of the 'Empowering Indonesian Women for Poverty Reduction' (MAMPU) program. With one more year to run before phase 2 begins, this forward planning document revisits the rationale for the program given the changing context and new evidence available since the program began, and reflects on the implications of lessons learned to date and on the future implementation approach and governance arrangements.

The MAMPU Program is funded by the Department of Foreign Affairs and Trade (DFAT) of the Government of Australia and is implemented in cooperation with the National Planning and Development Ministry (BAPPENAS) of the Government of Indonesia. MAMPU supports the development of networks and inclusive coalitions of women's and gender-interested organisations (the MAMPU 'partners') and parliamentarians to influence government policies, regulations and services, and to apply influence in selected private sector arenas. Ultimately, this work aims to improve the access of poor women in Indonesia to critical services and programs and improve their livelihoods.

The MAMPU Program provides grants and technical assistance to partners working in five thematic areas:

1. improving women's access to government social protection programs
2. increasing women's access to jobs and removing workplace discrimination
3. improving conditions for women's overseas labour migration
4. strengthening women's leadership for better maternal and reproductive health
5. strengthening women's leadership to reduce violence against women

Currently in its 3rd year of implementation, MAMPU's partner network has grown to 161 organisations, counting both local branches or mass organisations and civil society organisations that are achieving some significant results through their programs at the grass roots levels, and through the influence of their networks at sub-national and national levels. MAMPU partners work in more than 2,400 villages (across 27 provinces) and more than 800 local groups have been established with a total membership of more than 14,000 women. MAMPU also facilitated engagement of Indonesian women leaders at regional and global levels on women's issues.

The rationale for MAMPU is strengthened in the current macro-economic and political climate. In an environment of more restrained budgets due to reduced rate of growth, Indonesia cannot afford to miss the opportunity that empowering women provides. Empowered women have the potential to contribute to the economy, and help to improve the efficiency and effectiveness with which resources are allocated to deliver essential services. Increasingly global evidence shows how improving gender equality impacts positively on economic growth and argues for dedicated programs to empower women.

The recent elections also highlighted the challenge of increasing the proportion of women in legislative bodies – especially at the sub national level. The lack of women's voice in policy formulation contributes, among other things, to an increasing number of local regulations that restrict women's freedoms. A new village law means that substantial resources will be allocated to villages and their use decided on by villagers. The importance of helping women at this level to have voice and agency and to be able to participate and influence decision-making has taken on a new level of urgency. Yet, the evidence is that gender equality is not improving quickly in Indonesia and substantial gaps and challenges persist, with many women excluded from social protection programs, a maternal mortality rate that has risen, and persistent issues of violence against women. Female migrant workers continue to be exploited, and barriers to women's participation in the economy show up in one of the lowest female labour force participation rates in the region. Indeed, in the absence of any significant progress in this regard, through mainstream service delivery programs, the need for a program that supports the organic development of women's organisations and women leaders to lead the change is now stronger than ever.

Moving forward, the program needs to increase focus on the empowerment of women at the grassroots in light of the implications of the village law. It also needs to clarify the original goal of

improved livelihoods within a broader context of economic empowerment since this is now recognised as having links with both the macro economy, as well as on the social welfare outcomes of families and communities. Lessons learned in Phase 1 with regard to how networks and coalitions can work effectively in Indonesia need to be built upon. The valuable experience of partners needs to contribute to better integration across the thematic areas at the grassroots level, and strengthened vertical linkages between sub-national and national level policy agendas. There has been increasing recognition during phase 1 of the need to become smarter in working with men – not just men in the households whose role will need to change to accommodate changing roles of women, but with male leaders at all levels to forge partnerships and gain their support for change. Increasingly, MAMPU partners need to be able to engage with religious and customary leaders in influencing the legal environment as well as addressing social norms.

As MAMPU partners have expanded and strengthened through much of the country, questions have been raised about further geographic expansion. There is much to be gained by consolidating the progress where there is already traction. However, the same logic that underpins MAMPU also raises the question as to why the program is not supporting women's organisations in the same way in Papua and Papua Barat where the gender inequalities are most extreme. A strategy for realistic engagement in a challenging environment needs to be developed carefully.

Other lessons learned point to the importance of embedding the innovation framework of MAMPU and building on this to expand successful initiatives, and the need to develop career pathways for emerging women leaders at all levels. The range of programs in the Australian aid program in Indonesia provide multiple opportunities for two way partnerships and complementarity that would be valuable for MAMPU as well as the other programs. The focus on sustainability will need to balance out the need to build technocratic and management skills in organizations with the need for an enduring women's movement to emerge organically.

The first two years of MAMPU implementation have seen changes in management and governance arrangements as the program has evolved. The current arrangement is very different to that envisaged at the start. The Strategic Advisory Committee has been replaced by the Partners Strategic Consultative Forum, which gives the partners a greater role in shaping the program while the advisers continue to provide advice in their areas of expertise, as needed. Bappenas has taken on a more significant role in supporting the establishment of Thematic Working Groups, and the Analytics and Research Unit has been replaced with a research and innovation team that is more integrated into the program management.

Perhaps most significantly, the management of the program was handed over to a Managing Contractor (MC) after an initial interim phase managed by DFAT. This has created a neutral zone for developing relationship bridges between different stakeholders and provided a buffer during sometimes challenging diplomatic episodes. It also provided a high level of financial management and administrative oversight and helps strengthen the systems and processes of the different organisations. As DFAT has undergone changes and reorganisations, the managing contractor has been able to adapt the role to ensure that these changes do not impact on the work of partners and has provided the continuity of dialogue with them and with the government. Good relations between the managing contractor team and DFAT staff have ensured flows of information and understanding between them.

This forward plan is intended to build on the MAMPU Performance Story, which provides more detail and evidence regarding the program's progress against MAMPU's theory of change. The approaches put forward for phase two in this document are the result of ongoing discussions with MAMPU partners, BAPPENAS and other relevant stakeholders and it is expected that the forward plan will be regularly updated as the program continues to evolve.

ABBREVIATIONS

AAP	Australian Awards Program
AIPEG	Australia Indonesia Partnership on Economic Governance
ARU	Analytics and Research Unit
ASEAN	Association South East Asian Nations
BAPPENAS	Badan Perencanaan Pembangunan Nasional
BKKBN	Badan Kependudukan dan Keluarga Berencana Nasional
BLT	Bantuan Langsung Tunai
BNP2TKI	Badan Nasional Penempatan dan Perlindungan Tenaga Kerja Indonesia
BPD	Badan Pembangunan Daerah
BPS	Biro Pusat Statistik
CPR	Contraceptive Prevalence Rate
C2	Component 2
CSO	Civil Society Organization
DFAT	Department of Foreign Affairs and Trade
DPD	Dewan Pimpinan Daerah
DPRD	Dewan Perwakilan Rakyat Daerah
FLFP	The Female Labour Force Participation
GDP	Gross Domestic Product
GoA	Government of Australia
GoI	Government of Indonesia
IDHS	Indonesia Demographic Health Survey
ILO	International Labour Organization
IOM	International Organization for Migration
IMF	International Monetary Fund
JAMKESMAS	Jaminan Kesehatan Masyarakat
JKN	Jaminan Kesehatan Nasional
JPAL	The Abdul Latif Jameel Poverty Action Lab
KAPAL Perempuan	Lingkaran Pendidikan Alternatif Perempuan
KOMNAS Perempuan	Komisi Nasional Perempuan
KOMPAK	Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan
KPI	Koalisi Perempuan Indonesia
KSI	Knowledge Sector Indonesia
MAMPU	Maju Perempuan Indonesia untuk Penanggulangan Kemiskinan
MC	Managing Contractor
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MK	Mahkamah Konstitusi

MMR	Maternal Mortality Ratio
MUI	Majelis Ulama Indonesia
NGO	Non-Government Organization
NU	Nadhlatul Ulama
OCPAT	Organizational Capacity and Performance Assessment Tools
ODI	Overseas Development Institute
PEKKA	Perempuan Kepala Keluarga
PKK	Pembinaan Kesejahteraan Keluarga
PNPM	Program Nasional Pemberdayaan Masyarakat
PPA	Partner Performance Assessment
PSCF	Partner Strategic Consultative Forum
RASKIN	Beras Miskin
RPJMN	Rencana Pembangunan Jangka Menengah Nasional
RUU KKG	Rancangan Undang-Undang Kesetaraan dan Keadilan Gender
SC	Steering Committee
SDGs	Sustainable Development Goals
SMERU	Social Monitoring and Early Response Unit
SPKBK	Sistem Pemantauan Kesejahteraan Berbasis Komunitas
TNP2K	Tim Nasional Percepatan Penanggulangan Kemiskinan
TWG	Technical Working Group
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UU Desa	Undang – Undang Desa
UNFPA	United Nations Population Fund
WEIGO	Women in Informal Employment Globalizing and Organizing

1 SITUATIONAL ANALYSIS

The following situational analysis summarises changes in progress, trends and forecasts since the start of the program that are relevant to the overall rationale for MAMPU and to each of the thematic areas.

1.1 Political Context

The underlying aim of MAMPU is to enable engagement between individuals and groups, promoting gender equality and women's rights, and decision makers engaged in policy formulation, resources allocation and implementation of programs. This would influence change that would improve poor women's access to services and livelihoods. Several changes since the start of the program have altered the political context within which MAMPU, and MAMPU partners are operating.

Amongst these are the changes following the elections in 2014. Following the euphoria of the President's election in 2014, there were encouraging signs that Jokowi was consulting widely with civil society through the 'transition team' process, leading to the 'Visi Jokowi-JK' document that set out policy ideas and proposed reforms across every aspect of government. However, in recent months, disquiet has grown amongst supporters after a raft of policies and announcements appeared to send mixed messages regarding the President's continued commitment to the many principles and values that had defined his political platform. It is too early to tell to what extent this is merely a necessary phase of the inevitable power struggles being played out between Jokowi and longstanding political and economic elites, which may be expected to settle down over the coming months.

The proportion of women elected to national parliament in 2014 fell slightly over the previous period from 18% to 17.3%, with 97 women elected compared to 99 in the previous parliament. Percentages also declined in the regional representative council (DPD) at 26.51%. Eight women have been appointed to ministerial positions – the highest number in Indonesian history. Women have been appointed to several key ministerial positions including the first female ministers for Foreign Affairs, Forestry and Environment, and Maritime Affairs and Fisheries. Other ministerial appointments have been well received by civil society such as the appointment of an academic (rather than a party apparatchik) to head the Ministry for National Planning and Development (BAPPENAS), demonstrating the President's desire to break with tradition. MAMPU Partners have indicated that some of the changes have created more space for dialogue with new government colleagues. The government is still new and those ministers with less experience in managing the bureaucracy will need more time to understand the issues facing the country and its people.

The percentage of women's representation decreased at sub-national levels and is only 16.41% in the provincial legislative bodies (DPRD Propinsi) and is lowest in the district level legislative bodies where the percentage of women members is only 14%. On the bright side, this has been a 2% increase over previous years at this level. The district level remains a key level at which there are opportunities for women to influence local regulation and the delivery of services. It is also the level at which networks and collaboration with women parliamentarians can be most effectively built.

Another risk is that the new tide of nationalism is much more entwined with political Islam than it was previously. Former President Suharto used nationalism to neutralise Islamism, but now Islamism has a nationalist tint. This is exemplified by the ongoing programme by MUI to challenge certain laws – many of them related to the economy – in the constitutional court (MK). Their recent victories coupled with an increase in Syariah-based local regulations (e.g. in Banten, Banda Aceh and Kendari) that impose various restrictions on women, such as Islamic dress codes for female civil servants and curfews for women, gives concern that religion is being integrated into Indonesian laws. There is growing recognition of how the combination of state and religion poses a particular challenge for women's organizations. A recent UN Women report highlights: "*In countries where the state plays an active role in upholding religious practices, doctrines and institutions, family law tends to discriminate against women.*"¹

At the local level, the most significant change has been the introduction of the village law (UU Desa No 6/2014). Under this law, the amount of money that will pass directly to the villages will increase

¹ UN Women (2015) Progress of the World's Women 2015-2016: Transforming Economies, Realizing Rights.

considerably, and villages will have a greater role in either directly providing, or enabling access to, services. The voice of women at the village level either comes through their active participation in village decision-making forums or their formal representation in village government (BPD). Few women, if any, are elected to the BPD for various reasons including the need to meet certain criteria. Despite many years of project rules mandating participation of women in planning, decision-making, project implementation, and monitoring under the previous village grants program, PNPM, the active participation of women has been a continuing challenge. In some parts of Indonesia, the women's mass organization, the PKK, has seen a resurgence helped by an increase in the government budget it receives. Where it is strong, the PKK acts as the gatekeeper – becoming the formal representative of women in village decision-making on one hand, and, on the other, reinforcing gender norms and the role of women as homemakers in the community. There is an increased urgency to empower poor women at the village level so they also have a voice in how these resources are allocated.

The implementation of the village law is shared between the Ministry for Village Affairs and the Ministry for Home Affairs and the roles and responsibilities of each agency are still being clarified. Moreover, the Ministry of Village Affairs is newly established and staff are still being recruited. It may be some time before this agency is functioning properly to ensure efficient implementation of the law and that it is able or willing to focus on women's participation rather than the nuts and bolts of efficient disbursement of the grants.

1.2 Economy

Indonesia's economy is forecast to continue growing, albeit at a reduced rate compared to previous years. The recent fall in commodity prices has contributed to the slowdown. In the first quarter of 2015, GDP grew by 4.7% (year on year)². The figures for 2014 and 2013 respectively were 5.02% and 5.52%³. Even if the growth rate recovers to 7%, Indonesia cannot meet its aspiration of becoming a higher income country until 2030 at the earliest (the government's target was to achieve this by 2025).

Other factors also contributed to the stagnation of foreign direct investment. Instead of working harder to increase economic capacity and attract foreign capital, the government is issuing capricious regulations, adding more sectors to the 'negative-investment list,' from which foreign investors are excluded. The Economist remarked that *"Indonesia's bureaucracy is impenetrable and its infrastructure, much neglected since Suharto's day, woeful. Companies spend 50% more on logistics than those in Thailand and twice as much as those in Malaysia. No wonder that foreign investment has stagnated in recent years."*

The original design of MAMPU anticipated a continuing period of significant growth, as was forecast at the time. Under this scenario, the formal sector was expected to expand new job opportunities, and government budgets were expected to increase to fund improved services and social protection programs. The key MAMPU focus was to ensure that women had access to these jobs and services and that they were delivered in a way that met their needs. This current slower growth scenario will necessitate a focus on helping working age men and women into the workforce and improving their productivity, and improving the effectiveness and efficiency in allocation of resources and delivery of services, as a vital contribution to continuing poverty reduction, development, and economic growth. Helping women reach their full economic potential, and increasing their voice in helping allocate resources effectively takes on an extra dimension of urgency.

1.3 Gender and Poverty

While poverty rates continue to fall (from 13.3%, 12.0% to 11.3% in 2010, 2012, and 2014 respectively)⁴, inequality is rising and many households remain vulnerable. The Gini coefficient increased from 0.38 in 2011 to 0.41 in 2012 (latest available figures)⁵. The highest inequalities are found in Papua Barat, Papua, Gorontalo, and Sulawesi provinces.

² Biro Pusat Statistik (BPS)

³ Ibid

⁴ Poverty headcount ratio at national poverty lines, % of population, from World Development Indicators March 2015

⁵ Gini Index, World Bank estimates, World Development Indicators March 2015

Indonesia's 2014 Gender Inequality Index performance rank of 103 out of 149 countries, is a slight drop from the 2011 rank of 100. There was almost no change in the rating (to 0.500 from 0.505)⁶. This rating reflects a combination of lower literacy rates for women and fewer years of schooling, a smaller share of earned income, one of the highest maternal mortality rates in the region, and political under-representation.

A study by Cameron (2013) shows that women face different risks due to the difference of biological features and social norms. Although social protection programs are designed to protect the poor from social and economic risks, women have less access compared to men, thus social programs often fail to reach poor women.

SPKKBK (Community-based Welfare Monitoring System Survey), conducted by PEKKA National Secretariat in 111 villages across 17 targeted provinces, found that in 2012, one in every four households is headed by a woman. The survey also shows that nearly half (49%) of families at the lowest welfare level, are headed by women. Women heads of household are typically aged 18-65 supporting 1-6 dependents. They earn a livelihood in the informal sector, either as farmhands, sellers and craftswomen, bringing in an average daily income of only Rp 10,000. These women are poorly educated and more than half (57%) are illiterate.

Deeply ingrained social norms reinforced by both formal and informal institutions affect the choices of girls and women in several ways. At school, gender roles are reinforced through curriculum, and lead to segregation in subject choices and choices for study at university. Social and gender norms also mean that the burden of housework and care of family members including children, the elderly, and the disabled, is carried out by women, while men are deemed to be the "breadwinners". This significantly reduces the time available for women to engage in economic activity.

1.4 Developments in the thematic areas

1.4.1 Violence Against Women (VAW)

The necessary legal and policy frameworks for providing services to survivors of violence were already in place at the start of the program. An effective collaboration between the Ministry for Empowerment and Protection of Women and Children, the National Commission on Ending Violence Against Women, and the Women's Movement was instrumental in getting this in place, often supported by donor funding. Lessons from this experience contributed significantly to the design of MAMPU. The challenge that partners needed to address, with MAMPU support, was to improve the implementation of the policies.

During Phase 1, organisational changes took place within the main partner, Komnas Perempuan, which included a new set of commissioners and a new head of the organisation. The organisation is still in a state of transition. Komnas Perempuan and its network of local partners in the Forum Belajar have, however, continued to collect and compile statistics on the incidence of violence against women, which have shown incremental year on year increases, in part, due to the increased awareness of the issue and where people can go to report it.

According to the National Commission on Violence against Women (Komnas Perempuan), 293,220 cases of violence against women were reported to the Religious Court and women crisis centers in 2014. 96% of the reports are related to domestic violence (Komnas Perempuan 2015 Annual Report). This is a 5% increase from reported cases in 2013 and a 35.8% increase from those reported in 2010 (105,103 cases). In the absence of a national survey on the prevalence of violence against women, Komnas Perempuan's annual report is the only source of data on the matter.

At the national level, Komnas Perempuan also conducts research and advocacy for the passing of the Sexual Violence Bill, amendment of the Indonesian Criminal Code on the persecution of perpetrators of violence against women, and monitoring the implementation of government services for women victims of violence. The latter is achieved through Komnas Perempuan support to the Learning Forum, a network of 33 women crisis centers in 18 provinces, which consists of assistance in

⁶ Human Development Report 2014.

developing instruments to document sexual violence cases and minimum service standards in handling cases of violence.

1.4.2 Social Protection

High-income countries spend 20-25% of their GDP on social protection, while the average in Asia is approximately 5% of GDP. In Indonesia, only 1.9% of GDP is spent on social protection (Cameron, 2013).

The Indonesian unified database⁷ included 2,864,364 female-headed households that are categorized in the 30% lowest welfare status. This figure is used as the basis for the Indonesian social protection program.

An analysis of the characteristics of poor households indicates that countries where women are at greater risk of poverty also tend to have an over-representation of 'female-only' households (i.e., those with no male adults) among the bottom 20 per cent. This suggests a greater risk of poverty among separated women, widows and single mothers, including heads of households without a male partner. A survey done by PEKKA and SMERU (2011),⁸ shows that despite being categorized as poor, female-headed poor households often did not have access to the government's social protection programs. Around 33% of the female-headed poor households failed to access the direct cash transfer (Bantuan Langsung Tunai) program, 34% did not have access to the health insurance for the poor (Jamkesmas), while 6% did not have access to the rice for the poor (Raskin) program. The trend of women-headed households having less access to social protection schemes remains in 2014, as validated by SMERU through its survey with poor households across Indonesia⁹.

While PEKKA focuses on highlighting the visibility of women-headed households in the social protection targeting system, other MAMPU partners, Indonesian Women Coalition (KPI) and KAPAL Perempuan, aim to improve the leadership and participation of poor women in monitoring the implementation of government social protection schemes. KAPAL Perempuan established 25 Women's Schools in 9 districts, while KPI's Balai Perempuan exist in 80 districts across 9 provinces as a way to raise awareness and organize women at the community level. At the national level, all three organisations continuously initiate policy dialogue with government agencies relevant to the implementation of social protection programs, such as BAPPENAS and TNP2K (National Team for the Acceleration of Poverty Reduction).

1.4.3 Migrant Workers

Data from BNP2TKI shows yearly statistics on the number of migrant workers leaving on contracts to work abroad. According to BNP2TKI, 429,872 Indonesian migrant workers left the country in 2014, 57% of whom were women. A survey by IOM revealed that in 2009 Indonesia received remittances worth USD 6 billion¹⁰ with the figure rising to USD 7.35 billion in 2013 according to the head of BNP2TKI.¹¹

The number of female migrant workers leaving on contracts each year is consistently exceeding that of men, although by less than it did a decade ago, when around 80% of formal migrant workers were women. This is mainly a result of the government's moratorium on sending migrant workers to several countries in the Middle East.

More recently, there has been increasingly nationalist rhetoric surrounding this issue. For example, the Vice President, Jusuf Kalla, made a public statement that Indonesia's overseas domestic workers 'diminish the dignity of the country'. This suggests that instead of supporting migrant workers by implementing worker protection policies, one of MAMPU's thematic areas, the government may limit freedom to find work abroad.

⁷ <http://bdt.tnp2k.go.id/index.php/data/sebaran-nasional>

⁸ http://www.smeru.or.id/report/research/accesstojustice/accesstojustice_ind.pdf

⁹ SMERU (2015). "Baseline Report: Poor Women's Access to Livelihoods and Public Services." The first out of a longitudinal series of study conducted for MAMPU program. The report is currently being finalized.

¹⁰ http://www.un.or.id/counter/download.php?file=indonesia_remittances.pdf

¹¹ <http://www.thejakartapost.com/news/2014/01/13/ri-migrant-workers-remittances-amounted-rp-886t-2013.html>

Based on BNP2TKI data (2014)¹² collected in three major airports across the major migrant-sending island of Java — Selapajang Tangerang, Adi Soemarmo Solo, and Adi Soetjipto Yogyakarta — in 2013, 13.6% of TKIs experienced problems abroad. Countries in the Middle East tend to be the biggest offenders, including Syria, Saudi Arabia, and the United Arab Emirates (in descending order for the year 2013). The problems listed include: job termination, problems with employers, work-related illnesses, salaries retained without consent, harassment, sexual abuse, jobs not in accordance with contract, incomplete documents, congenital illnesses, employers passing away, work-related accidents, pregnancy, inabilities to work, poor communication, etc.

In comparison to previous years, the number of TKIs experiencing problems abroad has declined in absolute terms, from 45,749 in 2011 to 14,487 in 2013. The decline is more likely due to the significant decline in the number of TKIs working abroad, given the moratorium to Saudi Arabia that was put in place in 2011. The number of TKIs returning to Indonesia has declined by about one third between 2011 and 2013. Thus the percentage of TKIs experiencing problems in the destination country has overall remained quite steady although this does not necessarily mean that problems experienced by women migrant workers also decreased, since the data is not sex-disaggregated (Bazzi & Bintoro, 2015).¹³

Migrant Care responds to these issues by advocating for the amendment to Law No. 39/2004 on the Placement and Protection of Indonesian Migrant Workers Overseas into a more comprehensive Migrant Worker Protection Bill, which is now included as one of the priority legislations by the National Parliament (DPR RI). Migrant Care also works with six civil society organisations in West Nusa Tenggara, East Java, and Central Java to develop *Desa Peduli Buruh Migran* (Village-level mechanisms to provide potential women migrant workers with information on their rights and improve documentation and handling of cases on the violation of their rights).

1.4.4 Increasing Women's Access to Jobs and Removing Workplace Discrimination

The female labour force participation (FLFP) rate increased faster for women than for men between 2000 and 2012 (from 45% to 50% for women and from 81% to 85% for men).¹⁴ Despite this, it remains one of the lowest rates in the South East Asia region. Moreover a greater percentage of the female labour force is in the vulnerable work category (48%) compared to 24% for men.¹⁵ A much higher percentage of women than men represent unpaid workers (27% of women and 6% of men), and poor women are much more likely to be unpaid family workers and in the informal sectors than either richer women or men.

More than half of all workers (53.6%) engage in informal employment, with the other 46.4% in formal employment. Among the workers in formal employment, ILO found that women represented only 35.4 per cent, while men represented 64.6% in May 2013, indicating less access to formal employment by women workers.

While women have been able to access formal sector employment in large numbers, their opportunities are limited due to the challenges associated with combining care and work roles. Frequently, once women start to have children, they leave the formal sector and enter the lower paid informal sector. Many of these informal sector opportunities are for home based work that is a result of the “putting out” system that removes costs and responsibilities from formal sector employers.

Table 1: Employment status by gender and area (2012)

Employment Status	Total	Gender		Area	
		Male	Female	Urban	Rural
Self employed	36.29	39.94	30.19	30.82	41.37

¹² http://www.bnp2tki.go.id/uploads/data/data_16-01-2015_020347_Laporan_Pengolahan_Data_BNP2TKI_S.D_31_DESEMBER_2014.pdf

¹³ Samuel Bazzi and Melissa Bintoro (2015) “Review of Policy-Oriented Research on the Protection of Indonesian Overseas Migrant Workers” An internal review conducted for MAMPU program.

¹⁴ TNP2K

¹⁵ World Development Indicators

Salaried workers	37.75	39.99	33.99	53.51	23.15
Casual workers	12.20	14.23	8.80	9.55	14.66
Unpaid	13.76	5.84	27.02	6.13	20.82

Source: 2014. TNP2K Poverty and the Labor Market in Indonesia: Employment Trends Across Wealth Distribution

In addition, there is persistent occupational segregation with women being under-represented in higher paying jobs and senior management positions. Women generally earn less than men and the gender wage gap is particularly high among employees with low levels of education, amounting to 35.54% for those not completing primary school and 36.42% for those completing primary school.

The proportion of workers in vulnerable employment was higher for women at 65% compared to 57% for men. This indicates that the majority of women work without sufficient pay and access to decent work which negatively impacts their welfare, despite their active contributions to the national and household economy in Indonesia.

Homeworkers are one example of a category of worker in Indonesia without sufficient pay or access to decent work. Often referred to as the workers in the “putting-out system” in Indonesia, homeworkers are workers who work at home for remuneration by making products as specified by the employer. While there is no official data on the prevalence of homeworkers and their working conditions in Indonesia, assessments conducted by ILO in East Java and North Sumatra in 2013 indicate that the majority of homeworkers are women. The same assessments highlighted key challenges faced by homeworkers, such as low pay, half or incomplete payments for finished work, withholding of payments by employers, and lack of access to social security. BITRA, Yasanti, and MWPRI – local CSOs that worked with ILO on its assessments – identify specific industries in which to focus, such as garment and footwear, and develop various models to test small scale approaches to supporting homeworkers working within value chains that bridge the formal and informal sectors.

1.4.5 Reproductive Health

The 2007 IDHS (Indonesia Demographic Health Survey) found that Indonesia’s maternal mortality ratio (MMR) was amongst the highest in the region, with 228 deaths per 100,000 births. Despite substantial government efforts, the rate subsequently increased to 359/100,000 in 2012. The main causes of maternal deaths are eclampsia and haemorrhage. Indonesia will not meet the target for the MDG on maternal mortality.

According to the 2012 Indonesia Demographic Health Survey, the prevalence rate of contraceptive use among women is 61.90%; however, a survey conducted by SMERU among poor women in 15 villages in Indonesia show that only around 48% of poor women are using contraceptives in 2014¹⁶. This finding is echoed in PERMAMPU’s qualitative research on the different cases of unwanted pregnancies in 8 provinces in Sumatra. The research highlights the fact that, contrary to public belief, many cases of unwanted pregnancies are experienced by married women who are not using contraceptives either due to low awareness or disapproving husbands¹⁷.

The adolescent fertility rate of 47.8 per 1,000 women aged 15 – 19 is the third highest in the region. While the introduction of the national health insurance scheme has the potential to help ensure that women have access to reproductive health services, its success will depend on the amount of information women receive concerning coverage under the scheme, and the consistency with which it is implemented.

The recent rejection by the Supreme Court of the request to change the Marriage Law that, among other things, would raise the age of marriage from 16 to 18, exemplifies some of the challenges faced by those advocating for the rights of women and girls. Amongst other things, women’s rights activists had argued that early marriage constituted state sanctioning of teenage pregnancy due to the associated health risks that this entails. Among the opponents to the change was one of the largest Islamic organizations, Muhammadiyah.

¹⁶ SMERU (2015). “Baseline Report: Poor Women’s Access to Livelihoods and Public Services.” The first out of a longitudinal series of study conducted for MAMPU program. The report is being finalized.

¹⁷ Konsorsium PERMAMPU (2014) “Kehamilan – Sebuah Anugerah? Kompilasi Laporan Penelitian Kehamilan yang Tidak Diinginkan di 8 Propinsi Pulau Sumatra”. Medan.

As noted in the GoI 2014 Health Sector Review, the incidence and prevalence of abortion in Indonesia is unclear given the lack of reliable data, and estimates are based on assumptions with a wide range of uncertainty. Most reports and documents refer back to a now dated survey conducted by Budi Utomo et. al (2001) entitled, "Incidence and Social-Psychological Aspects of Abortion in Indonesia: A Community-Based Survey in 10 Major Cities and 6 Districts, Year 2000". This study estimated that 2 million abortions occurred each year in Indonesia. Women who had an abortion were aged 20 or older (92%) and the incidence of abortion was higher at the district level (60%) than in the city (30%). Of the respondents, one-third of women living in cities and half in the districts who had had an abortion did so during their first pregnancy; of these, the majority were still single. Of patients admitted to hospitals in Yogyakarta City due to abortion related problems, 4.6% were single or only in a religious marriage relationship with her husband (*nikah sirih*).

Increasing women's access to reproductive health services is hence a priority for the three MAMPU partners working on this thematic area. After concluding its research, PERMAMPU conducts multi-stakeholder forums involving religious and traditional leaders to advocate for local-level budget allocation for reproductive health services for women. Aisyiyah develops behaviour change communication campaigns on family planning, pap smear, breastfeeding, and cervical testing, as well as work with local health service centers to provide services related to the four aforementioned areas to poor women. At the national level, Yayasan Kesehatan Perempuan is conducting research to identify barriers for women to access reproductive health services through the recently launched National Health Insurance System (JKN).

2 RATIONALE

2.1 New Evidence in Support of Empowering Women for Poverty Reduction

The underlying rationale for the MAMPU program is that empowering women and reducing gender inequalities leads to positive outcomes for women themselves, for their families, their communities, and the country as a whole. Evidence on which the design rationale was based was drawn, among other sources, from the 2012 World Development Report on Gender Equality and Development, which argued that, as well as being a development objective in its own right, gender equality was important to enhance productivity, improve development outcomes for the next generation, and make institutions more effective.

More recently, a comprehensive review of the literature on the relationship between gender equality and economic growth has provided further insights. The review found that the evidence demonstrating that gender equality – especially in education and employment - contributes to economic growth is increasingly robust as more research is undertaken. However, the evidence that economic growth contributes to gender equality in terms of health, well-being and rights is less consistent. Since growth alone is insufficient to promote gender equality, *specific measures need to be put in place to ensure that men and women benefit equally from development.*¹⁸ An increasing number of recent reports from agencies, including the International Monetary Fund and the World Economic Forum, support these findings.¹⁹

This body of evidence further strengthens the underlying rationale for a separate program that supports women to influence policies so that they are more responsive to the needs of women and that can help close gender gaps. Other recent research adds evidence to the premise that when women's agency is increased and their voice is heard – especially when they act collectively – they can be effective change agents to improve the situation of women and gender equality. Importantly, the following are three of the findings from an extensive review of the literature and research:²⁰

1. Women's collective voice, when strategically oriented and perceived to be broad-based, is instrumental to their ability to negotiate transformative change.
2. There is substantial evidence of how women's political voice has resulted in gender-responsive legal and policy reform.
3. Women's social and economic activism can improve women's access to public goods and services.

The situation with regard to gender and poverty in Indonesia presented in the previous section demonstrates the need for this kind of program in Indonesia, and MAMPU's Performance Story report and recent progress report provide early evidence that this approach leads to positive results. Moreover, the recent dampening of economic growth rates and the need to look beyond natural resource led growth, adds weight to an approach that promotes gender equality and reduction of gender gaps in labour force and productivity as a means to contribute to economic growth and poverty reduction.

2.2 The Alignment of MAMPU with New Australian Government Priorities

MAMPU is well aligned to the Australian Government's strong ***commitment to empowering women and girls to promote gender equality*** in the region. Australia's new development policy, *Australian Aid: Promoting Prosperity, Reducing Poverty, Enhancing Stability*, identifies three overall priorities to achieve gender equality within its policy framework: women's voice in decision-making, leadership and peace-building; women's economic empowerment; and ending violence against women and girls.

¹⁸ Kabeer, N., & Natali, L. (2013). *IDS WORKING PAPER Volume 2013 No 417 Gender Equality and Economic Growth: Is there a Win-Win?* (Vol. 2013).

¹⁹ See for example: Elborgh-woytek, K., Newiak, M., Fabrizio, S., Kpodar, K., Clements, B., & Schwartz, G. (2013). *Women, Work, and the Economy: Macroeconomic Gains from Gender Equity*. International Monetary Fund. Washington, DC.

²⁰ Domingo, P., Holmes, R., Jones, N., Bird, K., Larson, A., Presler-marshall, E., & Valters, C. (2015). *Women's voice in leadership and decision-making: Assessing the evidence Executive summary*. London.

Policy priorities also are addressed across the whole program through a holistic approach to empowerment that includes economic empowerment, increased participation in decision-making, sexual and reproductive health, access to social protection, increased civic participation, and fostering a new generation of women leaders.

The program **contributes to and supports the economic diplomacy agenda**, for example by contributing to G20 outcomes (see Box). The proposed increased emphasis on removing barriers to employment in Phase Two will contribute to helping Indonesia meet this commitment.

G20 commitment: 25 by 25

Leaders of the G20 countries, including Indonesia, made a commitment at the G20 meetings in Australia in 2014 to reducing the gender gap in labour force participation by 25 per cent by 2025 in their countries. A rough calculation shows that to do this in Indonesia would mean increasing the ratio of women to men in the labour force from approximately 0.6 to around 0.7, by adding somewhere in the region of 14 million women along with the 10 million men expected to join the workforce in the next 10 years. By comparison, in the 12 years between 2000 and 2012, 12 million women and 18 million men joined the labour force.

Source: <http://www.oecd.org/g20/meetings/brisbane/g20-oecd-to-help-monitor-growth-and-gender-commitments.htm>

MAMPU also provides an excellent platform for **cross program collaboration**. The collaboration goes both ways since the extensive reach of MAMPU partners to the village level, and their collective action at the district and national levels, can support and complement programs working at the local level. Programs that support analytical work can be valuable in providing MAMPU partners with robust evidence to help them influence policies. Further details on the on-going and future possible collaborations are given in the following section.

Innovative development solutions are encouraged through the program's dedicated Innovation Fund, and by mainstreaming social innovation principles across other areas of the program.

MAMPU also has identified appropriate entry points for **working with the private sector**, such as the value chain research being conducted with IKEA. Other potential private sector partnerships are being explored for the next phase and include garment and footwear manufacturers.

Finally, MAMPU works at scale, working in over 2,300 villages where 8.5 million Indonesians live, including 4.2 million women and girls.

2.3 The Alignment of MAMPU with Indonesian Government Priorities²¹

MAMPU is well aligned with the Indonesian RPJMN (National Medium Term Development Plan) 2015-2019. The RPJMN is an operational guideline of the vision and agenda of President Joko Widodo and Jusuf Kalla's Nawacita (nine priority agenda points). In the RPJMN, the Indonesian government has committed to reduce the poverty rate to 7-8% by 2019, speed up development in Papua and West Papua, abolish discrimination against women, integrate a gender perspective in all stages of the development process, including planning and budgeting. Gol also recognises the important role of civil society to uphold democracy in Indonesia.

MAMPU's focus on improving women's leadership is also in line with Gol efforts to increase women's participation in decision making bodies and implementation of development at the village level. To increase women's participation, the Indonesian government prioritizes reviews on all regulations from the Constitution to local regulations in order to incorporate a gender perspective.

The MAMPU thematic areas also are well aligned with the RPJMN. For example, in the area of social protection the government is committed to increasing participation of national health insurance from 51.8 % in 2014 to a minimum 95% in 2019, improving access of poor people to public services, and including the informal sector in social services. Similarly in reproductive rights, the Gol has committed to increasing health services for women and children, reducing the maternal mortality rate to

²¹ Buku I RPJMN 2015-2019

306/100,000 by 2019, increasing access to contraception in health services, and implementing reproductive health education in schools. MAMPU contributes to the GOI agenda to improve mechanisms for protecting migrant workers, in particular the placement and recruitment of migrant workers. On reducing violence against women, MAMPU's initiatives have an integral and holistic approach to addressing violence against women, and align with GOI goals, including increasing coordination among law enforcement institutions and promoting a one-stop shop of support services for victims.

3 PROGRAM GOAL, PURPOSE AND EXPECTED END OF PROGRAM OUTCOMES

Program Goal

Improved access to services and livelihoods for poor women in Indonesia in selected geographic areas within the targeted themes.

The program will contribute towards this goal through achieving the program's purpose.

Program Purpose

To build broad-based networks and inclusive coalitions led by strengthened women's and gender-interested organisations, and parliamentarians in order to influence government policies, regulations and services, and in selected private sector arenas, to improve the access of poor women to services and livelihoods.

The five thematic areas chosen to provide initial focus to the program continue to be priorities for GOI and GOA and it is recommended these remain in phase two:

- increasing women's access to jobs and removing workplace discrimination;
- improving women's access to government programs for social protection;
- improving conditions for women's overseas labour migration;
- strengthening women's leadership for better maternal and reproductive health; and
- strengthening women's leadership to reduce violence against women.

More detailed examples of early outcomes being seen after three years of implementation can be found in the MAMPU Performance Story²² and include:

- evidence that partner organisations have increased organizational capacity;
- increased contact between partners and policy relevant stakeholders;
- improvements in the way poverty data are collected nationally;
- increased opportunities for poor women to voice their priorities influence over decision-making at the village level; and
- areas where increased numbers of women are accessing certain services.

Hierarchy of Program Outcomes

Capacity and Readiness for Collective Action Short-term Outcomes (2-3 years)

- Thematic networks have increased participation and focus.
- National and local partners, and their networks are increasingly effective at:
 - communication and collaboration between national and local members, branches and partners;
 - advocacy, engagement and alliances with government (including female parliamentarians) and the private sector;
 - working with media;
 - building networks, organizing constituencies within civil society and mobilizing and campaigning in order to generate "public" concern;
 - analyzing constraints and identifying and testing innovative multi-stakeholder solutions; and
 - other significant functions identified by the partners.

²² The MAMPU Performance Story 2015

Voice and Influence
Medium-Term Outcomes (3-5 years)

National and local partners and their networks (and women parliamentarians) increasingly contribute to:

- raising the awareness and debate around an issue;
- influencing opinions and changing minds of decision-makers;
- influencing private sector practices;
- getting issues onto the policy decision-making agenda;
- 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); and
- changes in formal or informal mechanisms or opportunities for poor women to influence government decision-making.

Access and Livelihoods
Long-Term Outcomes (5-8 years and beyond)

- Policy implementation which protects women's rights and promote gender equality.
- Improved service delivery performance.
- Improved access for poor women to public services, and improved quality of life for poor women in targeted geographical areas.

4 REVISITING THE DESIGN AND THEORY OF CHANGE

The situational analysis noted some of the changing context in which the program currently operates. There are two aspects of the program logic that need to be revisited in light of the changes in context and priorities over the last four years. The first is with regard to how important women's engagement will be at the village level in the future and how MAMPU positions itself for this; and the second, is to revisit the notion of "livelihoods" and to develop a clear strategy for achieving impact in this area, given the lack of clarity concerning this topic in the original design. Both of these were identified and discussed at length at the recent MAMPU Partner's Strategic Consultative Forum.

4.1 Increasing the Voice and Agency of Women at the Village Level

At the time that MAMPU was designed, the district level was arguably the most important level for focus since this was the level at which a number of local regulations restricting gender equality and reducing women's freedoms were being formulated. It is also the main level at which government budget and spending decisions for essential services are made, and where responsibility for delivering these services lies with the district government. There is a realistic potential for women to be able to influence policy formulation and implementation at this level.

While this still stands, the introduction of the UU Desa and the associated increase in funding to the village level means that decisions made at this level have the potential to have a greater impact on women's lives in the future. This represents a significant opportunity, since it could become a way for women to promote innovative solutions that help them overcome the barriers and constraints to access to services or to fulfilling their economic potential. However, this is all dependent on women at this level having sufficient voice and agency, and being empowered.

During the program's first phase, the focus has been predominantly on strengthening MAMPU partners, and their local partners, who operate at the village level. It is assumed that women at the village level are the end beneficiaries and that their access to services and livelihoods will be improved. There has been no specific focus on empowerment of women in the villages in order to increase their voice and agency at this level. This is something that now needs to be addressed, and the Phase Two implementation plan will include the necessary steps needed to undertake this.

4.2 Redefining Livelihoods

The original design documents identified improved livelihoods as one of the end goals of MAMPU without clarifying the specific details surrounding the objective. One of the thematic areas (access to jobs) specifically relates to economic activity, yet the operational focus of this is narrow (home-based workers) and it remains somewhat disconnected from the work of other partners. There are three issues with the approach so far. The first is that although most MAMPU partners or their local partners actually do engage in economic activities with the women they work with at the village level, much of this is not captured, since thematically, with respect to their MAMPU activities, their focus is in other areas. The second issue is that the specific policies that need to be influenced in order to make a difference have not yet been identified. Lastly, once issues are identified, solutions may lie with a mixture of public policy, market, or private sector interventions which may involve some different ways of working.

At the macro level, the dampened economic situation means that there are increasing returns to the state from assisting women, especially poor women, to meet their full economic potential. There is significant scope to *increase the size* of the labour force by bringing in more women (see G20 box), although this would require policy support to identify and address the issues that have tempered progress over the last few decades. There is also plenty of room to *improve the skills* of the female labour force so that they can better contribute in higher skilled areas where returns to them, and to the country, are greater. Moreover, there are *gaps in productivity* between men and women farmers, and between men and women entrepreneurs, that, if reduced, would again benefit individuals as well as improve the contribution to the economy. The latest analysis from the IMF²³ shows that raising the

²³ 2015. Causes and Consequences of Income Inequality: A Global Perspective. Era Dabla-Norris, Kalpana Kochhar, Nujin Suphaphiphat, Frantisek Ricka, Evridiki Tsounta .

incomes of the lowest income groups contributes significantly more to economic growth than raising the incomes of higher income earners.

Taken together, these factors point to a need for a more comprehensive approach to livelihoods and economic-related outcomes. Recent literature also points towards a need to encompass this within a broader framework for empowerment (a more appropriate fit for MAMPU) since increasing incomes alone does not necessarily have a transformative effect on gender norms and roles, unless combined with other elements that increase agency and empower women. There is strong evidence that to make this change, women also need to have control of their incomes (World Bank, 2011)²⁴. Other studies have found that formal sector employment has the greatest prospect of making transformational change to gender roles and status of women, while agriculture and family business has the least impact (Kabeer, 2012).²⁵ Importantly, the evidence indicates that increased livelihoods are necessary but not sufficient to empower poor women. Moreover, there also are concerns that empowerment is necessary for improved livelihoods to be sustainable. After many years of working with informal sector workers globally, WEIGO26, concludes the following:

“...we have learned that increased access to resources without the ability to influence broader external factors will not necessarily translate into more secure and remunerative livelihoods.”

ODI in its recent review of evaluations on women’s economic empowerment, found that most evaluations look too narrowly at changes in income and miss the opportunity to examine the extent to which interventions have *empowered women* in a more holistic way (Taylor & Perezniето, 2014)²⁷.

4.3 Taking a Holistic Approach to Empowerment

While the original design documents may have been short in articulating the goals of the program in terms of empowerment, the MAMPU partners have not. There is a general agreement among the partners that this is what they are trying to achieve when working with women at the village level, although the reporting back to MAMPU only covers certain aspects. There are varying views on what empowerment means to each partner, and how each of them integrates empowerment into their approaches. The partners suggest that MAMPU needs a conceptual framework of empowerment that reflects each of their approaches. They feel that opening a dialogue on this among themselves will help them each to reflect on their own approaches and to identify each other’s strengths and weaknesses. Hopefully this would also lead to agreement on a conceptual framework for the empowerment goals of the MAMPU program that captures the more holistic approaches of each of the partners. It could also potentially lead to requests from partners to help strengthen them in specific areas they feel they are weaker in as a result of having this discussion with others. A conceptual framework for empowerment could also provide a means of connecting other DFAT programs, as there is no suggestion that MAMPU can address all of the fundamental building blocks necessary to empower poor women.

The following framework is an indicative starting point on what a framework for empowerment might look like.

Indicative Empowerment Framework

A. Human Assets (Power Within)	B. Financial and Resource Assets (Power Over)
Health (access to healthcare and information) Education	Cash/income Savings

²⁴ World Bank (2011). World Development Report 2012: Gender Equality and Development.

²⁵ Kabeer, Naila (2012) Empowerment, citizenship and gender justice: a contribution to locally grounded theories of change in women’s lives. *Ethics and Social Welfare*, 6 (3)

²⁶ Women in Informal Employment: Globalizing and Organizing (WEIGO) is a global network that seeks to improve the status of working poor, especially women, in the informal economy.

²⁷ Taylor, G. and Perezniето, P. (2014) A Review of Approaches and Methods to Measure Economic Empowerment of Women and Girls. *Gender and Development Journal* Vol 22:2.

Literacy and numeracy Financial literacy Knowledge of human and legal rights Skills useful for finding work Self-esteem and self confidence	Access to loans Vouchers Equipment Input (seeds, fertilisers, raw materials) Livestock Stock (inventory) Business and market information
C. Agency Assets (Power To)	D. Social Assets (Power With)
Participate in economic decisions within the family Engage in community decision-making Access services and Social protection Access jobs and/or create income opportunities Engage with markets including migrant worker placement agencies and employers	Friends Social networks Mentors Group membership Links to village governments Links to district government and service providers Links with civil society and other groups
E. Enabling Assets	
Identify card Legal, policy, and rights frameworks Transport Time saving infrastructure etc. Child care	

5 IMPLEMENTATION: LESSONS FROM PHASE 1

The MAMPU Performance Story report shows that 3 years into its life, MAMPU is making strong progress against the outcomes expected in its original design. The network of gender-interested organisations that MAMPU convenes and funds has expanded. The 7 organisations selected in 2012 has now grown to 161, counting both local branches of mass organisations and civil society organisations. The organisations are collaborating in varying forms of networks to implement their MAMPU-funded projects. MAMPU's reach among poor women at the grassroots level has expanded. The number of villages where our partners work is now greater than 2,400 (across 27 provinces), and more than 800 local groups have been established with a total membership of more than 14,000 women.

There have been many lessons learned during the first three years of implementation and the program has adapted and introduced changes according to emerging needs. Below are some of the highlights.

1. **Trust** and **credibility** are vital to be able to convene partners and create **safe space** for effective dialogue.
2. **Time, perseverance** and **consistency** is required if networks are to be effective in allowing diverse groups and organisations to find common ground they perhaps didn't know existed.
3. **Networks are non-linear**. Active networks connect people to other people's networks. As a network evolves and contains more relevant stakeholders, the value is greater than the sum of its parts.
4. It is not automatic that partners will know what their **policy focus** is from the beginning of a program. Many will need to be guided through a process whereby they select their priorities based on more in depth knowledge of the issues faced by poor women.
5. The thematic focus within MAMPU provides an important entry point to government; however, a broader more **holistic approach** to empowering women is required at the grassroots.
6. Effective **collective action** means pooling knowledge and resources and having a strategic plan for government engagement.
7. Understanding the **casual pathway** of how change happens is vital for influencing sustainable change.

6 IMPLEMENTATION: PROPOSED APPROACH FOR PHASE 2

The second phase of MAMPU will run for four years, from July 2016 to June 2020. The program logic from the original MAMPU design, refined according to the previous section, remains a valuable guide for implementing Phase Two.

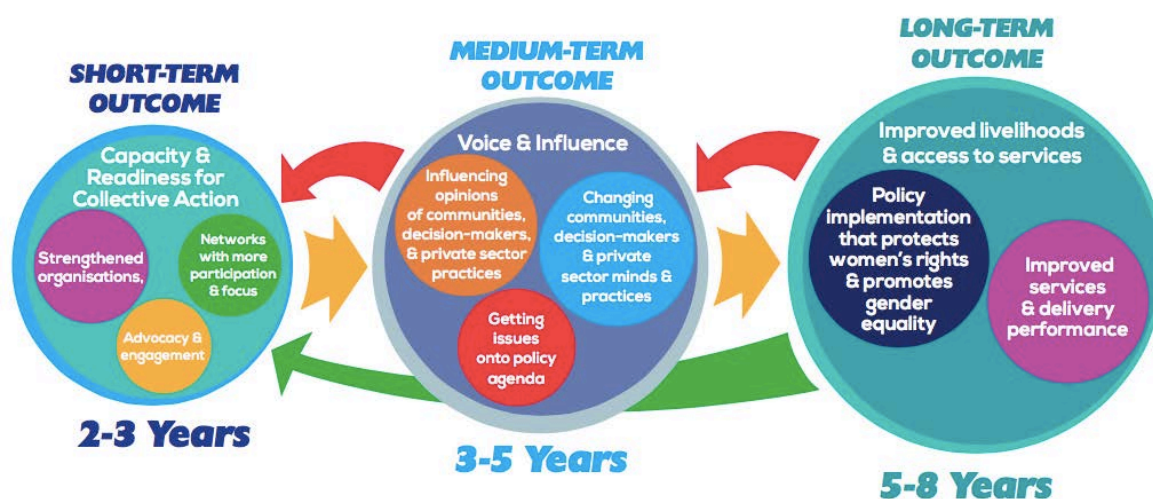
Outlined below are recommended approaches for implementation of MAMPU in Phase 2. These are the result of ongoing reflection regarding the progress of the program in addition to discussions with MAMPU partners, GOI, GOA and other relevant stakeholders. With one year of implementation left before phase 2 commences, it should be noted that discussions on each are ongoing and the section below should be regarded as a living document that will be adapted as opposed to a blueprint for implementation.

This section includes ongoing and enhancements to activities started in Phase 1, in addition to some new proposed initiatives where gaps were identified.

6.1 Taking a holistic approach to empowerment

At the most basic level, empowerment connects each stage of MAMPU's theory of change. The program is built on the premise that empowering poor women will over time lead to increased access to services and livelihoods. However as stated in the previous chapter, without an agreed conceptual framework and approach for empowerment in MAMPU, it is not automatic that program efforts will achieve the long-term goal.

MAMPU's Theory of Change



Work has begun on defining empowerment within MAMPU and by the start of phase two the framework and approach will be in place. By having an agreed approach to the fundamental building blocks of empowerment, MAMPU can be more confident that the program's approach is sustainable as, irrespective of which thematic partner poor women receive support from, they will be equipped with a broad set of empowering assets. There is also an increased urgency to empower poor women at the village level so they also have a voice in how village fund resources are allocated.

6.2 Strengthening Vertical and Horizontal Networks and Coalitions

MAMPU consists of inter-locking networks that perform vital functions in influencing change for poor women in Indonesia. These include the partner projects focused on particular themes, which bridge the gap between poor women and policy makers and influencers, as well as cross-thematic networks that form the link between themes and collective action networks that mobilise MAMPU and non-MAMPU actors around advocating for change.

To be effective, MAMPU requires each network to be robust, have clarity of purpose and defined routes for influencing policy. Significant effort during the first phase focused on supporting the

establishment and strengthening of these networks. Phase two will continue this process but with additional emphasis on how the different networks interact to ensure MAMPU is greater than the sum of its parts, whilst building the long term sustainability of the networks. Below is a brief explanation of each network type and priorities for phase 2.

6.2.1 Strengthening the partner and sub-partner network

MAMPU will continue strengthening how each partner manages its sub-partners. Partners will start phase 2 with refined work plan designs that include specific and testable approaches and clearly defined routes for influencing policy on the particular theme of which they are focused.

6.2.2 Collective action with increased policy focus

MAMPU will support more strategic avenues to influence policy through collective action activities at the village, district, and national level. An example of laws that have galvanised local organisations into taking action under the umbrella of a MAMPU-supported coalition are the Social Protection law and Gender equality and Justice law (RUU Keadilan dan Keadilan Gender/KKG).

Partners identified the Gender Equality and Justice law (RUU KKG) as a policy that should be advocated for collectively. This law protects the rights of women including the right of sexual reproductive health, freedom from violence, etc. Moreover, this law also should set up a mechanism for complaints and a system for monitoring the implementation of the law. Coalition members have: explained the potential impact of RUU KKG to communities; approached customary leaders, religious leaders and scholars to find common ground; carried out advocacy at sub-national level; and approached parliamentarians through Komisi 8, Kaukus perempuan parlemen, and fraksi. Phase 2 will see a continuation of MAMPU encouraging clearer policy focus in collective action initiatives.

6.2.3 Supporting partners in global and regional dialogue

MAMPU Partners have the potential to build an international profile and thus be agents of change across the region. By participating in UN Women meetings and 'Beijing+20', the partners are taking steps to broaden their networks. But there needs to be a more strategic approach to planning for international events and following them up with collaborative action, which MAMPU will be supporting in Phase 2.

Partners have agreed to consider using the Sustainable Development Goals (SDGs) as an international common reference point that complements the Indonesian Government's National Development Plan (RPJMN). Using an international standard reference point for development goals should prevent some initiatives from becoming sidelined, whilst also promoting alignment between MAMPU, and national and international gender equality priorities.

6.3 Political Networks

MAMPU will continue to build and strengthen broad horizontal and political networks, as well as inclusive coalitions, in order to influence government policies, regulations and service provision that improve the access of poor women to important services.

MAMPU will continue to support 'Indonesia Beragam', which emerged from the women's movement in response to the fluid political situation in the lead up to the 2014 presidential elections. This, and other ad hoc networks, will continue to be important ways to advocate for certain policy agendas in the next round of local elections (Pilkada) due to occur over the next eighteen months.

6.4 Engaging with Parliament

Based on the lessons learned during Phase 1, there was a need to integrate the original two MAMPU program components, (Component 1: Action, Analysis & Action by CSO networks and Component 2: linkages between networks and parliamentarians for gender equality reform) into a unified strategy. This has facilitated a more coherent approach to influencing policy, appreciating the need for engagement with parliamentarians (whether national or subnational) to be conducted by all MAMPU

partners. During Phase Two, activities that began during the first phase will continue and intensify as partners strengthen their relationships with parliament. MAMPU will continue supporting the implementation of the eleven (11) provincial and district level action plans agreed between partners and DPRD at MAMPU's 2015 National Conference.

Enabling these sub-national networks time to evolve and strengthen is important, whilst also planning for the longer-term need to connect the sub-national needs to the national level policy agenda. Therefore, it is envisaged that the second MAMPU national conference will be held during the first 6 months of Phase Two to provide a platform for sharing local successes from joint stakeholder working, and as a vehicle to encourage the national parliament to become inspired by what can be achieved by working together with civil society organisations.

6.5 Multi-Stakeholder & Community Forums

Multi-Stakeholder and Community Forums are focused at the district level which enables advocacy and policy efforts to be more targeted. These forums, consisting of multiple MAMPU partners, local government and other stakeholders, will strengthen relationships with local communities, encourage civic participation and local collective action to address local issues. An additional function could be to monitor implementation of the Village law in coordination with KOMPAK. MAMPU will explore the benefits of holding national events and/or visits between respective forums so the communities can share learning and successes.

6.6 Working with Government Departments

MAMPU's five Thematic Working Groups (TWGs) provide strategic entry points for dialogue between CSO partners and government. The TWGs provide space to examine thematic issues in depth, communicate evidence of any disconnection between existing policies and implementation as experienced by beneficiaries and agree on areas where further evidence is needed. The TWGs also offer the potential to initiate a more inclusive policy design process, one that includes both experiential expertise and local knowledge in addressing poverty.

6.7 Initiatives to Improve Sustainability

6.7.1 Strategy for developing women leaders

Lasting social change depends upon the ability of people to help shape the policies that affect their lives. Yet barriers to meaningful participation in civic and political life persist in Indonesia, resulting in under representation of women in leadership positions, from the local and community level to the highest positions in government. MAMPU's proposed empowerment framework and the strengthening of partner organisations and the networks that build and mobilise the grassroots base for social change, will increase civic participation of women, especially poor women. This approach will be combined with various leadership development initiatives to stimulate and nurture the women leaders of tomorrow. At the village level partners have identified potential change agents who are already being proactive in supporting themselves, their families and communities. MAMPU intends to design leadership support pathways to help these women realize their potential. Other leadership initiatives include further opportunities for mentoring emerging leaders within MAMPU partner organisations and internships within the MAMPU team.

6.7.2 Innovation

MAMPU's innovation framework has evolved through continuous learning during Phase One, and will be used as a means of embedding innovation across the program, primarily in tackling emerging priorities such as strengthening networks, developing future women leaders and improving the advocacy capacity of MAMPU partners. MAMPU will be supported in operationalizing the innovation framework by a private sector specialist organization. The innovation framework consists of the following pillars:

- **Horizon scanning:** continuously looking for inspiring examples of good practice and innovative approaches from the development, public and private sectors both nationally and internationally

as they relate to the key challenges identified by the program. This can help broaden the scope of potential solutions to be tested and identify new partners for collaboration.

- **Problem definition and assets mapping:** articulating a clear problem definition through a series of progressive iterations and mapping local assets so as to identify local dynamics, communities and solutions that the program can tap into and enhance (rather than imposing a solution from the outside).
- **Hypotheses formulation and prototype testing:** co-developing a series of low-cost, fail-safe experiments to be tested in the field in order to minimize risks, build programmatic agility and encouraging adoption by local communities.
- **Scaling and system change:** the rigorous evaluation of the prototypes, together with the mapping of local dynamics will allow for the identification of opportunities for scaling context appropriate solutions and assessing their impact on different aspect of the system that MAMPU aims to change, be it, for instance, on tackling barriers to women's employment or horizontal networking of partners.

6.7.3 Building adaptive learning systems

During Phase Two, MAMPU will increase the number of case studies commissioned. By using qualitative and comparative analysis, the partners can better understand why and how change happens. Areas of the program where this approach will be used include: understanding successful strategies for policy influence and understanding how to broaden the influence of partner organizational strengthening across mass-organisations (e.g. Aisiyiah and Muhammadiyah).

6.8 Testing New Approaches

The following activities will commence on a small-scale starting with partners who have expressed a particular desire to intensify work in these areas.

6.8.1 Religious and customary leaders

Given the increasing influence of political Islam on national law and local bylaws, many of which constrain opportunities for women to flourish, MAMPU would benefit from a strategic engagement plan for how to influence religious and customary leaders. MAMPU recognizes that legal reform is only part of the solution, but by identifying and working with certain religious and customary leaders and organisations, there is potential to influence both legal reform and social norms. MAMPU partners will be supported in conducting consultations with the main target groups and developing an engagement strategy.

Possible partners include: Fatayat/Muslimat NU who have good community networks at the village level and the Alimat network that conduct advocacy on women and Islam, promoting a gender equality discourse.

6.8.2 Challenging discriminatory laws and bylaws

During Phase 2, MAMPU will support increased engagement with the Judiciary as a means to address discriminatory laws, bylaws and sub-national regulations which violate women's rights concerning free expression, social identity and work. These efforts primarily will be undertaken by Komnas Perempuan and its local partners using its mandate as a national commission to ensure action is taken when regulations are contravened. Although MAMPU does not propose redirecting significant resources in this area, utilising the presence of Komnas Perempuan as a MAMPU partner provides an opportunity to complement and enhance policy influence efforts across the program.

6.8.3 Engaging men as agents of empowerment

When men are engaged in the process of empowerment, they can understand how equality in the home and the workplace is the foundation for a form of prosperity that enhances the opportunity for men and boys to realize their potential. The second phase is the right time for MAMPU to engage with men as the necessary counterpart for sustainable change in the way women are treated in the home, the workplace and the public space. Partners have identified initiatives to engage with men on issues such as sexual and reproductive rights, and maternal mortality.

However, careful planning will be needed to enhance the effectiveness of engaging with men, and to ensure including this activity will not divert resources away from poor women. MAMPU will conduct social analyses to identify and better understand power relations between men and women, identify constraints, select and test possible solutions.

6.8.4 Expanding into Papua

Papua and Papua Barat were the only provinces to be given their own special section by BAPPENAS in the medium term national development plan (RPJMN). By Phase 2, MAMPU's Papua Working Group will have co-designed a strategy that includes appropriate entry points for MAMPU to have a meaningful contribution to address the needs of poor women in Papua. This will take into account that MAMPU's current strategy of working through women and gender-interested organisations on the five thematic areas may not be appropriate as entry points to work in Papua.

6.8.5 Homeworkers: the invisible worker bees of Indonesia's economy

MAMPU will specify specific industries (e.g. garment, footwear) and develop various models to test small-scale approaches to support homeworkers working within value chains that bridge the formal and informal sectors.

6.9 On-Going and Potential Collaboration with Programs in AIP

KOMPAK

- Socialisation of UU Desa has already begun through MAMPU's networks. For example, KOMPAK has distributed materials to MAMPU partners for use with local government and communities. As KOMPAK evolves, more opportunities for collaboration will emerge, for example supporting women's increased civic participation and decision-making concerning how the village grants are used.
- By working with KOMPAK's Creative Communities, MAMPU partners will test new approaches for addressing sensitive and challenging topics with communities through art media.
- At least one joint venture around establishing childcare provision for poor women is being designed. This will include testing the hypothesis that providing these services leads to increased access to employment.

Australia Awards Program (AAP)

- Coordinate with AAP to explore ways to maximize the untapped potential of DFAT's alumnae database (may be alumnae in positions of influence within government and the private sector).
- Build on success of joint MAMPU-AAP Emerging Leaders Training to expand this opportunity.

Australia Indonesia Partnership on Economic Governance (AIPEG)

- Coordinate with and communicate MAMPU's livelihoods strategy to AIPEG. The intention is to maximize opportunities for AIPEG to advocate for macro-economic policy reform that supports and protects poor women entering the labour market, for example by advocating for Indonesia to become less plantation and extractive industries dependent so they can invest in industries better suited to decent work for all, e.g. higher skilled manufacturing.

KSI:

- Coordinate with KSI on its initiatives around improving the intermediary function in the knowledge-to-policy cycle, particularly on how to package research information into useful forms for influencing policy making. This will be useful to boost MAMPU partners' use of research for policy advocacy.

Social Protection Program:

- Continue close work with the social protection program's support to JPAL. This innovative randomized control trial, the precursor to which started life in MAMPU, aims to test the impact that migrant workers can have on the quality of the companies that recruit, train, and send migrant workers overseas through a mobile phone based "Trip Adviser" rating system.
- MAMPU's partner, PEKKA, collects data on poor female heads of household's ability to access government services and social protection programs at the village level. This information is fed back into the program to influence analytical work and improvements to the universal database.

6.10 MAMPU Principles of Sustainability

MAMPU needs to ensure that the achievements of the program endure well beyond the end of program funding. Principles of sustainability are inherent in how we approach activities, support networks and engage with stakeholders. These principles include:

6.10.1 Invest in local systems and processes to strengthen institutional capacity

A sustainable organization is one that embeds strong processes and plans ahead. MAMPU supports partners to strengthen their SOP, financial systems, program design and implementation plans. Based on experiences learnt and capacity built in the first phase, partners should be able to engage with a specific problem and be able to work towards its resolution within a set time frame and financial limits. It is expected throughout the implementation of MAMPU, partners will learn from both success and failure. MAMPU encourages reflection on results to date and assists partners to commit to continued improvement.

6.10.2 Focus on partners that lead and own solutions

MAMPU recognizes being more Partner-focused and Partner-directed is not merely a strategic decision, it is a process that unfolds over time as our Partners grow in confidence and see their trust in MAMPU reciprocated with meaningful support and action. This philosophy is supported by a team structure centred around Partner Engagement Officers and a technical program team. The internal restructure has enabled the MAMPU team to foster a deep understanding of each partner and its respective networks, facilitating clear communication channels and enabling our support to be tailored according to individual partner needs. MAMPU embraces our partners' differences and respects their uniqueness. This is a more subtle form of active Partnership; it is the difference between being led by our Partners, and helping our Partners to lead.

6.10.3 Explore opportunities for connecting partners to new networks

MAMPU supports networks as a mechanism to influence sustainable change. This is integral to the careful selection of partners and the way we support large-scale collaboration initiatives. MAMPU can guide Partners to establish new links and support joined-up action for change. At the national level MAMPU can build relationships between parliamentarians and civil society to share information and mobilise action for legislative and policy change. Concurrently at the local level, MAMPU can support community forums and encourage networks to form to improve access to services for women.

6.10.4 Embed the use of evidence

A clear policy focus that must be complemented with the right evidence to build the case for change. MAMPU recognises convincing evidence can create the building blocks to sustained change. Evidence helps influence thinking, understanding and practice. Strong assertion and arguments alone can be easily dismissed without evidence. MAMPU's partners must be armed with evidence from quality research and data, as well as the ability to strategically use it for policy influencing, to lead down a pathway to effective and sustained change for poor women in Indonesia.

6.10.5 Engage partners to find ways to raise funds outside traditional donors

In Phase 2 of MAMPU, partners will consider how organisations accustomed to donor funding can adapt to conditions whereby they need to mobilise resources from a variety of sources, and in many different forms. Such future funding streams could come from state, private and/or commercial funding. Some organisations may need to consider cash recovery from beneficiaries, while others may be able to use crowd-funding initiatives. MAMPU will provide opportunity for training on various fundraising methods and explore opportunities for partners to transition to other non-ODA sources of funds.

6.10.6 Empower women in Indonesia

To achieve lasting change in Indonesia, poor and marginalized women must not only be involved in the program, they must be part of a process of empowerment that hands over to them the responsibility to shape the world around them. Therefore MAMPU will develop with Partners an operational concept of how to accelerate women's empowerment at the grass roots level, and apply this throughout the implementation of the second phase. MAMPU already is asking partners to consider these topics and their organisations' future directions as part of the Partner redesign process in 2015.

6.10.7 Organisational Evolution

MAMPU is working with partners to develop their organisational sustainability plans, which will include further strengthening of their capacity, issues such as staff retention, and fostering emerging leaders. Additionally, MAMPU intends to increase dialogue with partners on how to maximise the organisational benefits of their respective knowledge pathways. Each partner is continually evolving and acquiring assets as it implements the program. Ensuring appropriate time is devoted to recognising and appreciating how they have changed will increase the likelihood that additional knowledge and experience gained is institutionalised and benefits the broader organisation.

7 GOVERNANCE AND MANAGEMENT ARRANGEMENTS

7.1 Lessons Learned

1. BAPPENAS has proved to be an effective convener, connecting partners to specific government departments that they would otherwise find hard to reach.
2. The Strategic Advisory Committee was not an appropriate mechanism to access strategic advice because it diminished the role of partners in decision-making. However, MAMPU needs to ensure high level strategic advice is accessible and actively sought by the program.
3. Creating another mechanism outside the program, such as ARU, is not effective or efficient if those functions can be better executed within the program.
4. The strategic and technical expertise of the Managing Contractor plays a more important role in the success of MAMPU than was envisaged in the original program design.

7.2 Partners Strategic Consultative Forum (MPSCF)

The Partners Strategic Consultative Forum is really the heart of MAMPU's governance structure. Although not in the original design, the MPSCF provides a transparent and accountable mechanism for MAMPU's CSO partners to take on a leadership position in the program. This forum will continue to complement the annual Partners' Forum by providing regular checks and balances regarding the progress and strategic direction of MAMPU.

7.3 Analytics and Research Unit (ARU)

The program design places significant weight on the role of evidence within MAMPU. This is not just to ensure accountability for funds, but to act as a central strategy to increase the effectiveness of the women's and gender-interested organisations and their networks. The original design included the establishment of an Analytics and Research Unit (ARU) within MAMPU. The ARU was initially conceptualized as a unit staffed by a small core of thematic specialists, with the mandate to develop a monitoring and evaluation methodology for the program and its partners, to monitor changes in the operational context, and to conduct relevant research and analysis of MAMPU's Thematic Areas. When MAMPU revisited the concept in September 2013, consultations with DFAT and the Strategic Advisory Committee concluded that establishing an ARU as a separate unit was not strategic for MAMPU. Rather than complicating the existing structure of MAMPU and risking the flexibility of the program, it was more strategic to strengthen existing resources and mechanisms related to research.

MAMPU responded to this advice by appointing a Research Coordinator in July 2014 to manage research commissioned by the program and by establishing a panel of consultants with expertise in research methodologies and thematic areas relevant to the program. The position has since evolved into a Research and Innovation Manager, with a supporting Research Officer. These two team members together are responsible for establishing research management and quality assurance guidelines for MAMPU, facilitating the identification of research subjects, commissioning and quality assuring research, communicating research findings, and providing technical assistance for research conducted by MAMPU partners.

MAMPU commissioned three research projects in 2014 based on the recommendation of the Strategic Advisory Committee; however, based on consultations with BAPPENAS and partners, MAMPU's future research agenda will be determined through the five Thematic Working Groups (TWG) to ensure that the topics selected are strategic and useful for both partners and policy makers.

7.4 Steering Committee

The Steering Committee (SC) is the main policy decision-making body for the program, and is co-chaired by DFAT and BAPPENAS. The main roles of the SC are to set strategic priorities, monitor progress and context, and advocate on policy issues. The SC will meet formally on annual basis. When necessary out of session meetings of the SC will be held.

7.5 Thematic Working Groups

BAPPENAS, as the co-chair of the Program Steering Committee, supported the establishment of a Thematic Working Group (TWG) for each of MAMPU's five themes in October 2014. These TWGs are intended to be a fora for dialogue to discuss thematic topics in more detail, share issues faced by government in terms of policy implementation and service delivery, and share experiences and constraints from the perspective of target beneficiaries, in particular poor women.

Each TWG is headed by a Director in BAPPENAS, who is responsible to convene the group and invite other relevant government agencies in addition to MAMPU partners. Out of the five TWGs, only the Social Protection Group (SPG) has held meetings and started work. The SPG-TWG has identified areas where partners are already working together, as well as priority issues for partners and BAPPENAS to mutually work on, such as access to legal identity, improving the accuracy of a unified database, and ensuring access to the national health insurance scheme (JKN). In the next meeting, the SPG-TWG aims to agree on possible solutions to be tested by PEKKA, KAPAL Perempuan, and KPI in areas where the three organizations are working.

Although only one group is active at the moment, the TWGs have the potential to play a critical role in bringing together CSOs and various government agencies, creating room for policy dialogue, and identifying priority solutions to improve the lives of poor women in Indonesia.

7.6 Rationale for continuing the Managing Contractor Mechanism

MAMPU's program design outlined a managing contractor (MC) model for implementing the program, arguing that an MC is able to reduce the administrative burden for national partners and DFAT, as well as provide a quick and flexible service to access a range of international and national skills. During the first phase, the MC has been able to develop management systems to address the mandate. It has a well-developed database and M&E system, tailored to the program, that is efficient at collecting, reporting and using key information for management purposes. The contractor modal allows for a standing offer 'panel' with over 100 service providers. The panel creates a quick, efficient and transparent means for MAMPU to go to market, consider a wide choice of suppliers, provide streamlined processes, reduce procurement lead time, allow for rapid and flexible responses and reduce internal transaction costs. These established systems have enabled the MC to increase focus on tasks that contribute to value for money in the aid program.

One of the most crucial tasks that the MC has achieved in this period is building strong relationships with partners, DFAT and BAPPENAS, as the main Indonesian government counterpart for the program. As the program advanced, so did the understanding of the role of the MC in MAMPU. It is multi-faceted; we are at times a facilitator, a catalyst, a manager, a convener and a fixer. We have needed to allow these roles to evolve, recognising when and how to change our approach as the circumstances changed.

The manner in which the MC performs its role has the potential to either enhance or hinder the work of partners and ultimately the success of the program. Discussions with DFAT and partners highlighted early issues with the MC team and approach that unless rectified would damage the likelihood of success of MAMPU. With support from DFAT, the MC undertook a significant reorganisation of the MAMPU team with the objective of forming a structure that would best enable the successful implementation of MAMPU. This included extensive performance management of staff and recruitment of high calibre personnel with appropriate skills and experience working with civil society organisations, in particular the women's movement, and government stakeholders, and moreover who better understood the complexities of implementing MAMPU.

Although this approach to restructuring was disruptive in the short term, and involved tough decisions, it embodied the values that we aspire to transit to our partners. Effective organisations not only learn from feedback, but they also ensure they are adaptable enough to evolve.

This process enabled the MC to rebuild trust and credibility with partners and stakeholders leading to a role that now includes effective government engagement, critical policy discussions and strategic collaborations that are essential in the second phase of the program. The ability of the MC to engage in substantive discussions with strategic partners is even more important in light of structural and

internal changes following AusAID's integration within DFAT, which has made intensive management from DFAT no longer an option.

Considering the positive progress in implementation and length of time required to establish the aforementioned critical relationship, changes in the MC at this stage of the program would be disruptive. Relationships would have to be re-established, which may result in partners losing confidence in the management of the program resulting in significant delays in achieving MAMPU's goals.

The **MAMPU Panel** (a 'standing-offer' agreement) sets out the terms and conditions under which MAMPU suppliers agree to supply goods and/or services for a specified period of time. The 'panel' agreement includes standard contract terms and conditions, the broad scope of services to be provided by the Supplier, pre-negotiated management fees and contact details of the supplier. When MAMPU requires a particular service, it issues a services order detailing the exact nature of the requirement. The issue of the services order creates a legal contract between MAMPU and the Supplier. This approach creates a quick, efficient and transparent means for MAMPU to go to market, consider a wide choice of suppliers, provide streamlined processes, reduce procurement lead time, allow for rapid and flexible responses and reduce internal transaction costs. This enables MAMPU to increase focus on tasks which contribute to value for money in the aid program.

7.7 Other Program Delivery Mechanisms

If other program delivery mechanisms were to be considered (such as DFAT in-house management or funding directly through a local NGO) flexibility may be compromised. For example, if the in-house modal were adopted, DFAT's reduced resources and budget environment may adversely impact the existing dynamic flexibility of program activity and funding arrangements. Similarly, if a local NGO modal was used, the neutral space an external managing contractor enjoys could be compromised in the highly political and competitive NGO environment. A local NGO modal/approach has the potential to undermine the networks and linkages currently emerging amongst MAMPU partners at this stage of the program. Such linkages are an essential ingredient to the success of MAMPU's voice and influence agenda in phase two.

The existing contract mechanism is flexible and responsive. This provides DFAT the ability to tailor and reshape the program to emerging needs as required. The managing contractor modal provides DFAT with robust fiduciary arrangements and systems to manage large cash management requirements. It also protects DFAT on key areas of risk such as financial management, professional indemnity, legal liability and fraud.

8 PERFORMANCE, RESULTS AND RISK

8.1 Performance and Results of MAMPU and Updated M&E Framework

Collecting and using evidence continues to be a core aspect of MAMPU. This is not just to ensure accountability for donor funds but also to act as a central strategy to increase the effectiveness of the women's and gender-interested organisations and their networks.

As outlined in MAMPU's current M&E plan, the program's M&E matrix is due to be updated at the end of 2015. Refinements based on the progress to date, lessons learned and the general evolution of the program include:

1. How to incorporate a broader approach to empowerment into the M&E plan.
2. Enhanced M&E of policy change.
3. Agreed evaluation points for MAMPU partner projects.
4. Network mapping.

Principles that Guide M&E

The M&E system for MAMPU Phase two should continue to be consistent with the following principles put forward in the program design:

Outcomes and process focused: M&E focuses on the quality of implementation processes carried out, and equally on what outcomes have occurred as a result of these activities. Outcomes can be positive or negative, expected or unexpected.

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 has been addressed through the inclusion of participatory monitoring techniques.

Look for the unexpected as well as expected outcomes: Changes in the partners' designs and implementation of activities are expected as partners 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.

Strengthens partners' M&E systems: Specific approaches have been put forward to support partners to use and strengthen their own M&E systems.

In addition, the following three principles specifically guide the approach of the MAMPU MC team to M&E:

A user-focused orientation: The M&E system has been structured to provide the right information in the right format to key stakeholders when they need it.

Learning-by-doing: Consistent with the approach to capacity development described in the MAMPU Capacity Development Strategy, this M&E Plan takes a practical 'learning-by-doing' approach to supporting partners.

A strengths-based approach: that builds on what the partners already do. Such an approach begins from the partners' existing systems and processes.

8.2 Finance and Grants

Over the next decade, as Indonesia progresses towards middle income country status, Indonesia is likely to see bilateral donor funding reduced. This will generate increased competition amongst CSOs for more limited bilateral aid funding opportunities. Local CSOs will need robust infrastructure, better systems and efficient management to become more sustainable.

Priority Target Areas	Indicators of Change
<p><u>Cost and value consciousness:</u> Partners consider cost and value in all activity decision-making. Management and finance teams understand both cost and development effectiveness when managing activities.</p>	<ol style="list-style-type: none"> 1. Partners have delegation of authority documents in place for both spending and commitment decisions; 2. Teams seek multiple quotes and consider value for money in procurement processes (and have robust purchase/procurement systems and policies); 3. Partner Directors (boards/committees) adopt and implement accountable and transparent measures to respond to donors, clients, governmental agencies and the community.
<p><u>Fiduciary systems in place:</u> Systems and procedures are in place to undertake accurate, timely, and compliant financial management.</p>	<ol style="list-style-type: none"> 1. Partners are reviewed regularly against 4 key indicators (timeliness, accuracy, proper supporting documentation and compliance with allowable claims) to track and monitor financial performance; 2. Partners have the appropriate financial systems in place to enable complete month-end financial reporting (bank reconciliation, trial balance etc.).
<p><u>Corruption and Fraud Control:</u> Systems are in place to suspect, detect and investigate fraud and corruption</p>	<ol style="list-style-type: none"> 1. Partners have financial controls /frameworks /sanctions in place to mitigate fraud; 2. Partners have transparent and private complaints-handling/ whistleblowing mechanisms in place to detect corruption and fraud; 3. Partners regularly use participatory audit to ensure stakeholder voices are central to performance review and to keep activities free from fraud and corruption.
<p><u>Managing Risk:</u> risk management is regularly assessed and updated</p>	<ol style="list-style-type: none"> 1. Risk management and analysis is integrated into Partner reviews; 2. Partners have risk management frameworks in place; 3. Partners regularly update risks; 4. Partners have robust child-protection policies in place.
<p><u>Transparency:</u> Partners are best placed to have open information policies, based on the presumption of disclosure, and make information easily accessible to relevant collaborators</p>	<ol style="list-style-type: none"> 1. With proper information, stakeholders can hold Partners to account for their performance. This creates incentives for continual improvement within a Partner. It is a crucial tool for fighting corruption and the perception of corruption; 2. Transparency makes it easier for Partners to learn from each other in pursuit of common goals. Funding can be better matched to strong performance, so resources can be used more effectively. MAMPU partners should regularly publish performance reports, financial information, and contact information, codes of conduct and standards of practice as well as strategic plans and goals.

<p>Fundraising: Partners need to increasingly build fundraising systems that are ambitious but realistic, within the limits of what they can achieve</p>	<ol style="list-style-type: none"> 1. Partners realise that independence is key to survival, and this means that they must invest in their own professionalism and establish mechanisms for fund raising; 2. Partners are not dependant on a single funding source (financial viability) and have materials/methods that are ethical, realistic, credible, accurate and do not overstate the Partner's capabilities.
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The first phase of MAMPU capacity development was appropriately targeted at a number of key focus areas to meet some of these needs, namely: due diligence requirements, support building grants management systems, fiduciary assessments, standard operating procedures, internal controls, participatory audit and finance systems. While some partners have progressed more than others, the basic elements are now in place and phase two of MAMPU will commence with stronger organisational foundations. Continuing to strengthen partner organisations will remain a key aspect of MAMPU phase two so that Partners are better placed to meet any future challenges. MAMPU Partners must determine the best entry points for strengthening their organisations – especially in relation to finance and grants. The results of the recent OCPAT help partners determine the best entry points for strengthening their organisations and networks.

MAMPU Partners take the lead

MAMPU is far from a traditional grant providing program. We avoid guidelines, shy away from prescribing standard approaches and don't view ourselves as the enforcer or controller. We embrace Partner differences and respect uniqueness in order to realise the Partner's own vision of themselves. MAMPU tailors its services so that partners decide what types of support is best suited to their development. MAMPU is flexible and dynamic and can offer different solutions to each Partner. While often problems faced are similar, how they are incorporated within each organisation differs. We respect organisational culture, allow for different characteristics to flourish and endorse different mechanisms and procedures to be adopted. That is what makes MAMPU unique and why MAMPU Partners are on the right track to sustainable change.

8.3 Projected Budget Structure and Approach

MAMPU's current budget structure enables flexibility within budget line items. This has supported the program's ability to respond quickly to emerging needs. Therefore, it is recommended that this approach be continued in phase two.

Although MAMPU does not yet know the budget allocation for phase two, it is recognized that the budget envelope allocated to partner grants may reduce, due to budgetary constraints. Discussions around responsible partner project funding are an on ongoing element of organisational strengthening and are consistent with other themes regularly raised with partners, namely:

- Financial management capacity
- Clarity of policy influence in the project
- Existing activity level of Partners (scale/reach)
- Scope of existing services and number of funded sub-partners (commitments)
- Average monthly acquittals between July 2015 – June 2015 (historical data)

8.4 Internal Annual Quality Audit

An internal MAMPU quality audit will be conducted in February/March each year (except in the final year). The quality review will consider management systems, financial functions and compliance with the contract (both at the head-contract level and contracts issued by Cowater).

The quality audit methodology will consider whether systems were in place and followed (compliance), and identify if the systems used in practice were “fit-for-purpose”. The audit will involve 3 areas of assessment:

- review management systems against good practice;
- consider management elements (planning, M&E, HR management, risk, fraud/anti-corruption, finance and admin); and,
- specific program elements arising year to year (e.g. public diplomacy / communications, disability and child protection).

Recommendations and lessons will be incorporated into the forward annual work-plan.

8.5 Risk Management

The risk management plan and risk register for this program are updated as part of the bi-annual progress reports. Risks also are more regularly discussed between DFAT and the managing contractor. All risks are brought to the attention of DFAT by the managing contractor as soon as they begin to emerge.

The main risks in MAMPU are lack of uptake of policy change by government and fraud. The Contractor manages the former risk with an active capacity development plan with partners that strengthens their ability to engage with policy makers and advocate for change. Their ability to advocate also is underpinned by their clarity on respective issues. MAMPU will work with partners to sharpen program designs for this purpose. In terms of fraud, MAMPU actively manages suspected and detected cases of fraud. All suspected cases are reported to DFAT, with investigations being conducted to verify/dismiss cases. Extra grant management support also has been embedded in 8 program partners. A separate component of work on improving the partners' internal financial controls (through participatory audits) also is being implemented to mitigate further cases of fraud.

MAMPU's unique approach to audit

MAMPU aims to ensure capacity development is at the forefront of our approach. Consequently, participatory audits are our preferred audit methodology. The primary aim of participatory audits is to ensure direct grass roots feedback is used to highlight both positives and negatives of activity implementation from multi-stakeholder perspectives. This includes feedback from representatives of local government, village heads, civil society as well as direct project beneficiaries. Structured group sharing within this broad range of stakeholders is the primary tool used to explore and reflect on activity implementation. Pak Ketut Alit, MAMPU's participatory auditor explains that “participatory audit focuses on both financial and project quality aspects of implementation. All parties to the audit are able to view project activity through the eyes of various stakeholders and beneficiaries”. The benefit MAMPU Partners report from using this approach is enormous. The audit process helps clarify and focus problem areas and identify system weakness. This enables both MAMPU partners and their sub-activity stakeholders to jointly learn better practices and improve systems collaboratively.

8.6 Exit Strategy and Handover Plan

The MC submitted a draft handover plan in May 2014. This included all functions to be performed to hand over contract material, supplies, information, documents, and other materials to the Partner country. The plan ensures the partner country is able to benefit from the program and in particular enables the partner country to manage on-going maintenance requirements.

At a suitable time period prior to exit/completion, the MAMPU Team Leader will seek direction from DFAT regarding the preferred option for transfer, gifting or storage of program assets, specifically on whether the assets will be (a) handed over to another Australian aid project; (b) handed over to GoI; (c) handed to partners and/or (d) stored until preferred option has been agreed.

The current exit strategy remains in place until December 2017 and will be updated and re-submitted to DFAT at that time.

ANNEX A

