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THE MAMPU PERFORMANCE STORY: 2012 - 2018

MAMPU

Australia - Indonesia Partnership
for Gender Equality
and Women's Empowerment

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Executive Summary

In 2012 the Governments of Australia and Indonesia agreed to work together on an initiative to address the challenges facing poor women across Indonesia. The Australia-Indonesia Partnership for Gender Equality and Women's Empowerment (MAMPU) is funded by the Department of Foreign Affairs and Trade (DFAT) of the Government of Australia and carried out 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 (MAMPU 'partners') and parliamentarians to influence government policies, regulations and services, and apply influence in selected private sector arenas. Through this process MAMPU expects to improve the access of poor women to essential government services and programs. Ultimately, MAMPU aims to contribute to the broader goal of gender equality and women's empowerment.

MAMPU supports networks and coalitions working in five thematic areas: (1) improving women's access to Government of Indonesia social protection programs; (2) improving conditions of employment and removing workplace discrimination; (3) improving conditions for women's overseas labour migration; (4) improving women's health and nutritional status; and (5) reducing Violence Against Women (VAW).

This report presents the results of an internal evaluation, conducted between September and October 2018. This exercise is intended to inform final stages of MAMPU implementation as completion approaches in mid-2020.

The assistance delivered to partners is critical to understanding performance. Since beginning 6 years ago, MAMPU has devised a way to support networks of diverse organisations working in different ways to influence change that benefits women across Indonesia. Evidence shows that this mechanism has, by-and-large, worked well. MAMPU has delivered grants alongside technical advice to a network of 14 direct partners and more than 90 local organisations working across 27 provinces. The decision-making architecture set up through MAMPU has been a key feature of this way of working, bringing partners together regularly to discuss and decide on collective priorities. At the same time, MAMPU has worked within this structure to link partners with national government agencies as well as the media.

This support has contributed to positive shifts in the capacity of partners, in line with MAMPU's expected short term outcome. Evidence from capacity assessments shows that most – though not all – partners are stronger organisations in 2018 than they were at the outset. With MAMPU's assistance, partners have established a 'mass base' of local women's groups across just under 1,000 villages in 27 provinces. Qualitative monitoring shows that members have gained knowledge, skills, awareness and crucially, courage – key building blocks for empowerment. Data also show that since 2016 partners are working more often with each other, as well as with other civil society organisations beyond the MAMPU network. The single biggest driver of this increase has been collaboration to advance the Sustainable Development Goals (SDGs) agenda. Alongside this, partners and local governments have increased the intensity of their joint work to improve service delivery – particularly better services for victims of Violence Against Women. Greater engagement with the media across the network has been reflected in a higher media profile, particularly evident in 2018.

Importantly, MAMPU has enabled partners to develop and refine solutions to constraints affecting women's access to services. For example, KLIK, a mobile complaints handling service developed by one MAMPU partner, builds on the community mobilization skills of village cadre to extend the reach

of government social protection service providers to women and men in hard-to-access rural villages. Another model, called 'Participatory Recess', connects women parliamentarians in a mutually-beneficial relationship with local communities. As a result of these and other approaches, partners are now much better positioned to demonstrate convincing 'tangible' solutions to policymakers.

These changes in partner capacity and readiness have flowed through to increases in 'voice' and influence – the expected medium-term outcome of MAMPU. Contributions from our partners are evident in 181 official decisions by policymakers in government and parliament. These range from village and district regulations to national laws, including government decisions adopting models such as KLIK for wider replication. Multiple sources of evidence show how women members of grassroots groups have applied their capacity to express their views and influence decision-making. Significant examples of partner influence on national policy have emerged. These include a new national initiative by the Ministry of Labour to reform the way that services are provided for millions of Indonesia's overseas migrant workers – the majority of whom are women. Despite an increasingly hostile political climate, advocacy by partners has helped to place a Draft Law on the Elimination of Sexual Violence on the national legislative agenda, a seemingly distant prospect when MAMPU began.

Significant numbers of women have gained access to services, consistent with the expected long-term outcome of MAMPU. Data show that so far partners have directly assisted over 72,000 women and 12,000 men to access a wide range of essential services including legal identity documents, publically-funded health insurance, and cervical cancer screening. Partners have helped revitalize the government's fledgling service for victims and survivors of Violence Against Women, contributing to increases in case handling and referral. Indirectly, MAMPU has contributed to wider increases in access, as local governments carry out policy changes impacting on improvements in service delivery. The magnitude of this indirect increase in access to services is currently not known owing to the difficulty of obtaining government data.

MAMPU has needed to stay flexible to adapt to evolving circumstances. At the overall program level, this has been most clearly illustrated by a program-wide pivot to the SDGs. But the most serious challenge confronting MAMPU has been rising intolerance and conservatism across the country. Growing 'backlash' from conservative interests has threatened to set back previous gains by the women's movement, impeding progress on policy change and at the grassroots alike. Although we have explicitly recognised this risk since 2016, it has taken longer to take concrete steps in response to this complex issue. In the meantime, partners have adapted with a mixture of tactical and strategic adjustments.

This evaluative exercise assessed the extent to which MAMPU delivery is consistent with Value for Money principles. Of the 9 principles assessed, 3 were rated 'strong'; 4 'satisfactory'; while 2 were considered to be 'mixed'. While this represents a satisfactory report card, there remains more to be done to deliver better VFM.

Feedback from partners surfaced during this evaluation show they assess MAMPU's performance to have met or exceeded expectations. However, a significant theme is the need for greater clarity and attention to livelihoods and economic empowerment. Relatedly, we have yet to forge viable relationships between partners and the private sector, despite the clear potential to deliver benefits. These areas will be a focus of MAMPU during the final 12 months of program implementation.

1.0 Introduction

2.0 How did we expect change to happen?





1.0 Introduction

ABOUT THIS REPORT

This report draws together data and information generated over the life of MAMPU to ‘tell the story’ of the program’s contribution to its outcomes. It presents the results of an internal evaluation of MAMPU between August and October 2018.

We have structured the report in five sections that aim to provide comprehensive information about our progress and performance in a readable way.

The **second section** of the report sets the story up. Here we describe how we expected change to happen, as well as MAMPU’s role in supporting and encouraging it.

The **third section** is the heart of the document. Here, we lay out the ‘Performance Story’ of MAMPU from its inception in 2012 to 2018. This narrative takes the reader on a journey from shifts in the context, the key things we have done, through to the results achieved. In each section of this story below, you can read about our achievements, what was expected in the ‘Theory of Change’, some key evidence and other important issues that help contextualise our achievements. We have included ‘stories of change’ capturing the experiences of four women with whom MAMPU works at the grassroots.

In **section four** we synthesize all the previous information to address the evaluation questions that were set for MAMPU in the Monitoring and Evaluation Framework. To these we have added questions that explore two further issues: how we adapted to the context; and Value for Money. Finally, we offer some reflections on performance and discussion for the future.

Underpinning all of this discussion is the ‘Evidence Base’ in section five. Referenced throughout the document, this presents the full list of documents, evaluation processes, and pieces of data that we have drawn on.

BASIC METHODOLOGY

The analysis and conclusions presented in this report have been produced through an adapted form of ‘Collaborative Outcomes Reporting’ (COR), a recognized evaluation technique. At its most basic, COR involves mapping available data against a program’s outcomes along with external verification to check the credibility of the claims made.¹

COR has been part of MAMPU's monitoring and evaluation (M&E) system since 2013. The need for a 'Whole-of-Program Performance Story' was identified in the 2013 M&E Plan, and first carried out in 2015 as part of a wider mid-term review of MAMPU. We plan one final COR exercise, just prior to MAMPU's scheduled completion in mid-2020.

In developing this report we drew upon a number of data collection processes that are part of MAMPU's monitoring and evaluation arrangements. In summary, these are:

- Routinely collected contract, financial, and monitoring records including those stored on the MAMPU National Information System (MANIS), covering a wide range of program and partner activity. These comprise Back-To-Office-Records (BTORs) (n=1,597), Field Monitoring Records (n=218); Partner Quarterly Reports (n=213), and Participatory Analysis and Reflection records (n=27);
- Media monitoring reports (n=816) from a sample of print and online media from February 2017 to September 2018, available through an online dashboard;
- Three rounds of participatory assessments of organisational capacity change (n=21) involving staff from 7 partners and their networks: a baseline in 2013; a repeat in 2015; and a follow up in 2017;
- Two rounds of a mixed qualitative-quantitative longitudinal study of access to services in poor women- and male-headed households (n=1,661) in 15 purposively sampled villages (10 MAMPU, 5 non-MAMPU), in 5 districts of 5 provinces in 2014 (baseline) and 2017 (mid-line);
- An in depth qualitative study (n=219) of Women's Collective Action in 8 purposively selected MAMPU sites across 5 provinces carried out in 2016;
- A software-assisted qualitative content analysis of Most Significant Change (MSC) stories (n=457) collected by partner field staff between 2015 and June 2018;
- A mixed methods study (small survey, n=258) of practices to support women's livelihoods and economic empowerment among 9 of MAMPU's national partners conducted in 2015;
- A qualitative study (n=25) of parliamentary engagement practices of MAMPU partners and the political economy of parliaments in Indonesia, conducted in 2018; and
- An analysis of the Value for Money of the 'KLIK PEKKA' mobile complaints handling service, a model developed by MAMPU partner PEKKA.

Data from the above processes was brought together and reviewed by the MAMPU team over two internal workshops in August and September 2018 and synthesized into a series of 'headlines' against the program's outcomes. These 'headlines' formed the basis for MAMPU's performance story.

In line with the COR technique, we held an 'Outcomes Panel' to solicit independent views. The views of two external experts were sought on the headlines and evidence behind them. Their comments, captured in detailed minutes, are an important aspect of the rigour of the process.

The headlines were subsequently reviewed, amended and added to in a 1-day 'summit workshop' with 22 representatives from our partners, held on 9 October 2018. During a facilitated reflection process, partners surfaced several new examples of achievements and identified areas where progress was felt to be less than expected.

At the workshop partners were also given 20 'Significant Change' stories, selected by MAMPU to strike a balance between coverage of the program's five themes and sufficient depth of explanation. A facilitated group exercise at the workshop enabled participants to discuss, debate and select 4 of these stories as capturing the 'Most Significant Changes'. The selected stories are presented later in this report, along with the reasons that partners chose them. By doing so we hope to highlight the values that drive our partners in their work with MAMPU.

Finally, at the workshop, recommendations and thoughts for the future were identified discussed, and assessed with partners. However, the final analysis and preparation of this document was led by the MAMPU team.

Alongside these activities, we applied the MAMPU framework for Value for Money (VFM) for the first time. The framework translates the 8 DFAT 'global' principles into 14 MAMPU-specific VFM principles, and includes a tool to assess the extent to which they are evident in our practice. The aim is primarily to drive improvements in VFM through an evidence-based internal process. MAMPU applied this tool through a series of facilitated workshops over the September to October period. We share a synthesis of the results in this report.

2.0 How did we expect change to happen?

MAMPU is based on a 'Theory of Change' – a map connecting the results we aim to achieve with what we do. In this section we describe how we expected these connections to work. This Theory of Change was first developed with partners in 2012, with revisions and refinements in 2015, and again in 2017.

Ultimately, MAMPU aims to contribute to "gender equality and women's empowerment in selected areas in Indonesia." Achieving this high level goal will be the result of the complex interaction of wider socio-cultural, political and economic forces, many of which lie outside the direct influence of MAMPU.

Nevertheless, by 2020 MAMPU will make a contribution towards this goal in two ways. Firstly, we expect to have "improved access to essential government services and programs for poor women in target

locations". The 'essential government services and programs' referred to in this statement reflect the five MAMPU themes:

- Social protection programs, particularly publically-funded health insurance provided through the National Health Insurance Scheme (Jaminan Kesehatan Nasional) administered by BPJS (theme 1);
- Workplace protections, particularly health insurance for women homeworkers (theme 2);
- Services that improve migration conditions for women migrant workers (theme 3);
- Services that address women's sexual, reproductive health, and nutritional needs (theme 4); and
- Counselling and support services that address the needs women victims and survivors of violence (theme 5).

Secondly, by 2020 we expect to see positive change in the 'voice' and 'influence' of women at multiple levels. In villages, women will working collectively, expressing their views in public and private ('voice'), shaping decision-making and influencing the allocation of state resources ('influence') for wider benefit, including improved access to services. By doing so they will be challenging norms that constrain what is socially acceptable for women and girls to do.

These changes in 'voice' and 'influence' are a process as well as an expected outcome. As a 'process' they describe a pathway through which MAMPU improves women's access to services. They are an 'outcome' of MAMPU in that they describe an expected end state that in itself has intrinsic value. Critical to both is a view of poor women as agents, not only users of services provided by others. This is the empowerment agenda that is central to MAMPU.

MAMPU is based on the idea that networks of selected civil society organisations – the MAMPU partners – can play a pivotal role in shaping government reform to benefit poor women on a significant scale. The program has elected to build on the work of organisations with an established track record of influencing reform in Indonesia. The theory is that with the right kind of support at the right time, these organisations will act more collectively, and increasingly in concert with allies in government, parliament, and private sector. At the same time, partners will work with and draw from the priorities and experiences of poor women in villages across Indonesia. By supporting these multilevel processes, MAMPU expects momentum for change to grow, influencing how the government makes and carries out policies, improving women's access to essential services on a wide scale.

Figure 1: MAMPU outcomes and timeframes
(Source: MAMPU Strategic Plan)



By the conclusion of 2018 MAMPU expects the results of this process to be visible in increased 'voice' and 'influence'. In the villages where MAMPU works, women will be more involved in decision-making and their ongoing participation will be acknowledged and enshrined in formal village regulations. At the district, provincial and

national levels, MAMPU's contribution will be reflected in policy decisions that can plausibly contribute to improving women's access to services on a wide scale by 2020. This is the expected medium-term outcome of MAMPU.

However, a series of preconditions are needed if these outcomes are to contribute to better service delivery, improved access to services, and empowerment by 2020. Firstly, they must be accompanied by positive changes in the self-belief, knowledge and confidence of women with whom MAMPU works at the village level. Evidence from MAMPU as well as internationally, suggests that these are important prerequisites for voice and empowerment. Secondly, the authorizing regulations and policies for reforms that address women's priorities need to be in place at the national, provincial, and district or municipality levels. Without these, further action such as shifting budgets towards women's priorities is difficult. Thirdly, resources (financial and human) need to be mobilized and allocated towards the particular service-related issue addressed in the policy. Fourthly, government service providers need sufficient capacity to deliver the policy intent at the service level. These four preconditions are not enough in the absence of a fifth: evident commitment and support from a critical mass of leaders – inside government and parliament as well as in communities.

We are cautious about generalizing across the diversity of contexts where the program aims for change. The opportunities and constraints will depend to a great extent on the unique social, political and cultural dynamics in each village, district and province. Nonetheless, together these five preconditions – in varying configurations – represent the 'causal package' that MAMPU believes is required for policy influence to lead to improved access to services and empowerment.

Increasing the capacity and readiness of partners for collective action – including their links with government and private sector – lays the foundation for achieving other outcomes. MAMPU helps to accelerate this by developing partner organisational capacity, bolstering the focus and intensity of collective action, and enabling them to expand their reach among women at the grassroots. We incentivize partners to work in networks that link up local and national organisations and provides them with grant funds to test ideas in selected locations across Indonesia. Alongside this, we link partners to technical expertise, high quality evidence, and resources, to enable them to better seize opportunities that emerge in the context.

As well as resourcing the network, MAMPU plays the role of an active 'connector' and 'bridge builder' between partners, government agencies, and other strategically significant actors. The governance structure for MAMPU – which opens space for routine partner-national government interaction – is critical. The increased involvement of Bappenas in a guiding and facilitating role is expected to boost capacity to link partners with wider reforms across the government.

GOAL	Gender Equality and Women's Empowerment		
End-of-Program-Outcome (2017-20 and beyond)	<p>“Improved Access to Essential Services”</p> <p>Improved access: Poor women have improved access to essential government services and programs in target areas</p> <p>Responsive service delivery: Government providers deliver higher quality and more accessible services in target areas in response to influence from poor women at village, district, and national level</p>		
Medium-Term Outcomes (2015-20 and beyond)	<p>“Increased Voice and Influence”</p> <p>Critical external factor: Local government service providers have sufficient capacity to carry out the intent of policy decisions</p> <p>Changes to resource allocation: Governments and parliaments (local and national) allocate the resources (human and financial) needed to implement policy decisions</p> <p>Regulatory and policy decisions: Government and parliaments (local and national) make policy and regulatory decisions that reflect the needs and priorities of poor women in the five thematic areas</p> <p>Commitment to reform: National and local leaders, government policy-makers, and parliamentarians increasingly reflect the needs of poor women in decision-making agendas</p> <p>Strengthened demand for reform through grassroots ‘voice’: Poor women in target locations increasingly advocate for their needs and priorities at village, district, and national levels</p>		
Short-term Outcomes (2014-20 and beyond)	<p>“Increased Capacity and Readiness for Collective Action”</p> <p>Build coalitions to advocate for change: Partners increasingly using evidence to advocate, engage and build alliances with government, parliamentarians, the media, and the private sector</p> <p>Develop solutions: Partners and their networks trial and refine solutions to service delivery issues that affect poor women in target locations</p> <p>Organise at the grassroots: Partners organize women and men at the grassroots and develop women’s critical awareness, knowledge, and self-belief</p> <p>National-to-local linkages: Increasingly effective communication between partners at national and local levels and branches</p>		
Support from MAMPU	<p>FUND: Multi-year grants to partner networks to enable them to test and refine their ideas and advocate for change</p> <p>ADVISE and ASSIST: Technical advice and expertise that is strategic while being responsive to emerging needs</p>	<p>CONVENE: Bring the network together regularly to identify, discuss, and strategise</p> <p>BUILD EVIDENCE: Collect, analyse, synthesize, and communicate evidence</p>	<p>COORDINATE and BRIDGE: Link partners with Government of Indonesia, media, private sector, and other DFAT- and donor-funded initiatives</p>

3.0 The MAMPU Performance Story





3.0 The MAMPU Performance Story

This section summarises our overall performance against expectations in the Theory of Change. It describes what was done, changes in three key End-of-Program-Outcomes (EOPOs): increased capacity and readiness for collective action, increased voice and influence, and improved access to essential government services and programs.

The evolving context: Opportunities for influence but growing backlash

It is critical to understand our journey amidst the larger development story in Indonesia. The 2012 design makes the case against the backdrop of a long period of economic growth, and emphasizes that Indonesian women, especially poor women, were not sharing equally in these gains. High rates of maternal mortality, barriers to accessing government social protection, and inadequate implementation of laws addressing Violence Against Women (VAW) are among three key issues highlighted in the program design documents.

This agenda resonates as strongly in 2018 as it did in 2012. Indonesia continues to languish in the Gender Inequality Index, maternal mortality rates remain high, while Indonesian women have the lowest workforce participation in the region. Meanwhile findings from a national survey by Statistics Indonesia (BPS) in 2017 provide the first robust evidence of the prevalence of VAW in Indonesia.² The central finding that 1 in 3 women and girls have experienced violence in their lifetime underlines the need for better services for victims as well as the urgency of addressing the root causes of such violence. MAMPU is still needed.

Nonetheless three developments in the context have been important. Firstly, in 2014, a new national Village Law (Undang-Undang Desa) was passed by Indonesia's National Parliament, continuing the decentralization process initiated following Reformasi. The law has significant potential to enable women to influence the allocation of state resources at the local level.³

Secondly, there have been important changes in political leadership at the local and national levels. President Joko Widodo (known as 'Jokowi') was elected to office in 2014 bringing a new set of policy priorities, as outlined in his Nawa Cita ('Nine Priorities') election manifesto. These priorities, as well as the President's embrace of the Sustainable Development Goals (SDGs), have aligned well MAMPU's agenda and helped create opportunities for influence. Several rounds of local elections have created upheaval, decreasing access to elected representatives in districts and municipalities across the country.

Thirdly, organisations working on women's empowerment have been increasingly challenged by rising intolerance and religious conservatism in Indonesia.⁴ This trend has threatened to set back previous legislative gains (for example the 2004 Law on Domestic Violence) for women. Conservative interests have increasingly influenced national parliamentary politics, continuing to block proposed laws addressing child marriage and sexual violence. Conservative and religious groups were widely seen as key players in the electoral defeat of the former Jakarta Governor Basuki Tjahaja Purnama (known colloquially as 'Ahok') in 2016. These developments belie the complexity of working in a contested space where progress and 'backlash' go hand-in-hand.

What we have delivered... (MAMPU support)

THE HEADLINES

Against this backdrop, MAMPU has supported and facilitated networks of organisations working to influence wider change in support of women's empowerment and gender equality. Below we outline the 'headlines' of this support.

MAMPU has developed and applied a unique 'way of working'.

MAMPU is unique. In 2012 there were few templates for working with a movement of far-flung organisations with diverse structures, backgrounds and affiliations to, firstly, design an 8-year program, and then support (but not direct) the members to carry out their plans. This was the concept put forward in the design.

Since 2012 MAMPU has managed, coordinated and delivered support to networks, largely in line with these expectations. Four interrelated features of the MAMPU 'way of working' stand out:

- i. **A team structure that enables consistent partner engagement:** The MAMPU Secretariat team is organised around engagement with partners. This is highlighted in the role of 'Thematic Coordinator' (and Partner Engagement Officer previously) and its relationship to other technical and managerial roles in the MAMPU secretariat team.
- ii. **An 'infrastructure' for collaborative and collective decision-making:** MAMPU has set up processes that open space for collective decision-making extending from workplanning and strategizing through to six-monthly reflections. Regular Board of Director's Meetings (BOD) were initiated by MAMPU in 2014 and this has evolved into an important forum for collaborative decision-making. A MAMPU-wide activity to influence the Sustainable Development Goals (SDGs) – first identified in a BOD meeting in December 2017 – is a prime example of how these spaces enable collective action and problem solving.

- iii. **A formalized bridging role to link CSOs with national government:** Since January 2017, MAMPU, Bappenas and DFAT have established formal governance structures to help connect the program with national government. These include a Technical Committee, Strategic Committee meetings and an annual schedule of Working Groups that bring government and partners together to deliberate on and discuss progress and plans. These processes help provide official status to partner workplans.
- iv. **A grants mechanism that enables and supports diverse networks:** MAMPU has devised and applied a grants system that enables support to be channeled to a wide variety of networks encompassing a range of capacities. This enables grant funds to reach a range of CSOs from small community-based organisations working on the frontlines in a few villages, to sprawling mass organisations working across the country. MAMPU has tailored grant arrangements to the circumstances of each network, and developed the capacity of selected partners to provide and account for funds to other members of the network.

To be clear, on their own these elements are not unique. Rather, *the way that they have been combined and deployed* has been key. This has helped avoid a 'one-size fits all' approach to financial support, it has encouraged personalized relationships of trust to evolve, and it has enabled MAMPU to respond to the opportunities for influence.

Working in this way, MAMPU has delivered a broad range of support that has been timely, relevant and strategic.

The MAMPU 'way of working' has enabled a wide range of support to reach the network of partners in line with our intended outcomes. This support has taken five forms.

Financial support for partners has been a significant aspect. Partners have been provided with 'core funding', as well as 'grant funding' to trial and develop their ideas and concepts on the ground. The grants management system established and successively refined since 2013 has been critical to enable this to happen in a way that is consistent with MAMPU's intent to work with wider networks.

MAMPU has also provided partners with highly **'technical' support and advice**. This is exemplified by development of a case management database for a network of service providers (FPL) for victims of Violence Against Women (VAW) (see text box).

Technical support to improve capture and storage of VAW case data. Better arrangements for managing data on cases of VAW has long been an ambition of FPL and Komnas Perempuan. However, in June 2016 discussion on a potential system had stalled. To help progress the issues MAMPU began working with FPL members in September 2016 to scope a system that could meet the needs of frontline service providers – small resource constrained organisations. By mid-2017 a simple online database was operational. In less than 12 months, 20 organisations had uploaded more than 2,000 cases and have already used these data in advocacy on the Draft Law on the Elimination of Sexual Violence.

At other times, MAMPU has provided a **broader, longer-term integrated ‘package’ of support** to help a coalition of partners grasp an opportunity. For example, MAMPU helped partners to identify, design and carry out an activity to collectively influence the SDGs. This idea first emerged in a BOD meeting convened by MAMPU. Once the idea had been agreed among partners, MAMPU moved quickly to help develop the Terms of Reference and clarify funding arrangements. Staff from MAMPU helped convene consultations with local government agencies in 22 districts and organize a conference in Jakarta in 2018 attended by governments, civil society organisations, and researchers from Indonesia and the region. Simultaneously, MAMPU engaged directly with DFAT and Bappenas to build support for the initiative. Timeliness was an important consideration so that the output of the SDG consultations can influence the development of the Government’s Medium-Term Development Plan (RPJMN) by the end of 2018.

MAMPU has also provided **specific training and capacity development** in response to an identified need. For example, in 2017 MAMPU trained Komnas Perempuan Commissioners and other partner staff in media handling skills in advance of the 16 Days of Activism Campaign Against VAW. The benefits have flowed through to subsequent media opportunities. For example in the 2018 Eastern Indonesia Women’s Forum, where the Komnas commissioners demonstrated a more sophisticated approach to communicating their message to the media. There is sound evidence (see below) that MAMPU’s training is widely considered to be of good quality.

MAMPU has helped to raise the quality of the interaction between partners and national government.

MAMPU has played an increasing role in improving the quality of the interaction between partners and national government. Since 2016 MAMPU has organized significant events that bring partners into contact with government including meetings (Working Groups, Technical Committee, Steering Committee meeting), joint monitoring, and workshop discussions. Through these occasions, partners have an opportunity – outside of an advocacy context – to present and discuss key issues with national government. This encourages higher quality dialogue and exchange which can help to recast civil society-government relationships.

WHAT WE EXPECTED

The Theory of Change in the Strategic Plan and Monitoring and Evaluation Framework identifies five types of assistance that MAMPU provides to partners:

- **Fund the network:** MAMPU is expected to provide multi-year grants to partner networks to enable them to test and refine their ideas and advocate for change.
- **Advise and assist partners:** MAMPU is to provide Technical Assistance (TA) and expertise that is strategic while being responsive to the emerging needs and priorities of partners.

- **Convene the network:** MAMPU is expected to bring the network of partners together regularly to identify, discuss, and strategise.
- **Build the evidence base:** It is expected that MAMPU will collect, analyse, synthesize, and communicate high quality evidence that is relevant and useful for partners.
- **Coordinate and bridge:** MAMPU is expected to link partners with key Government of Indonesia ministries, especially at the national level as well as the media, private sector, and other DFAT- and donor-funded initiatives.

In addition, the way in which MAMPU provides this support is an important aspect of expected performance. The 2012 design documents emphasize that MAMPU should work “in a manner that builds a supportive, open and trusting relationship with partners”. This should encourage “non-hierarchical relationships” between MAMPU and partners.⁵

THE EVIDENCE

Grant records show that MAMPU has provided a stable source of grant funding for CSO networks. Between 2014 and 2018 MAMPU channeled over A\$ 48 million in grants to 19 direct partners and their networks of over 90 local organisations and chapters. Over the same period MAMPU provided just under A\$ 3 million in ‘core funding’ payments to direct partners.⁶

The MAMPU National Information System (MANIS) and procurement records show 31 Technical Assistance (TA) activities, including training, studies, assessments, and support for strategy development and design. TA has focused on finance, policy influence, communication and public campaigning, and technical substance of MAMPU (including social protection, VAW and stunting).⁷

Evidence in MANIS indicates that MAMPU technical training is considered high quality and useful by partners. Evaluations from 962 participants of 69 MAMPU training activities show that 87% consider the quality ‘good’ or ‘excellent’ and 77% regard it as ‘definitely useful’.⁸

MAMPU has organised 14 significant cross partner events since July 2016. These include Partners Forums, BOD Meetings, as well as workshops or meetings on specific topics. Between 2017 and September 2018, the SDGs were the most frequent subject of joint discussion convened by MAMPU.

MAMPU has opened channels of dialogue between partners and other strategic actors, particularly the national government and the media. Records show that we organised 12 significant events since 2016 including meetings (Working Groups, Technical Committee, Steering Committee meeting), joint monitoring, and workshop discussions.⁹ An organisational capacity assessment of KAPAL Perempuan in 2017 noted the benefits of their involvement in technical meetings with BAPPENAS convened through MAMPU.¹⁰

Records from the management information system indicates that MAMPU has engaged media and national government agencies with greater frequency since 2017. We worked with the media on 22 occasions over 2018, an increase of over 100 per cent in comparison to the previous year.¹¹ MAMPU's engagement has been particularly intensive in relation to SDGs and homeworkers. Direct mentions of MAMPU in the online and print media sample have increased sharply in 2018.¹²

From 2014 to 2018, MAMPU commissioned 29 pieces of analytical work ranging from capacity assessments to research studies. Sexual health and reproductive health rights was the focus of the largest number of research activities (8), followed by migrant workers (4). VAW, parliamentary issues, and homeworkers were each the subject of 3 studies. 7 pieces of analysis addressed cross thematic and other whole-of-program issues such as local collective action and parliamentary engagement.

Providing analysis to assist programming for homeworkers. MAMPU's work with homeworkers is a complex and relatively recent target issue for our civil society partners in Theme 2. In late 2017 MAMPU engaged specialists from Canadian economic development organisation Mennonite Economic Development Associates (MEDA) to help clarify the strategy. The review team worked closely with partners and homeworkers in Medan, Jogjakarta, Malang and concluded that MAMPU should continue to focus on homeworkers, consider expanding its reach to other groups of poor women, and refine the model of support. It was further recommended that MAMPU investigate the potential to leverage private sector partnerships to support this agenda.

OTHER POINTS TO NOTE

Relationships take hard work. Partners do not always share our perceptions about the value of the MAMPU team structure. There have also been differences of view on strategy and at times these have caused discord between partners and MAMPU.¹³ Nevertheless, long-term engagement has nurtured robust relationships and these have helped to manage differences constructively.

Despite data from evaluations showing most training is 'useful', some training provided by MAMPU is not considered relevant by partners. Capacity assessments in 2017 revealed that some partners find that training events do not sufficiently acknowledge their unique needs and priorities.¹⁴

MAMPU needs to communicate more clearly concerning women's economic empowerment and livelihoods.¹⁵ There is strong evidence that income generation, microfinance, and a range of other livelihoods support activities are a vital aspect of work with women in villages across Indonesia.¹⁶ However, these issues are yet to be clearly represented in the existing Theory of Change.

MAMPU has yet to forge viable relationships between partners and the private sector. The potential of mutually beneficial partnerships the private sector has been highlighted in the Forward Plan in 2015 and again in recent analysis of Theme 2 (see box above). Although MAMPU has not been actively linking with the private sector, an increase in engagement in 2018 is a promising sign that more is being done.¹⁷

As a result of our support... (capacity and readiness)

THE HEADLINES

MAMPU's direct partners are now stronger organisations.

Our partners are stronger organisations in 2017 than they were in 2012, when MAMPU began. Partners report a clearer sense of their vision, a more defined organisational structure, underpinned by better functioning management arrangements, and most have started new initiatives that offer promise for a sustainable future. An assessment of organizational capacity in 2017 revealed examples of improved policy influence capacity across all 7 partners.

Nevertheless, there is considerable variation. While most partners experienced positive change (for example PEKKA), others have stagnated in some dimensions of capacity. One partner has been adversely impacted by the shifting context, losing members to conservative religious groups and facing internal fracture over contentious issues. This is one example of how growing religious conservatism and intolerance has been a disruptive external influence on MAMPU.

Collective action, among partners and with other CSOs, has increased in intensity.

Since January 2017 partners have been working together more often and have reached out more frequently to other wider networks of CSOs. Joint activities around the SDGs have been a major driver of this. MAMPU's support for this work has been an important factor, at first through a grant to INFID and then through a cross-partner SDG initiative in 2018.

Especially notable is the emerging collective action in support of women homeworkers (Theme 2). Four organisations have crafted a shared program design and have worked together to develop a draft ministerial regulation – the first national regulation of its kind in Indonesia – to address the rights of homeworkers. Prior to MAMPU these four partners had limited previous experience of working collectively, while three were new to the issue. Growing evidence of their collaboration is a significant achievement in an area where there had previously been relatively little civil society action.

On some issues there are stronger connections between partners at the national and local levels.

On some issues there are now stronger links between local and national levels. This varies depending on the issue, the form of vertical network and capacity of the partner. While most direct partners had already formed networks among local organisations, MAMPU has given these added solidity and focus. This has been assisted firstly through routine planning and budgeting processes that cascade from the national through local partners guided by a single set of outcomes and workplans. Some partners, such as BaKTI, have well developed processes for bringing local partners together to collectively review progress and develop their annual workplans.

The degree of coherence between local and national advocacy agendas also varies from issue to issue. In VAW, discussion on sexual violence issues at the grassroots level link to advocacy on the Draft Law on the Elimination of Sexual Violence currently being debated in national parliament. This is also the case with migrant worker issues, where the new national law is being discussed at village level, while also being taken up in policy discussions at national and district levels.

These 'vertical links' have also been strengthened through initiatives like the MAMPU-wide SDG activity, which is working from the village to the district and national levels. This has identified for example, child marriage as a widespread concern from women in villages across the country.

Partners have formed a wide scale network of women at the grassroots.

Between 2016 and September 2018, partners have established an additional 820 village level groups with a membership of 12,965 women. The network directly supported by MAMPU is spread across 945 villages, in 151 districts of 27 provinces.

Importantly, the network is not only 'wide', it is 'deep'. Qualitative evidence from multiple sources shows that women are experiencing a wide range of benefits from their membership of these groups. These include growing confidence, self-belief, and *keberanian* or courage.

Partners have formed collaborative relationships with government and parliamentarians, especially at the local level.

Across all themes partners have developed collaborative relationships with local governments around tangible issues affecting women. Since 2016 there has been a sustained increase in collaborative activity between partners and local governments. This seems to be strongest in VAW, where FPL and BaKTI are working with local Office for Women's Empowerment and Child Protection (DP3A) and the Integrated Service Centre (P2TP2A) to improve services through initiatives such as the SPPT-PKKTP (Integrated Criminal Justice System for Victims of Violence Against Women), initially developed by Komnas Perempuan and FPL member LRC-KJHAM in Central Java.

MAMPU partners have developed a rich diversity of modes of parliamentary engagement which match their particular objectives, individual strengths and connections with the DPR and/or DPRD.

Partners have developed models and approaches that demonstrate how to improve access to services.

Models and approaches that have been shown to improve women's access to services include 'Mobile Integrated Service Clinic' (KLIK), Women's School (*Sekolah Perempuan*), DESBUMI (Village that Cares for Migrant Workers), Participatory Recess, and Integrated System for Criminal Justice (SPPT-PKKTP). Some, like KLIK Pekka, are a relatively low cost way of extending the government's service delivery

to improve access to very specific services related to social protection and legal identity. Others, exemplified by Sekolah Perempuan, require a longer more intensive build-up of women's skills in each village. All require a degree of CSO-government collaboration and coordination to function effectively.

Partners have used the media more often to encourage wider public discussion of women's empowerment and gender equality.

Partners are working with the media to encourage wider public discussion of their issue of focus. Media monitoring shows a steep increase in partner mentions in the sample, from 39 in 2017 to 269 articles in 2018. Migrant CARE was the most frequently mentioned, followed by VAW partners and women's health partners.

WHAT WE EXPECTED

The short-term outcome in the Theory of Change is: "Improved capacity and readiness for collective action". This should include evidence of the following:

Strengthened coalitions to advocate for change: Partners increasingly using evidence to advocate, engage and build alliances including with other CSOs, government, parliamentarians, the media, and the private sector.

Developing solutions: Partners and their networks have trialed and refined solutions to service delivery issues that affect poor women in target locations.

Organise at the grassroots: Partners organize women and men at the grassroots and develop women's critical awareness, knowledge, and self-belief.

Strengthened national-to-local linkages: Increasingly effective communication between partners at national and local levels and branches.

THE EVIDENCE

Evidence of capacity change comes from a longitudinal comparisons of capacity assessments of 7 national partners at three points: in 2012/13 ('baseline'); in 2015; and in 2017. Using a structured participatory methodology called the 'Organisational Capacity and Performance Assessment Tool' (OCPAT), these involved staff from national partners as well as local branches and subpartners.

The 2017 OCPAT assessed changes in capacity in 7 partners (collectively responsible for 70 per cent of MAMPU's total grant funds) across 5 dimensions, whether positive or negative. Overall, all 7 partners

show positive growth in some areas although, as in 2015, there is considerable diversity. The journeys of our partners since 2012/13 can be loosely characterized in three ways: 'growing momentum' (3 partners); 'consolidating gains, overcoming challenges' (3 partners); and 'struggling to move forward' (1 partner).

There is evidence from multiple sources on the scale and depth of the grassroots network of women's groups. Firstly, partners report the number of new village-level women's groups they establish each 3 months under a specified indicator in the Partner Quarterly Report. Collated data on this show that partners added a further 820 local women's groups to the MAMPU grassroots networks. Pekka (301 groups) and 'Aisiyiah (96 groups) have contributed the most to this total.¹⁸

Components of the Organisational Capacity Participatory Assessment Tool (OCPAT)

- 1. Orientation:** organizational philosophy, vision, mission, values, and role in relation to strategic issues (including collective action)
- 2. Management Structure:** authority, roles, functions, decision-making mechanisms, accountability and transparency
- 3. Organisational Management:** human resource management, financial management, information management, office management, conflict resolution
- 4. Program Management:** program management approach, involvement of beneficiaries, learning mechanisms
- 5. Sustainability:** fundraising, regeneration ('kaderisasi'), and public legitimacy

Secondly, qualitative evidence of the benefits of group membership derives from an extensive dataset of Most Significant Change (MSC) stories collected from women (and men) across Indonesia.¹⁹ In 2018, a Content Analysis of 457 of these stories recorded 934 changes, with the majority (61%) reflecting positive changes in self-confidence, courage, and new ways of thinking about practical problems. These findings are consistent with a third source of evidence: an in depth qualitative study of women's collective action in 8 purposively selected sites published in 2017.²⁰

The increase in collective action is evidenced in Partner Quarterly Reports, which capture data on the frequency of joint work with other organisations from 2016 to September 2018. As illustrated in figure 3, there has been a sustained increase in collaborative activity – among MAMPU partners as well as with other CSOs. This data also shows that the SDGs have been the largest single – although by no means the only – driver of this increase.²¹ Other frequently mentioned issues include homeworkers and VAW.

PQRs contain significant evidence of increased collaboration between partners and local government, and this is consistent with MAMPU monitoring records. A total of 213 quarterly reports have been submitted to MAMPU covering the period between June 2014 and June 2018. These show that between October 2016 and March 2018 there was a steep increase in the quantity and intensity of joint work involving partners and local government. The most frequently to improve services for victims and survivors of VAW, although examples from all themes are reported in the data. Over this period, 145 monitoring records between by MAMPU staff document interactions between partners and local government.²²

In depth evidence of the growth of relationships between partners and members of parliament (MPs) is contained in a 2018 study of MAMPU's parliamentary engagement.²³ The study applied qualitative methods to document and analyse how engagement has unfolded from the commencement of MAMPU. The analysis notes that MAMPU's approach has been successful, and finds that partners have evolved diverse modes of engaging and relating with MPs, in line with their particular area of focus.²⁴ For example, Migrant CARE assisted the passage of the

national law on migrant workers and Komnas Perempuan and FPL continue to engage with the DPR on the bill on sexual violence. In other cases, partners' activities on thematic issues at the regional level, such as Aisiyah's work on women's health, link together case-based work with lobbying of DPRD to both pass district regulations (*peraturan daerah*) on women's services and allocate funding for women's services in district budgets. BaKTI has developed an innovative approach to DPRD constituent relations known as the "*Reses Partisipatif*" (Participatory Recess) which connects women MPs in a mutually-beneficial relationship with local communities. All of these modes are founded on the multi-stakeholder coalitions advocated in the original MAMPU design.

Partner quarterly reporting (n=213), corroborated by MAMPU field monitoring records (n=218), provide evidence of the development of models and approaches by partners. Section 1 of each report describes how partners have carried out the activities they planned in their annual workplans including establishing components of their models and approaches. A narrative within this section explains the highlights from the 3 months reporting period. A tabular field enables partners to report challenges experienced and the impact on their work. Together this information shows how partners such as KAPAL Perempuan, Migrant CARE, PEKKA, and BaKTI progressively trial their approaches. The increases in access to services for women (and men) are systematically captured through an indicator in the quarterly report.²⁵

Figure 2: Capacity scores for PEKKA, 2013-2017, Source: Organisational Capacity and Performance Assessment Tool (OCPAT)



Figure 3: Collaborative activity among partners and with other CSOs, January 2017-September 2018, Source: MANIS Kita

OTHER POINTS TO NOTE

We do not have data on capacity change for Komnas Perempuan or three MAMPU partners working in Theme 2. Komnas Perempuan were not included in OCPAT assessments owing to sensitivities about a donor-funded program assessing the capacity of a government commission. The engagement of a multilateral organization – the International Labour Organisation (ILO) – as a direct partner in Theme 2 meant that MAMPU did not initially provide capacity development assistance in Theme 2. However, when the ILO's involvement ended in 2016, MAMPU did not facilitate capacity assessments of the four subpartners that continued to receive funding.

While a large proportion of monitoring records indicate sound community organizing practices at the grassroots, a smaller number highlight some weaknesses. These examples show some groups do not meet frequently or appear to lack an understanding of the broader strategy behind their work.²⁶

Despite intentions, there is no evidence of an increase in engagement between partners and private sector. This is indicated in data on 'reach' and networking activity in the quarterly reporting, which have remained low over the past 4 years.²⁷ The review of Theme 2 completed in 2018 also found that there considerable untapped potential to leverage private sector partnerships to benefit homeworkers.

The media monitoring sample is weighted towards national print and online media and therefore misses coverage in local level media. This could understate the engagement of MAMPU partners with media outlets in their districts and municipalities.

And then... (increased voice and influence)

THE HEADLINES

Women at the grassroots are demonstrating improved capacity, voice and influence.

MAMPU is stimulating change in women's voice and influence at the grassroots. Multiple data sources show how women have gained capacity and are exercising that capacity in positions of influence. Women in 92 districts in 24 provinces have narrated their experience of these changes, including examples of how they have influenced decision-making in their villages. A consistent theme is positive shifts in knowledge, skills, awareness, and confidence in women – referred to as 'human assets' or 'power within' in MAMPU's empowerment framework.

Governments and legislators have made decisions in response to women's voice and influence.

By June 2018, partners had contributed to 181 formal decisions by policy makers ranging from formal laws and regulations to administrative and budgetary measures. While a significant proportion (38%)

of these are at the village level, most (56%) relate to decisions by district level policy makers. These decisions are geographically widespread with partners contributing to policy decisions in 70 districts in 13 provinces. Year-on-year, the number of policy decisions influenced has increased since 2016.

Despite a challenging context, partners have made gains at local levels to improve service provision for victims and survivors of violence. Overwhelmingly, the influence that MAMPU has had on VAW relates to service delivery, including legalizing new service provision bodies as part of the district administration,

“In the past, we didn’t dare to appear, to speak in public, but now we’re prepared to explain what safe migration is... our knowledge of the Village Law has increased”

- Siti Maria, Chairman of Leksono Wonosobo Subdistrict BPD, Former migrant worker, member of Migrant Worker Group (Source: OCPAT Report Migrant CARE, YAPPIKA)

developing strategic plans and Standard Operating Procedures, and budget allocations. Evidence from some districts (e.g. Maros, South Sulawesi) shows a significant increase in case handling in the Integrated Service Centre for Women’s Empowerment and Child Protection (P2TP2A) since partners have assisted them.

Other issues addressed through formal legislative and executive decisions relate to social protection, homeworkers, SDGs, sexual and reproductive health rights, women and customary law (adat) and gender mainstreaming.

There are examples of increased budget allocations in response to influence.

There is evidence that the allocation of state resources is gradually responding to influence by partners and women at multiple levels, from the grassroots to national. Over 2018, more than IDR 9 billion of government funding was directed towards a wide range of priorities, including small income generation activities for women at the village level, better services for victims of VAW by district level service providers, and national-level initiatives that tackle weak coordination among health services, law enforcement agencies, and service providers for victims of VAW.

Most reported examples are at the village level, where influence by local women’s groups during development planning (*Musrenbangdes*) has succeeded in obtaining allocations of IDR 8 to 50 million in the annual village budget. These are most frequently used to support small scale livelihood activities and income generation for women members. For example, the *Sekolah Perempuan* in Noelbaki village, Kupang district, East Nusa Tenggara received a grant of IDR 30 million in support of their collective animal husbandry business.

However, the most significant budgetary amounts allocated to MAMPU priorities have been secured at the district level, where responsibility for service provision resides in Indonesia’s decentralized system. Improvements to services for victims and survivors of VAW have attracted the most significant budgetary increases, with the Integrated Service Centre in Maros, South Sulawesi an outstanding example of increasing budgets and operational capacity, have translated into better services for victims.

At the national level Komnas Perempuan successfully sought an IDR 2 billion annual budget allocation to oversee the national program for the Integrated Criminal Justice System for Gender-Sensitive Case Handling for Victims of Violence (SPPT-PKKTP).

New ‘spaces’ and mechanisms for women’s influence have been created.

Some formal decisions, including village regulations (Peraturan desa), Memoranda of Understanding (MOUs), district regulations, and district head regulations (Peraturan Bupati), institutionalize the involvement by women in decision-making at the village and district levels. This type of influence is especially significant for empowerment because they chisel open space for women’s voices to be heard after MAMPU support ends.

Examples include PEKKA’s Multi-Stakeholder Forums being formally adopted by the Bupati of Tangerang in Banten, and KAPAL Perempuan’s Sekolah Perempuan being formalized in Pangkep, South Sulawesi and Gresik, East Java. In other cases, partners have succeeded in winning formal recognition of their groups by village administrations enabling them to receive allocation. Both the Multi-Stakeholder Forum and Sekolah Perempuan enable women to bring local issues of importance to women to the attention of officials at the district level.

With MAMPU’s support, women’s voices are shaping national policy discussions.

Evidence shows MAMPU partners have influenced significant policy discussion and formulation at the national level. Some, such as the DESMIGRATIF (‘Productive Migrant Village’) initiative announced by the Minister of Labour in 2016, are already being implemented. Others, such as the National Law on The Protection of Migrant Workers require considerable further work to be reflected in service delivery.

Despite setbacks, progress has been achieved on legislation tackling sexual violence. In 2012 when MAMPU commenced, a national law targeting the issue was a distant prospect. However, following sustained pressure by Komnas Perempuan, the network of FPLs, and a broad coalition of women’s organisations, the law was placed on the national legislation agenda (prolegnas) in 2016. Partners have engaged at the highest levels of government, meeting with President Jokowi himself and urging action to address Child Marriage and sexual violence.

WHAT WE EXPECTED

Under the broad outcome of “increased voice and influence”, the Theory of Change anticipates:

Strengthened demand for reform through grassroots ‘voice’: Poor women in target locations increasingly advocate for their needs and priorities at village, district, and national levels.

Increased commitment to reform: National and local leaders, government policy-makers, and parliamentarians increasingly reflect the needs of poor women in decision-making agendas.

Regulatory and policy decisions: Government and parliaments (local and national) make policy and regulatory decisions that reflect the needs and priorities of poor women in the five thematic areas.

Changes to resource allocation: Governments and parliaments (local and national) allocate the resources (human and financial) needed to implement policy decisions.

THE EVIDENCE

Multiple sources of evidence indicate that MAMPU is supporting women to exercise ‘voice’ at the grassroots level. The Content Analysis of 457 MSC stories found examples of change across 4 of 5 dimensions of MAMPU’s empowerment framework.²⁸ MAMPU’s analysis of a sample of 111 MSC stories found evidence that 14 partners have supported positive changes in capacity and readiness of women. Stories collected by 9 partners illustrated that changes in ‘voice’ and influence are being experienced by women.²⁹

The qualitative study of women’s collective action in 8 sites found that: “In all cases, women reported strong benefits in the areas of human, social and agency assets”. The findings in relation to local influencing provide evidence that the collective capacity among organised women is enabling ‘voice’ to influence decision-making, mainly at the village level. While the study findings cannot be extrapolated to all local groups, the mechanisms illustrated through the study appear plausible across the wider grassroots network.³⁰

This evidence is supported by quantitative data from a longitudinal study of 1,661 households in 15 villages in 5 districts across Indonesia. In 2017, the midline study (comparing to a baseline in 2014) found

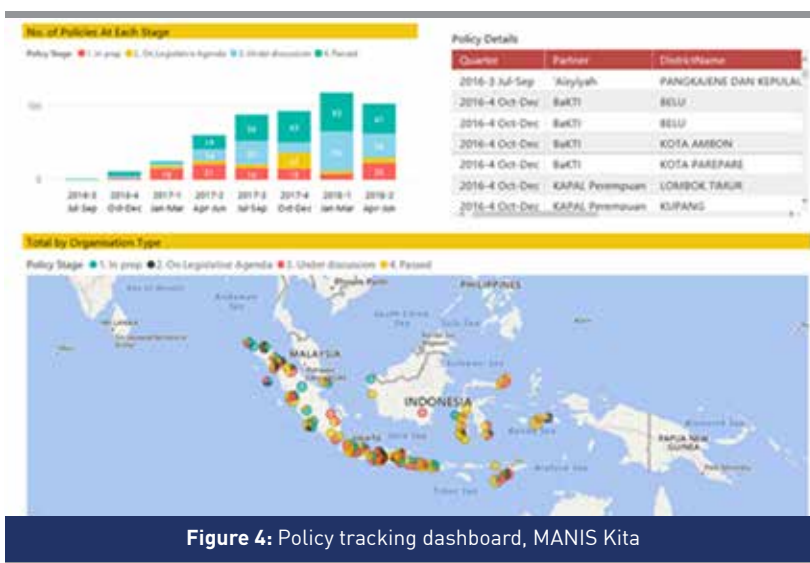


Figure 4: Policy tracking dashboard, MANIS Kita

that women from poor households are more likely to participate in village-wide activities (such as village development planning) in MAMPU than non-MAMPU villages.³¹

Evidence of influence on policy decision-making at village, district and national levels comes from 213 Partner Quarterly Reports, along with MAMPU’s monitoring records. The compiled data from these show that the number of decisions has increased

year-on-year since 2016, although this has fluctuated between quarters. By June 2018, a total of 181 policy decisions had been made with a contribution from MAMPU partners.

These include policy decisions to adopt mechanisms and models that provide space for women's voices to continue to influence decisions. For example, the adoption of the Sekolah Perempuan model for replication by district governments in Pangkep in South Sulawesi and Gresik in East Java was reported through PQRs by KAPAL in 2016 and 2018. These decisions have subsequently been corroborated by monitoring records from field trips undertaken by MAMPU staff.³²

Data on budget commitments is reported through the online reporting system, MANIS Kita. In 2018, 29 instances of influence on government budget commitments were reported through the online system totaling more than IDR 90 billion.³³

Evidence of influence on national policy decisions, including DESMIGRATIF and the National Law on the Protection of Migrant Workers has been documented in two Significant Policy Change case studies submitted to DFAT in 2017 and 2018. Both were noted for the extensive evidence base demonstrating MAMPU contribution.

OTHER POINTS TO NOTE

There are relatively few examples of women at the village level taking part in influencing work related to issues of national resonance. For instance, the Women's Collective Action Study noted that that examples of women members taking part in influencing activities were mostly localized.

The Women's Collective Action (WCA) Study, the MSC Content Analysis, and the Livelihoods Study variously noted that women do not perceive significant economic benefits from membership of MAMPU groups. Changes in resource 'assets' and livelihoods are critical for empowerment. The WCA Study noted that obtaining permission to attend local groups from their husbands is often related to the perception of some economic benefit to the family.

It is important to acknowledge the significance of other events in the elevation of the Draft Law on the Elimination of Sexual Violence. It was the 2016 rape and murder of Yuyun, a 14-year old Bengkulu girl, that drew national attention to sexual violence.³⁴ Amidst the ensuing public discussion partners were able to attract the support of MPs who pushed for the draft law to be included on the national legislative agenda (Prolegnas) for the 2014-2019 period. However, since then resistance from conservative groups inside and outside parliament has steadily increased, to the extent that progress is unlikely until well after a new parliament is formed following general elections in April 2019.

Resulting in... (improved access to services)

THE HEADLINES

Direct influence at the grassroots has ‘worked’ to improve access to services for significant numbers of poor women.

MAMPU partners have enabled significant numbers of poor women to access services. Between 2014 and September 2018 partners directly helped more than 72,000 women and 12,000 men in this way. The largest proportion of women assisted – 35 per cent – have been supported to reproductive health services, specifically cervical cancer testing (VIA and Pap smear tests) and breast cancer screening. 22 per cent have been assisted to access support services for victims and survivors of VAW, while 13 per cent relates to health insurance (JKN PBI). Other services where MAMPU assisted access include legal identity (8 per cent) and workplace insurance (BPJS Ketenagakerjaan).

MAMPU’s experience emphasizes that these services are highly interrelated. Possession of a valid form of legal identity is particularly important for women. This increases the likelihood that she can obtain health insurance, and this in turn correlates with higher use of health services. It is also important to note that partners across all themes – not just social protection – assist women and their families to access social protection programs such as JKN.

There is significant variation in the way that access is supported. PEKKA’s mobile clinic service (KLIK) brings service providers to village locations to consult directly with women and men on social protection and legal identity. ‘Aisiyah’s village cadre increase knowledge, confidence and awareness of women in their groups about reproductive health, particularly cervical and breast cancer, and support them to access preventative services at local clinics. KAPAL Perempuan’s Gender Watch committees bring community representatives into contact with local social protection officials where they present data on households missed in official targeting data. Each partner has developed and refined a unique way of working to enable poor women to access services.

Nonetheless, the community organizing and capacity development role of partners is a consistently critical factor. For Sekolah Perempuan to function effectively, facilitators from KAPAL Perempuan and their local partners spend considerable time working with women members of the group helping to deliver training in gender, literacy as well as their right to social protection. Similarly, PEKKA cadre are key to organizing KLIK events including contacting service providers and raising awareness.

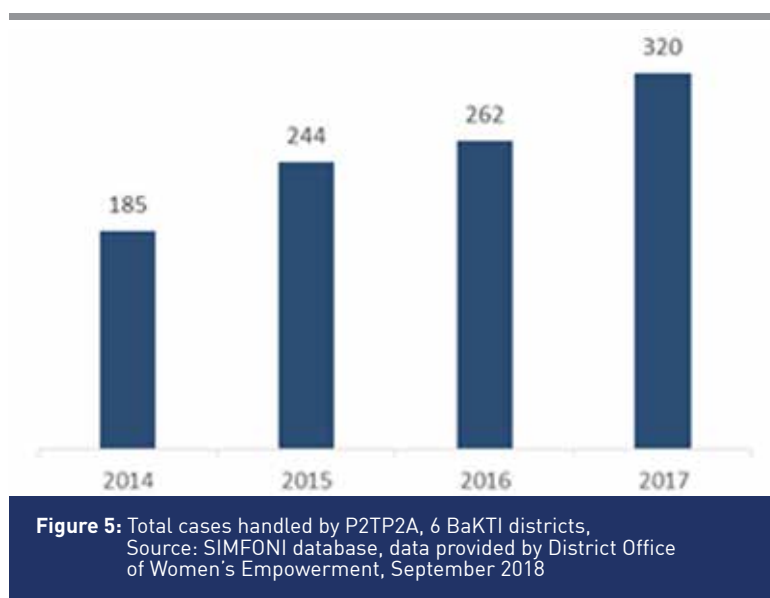
“We helped more than 700 poor women and men to become members of JKN-PBI funded by BPJS Daerah (BPJS Regional). The struggle began with the concerns of ‘Aisiyah cadre who noticed that quite a few people did not have health insurance. ‘Aisiyah Ngawi then took the initiative to work on it.”

- Extract from “Struggling for health insurance for the poor”, told by ‘Aisiyah cadre Ariek Endang, MSC story submitted by ‘Aisiyah, October 2015 (Source: MANIS Storybook)

MAMPU influence on government policy has already translated into improvements in access to services for women...in some areas.

In some locations, we have seen how influence at the district level contributes to service improvements, which flow on to improved access for women, including in locations outside of MAMPU locations. This is the indirect pathway through which MAMPU partners help to increase access.

This pathway has been most clearly observed in relation to services for victims and survivors of VAW. In 6 districts across eastern Indonesia, BaKTI and their network of partners, have been working with fledgling government service providers (Integrated Service Centres for Women's Empowerment and Child Protection, P2TP2A) to improve strategic planning, budgets, administrative procedures, and case handling processes. As figure 4 illustrates, total cases received and



handled by the Integrated Service Centres in Maros, Toraja, Parepare (South Sulawesi), East Lombok (West Nusa Tenggara), Ambon (Maluku), and Kendari (Southeast Sulawesi) have increased during this time period. While there is some variation in trends between districts, 4 of the 6 Centres handled more cases in 2017 than in 2014.

In other thematic areas, the potential for indirect changes in access is significant but we have yet to observe the process unfolding.

Grassroots capacity, voice and influence combined with government-led initiatives generates the most consistent increases in access to services.

In villages and districts where there is active grassroots organizing and the local government is pursuing initiatives to improve service-delivery, there tends to be more consistent and significant improvements in access for both poor women-headed and poor male-headed households. We have seen this pattern unfolding across MAMPU target areas in diverse settings from East Nusa Tenggara to North Sumatra. The evidence is clearest in social protection and women's health and nutrition, where major government programs are underway. However, there are also signs of this pathway unfolding in other thematic areas such as VAW.

WHAT WE EXPECTED

The Theory of Change anticipates that by the final 3 years of MAMPU poor women in target areas will have “improved access to essential government services and programs”. Specifically, this refers to two types of long-term outcomes:

Improved access: Increased uptake of services by poor women in target areas; and

Responsive service delivery: Government providers deliver higher quality and more accessible services in target areas in response to influence from poor women at village, district, and national level.

The ‘government services and programs’ are defined in the Theory of Change as:

- Social protection programs, particularly publically-funded health insurance provided through the National Health Insurance Scheme (Jaminan Kesehatan Nasional Penerima Bantuan Iuran, JKN PBI) administered by BPJS;
- Workplace protections, particularly health insurance for women homeworkers (BPJS Ketenagakerjaan, BPJS TK);
- Services that improve migration conditions for women migrant workers;
- Services that address women’s sexual, reproductive health, and nutritional needs; and
- Counselling and support services that address the needs women victims and survivors of violence.

We expected that improved access would eventuate through two types of ‘pathway’. Firstly, women gain access with direct assistance and support from MAMPU’s partners at the grassroots level. Secondly, women gain access to services indirectly following a decision by government that leads to service improvements that benefit women in a wider area outside of where MAMPU works directly. The design and Theory of Change refer to ‘widespread’ benefits but avoid specific quantitative targets.

THE EVIDENCE

Data on the number of women and men with increased access to services is collected through Partner Quarterly Reports on the online reporting system between July 2014 and September 2018.³⁵ Aggregated data from these reports is presented below in table 1. These provide a quantitative measure of the number of women and men directly assisted in MAMPU locations.

The Longitudinal Study (n=1,661 households) found that access for poor women-headed households improved in social protection programs and reproductive health across the 5 districts studied in the midline research. This process appeared to work best where there were grassroots collective processes to increase knowledge, awareness and confidence of women could intersect with government initiatives

Table 1: Cumulative data on direct access to services July 2014 to September 2018, Source: MANIS Kita reports (n=213)

Number of individuals that...	Cumulative (since July 2014)		
	women	men	total
registered a complaint through KLIK Pekka	13,726	5,538	19,264
gained access to health insurance (JKN PBI)	9,075	2,527	11,602
obtained legal identity documents	6,422	4,021	10,443
gained access to pap smear or VIA tests	21,888	-	21,888
gained access to breast cancer screening	3,244	-	3,244
gained access to workplace insurance (BPJS TK)	2,077	60	2,137
accessed VAW support services	15,589	38	15,627
Total	72,021	12,184	84,205

e.g. JKN-KIS and *Program Keluarga Harapan* (PKH). Where women were organised, improvements in access were significant. This illustrates how the direct pathway to improving access to services can work.³⁶

The Longitudinal Study found a link between increased number of poor women with access to JKN-KIS (i.e. by being recipients of this program) and the number of poor women accessing health services, particularly childbirth and reproductive health checks. As a recipient of JKN, a poor woman was more likely to check her health status, pregnancy, and childbirth. This then encouraged behavioural changes in uptake of services including pregnancy checks and childbirth in health facilities across all study districts. These changes are expected to contribute to reducing maternal and infant mortality, a key SDG target.

The evidence on the indirect pathway for access to services is promising but more complex and incomplete. The available data from BaKTI and members of FPL show that overall, 12 of 19 Integrated Service Centres for Women's Empowerment and Child Protection (P2TP2A) in MAMPU areas handled more cases of VAW in 2017 than in 2014. However, the remaining 7 handled fewer. Budget data across these Integrated Service Centres is inconsistent.

Yet the potential of this pathway to generate wide scale changes in access is compelling. MAMPU has used official government datasets to estimate that over 2 million Indonesians could benefit from the implementation of recent policy decisions influenced by partners.³⁷

“...the SLRT Puskesmas must hold an Information Service and Consultation Clinic (KLIK) for social protection and poverty reduction programs 2 (two) times a year.”

- Article 21, Clause 5, Peraturan Bupati Sukabumi No. 41 2018 Tentang SLRT

For example, a 2018 government regulation in Sukabumi, West Java mandates that PEKKA's KLIK mobile social protection clinic mechanism should be carried out twice per year in all 386 villages (see quote from the text of the regulation). Data from a Value for Money case study of KLIK can be used to

estimate the effects of this. The case study found that on average, 182 people participate in a single KLIK event, 64 gain access to a social protection program, and 81 obtain legal identity documents. If 772 KLIK events were run, a single year could see around 50,000 individuals gain access to social protection programs, and an estimated further 62,500 could obtain legal identity documents. These cases of influence highlight the considerable potential for implementation of policy decisions to contribute to wide scale change.³⁸

OTHER POINTS TO NOTE

We have not been able to obtain government data on access to services outside of target villages in districts where MAMPU can claim influence on decision-making. As such it was not possible during this exercise to apply the methodology set out in the Monitoring and Evaluation Framework to assess contribution to improved access on a wider scale. We adapted by collecting data services through partners, where available and accessible.

Research by MAMPU partners (YKP and KAPAL Perempuan) suggests a poor understanding of services covered by JKN, and how to use cards, remains widespread among both poor women and frontline health service providers.³⁹

The mid-line wave of the Longitudinal Study of access to services showed significant variation across the 15 MAMPU and non-MAMPU villages in 5 districts. However, access to services in Themes 2 and 5 did not show change, largely because the survey instrument to measure access to these services was extensively revised before the fieldwork. We expect to re-apply the revised instruments in late 2019 to measure change at the endline.

The Longitudinal Study highlighted that poor women are far more likely to report violence to members of their own families or others in their immediate community, rather than the police or the Integrated Service Centre (P2TP2A) operated by the District Office of Women's Empowerment. Only MAMPU villages in South Central Timor district had passed village regulations specifically relating to reporting and handling cases of VAW. Changes in access to services for migrant workers and workplace-provided insurances were only noted in districts where either a specific government initiative was underway or a MAMPU partner was focusing on the issue.

Multivariate analysis surprisingly found the presence of a village regulation on the protection of women and children is negatively associated with the probability of a woman reporting domestic violence. The qualitative component explained this through the perception that fines would be payable for acts of domestic violence and the obligation to pay to settle cases.

The survey also noted continuing barriers to improved access to services:

- Access to services remains complex and costly for poor women. As a result, for example, complaints mechanisms for social protection are very rarely used;
- Poor infrastructure was a significant barrier to accessing health services in areas like Kubu Raya district, West Kalimantan; and
- Sociocultural barriers that limit women's ability to access services, particularly related to VAW and reproductive health services.

It is important to note that the Longitudinal Study applies purposive sampling methods, so the findings cannot be extrapolated to all MAMPU locations.

Selected Stories of Change

The stories presented in this section have been narrated by women from MAMPU villages across Indonesia. They were selected by MAMPU partners from a larger sample of 20 at an evaluation 'Summit Workshop' in October 2018. These accounts have been translated to English from the original Bahasa versions with minor editing. Where sensitive matters are discussed, details have been removed to protect the identity of the individuals.

"Developing a Community and Showing the World its Work"

Sukowilangun is a remote village located in South Malang, sitting in the Kalipare District of Malang Regency. The village is 40km from Kepanjen, the capital city of Malang Regency, and is close to the border that divides Blitar Regency and Malang Regency.

In 2014 women in the village set up Perempuan Singkong Jaya, a group with the focus of empowering women and eliminating violence against women and children.

The group has in fact been around since 2012, but only after it was named Perempuan Singkong Jaya did its members begin to be consistently active. The organisation is a community-based service provider that has been provided with an office next to the Sukowilangun village hall by the Village Head.

This community has been able to support women in Sukowilangun to develop the courage to step forward, take initiative, and get involved in community events and training sessions organised by the Village Head and government agencies.

We chose this story because:

- It shows how one woman overcame many layers of social stigma and discrimination;
- It shows how she built mutual cooperation to help other women;
- It celebrates her creativity.

Perempuan Singkong Jaya has helped to build community awareness about issues of domestic violence and empower women in the village — many of whom are return migrant workers — to have the courage to report any violence that they experience. Now, more and more community groups — including the Family Welfare Movement (PKK) and the Teachers' Group — have become involved in Perempuan Singkong Jaya's efforts.

The successes of the group can't be separated from the role of the women who steer the organisation. Sunarlin is one of the women driving change through the group. Her experience raising a family as a single parent after her husband died was the reason she initially became involved with Perempuan Singkong Jaya.

Sunarlin, or Lin as she normally goes by, was often stigmatized and harassed by people in her village due to her single-parent status. She was also stigmatized because she had to work as a gamelan (traditional instrumental ensemble) singer to earn a living, meaning that she often returned home late at night. Lin, through her fortitude and courage to fight back, has been able to bring about positive changes in her life, and share these positive changes with others.

Lin has come to have deep empathy and compassion for women victims of violence as a result of her experience. She currently — along with other members of Perempuan Singkong Jaya — gives village-level community mentoring about preventing violence against women and works to provide legal assistance and support for victims. Lin is also involved in Perempuan Singkong Jaya's economic empowerment programs. Through these programs the group processes locally grown cassava and turns it into foodstuffs, such as flour, to be sold. With support from the Indonesian Coalition for Justice and Democracy (KPI) East Java branch, the group entered their food products into a creative food industry competition at the British Council and were judged to be in the top 20 best entries.

Lin is proud that she has been able to take Sukowilangun Village's name to the international stage and encourage women in her community to empower and develop themselves through Perempuan Singkong Jaya. Lin has a powerful message for women everywhere: that they must not be afraid and keep fighting against injustice to become independent and empowered.

The Farmers Group's Chairperson is an Impressive Woman

D. lives in Seunebok Punti Village, Manyak Payed District, Aceh Tamiang Regency — the village where she was born. D. is married with four daughters and one son. She works as a farmer, a scavenger of used goods, and also teaches Quran recital from her home.

We chose this story because:

- It shows one woman's dedication to learning and how this helped her gain confidence and speak out;
- It shows a woman leading men as well as other women.

Before joining the PEKKA group, D. was a very shy housewife and didn't have any experience taking part in community activities. Being a farmer with only a primary school education made D. lack the confidence to get involved in village events.

In 2015, D. joined the Pekka Anggrek Group in her village. As a part of the MAMPU Program being implemented by the Aceh Tamiang PEKKA Union, D. became a participant in several trainings conducted by the PEKKA Union.

D. enthusiastically took part in training sessions on Group Motivation, Financial Bookkeeping, and Leadership. Since attending the trainings, D. has become more critical and confident to voice her opinions at group meetings. Seeing how she had changed and become increasingly confident, the group members agreed to appoint her as the Group Chairperson.

Initially, D.'s husband did not like her being involved in Pekka group activities and even forbade it on the grounds that since she had started to attend the meetings, she was spending less time at home. D. patiently helped her husband to understand the reality and proved to him that the activities she took part in with other Pekka members increased her knowledge and were beneficial to many people. Over time, as her husband began to take her to the routine Pekka group meetings and activities, he witnessed for himself, and finally came to understand that the activities his wife was taking part in were positive and beneficial for many people.

In early 2018, D. was appointed as a PEKKA Cadre Education Mentor. In early March 2018 she attended a week-long Training of Trainers for Pekka Mentors in Bogor. Upon her return, D. and two other mentors began the PEKKA Cadre Education program with high levels of enthusiasm and discipline. D. always stresses that academics should never give up but rather keep on building their capacity and skills to improve their lives in the future.

In addition to being busy as a mentor, D. also encouraged the Pekka Anggrek Group to start an organic vegetable garden. Now, the produce from this garden is routinely sold at the village market, increasing the group's savings. It is no surprise then that the group finally came to have IDR 16.000.000 (AUD 1.600) in savings, which is now rolled out in loans to group members.

D.'s success in leading the Pekka group came to the attention of the Head of Seunebok Punti Village, Mr. Datok. He then suggested that D. become the Chairperson of the Village Farmers Group as he wanted the farmers' group to be able to develop and succeed as the Pekka group had. Mr. Datok's proposal was supported by the District Agricultural Guidance Agency (BPP) and D. was officially appointed Chairperson of the Seunebok Punti Village Farmers Group. As chairperson D. is in charge of managing the group and its 30 members, all of whom are men. Three years prior, D. had never imagined that she would become the first woman to join the farmers' group, let alone become the chairperson. Now D. has confidence and is committed to working together with her village community to reach their potential and create a more prosperous village.

“Developing the courage to speak up by taking part in the Yasanti school”

55-year-old Ibu T. lives with her blind husband in Gondondoriyo Village. From day to day T. works as a homemaker, sewing baseball gloves. T. receives IDR 2,000 (AUD 0.20) for each pair that she sews and every two weeks, with help from her husband, she is able to produce 200 pairs. When there are no work orders, T. works as a construction labourer or cement mixer to support her family.

T. joined Yasanti around two and a half years ago and actively participates in the organisation’s activities, including the school that Yasanti runs. Women in her village must charter a bus to access the school because of the distance and the difficulties with public transportation in the village.

Sometimes T. feels foolish because she only graduated from the second grade of primary school. When she takes part in Yasanti’s classes, she is often confused by the teaching material and occasionally by the time she gets home she has already forgotten what was taught in class. Despite this, whenever she gets home she tells her husband about class, and even opens up to him about feeling confused by the material. T.’s husband enthusiastically supports her to keep her spirits up, encouraging her to continue participating in Yasanti’s classes to gain new experience and not to be underestimated by her neighbors.

Initially, T. was somewhat confused when asked about what changes have occurred since she joined Yasanti, answering that she was not sure. However, when asked in Javanese — T.’s mother tongue — she began to talk about how she had developed the confidence to speak out and stand up for herself.

We chose this story because:

- It shows a woman bringing about a positive change from a very difficult starting point.

Before joining Yasanti, T. was often harassed by her neighbours and even spat on once, but she would remain silent. Now she has the courage to stand up and defend herself when her neighbours harass her. She developed this courage by taking part in Yasanti’s school. Mr. Hendro, one of the teachers at the school, explained to her that we must have the courage to fight back if we are mistreated. These words gave her the courage to speak up and defend herself.

“A Fighter for Health Rights”

The Gender Watch Program and Women’s School activities carried out by KPS2K in Kesamben Kulon Village, Gresik Regency have brought about positive changes in B.’s life. The change she feels the most is gaining the ability to access the government’s National Health Insurance successfully - Contribution Assistance Recipients program (BPJS-PBI). This success led her to fight so that other women and poor people in her community would be able to access the health insurance too.

B. is 26 years old; she married at the age of 17 and now has a 9-year-old daughter. Her husband gathers grasshoppers and hunts civet cats for a living. Sometimes, B. — who only completed formal education as far as junior high school — helps her father look for cattle feed.

In 2009, B. was diagnosed with nasopharyngeal cancer, a type of cancer that grows in the upper part of the throat, behind the nose. The doctor told her that this type of often cancer is often caused by eating cured, salted fish and smoking cigarettes.

B. explained that every day she consumed salted fish because that was all she could afford to buy and she inhaled the cigarette smoke of her husband who often smoked inside the house. She also inhaled dust from wood pulp while working in a timber factory —the wood dust contains formaldehyde, a toxic substance that can release gases and cause poisoning, allergies, and trigger throat and respiratory diseases.

When she was ill, B. underwent radiotherapy treatment 45 times and chemotherapy eight times at the Dr. Soetomo Hospital in Surabaya. The effects of the treatment changed her physical condition. B. experienced hearing loss, numbness, loss of saliva, decreased body weight, speech difficulties, and impaired cognitive ability. B. also had trouble eating; at every meal she had to use water to help her swallow, needing to drink water after each spoonful of food because she did not have any saliva. When she spoke, she would cover her mouth out of embarrassment.

At the same time, B. was often subjected to violence by her husband. He was unfaithful to her, did not provide for the family economically and often assaulted her. B. was insulted, yelled at, spat on, kicked and punched by him. When B. was undergoing cancer treatment, her husband neglected her, leaving her parents to pay for the medicine and treatment. He

did not visit or care for her and often prohibited her from leaving the house. When B. was invited by her friend to join the Women's School, her husband also forbade it. However, because of her perseverance in working to convince him, B. was eventually able to participate. Finally, beginning in April 2014, B. started to attend the Women's School in Randusongo hamlet.

We chose this story because:

- It shows a woman's determination to fight for herself and her community even while suffering the effects of violence and serious sickness.

When she first attended the Women's School meeting, she appeared shy and didn't say much. When she did talk, she covered her mouth with a veil and her eyes filled with tears because she felt so moved by being together with her friends.

Encouraged by her parents and friends, B. started routinely participating in the Women's School's activities and over time began to develop growing confidence. She also started participating actively in meetings that involved the village and district level government.

B.'s diligence in carrying out activities at the Women's School is evident from the way that she recorded information in the member database. As her abilities continued to increase, B. was able to document data regarding the feminization of poverty in her village and became actively involved in the participatory data collection process.

Her involvement in the Women's School also led to her becoming known as a Javanese dancer and, as consequence of this, B. was invited by the Wringin Anom District Government to perform at celebrations for the 70th anniversary of Indonesia's Independence.

B. was getting more and more excited about living her life.

She had difficulty absorbing some of the study materials at the Women's School. She needed explanations to be repeated because her hearing had diminished, and was better able to understand text and visual materials. B. was interested in social protection, especially related to health insurance, because, according to her, many sick people are desperate but do not seek treatment because of the cost, and eventually these people die without treatment.

Equipped with this new knowledge, B. began to disseminate information about healthcare social protection programs to her neighbors. At first, her neighbors did not believe her as they thought that the Jamkesmas (community health insurance program) card was just an ordinary card which could not be used to access healthcare. But, B. was able to demonstrate the truth of what she was saying.

In August 2014, B. helped Sarni — a widow who suffered from lung disease and was neglected by her children — to access healthcare. Sarni believed in her because of how often B. went in and out of hospital and how only B. wanted to help her.

B. took Sarni to the Ibn Sina Hospital where she was treated for seven days. She helped Sarni to arrange the documents needed to access Jamkesmas, including her family card and identity card, and obtained a 'Letter of Impoverishment' (Surat Keterangan Tidak Mampu). Finally, the card was issued and could be used to help access medical services at the hospital. The efforts made by B. proved to the community that Jamkesmas is, in fact, valid and that patients who use it receive the same service as other general patients.

Since then, B. is often asked to help people access Jamkesmas services. B. does this voluntarily, without expecting any payment from the people that she helps. In addition to continuing to help her neighbours who suffer from lupus and cysts, B. also actively encourages residents in her community to use Jamkesmas. Gradually, her neighbours began to use their Jamkesmas cards to seek treatment when previously they had always discarded the cards because they thought they were of no use.

B. also spreads information and raises awareness about women's right to social protection and the Jamkesmas program to people in other villages. If there are people who need help, she often assists them to register with Jamkesmas. B. often says, "Don't just take care of your money; your soul is more important."

B. was appointed by the Women's School to accompany school members to have Visual Inspection With Acetic Acid (VIA) cervical cancer examinations at the Ibnu Sina Hospital in Gresik. She also energetically disseminates information about the Women's School to every woman that she meets.

Ironically, when B. was undergoing cancer treatment, she also experienced problems with paying for treatment because she did not have a Jamkesmas card. The reason for the problem was that on the Jamkesmas card was issued in Sembung — the village in which she was born — her name was recorded only as Sri without her second name, B. being recorded. However, when she went to sort out this issue the village officials were not willing to issue a statement that the Jamkesmas card belonged to her, even though her address matched.

The Sembung Village officials did not consider B. to be a resident because she had lived in Kesamben Kulon for a long time. In the end, B. tried to resolve this issue in Kesamben Kulon but was also rejected because her Family Card still stated that she was a resident of Sembung. Next, B. organized a letter stating she had moved to Kesamben Kulon.

After all the procedures had been followed, and the documents were complete, B. filed for a new Jamkesmas card in Kesamben Kulon. However, the Village Head said that the card had been lost and told B. to organize a letter from the Police Chief stating it had been lost.

Before completing the procedure to obtain the Jamkesmas card, the program was changed to become the Healthcare and Social Security Agency National Health Insurance Agency (BPJS-JKN). B. immediately took care of BPJS-JKN registration, submitting photocopies of her identity documents and the letter from the Police Chief.

Because of her expertise in taking care of other people's cards, the process did not take long, and B. obtained three BPJS-PBI cards (Class 3) for herself, her husband and her children, free of charge. The cards she was issued with were temporary and would later be changed into KIS cards (Kartu Indonesia Sehat). Using this BPJS-PBI card, B. received cancer treatment.

Since then, B. has been increasingly persistent in encouraging friends, neighbors and the people around her to obtain BPJS-PBI cards. The long and difficult process that B. experienced motivated her to be proactive in helping other poor women and residents in her neighborhood to obtain health insurance cards. According to B., her success must be spread to women, especially poor women, so that they can access health services and especially reproductive health services. B. said: "It is important that women have BPJS so that their health is insured. Indonesian women must be aware that this is a part of the fulfilment of their fundamental civil rights and important so that all Indonesian citizens are healthy," After B. joined the Women's School and her abilities —including her ability to help others — continued to increase, the behavior of B.'s husband began to improve, and he is no longer physically violent towards her.

B. has also received support from her parents to take part in activities outside the home. Her mother said: 'I support B. in joining the Women's School so that she is happy and gains new knowledge. It's okay for her to leave her child at home because the child is close to me.'

4.0 Implications and Recommendations





4.0 Implications and Recommendations

This section summarises the results in the previous section against four Key Evaluation Questions set for MAMPU. We follow this with a fifth evaluation question addressing Value for Money. Finally, we synthesize reflections about our performance to date and future directions.

How and to what extent has the program affected partners and networks capacity to influence government reform?

Sub-question 1: How and to what degree has the capacity of MAMPU partners changed?

The OCPAT showed that 6 of the 7 partners assessed have experienced positive change from 2012 to 2017. Beneath this apparently simple finding lies enormous variation. One way of understanding the complex process of capacity change is to view it as a continuing 'journey'. If so, the journeys of 7 of our partners can be characterized in three ways.

“Growing momentum”: In different ways, three of our partners have been on positive journeys since 2012. While all show positive trajectories in all 5 dimensions of capacity assessed through the OCPAT, each has had to tread a very different path from diverse 'starting points'. In one case, a newly formed consortium of women's organisations needed to rapidly develop more structured ways of working collectively. While the members had long been part of looser networks, they had decided to create a much tighter form of collective for their MAMPU-funded work and they had to develop many basic systems. Another partner, a large membership-based organization with chapters across Indonesia, went through a major transition in structure. All three partners have been able to successfully navigate these currents of change.

“Consolidating gains, overcoming challenges”: For three other partners, the journey has involved negotiating setbacks or moving cautiously into new terrain. In 2015, one partner felt they had gone backwards in several dimensions of capacity. Morale was low after the loss of key individuals, and highly centralized decision-making was seen to be stifling staff autonomy. The 2017 assessment showed that action had addressed these issues and consequently there was renewed optimism for the future. Similarly, another partner had to adjust to the breakdown in relationships with several members of its network. In each case, partners have been able to emerge from these difficulties.

“Struggling to move forward”: One partner has been buffeted by the social and political currents that have swept Indonesian political discourse. Despite some positive change in financial management capacity, fractious internal debates over the organisation's strategy and political stance have been highly

damaging. One local branch was paralysed by arguments over discrimination against the Lesbian, Gay, Bisexual, and Transsexual (LGBT) community and the need for an inclusive approach. These internal divisions in turn impacted on the capacity of the organization to agree on a clear vision and strategy for the road ahead.

Despite these various experiences there are **common areas of change**. The 2017 OCPAT unearthed examples in of increased capacity for policy influence in all 7 partners. Similarly, there were examples of national partners defining and taking on a role as capacity builders of local level partners – whether autonomous CSOs (*yayasan*) or local chapters of member-based organisations (*ormas*). For instance, PERMAMPU outlined how cross-fertilization takes place between members, with one example being WCC Cahaya Bengkulu adopting HR processes from PESADA. PEKKA are focusing on shifting program management capability to the local federations in line with their new union (*serikat*) structure. These and other similar examples are a positive sign for the ongoing strength and survival of the network at local levels.

The **capacity to work collectively**, beyond stronger partner organisations, is a critical aspect of MAMPU's Theory of Change. Monitoring data on the frequency and nature of collaboration among partners is clear. This shows a consistent increase since 2016, when these data were first collected. Partners are working together more often on shared concerns such as the SDGs, homeworkers, and VAW. It is also clear that they are collaborating more with other CSOs on these issues. This is evidence that capacity for collective action has increased.

Importantly, there are signs that partners are also working more often with actors within government and media on these same issues. This suggests an emerging nexus of joint action between CSO-government-media around VAW and the SDGs. While the politics surrounding VAW are currently difficult, the collaboration between partners and the Integrated Service Centres at local levels show how progress is possible on tangible service-related issues.

Sub-question 2: To what extent did MAMPU contribute to changes in capacity and in what ways?

The evidence shows that MAMPU has contributed to changes in the capacity of partners. To analyse this issue, we applied a rubric (see table 3) to help organize the available evidence, in line with the Monitoring and Evaluation Framework. The results, synthesized in table 2, indicate there is a strong case that MAMPU has contributed to capacity changes in 5 of the 7 national partners assessed.

Table 2: Summary of contribution of MAMPU to capacity change [Source: OCPAT 2017]

Partner	What domains of capacity changed? (from 2017 OCPAT)	Case for MAMPU contribution (Rubric)	What type of support did MAMPU provide? (from MAMPU records)
BaKTI	Organisational Management, Program Management, Management Structure	Strong	Policy making, gender, social protection, media handling, social media campaign, financial mgmt, MSC
'Aisyiyah	Organisational Management, Program Management	Strong	Policy making, social media campaign, internal management, stunting and health services, feedback schemes, gender, financial mgmt, MSC
KAPAL Perempuan	Management Structure, Sustainability	Moderate	Policy making and social protection, financial mgmt, MSC
KPI	Program Management	Strong	Policy making and social protection, MSC, financial mgmt
Migrant CARE	Program Management, Management Structure	Strong	Policy making process and policy papers, participatory audit, financial mgmt, MSC, Photovoice
PEKKA	Program Management, Sustainability	Moderate	Policy making and social protection; policy paper formulation, financial mgmt, MSC
PERMAMPU	Program Management, Organisational management, Sustainability	Strong	Policy making, stunting, financial mgmt and participatory audit, MSC

Table 3: Rubric for assessing the strength of the case for MAMPU contribution to capacity change [Source: Phase 2 Monitoring and Evaluation Framework]

Weak	The OCPAT may show positive change in one or more of the five domains assessed. However the OCPAT report does not identify a MAMPU contribution to this change. Other than grant funding, there may be evidence that the partner has accessed support from MAMPU (technical, network participation, bridging). However there is no evidence that the learning from this has been applied by the partner.
Moderate	The OCPAT shows positive change in at least one of the five domains assessed. However, the OCPAT report does not identify a MAMPU contribution to this change. There is verifiable evidence that in addition to grant funding the partner has accessed support in some form (technical, network participation, bridging) from MAMPU and this aligns with the positive capacity change. There is also evidence that the partner has in some way applied the learning from this to their work.
Strong	The OCPAT shows positive change in at least one of the five domains assessed. The OCPAT report identifies that MAMPU has contributed to change in at least one domain. There is verifiable evidence that in addition to grant funding, the partner has accessed support in some form (technical, network participation, bridging) from MAMPU and this can be linked to the positive capacity change. There is evidence clearly showing that the partner has in some way applied the learning from this to their work.

In 5 of the 7 partners assessed, the 2017 OCPAT identified at least one MAMPU contribution to a positive capacity change. For example, the OCPAT report for PERMAMPU documented how members have adopted techniques from MAMPU (MSC and Participatory Audit) across their consortium, and notes that this is reflected in their an increased score in Program Management. The OCPAT for Migrant CARE similarly discusses how the Participatory Audit had contributed to improving their financial management practices as well as in subpartners. Across all 5 partners, financial management is the most frequently identified (but not the only) MAMPU contribution.

In two cases, partners reported positive change but a MAMPU contribution did not emerge during the capacity assessment process. OCPAT reports for KAPAL Perempuan and PEKKA refer to improved capacity for policy influence and describe how this evolved over the life of MAMPU, but do not mention if or how MAMPU contributed. However, MAMPU records show that KAPAL Perempuan and PEKKA have accessed technical advice and support in a range of policy development areas. In the absence of a verifiable link, the case that MAMPU contributed to such improvements is assessed as 'moderate'.

There is a strong case for MAMPU's contribution to increasing the collective capacity of partner networks.

As described above, there is compelling evidence to show that collaboration among partners and with other CSOs has risen, and the SDGs have been the major driver of this trend.

MAMPU's role in fostering the SDGs collective agenda is clear. We convened the BOD meeting in December 2017 and when the idea for bottom-up consultations emerged, we moved quickly to agree funding arrangements, support the development of a Terms of Reference, and secure the agreement of Bappenas and DFAT. In addition to funding, MAMPU staff continued to support the SDG local consultation process, including organizing a major regional conference in August 2018. The SDGs is a significant example of how MAMPU has helped partners work collectively to seize an opportunity for influence.

How and to what extent have the partners and networks influenced government reform in relation to the needs and priorities of poor women?

Sub-question 1: How and to what extent have MAMPU partners and networks influenced formal government policies?

The evidence shows that MAMPU partners have had **significant influence on formal policy decision-making at multiple levels**. Partners have contributed to 181 decisions by policy makers, ranging from national laws to village level regulations. As noted above, there has been a consistent year-on-year increase in this total since 2016.

We established a basic level of contribution to these policy decisions by checking that two conditions were met in partner quarterly reporting and monitoring records:

- (i) There has been partner engagement with the policy maker prior to the decision, as evidenced in quantitative data on 'reach'; and
- (ii) Prior engagement has addressed the substance of the decision taken by the policy maker as evidenced through narrative material in partner reporting and/or monitoring records.

More than half of the policy influencing work of partners takes place at the district and village level, where key service delivery responsibilities lie and typically focuses on decisions by the executive branch of government. More than half (54%) of the decisions that partners have contributed to apply to this level of

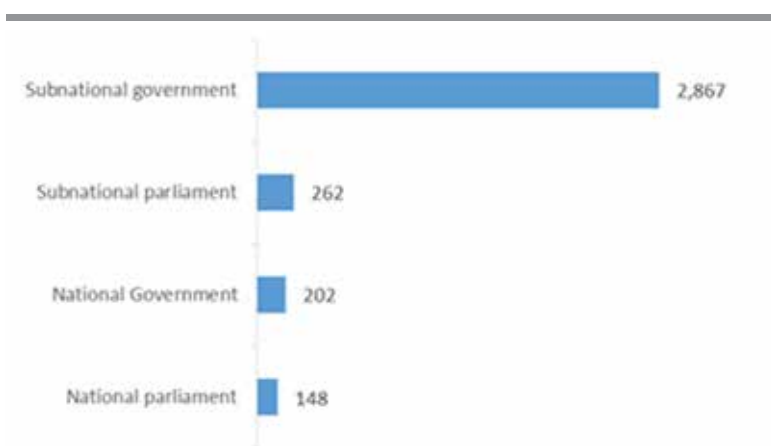


Figure 6: Average contacts per quarter between partners and policy makers, July 2014-September 2018, Source: MANIS Kita Reports (n=213)

government. These patterns are reflected in 'reach' statistics monitored by MAMPU (see figure 6), which highlight that levels of contact with local government have, on average, greatly exceeded engagement with DPRD.

A similar (though less pronounced) pattern is evident at the national level. On average, partners engage more frequently with government agencies such as Bappenas, the Ministry of Health, Ministry of Social Affairs, and the Ministry

of Women's Affairs. Contact with members of the DPR RI and the DPD tends to be less intense. Clearly, the executive branch of government, particularly at the district level, is the most frequently used channel of influence.

On one hand, these patterns make sense. Partners focus on influence that responds to the priorities of women at the local level, and these often relate to services that correspond to a government agency. One example is the work of BaKTI and their partners to improve the capacity of the Integrated Service Centres at the district level. This illustrates how influence on decisions about the structure and operational processes around case handling flow through to 'frontline' services. This is one way that influence translates to service changes that affect women's lives.

On the other hand, there is considerable scope for partners to use the policy oversight powers of parliament – especially at the district level – to pressure the government to implement policy changes. The Parliamentary Engagement Study noted that there appeared to be relatively few examples of this happening.

Significant examples of progress at the national level demonstrate how partners contribute to potentially far reaching structural changes in government policy. In 2016, the influence of Migrant CARE and their partners was a new Ministry of Labour initiative called 'DESMIGRATIF'. Announced in October of that

year, the new initiative aims to improve services for migrant workers, partly by involving the district and village governments more closely in regulation and service provision. In 2017, this was followed by the passage of a new national law on the protection of migrant workers. Although the draft law on sexual violence has yet to be passed, the issues is now firmly on the agenda, a seemingly distant prospect in 2014.

Sub-question 2: How and to what extent have partners contributed to the capacity of women at the village level to project 'voice'? To what extent has this translated to influence on decision-making at the household, village and beyond?

There is good evidence that our partners have contributed significantly to positive changes in the capacity and readiness of women at the grassroots level.

We drew heavily on qualitative data through the MSC tool as a source of evidence about the changes experienced by women at the grassroots. Most stories originate from members of MAMPU's local groups. We analysed 111 MSC stories from 14 partners against a set of criteria, outlined in table 4 below. These criteria were developed through a workshop with MAMPU partners in August 2017. The sample was selected purposively to ensure a balance from across all partners with MAMPU-funded activity at the grassroots level.

Table 4: Evaluative Criteria for assessing changes in capacity, readiness, voice and influence at the grassroots
(Source: Phase 2 MAMPU Monitoring and Evaluation Framework)

Outcome	Evaluative Criteria
Capacity and Readiness	<ul style="list-style-type: none"> • Women demonstrate a critical awareness of power, gender, culture and society • Women demonstrate an ability to analyze village regulations and formulate regulations in line with their aspirations • Women demonstrate an ability to manage conflict at the village level • Women are organised around key priorities of concern • Women demonstrate confidence and capability to express their ideas
Voice and Influence	<ul style="list-style-type: none"> • Women occupy leadership roles including as religious leaders, community leaders • Meaningful participation in village deliberative processes • Village level policies, regulations, and resource allocation addresses women's needs and protects their ongoing participation

Overall, the sample of stories illustrate how **all 14 partners have enabled change in capacity and readiness among women at the grassroots**, as defined in table 1. The analysis unearthed examples from all 14 partners illustrating participation in group activities, education and training, and mentoring. These examples illustrate how women have experienced changes in knowledge and awareness about justice and gender equality, often through discussion of the thematic issues social protection, protection of women workers, sexual rights, and eliminating VAW. Women often linked these changes, echoing much literature on empowerment, to changes in confidence (*keberanian*) to express their opinions and

influence wider discussions. The examples showcased women addressing tangible problems and acting as ‘solution makers’ in relation to domestic violence, legal identity, and access to social assistance – often through a model or approach developed by a partner.

Changes in voice and influence were also illustrated through the stories, although this was only evident in 9 of the 14 partners. In some cases, women described how they had become more aware of legislation through training provided by partners. This had encouraged them to take an active interest in discussions about regulations and planning in the village and district, particularly planning processes.

It is important to note that findings based on analysis of the MSC dataset are also supported by other sources of evidence. The WCA Study found evidence of an ‘empowerment pathway’ that grew from internal changes and progressed to speaking publically (see quote). Comparative quantitative and qualitative data from the Longitudinal Study suggests poor women-headed households are more likely to take part in village-wide activities in MAMPU than non-MAMPU villages. MAMPU

“Members of each example of collective action studied reported a progression from growing confidence and knowledge (changes in human or individual assets), to speaking out and participating in or presenting to community forums (agency assets)...”

- Source: Women’s Collective Action Study, 2017

records show 67 village-level policy decisions (village regulations, Decision Letters, budgetary allocations) have been taken with the influence of partners at the local levels. Finally, MAMPU’s own field monitoring records note examples of local level voice and influence as related by women members of MAMPU’s local groups. Taken together, these pieces of evidence strongly support the conclusion that partners have contributed to capacity, voice and influence.

It should be noted that MSC cannot be used to establish the prevalence of changes in capacity, readiness, voice and influence across all women involved in collective processes at the village level. The selection of a story ‘worth’ capturing is purposive and these cannot be generalized across all women. Nonetheless the geographic dispersal indicates that these shifts are happening in many diverse contexts through different partners and in relation to different themes. This increases our confidence that the changes described are not isolated cases.

How and to what extent has MAMPU contributed to improved access for poor women to essential government services and programs?

Sub-question 1: Has access to services increased for poor women increased, and if so, where and by how much?

There are clear indications that MAMPU has helped large numbers of women and men access services. The evidence is strongest in relation to the *direct pathway*. The quantitative data show that over 72,000 women and 12,000 men have been directly assisted by MAMPU partners.

The scale of this increase appears to have been greatest in reproductive health (theme 4) and social protection (theme 1). This correlates with patterns of village coverage across MAMPU, which is widest in themes 1 and 4.

However, it is important to acknowledge that partners in other MAMPU themes also assist women to access social protection and reproductive health services. For instance BaKTI in theme 5, as well as BITRA, TURC and Yasanti in theme 2 all report assisting members of their local groups to access health insurance (JKN PBI). Similarly, BaKTI (theme 5) and KAPAL Perempuan (theme 1) report enabling women members of their local groups to access cervical cancer tests from local clinics (theme 4).

It is more difficult to discern where the largest increases in access have been, since quantitative data from partners on direct access is not reported by location. In theme 5, data from Integrated Service Centres supported by BaKTI and FPL members show that centres in Bandung, West Java and Semarang in Central Java showed the greatest increases in cases handling capacity between 2014 and 2017. However, the Integrated Service Centre in Maros, South Sulawesi demonstrated the steepest increase relative to starting point. In other themes, this type of analysis is not yet possible.

MAMPU's experience reveals that the quality and utilization of services is variable, and may not have improved despite increases in quantitative measures of access. Access to health insurance, indicated by possession of a card (Kartu Indonesia Sehat) is a good example. Research by YKP and KAPAL Perempuan highlights that use of the cards is poorly understood by frontline health workers and women alike. A focus on simple quantitative measures of access risks missing this issue.

The importance of supporting women to seek services also comes through clearly in the evidence. The Longitudinal Study for instance, underlined the fact that women are unlikely to report cases of VAW to the Integrated Service Centre.

Sub-question 2: How strong is the case that MAMPU contributed to observed increases in access to government services and programs?

The evidence that MAMPU contributed to direct increases is strong and supported through multiple sources including partner quarterly reports, MSC stories, MAMPU monitoring records, as well as studies such as the Longitudinal Study and the Women's Collective Study. These sources show the process of gaining access 'in motion', for example describing how women and men are supported through KLIK or encouraged to take up IVA and Pap smear tests.

Evidence of MAMPU's indirect contribution to changes in access to services is less clear in the absence of government data on wider changes in access to services. However, drawing on cases where data is available suggests that this pathway is plausible.

The clearest example remains the case of the Integrated Service Centre for Women's Empowerment and Child Protection in Maros, South Sulawesi. Between 2013 and 2016, they handled an average of 4 cases

a year, and had no discrete budget allocation. In 2016, with BaKTI's support, they worked with medical services, the police and court system to develop and agree Standard Operating Procedures for handling and referring cases of VAW. Alongside this, BaKTI supported the development of the first Strategic Plan which enabled an increase in budget. The number of cases handled increased to 26 in that year, 75 cases in 2017, and indications are it has increased again in 2018. Given the national prevalence of VAW is 1 in 3, this remains inadequate. However, there are indications that similar influence has been achieved in other Integrated Centres where MAMPU works. This illustrates how the indirect pathway could work to increase access on a wider scale. Given the extent of policy influence in other thematic areas, this remains highly plausible, if unobserved.

What changed in the context and how did MAMPU respond?

Overall, **MAMPU has been flexible and adaptive** in responding to shifts in the context outlined at the beginning of this performance story. MAMPU has contended with rising conservatism and intolerance, as well as changes in political leadership. There are examples of how we adapted to these issues at the overall program level and among partners.

At the program level, two examples are illustrative: the SDGs; and rising intolerance and conservatism. Shortly after he took office, President Jokowi embraced the SDGs and made public announcements on the importance of reflecting it in the 2015-2019 National Medium-Term Development Plan (RPJMN). Recognising the opportunity to progress women's empowerment through the SDG umbrella, MAMPU engaged a new partner – INFID – in 2016 to begin work in this area. In late 2017 we increased the focus considerably, supporting a cross-partner initiative to consult with women at the grassroots and reflect their concerns in the RPJMN agenda. Within two months of the initial discussion MAMPU and partners had agreed the Terms of Reference and clarified funding arrangements. In this case we moved swiftly to adapt.

MAMPU has been slower to adapt to signs of intolerance and conservatism impacting the space for a progressive reform and empowerment. We funded the involvement of our partners in the 2017 Congress of Indonesian Women Clerics (*Kongres Ulama Perempuan Indonesia*) but did not follow up with concrete strategies. In 2018 however, we engaged a respected researcher with expertise in this area to analyse the issues and advise MAMPU and partners on appropriate strategies. His analysis has informed the development of the 2019 MAMPU workplan and has been shared with other DFAT initiatives such as the Australia-Indonesia Partnership for Justice (AIPJ2). This will remain an important area of ongoing work.

Partners have responded to this issue in both tactical and strategic ways. For example, recognizing the influence of conservative religious interests in parliamentary deliberations, Komnas Perempuan completely overhauled their strategy to advocate for the passage of the Draft Law on the Elimination of Sexual Violence.

Locally, partners have responded to intolerance in ways that tend to reflect their organizations approach. For instance, 'Aisiyiah has approached the village heads and local leaders, and has used Muhammadiyah channels to influence the local religious leaders. If these fail or encounter resistance, 'Aisiyiah moves location. KAPAL Perempuan take a very direct approach when faced with opposition at the local level. For example, when they faced resistance from conservative groups at the village level, members of the *Sekolah Perempuan* in North Lombok directly approached *Majelis Taklim* prayer study groups to explain their activities.

MAMPU partners have responded to the Village Law by intensifying support for grassroots women's groups to engage in village planning processes. Local women's groups have so far secured allocations for a range of initiatives, including reproductive health services, mobile social protection and legal identity clinics (KLIK), and adult education activities for women (provided through KAPAL Perempuan's *Sekolah Perempuan*). Many partners have secured formal recognition for their village level groups which supports their involvement in village development planning and enables them to secure budgetary allocation.⁴⁰

Partners have adapted to the challenges of working with parliament and government by mapping influencers and reaching out to key individuals. While the frequent movement of government officials is often reported as a challenge, partners try a variety of approaches, ranging from 'systematizing' their work in the form of Standard Operating Procedures, or other mechanisms to ensure ways, to providing training in gender awareness for newly appointed officials.

To what extent is management of MAMPU consistent with Value for Money principles?

MAMPU's approach to Value for Money (VFM) is based on a set of 14 principles, defined in a VFM Framework developed in 2018. To assess how well we are living up to these, we applied a 'rubric' (see table 5) to 9 of the 14 principles. The process we applied to do this is outlined in the Basic Methodology at the front of this report.

The results are summarized in table 6 below. This shows that **overall, MAMPU is being delivered in a way that is consistent with sound VFM principles.**

The process surfaced evidence showing that MAMPU demonstrates 'strong' (Green) achievement of 3 principles; 'satisfactory' (Amber/Green) achievement of 4; while against 2 principles, our achievement is 'mixed' (Amber/Red). While this is a sound report card there is room to deliver even better VFM.

Working with and through partner systems (principle 7) is an example where MAMPU practice is consistent with the principle. The assessment noted that techniques such as the Participatory Audit and the database on victims of VAW have been developed closely with and for partners and are now being widely applied. MAMPU has deliberately rejected a 'one-size-fits-all' approach to developing grants management systems, instead working closely with each partner to

tailor each system to their organizational realities. Nevertheless, evidence contradicting these points was also discussed. For example, despite the potential to support sharing between partners, the MANIS Kita system is currently used mainly to report to MAMPU. On balance however, this principle was considered to be an area of strong achievement.⁴¹

MAMPU's practices were also assessed to be 'strong' in relation to financial risks (principle 9) and information-sharing among program stakeholders (principle 13). MAMPU has evolved detailed financial monitoring and fraud detection systems that continue to function well. On information sharing, the Working Group ('Pokja') process is working well, and new communication products such as the MAMPU Kita newsletter have been launched and distributed. Evidence to the contrary included examples where we need to improve our responsiveness to partner requests. Despite these, participants felt that the balance of evidence merited a rating of 'strong achievement'.

MAMPU practices need further support to reach two VFM principles. Firstly, there is some evidence that we are not always sufficiently responsive to issues with the performance of suppliers and contractors (principle 8). Despite examples to the contrary, MAMPU can do better. Instances surfaced at the workshop indicating poor performance by some contracted providers on MAMPU's procurement panel had not been adequately recorded, and acted on. Secondly, a number of examples illustrated that MAMPU has not been sufficiently encouraging of experimental and creative approaches (principle 12). There were too few examples demonstrating that we have continued the spirit of the social innovation fund since it was closed in 2016. MAMPU plans to address these areas of practice in 2019 in order to improve VFM.

Against the remaining 4 principles, the evidence supported the view that MAMPU's practices were satisfactory, but had room to improve to deliver better VFM. For example, MAMPU takes a highly participatory approach to defining results (principle 10), with partners leading the development of annual workplans and outcomes. Similarly, MAMPU convenes collective processes through Board of

Table 5: Rubric to assess MAMPU adherence to VFM principles
(Source: MAMPU VFM Framework)














	Green. Strong achievement across the implementation of this principle. Although there may be room for incremental improvements, this area stands out as one where MAMPU is clearly delivering VFM.
	Amber/Green. Satisfactory achievement in most areas related to the implementation of this principle, but partial achievement in others. An area where MAMPU is generally delivering VFM but could do better.
	Amber/Red. Achievement is mixed related to the implementation of this principle (including unsatisfactory achievement in several areas), but generally meets minimum expectations. An area where improvements are required in order for MAMPU to deliver better VFM.
	Red. Poor achievement in the implementation of this principle, with urgent remedial action required in some areas. An area where MAMPU is clearly failing to deliver VFM.

Table 6: 2018 internal assessment of MAMPU adherence to 9 selected VFM principles

No.	MAMPU Value for Money Principle	Assessment
1	MAMPU will scrutinize program costs and seek reasonable opportunities to reduce costs without compromising the potential to achieve desired results.	
4	Where appropriate, MAMPU will use competitive processes to identify and/or select CSO partners, suppliers, and personnel.	
5	MAMPU will use information, including lessons from past experience, when making decisions about program management and strategy.	
7	MAMPU will work together with CSO partners to strengthen their own management systems rather than consolidating all management functions in MAMPU.	
8	MAMPU will review the extent to which CSO partners, sub-contractors, and consultants are achieving expected results, and take corrective action to address any concerns as necessary.	
9	MAMPU will work with CSO partners to prevent fraud and corruption throughout the program.	
10	MAMPU will work together with CSO partners to define the results that are important to them, and to develop and iteratively adapt strategies to achieve those results.	
12	MAMPU will work together with CSO partners to identify and trial experimental approaches where there are reasons to believe that they may produce better outcomes	
13	MAMPU and CSO partners will share and discuss important results and challenges with DFAT, Gol, and one another	

Director Meetings and facilitates discussions around strategy. On the other hand, feedback from some partners suggested that MAMPU could do more to help define significant results beyond the confines of thematic areas. On these issues, MAMPU still has work to do and has included a greater focus on these issues in the 2019 annual workplan.

Reflections on performance and future direction

At the Summit Workshop partners were invited to reflect on the journey so far and consider whether MAMPU's performance had been "in with expectations", "above expectations", or "below expectations".

Overall, participants felt that program performance had met or exceeded expectations. Areas where participants perceived MAMPU's performance reflected this were:

- Access to services. There was wide agreement said that women had gained access to important services on a scale that seemed greater than participants had expected;⁴²
- Adaptation to the context. Participants positively identified the adaptability that MAMPU had displayed regarding the SDG agenda and the Village Law;

- Policy influence. Multiple participants agreed that the extent of influence on policy spanning the village to the national level was impressive and reflected strong advocacy progress;
- Grassroots capacity. Partners agreed that the leadership and capacity of women at the grassroots had significantly increased;
- Relationships between partners and strategic actors, such as Bappenas, had strengthened.

“...it seems that it [MAMPU] has exceeded expectations ... because we are no longer limited to increasing access to services, but have become the agent of change itself... this is possible because all partners have initial capital and MAMPU came at the right time to accelerate our goal.”

- Dina Lumbantobing, PERMAMPU Coordinator, Summit Workshop, 9 October 2018

However, partners also identified some areas where MAMPU had **not yet met expectations**. These included:

- Movement building. Although participants acknowledged progress in collective action, several felt that MAMPU had not yet contributed enough to building a genuine movement that linked women at the grassroots to bigger national issues of focus for women;
- Economic empowerment. Participants identified that approaches to address the economic situation of women at the grassroots could be used more strategically to develop a bottom-up movement.

Turning towards the future, participants discussed what should be “kept, dropped or created” as MAMPU moves into a final 12 months, eliciting a number of interesting reflections.

What should be kept? Partners identified practices and systems they felt should continue to be adopted and strengthened. These included:

- Participatory Audits introduced by MAMPU as a useful, if somewhat intensive practice;
- Building on MAMPU’s databases (including MANIS) to strengthen knowledge management;
- The Most Significant Change method, especially using this for further learning;
- The ‘bridges’ and connections with government that had been opened up through MAMPU;
- Continuing to build on existing policy advocacy to link local and national issues.

What should be dropped? There was an interesting discussion among partners on the concept of ‘thematic areas’ or ‘themes’. Some participants felt strongly that themes were too restrictive and did not adequately acknowledge the cross-cutting work that took place across and between themes. Others however, felt that themes had been helpful in giving some focus and direction to what was otherwise a very broad set of issues.

What should be created? Issues that partners felt deserved further attention in the future included:

- Better incorporation of disaster risk reduction and mitigation, reflecting recent partner experience supporting recovery after earthquakes and tsunamis;
- Greater attention and clarity on strengthening women’s livelihoods; and
- The upcoming general elections, particularly helping to position women leaders as competitive candidates.

5.0 The Evidence Base

- ¹ Dart, J., & Roberts, M. (2014) Collaborative Outcomes Reporting. BetterEvaluation. Retrieved from <http://betterevaluation.org/plan/approach/cort>
- ² BPS Official Statistics Release, Key Findings: 2016 National Women's Life Experiences Survey, March 30 2017
- ³ See Salim, A.; Bulan, W.R.; Untung, B.; Laksono, I. and Brock, K. (2017) Indonesia's Village Law: enabler or constraint for more accountable governance? Making All Voices Count Research Report, Brighton: IDS. See also Dharmawan, L., Pattinasarany, G.D.V., and L. Hoo (2018) Participation, Transparency and Accountability in Village Law Implementation: Baseline Findings from the Sentinel Villages Study. Local Solutions to Poverty, The World Bank, Jakarta.
- ⁴ Hasyim S., Intoleransi dan Konservatisme Sebagai Tantangan bagi Pemberdayaan Perempuan dan Kesetaraan Gender di Indonesia, Working Paper for MAMPU, Draft submitted to MAMPU October 2018. See also Lembaga Survei Indonesia (2017), National Survey Report: A measure of the extent of socio-religious intolerance and radicalism within Muslim Society in Indonesia, Jakarta: Wahid Institute.
- ⁵ MAMPU Indonesia: Maju Perempuan Indonesia untuk Penanggulangan Kemiskinan, Empowering Indonesian Women for Poverty Reduction, Program Design Document, Part A: Situational Analysis & Program Overview, Canberra: AusAID
- ⁶ MAMPU National Information System (MANIS), 'Finance – All Agreements' Dashboard.
- ⁷ MAMPU procurement records, MANIS.
- ⁸ MANIS Back-To-Office-Record (BTOR) dashboard. If a BTOR relates to a training or workshop provided by MAMPU, a training evaluation form is collected from participants and the data are uploaded to the system to enable an aggregate view.
- ⁹ MAMPU procurement records, MANIS.
- ¹⁰ YAPPIKA (2017), Capacity Review Report for Institute KAPAL Perempuan using the Organisational Capacity and Performance Assessment Tool, MAMPU
- ¹¹ MANIS BTOR dashboard statistics on reach/engagement between MAMPU and media organisations.
- ¹² Explicar Media Monitoring, Online Dashboard. Data displayed aggregate daily media monitoring records from a survey of national print and online media. Statistics can be disaggregated by a number of fields including partner, issue, and thematic area. These show the number of mentions of the Australia-Indonesia Partnership for Gender Equality and Women's Empowerment (MAMPU) climbed from zero in 2016, to 30 in 2017, before rising sharply to 219 mentions in 2018.
- ¹³ MAMPU Summit Workshop, Collaborative Outcomes Report: Notulensi, October 2018
- ¹⁴ YAPPIKA (2017), Capacity Review Report for Institute KAPAL Perempuan using the Organisational Capacity and Performance Assessment Tool, MAMPU
- ¹⁵ MAMPU Summit Workshop, Collaborative Outcomes Report: Notulensi, October 2018
- ¹⁶ The MAMPU Livelihoods Review published in 2016 found income generation activity widespread across partners work at the grassroots. This was also a theme that emerged in a qualitative study in 2017. See Migunani (2017) Women's Collective Action for Empowerment in Indonesia: A study of collective action initiated by partners of the MAMPU program. Yogyakarta: Migunani and MAMPU
- ¹⁷ MANIS BTOR module. Data show engagement between the MAMPU team and private sector has remained low from 2014 to 2018.
- ¹⁸ 213 quarterly reports have been directly uploaded by partners to an online information system called 'MANIS Kita'.

- ¹⁹ Collected MSC stories are uploaded by partners to an online information system called MANIS 'Storybook'.
- ²⁰ Migunani (2017), *Women's Collective Action for Empowerment in Indonesia: A study of collective action initiated by partners of the MAMPU program*. Yogyakarta: Migunani and MAMPU
- ²¹ Networking data summarized in MAMPU Six-Monthly Progress Reports for October 2016 to September 2018. These data are entered in the online reporting system 'MANIS Kita' each quarter. In each report partners identify up to 5 organisations or networks they have worked with in the last 3 months, rate the intensity of the collaboration on 4-point scale, and provide a brief narrative description of the purpose. This permits tracking of both quantitative and qualitative dimensions of collaborative activity.
- ²² MANIS BTORs dashboard. The 'Participation Trend' tab shows 145 events attended by MAMPU staff, partners, and local government between July 2016 and July 2018.
- ²³ Sherlock, S. (2018), *The experience of parliamentary engagement by MAMPU and its partners: Lessons learnt and openings for the future*, Jakarta: MAMPU
- ²⁴ Sherlock, S. (2018), *The experience of parliamentary engagement by MAMPU and its partners: Lessons learnt and openings for the future*, Jakarta: MAMPU
- ²⁵ MANIS Kita online reporting system.
- ²⁶ See for example K. Shanahan, "Closing Torajamelo – Pekka", BTOR 23/9/2018, see also D. Tnunay, "Field visit to Yayasan Kombongan Sitoru - Tana Toraja" BTOR 05/04/2018
- ²⁷ Data on 'reach' and engagement between partners and the private sector have remained low relative to engagement with other actors since April 2015. However, there has been a gradual increase from July 2017 to September 2018.
- ²⁸ Circle (2018), *Content Analysis of the MSC Dataset*, Jakarta: Circle and MAMPU
- ²⁹ R. Situmorang, *MAMPU Qualitative Analysis of MSC stories, Collaborative Outcomes Reporting*, September 2018
- ³⁰ Migunani (2017), *Women's Collective Action for Empowerment in Indonesia: A study of collective action initiated by partners of the MAMPU program*. Yogyakarta: Migunani and MAMPU
- ³¹ SMERU (forthcoming), *Longitudinal Study of Access to Services, Midline Study: Synthesis Report*, Jakarta: SMERU and MAMPU
- ³² See for instance S. Norup, "Launching Sekolah Perempuan in Pangkep", BTOR 23/04/2016, and T. Lakshmi, "Sosialisasi Peraturan Bupati no.41/2018 SELARAS untuk Perlindungan Sosial dan Pengetasan", BTOR 18/09/2018
- ³³ 9 partners report influence on budget allocations in their quarterly reports over 2018. See MANIS Kita, PQRs for 'Aisyiyah, BaKTI, Swara Parangpuan, SAPA Institute, PERMAMPU, LBH Apik Aceh, KJHAM, Komnas Perempuan, KAPAL Perempuan.
- ³⁴ Franciska, Christine, "How a rape that was ignored angered Indonesia's women", BBC World Service, <https://www.bbc.com/news/world-asia-36200441>
- ³⁵ Data on access to service indicators is collected through Partner Quarterly Reports. Aggregated trends in indicators of access to services can be viewed through MANIS Dashboard "indicator" tab
- ³⁶ SMERU (forthcoming), *Longitudinal Study of Access to Services, Midline Study: Synthesis Report*, Jakarta: SMERU and MAMPU
- ³⁷ MAMPU (2017), *Six-Monthly Progress Report July-November 2017*. The estimates applied data from BPS, the World Bank, and various Government Ministries (Ministry of Labour) to construct a notional estimate of the number of Indonesians who would benefit.
- ³⁸ Solidaritas, *KLIK PEKKA VFM Briefing Note*, Working Paper submitted to MAMPU, October 2018

³⁹ D. Andarini, “YKP The 5th National Forum: Peran JKN dalam Menurunkan AKI”, MANIS BTOR, 27 April 2018, See also D. Kartikasari, “Konferensi Pers - Hasil Penelitian YKP Terkait Jaminan Kesehatan Nasional”, 30 April 2018 and KAPAL Perempuan, Quarterly Report to MAMPU, Oct-Dec 2017, MANIS Kita online.

⁴⁰ For example, in December 2017 Yasanti reported a Decision Letter by a Village Head (Surat Keputusan) in Yogyakarta recognizing the official status of the Homeworkers Union (Serikat). Similarly, in January 2018, KAPAL Perempuan reported a Decision Letter by the Head of Oesapa Village in Kupang District, East Nusa Tenggara recognizing the Sekolah Perempuan as an official women’s organization in the village. These acknowledgements enable these groups to receive an allocation of village budget in the development planning process

⁴¹ A. Lora, Record of proceedings, VFM Internal Assessment Workshop, October 2018

⁴² MAMPU Summit Workshop, Collaborative Outcomes Report: Notulensi, October 2018

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