MAMPU Phase 2 Independent Strategic Review

INDEPENDENT STRATEGIC REVIEW

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Executive Summary

The Australia-Indonesia Partnership for Gender Equality and Women's Empowerment (MAMPU) Phase 2 (2016-20) is an Australian Government funded program working with the Government of Indonesia and Civil Society Organisations (CSOs) to achieve improved women's empowerment and gender equality. An Independent Strategic Review (ISR) was commissioned to inform DFAT and the Government of Indonesia about the program effectiveness and relevance and to identify future possible options for investment.

Context

The context for women's empowerment and gender equality in Indonesia is dynamic. Several commentators suggest that further economic and social development for the country is dependent requires a more inclusive and fair society. In line with this, Government of Indonesia policy supports gender equality and women's empowerment and the inclusion of people with disability. MAMPU has been highly relevant in this space. However, since the inception of MAMPU, several commentators report an increasing conservatism, influencing both politics and religion, has mitigated against attempts to support equal opportunity for women and marginalised groups across many areas of Indonesia. In addition, economic development has slowed across the country, undermining broader efforts by the government to address poverty, including for women. Finally, the decentralisation process, which has brought resources and control closer to people in the rural areas providing opportunities for increasing women's empowerment and gender equality, has also in some cases, entrenched local social and cultural norms, which can discriminate against women and marginalised groups.

These factors and others have increasingly challenged the outcomes able to be achieved by women's organisations in Indonesia, including those supported by MAMPU.

Findings

MAMPU phase 2 has evolved into a complex program. It retains many of the features from the first phase but has undergone some significant shifts. This contributes to a broad range of expectations for likely program achievements and outcomes. It presently works with 14 national partners, more than 105 local partners, across 27 provinces and 151 districts in Indonesia.

MAMPU is making strong progress against its three end of program outcomes. The available evidence indicates that the program has been effective in increasing capacity across the various partner organisations (EOPO 1). There is considerable evidence, further verified through independent assessment by the review, that partner CSOs are working effectively at the subnational level, often addressing quite challenging contexts and demonstrating a rich diversity of strategies drawn from good local contextual analysis. CSO partners have been effective in organising women at the grassroots to work collectively and advocate for change. At the national level, CSOs have been supported to work collectively and with government for change. The development of a network of organisations concerned with women's empowerment and gender equality was identified in itself as an achievement by many respondents to the ISR.

MAMPU has made a demonstrable difference to the opportunity for women to have voice and influence, particularly at the subnational level (EOPO 2). For example, MAMPU has supported the development of 1300 women's groups, working with more than 32,000 women. These women have increased knowledge and awareness leading to more confidence and 'agency'. As a result, partners and women's groups have contributed to 317 policy decisions in 70 districts in 13 provinces. Partners have contributed to national level policy, mostly in the areas of gender-based violence and conditions

for migrant-workers. Partners have also formed horizontal coalitions, in particular to address cross cutting issues outside the five thematic areas. This includes for example, joint advocacy in the areas of national health insurance and child marriage.

Internal monitoring evidence demonstrates that there is increased access to services as a result of MAMPU supported programs (EOPO 3). Since 2014, MAMPU partners have directly assisted 51,000 women and 5000 men to access government services across the five thematic areas. This is a considerable achievement, although research suggests the original target of increasing access for over 3 million women will be difficult for MAMPU to fully achieve without increased coordination with Government and other service providers.

It is the view of the ISR team that without MAMPU, several, perhaps most, of the partners CSO would likely still exist and be working for change, but the women's movement in Indonesia would have reduced leadership and be less able to work for women's empowerment and gender equality in Indonesia into the future. ***Given the compelling international research on the correlation between a competent national women's movement and shifts in national policy and legislation which address issues for women, this contribution is of some significance.***

Relevance

MAMPU is considered highly relevant to the priorities of the partner CSOs, the women's movement in Indonesia and the CSO sector more widely.

Through its work at the subnational level MAMPU has sought to work in line with the political momentum of Indonesia, giving particular attention to the implementation of Village law, local elections and cooperation with local leaders. At the National level, there was a deliberate shift in phase II of the program to increase its alignment and relevance with national technical ministries. BAPPENAS has identified that both the new Medium-Term Development Plan and the SDGs are the relevant policy frameworks which should direct ongoing CSO work through MAMPU.

MAMPU phase 2 is strongly aligned to Australian Government policy. This includes alignment to the Australian Foreign Policy White Paper. MAMPU also reflects the key priorities of the Australian Aid policy on Gender Equality and Women's Empowerment. A recent review of MAMPU Phase 2 indicates that the program also makes a contribution to disability inclusion, in line with Australian Government policy[1], although there is room for this to be more strongly communicated by the program.

Going Forward

For the remaining program life of MAMPU Phase 2, the ISR recommends

- That independent research is commissioned by **DFAT** to examine and document MAMPU partner practice in context and the overall program learnings about effective approaches to women's empowerment and gender equality in the Indonesian context.
- That consideration is given by **BAPPENAS and DFAT** to reconfiguring MAMPU beyond a program to a more flexible modality which better explains and accommodates its wide range of activities.
- That some work be undertaken by the **MAMPU program management and partners**, to further develop the MAMPU approach to change.
- That **MAMPU program management** urgently implement the new MAMPU disability inclusive strategy. Further, that it specifically includes monitoring of disability inclusion in further program reporting.

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[1] DFAT (2015) 'Development for All, 2015-2020'

- That **MAMPU program management** create additional space for CSO partners and others to come together to examine emerging areas of challenge for women's empowerment and gender equality.
- That **DFAT** further improve collaboration for women's empowerment across its programs to maximise the learning between programs. Further that **DFAT** develop a system for program collaboration in order to increase its focus on voice and participation for women and girls.
- That **DFAT** develop an overall strategy for its engagement with CSOs.

Future Options

Prior to reviewing options, the ISR recommends that **DFAT** give consideration to the following questions, which in turn would help shape decision-making about those options**.**

- **The horizon of investment**: MAMPU was described by some respondents as part of the trajectory of development and change in Indonesia that has taken place since *Reformasi. Is DFAT interested to make a similar ambitious (in terms of vision and time) contribution going forward?*
- **National and/or subnational focus**: DFAT has the opportunity through a future program for women's empowerment and gender equality and possibly other existing programs, to have a more comprehensive subnational focus in selected geographic areas. *What is the intended focus of DFAT work going forward in an increasingly decentralised Indonesian context?*
- **Internal DFAT collaboration**: there is opportunity for increased impact from DFAT programs, through more collaboration around strategies for women's empowerment and gender equality. *Is DFAT in Indonesia prepared to consider these shifts, particularly in the upcoming Australia Indonesia aid investment plan, as a basis for more comprehensive and improved programming going forward?*

Going forward, it is strongly recommended by the ISR, that **DFAT** consider options which maintain some dedicated focus on women's empowerment and gender equality and provides the opportunity for DFAT to continue to work towards that end with good quality CSO partners and the Government of Indonesia.

Option 1. A new standalone program

A new program would enable continuation of the current program of work over a further 3 to 4 years and provide the time that is required for current program strategies for increased service delivery and sustained changes for women to be fully realised. While there are considerable merits in a further stand-alone program for women's empowerment and gender equality, including the opportunity to build upon lessons learned and improve programming approaches and program focus, this will not serve the DFAT intention to consolidate its large number of stand-alone programs.

Option 2. Mainstreamed work

The considerable learning, strategies for change and working relationships with competent CSOs developed through MAMPU Phase 2 could be taken forward in a systematic way into other DFAT programs in Indonesia. The ISR recommends that if DFAT considers this option, a comprehensive plan for integration of learning, activities and CSO relationships is developed in advance, with appropriate contractual and design amendments. However, the ISR also notes that wholly mainstreaming the existing work would risk losing the momentum for transformational change.

Option 3. A combined modality

Drawing from examples in other DFAT posts, DFAT could establish a facility with a shared platform of operational services. In practice this means there would be distinct components of work, each with their own appropriate set of strategies, approaches and locations for change but sharing one

operational platform which addresses human resources, financing, operations, communications and monitoring and evaluation.

The ISR recommends that DFAT consider this option but do so with careful consideration to the likely challenges for program management and implementation.

Acronyms

APBD	Anggaran Pendapatan dan Belanja Daerah / Local Government Budget
BaKTI	Bursa Pengetahuan Kawasan Timur Indonesia / Eastern Indonesian Knowledge Exchange Foundation
BAPPENAS	Ministry for National Development Planning
COR	Collaborative Outcomes Reporting
CSO	Civil Society Organisation
DESBUMI	*Desa Peduli Buruh Migran* /An approach to providing services at the village level for women migrant workers pre, during and post migration
DFAT	Australia Department of Foreign Affairs and Trade
DPRRI	Dewan Perwakilan Rakyat Republik Indonesia/ House of Representatives
DPRD	Dewan Perwakilan Rakyat Daerah / Regional Council of People's Representatives
EOPO	End of program outcomes
ISR	Independent Strategic Review
Kementerian PPN	Ministry for National Development Planning
Komnas Perempuan	National Commission on The Elimination of Violence Against Women
KOMPAK	Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan (Community Collaboration and Services for Welfare) The Australia Indonesia Government Partnership
KPPPA	Ministry of Women's Empowerment and Child Protection
KPPN	State Treasury Service Office
Komnas HAM	National Commission on Human Rights
KSI	Knowledge Sector Initiative
M&E	Monitoring and Evaluation
MAMPU	Australia-Indonesia Partnership for Gender Equality and Women's Empowerment
MANIS	MAMPU National Management information system
OCPAT	Organisational Capacity and Performance Assessments
ODE	Office of Development Effectiveness (DFAT)
P2TP2A	*Pusat Pelayanan Terpadu Pemberdayaan Perempuan dan Anak* /Integrated Services Center for Women and Children's Empowerment
PA	Participatory Audit
Pokja	Working Group
RPJMN	National Medium Term Development Plan
SDG	Sustainable Development Goals
SPPT-PKKTP	Sistem Peradilan Pidana Terpadu – Penanganan Kasus Kekerasan Terhadap *Perempuan*/ Integrated Criminal Justice System for Handling Cases of Violence Against Women

TNP2K   National Team for the Acceleration of Poverty Reduction

TOR   Terms of Reference

Contents

1. Introduction

The Australia-Indonesia Partnership for Gender Equality and Women's Empowerment (MAMPU) Phase 2 is an Australian Government funded program working with the Government of Indonesia and Civil Society Organisations (CSO) to achieve improved women's empowerment and gender equality. The second phase of the program commenced in 2016 and will be completed in mid-2020. The combined funding for both phases of the program will amount to A$108.3million, with A$51.9million allocated for the second phase.

In anticipation of the end of the program, an Independent Strategic Review (ISR) was commissioned at the midpoint of the second phase. The intention of the ISR is to inform DFAT and the Government of Indonesia about the effectiveness and ongoing relevance of MAMPU and to identify opportunities and challenges for any future DFAT investment in gender equality and women's empowerment beyond 2020.

This report outlines the findings, analysis and recommendations from the ISR.

2. Methodology

2.1. Purpose

The terms of reference (TOR) for the review directed it to address three questions:

A. Does the MAMPU program remain relevant and effective in addressing Government of Indonesia and CSO partner policy and program priorities?
B. Does the MAMPU program remain relevant and effective in addressing DFAT policy and program priorities?
C. Does the current MAMPU program modality and strategic approach remain appropriate in responding to the changing political economy context in Indonesia?

In addition, the review was required to provide recommendations about future DFAT support to gender equality and women's empowerment in Indonesia, exploring alternative approaches, addressing issues of scale and modality and identifying any implications that might arise from phasing out the existing MAMPU program.

2.2. Approach

A comprehensive evaluation plan was developed for the ISR (see Annex one).

In line with the TOR, the ISR focused on understanding MAMPU Phase 2 in the current, and likely future, Indonesian context for women's empowerment and gender equality. While attention was given to program effectiveness, this was largely achieved through review and verification of existing program evidence. The majority of the review was dedicated to consideration of Australian and Indonesian Governments' respective priorities and future possible options for investment, based on achievements and lessons learned from MAMPU Phase 2.

The data collection process included several areas of work:

- A comprehensive document review (see Annex two)
- Focus group discussions with CSO and women's organisations (including MAMPU partner and non-MAMPU organisations).
- Participation in and review of findings from the MAMPU internal collaborative outcomes reporting (COR) exercise.

- Semi-structured interviews with representatives from Government of Indonesia and DFAT in Indonesia and Australia, MAMPU CSO partners, MAMPU senior and technical staff, relevant technical experts (both those working with MAMPU and people external to the program), and other relevant informants and stakeholders (see Annex two).
- Field visits to two provinces in Indonesia, visiting MAMPU local partners and district and provincial governments (see Annex Two).

The analysis focused on triangulating information to identify core trends and issues. The data collection process included a large number of sub questions for each three key review questions, allowing the review team to shape and adapt their enquiry to the particular interests and focus of the various respondents. Data pertaining to all the questions was collected and analysed, with particular attention to areas of major correspondence and consensus. The outcomes and the issues identified in this report were those which were verified by several different sources throughout the review. It is important to note that there were lots of individual opinions, ideas and reflections, which obviously were of value, but apart from some expert opinion as identified in the report, the findings only reflect areas where there was strong consensus from a wide range of data sources.

2.3. Limitations

The ISR was undertaken at the midpoint of the second phase of MAMPU implementation. It is not an impact evaluation or final outcome evaluation. It focused on the value of MAMPU Phase 2 in the current context, and its strategic value going forward, not the absolute value of the investment as a whole. Further, in light of the focus areas identified for the ISR, it did not undertake a detailed study of MAMPU activities and outputs. The focus was on the high-level strategic interface between MAMPU and its approach, and the current and likely future context for program implementation.

As noted, the ISR team utilised existing information with some verification processes (the field visits in particular were an important verification process for this check on existing data). While this provided for efficiency in data collection, there are clearly some limitations given that the ISR team was not able to examine firsthand all aspects of program operation and relationships.

The ISR conclusions and recommendations will need to be considered in light of these limitations.

3. Program background and context

3.1. The context for women's empowerment and gender equality in Indonesia

Gender equality and national development

Gender equality is highly relevant to Indonesian development. As an emerging advanced middle-income country, looking to move to the next stage of economic and social development, Indonesia has several challenges. Included in these is the need to increase access and opportunity for all citizens especially women and minority groups[2] and the development of an inclusive sense of collective national identity.[3]

Indonesia has a strong policy framework for gender equality. This includes the Government of Indonesia 2015-2019 National Mid-Term Development Plan (RPJMN)[4], and the Presidential Instruction

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[2] Cole, W. (2017) 'Advanced middle-income countries in Asia: challenges and opportunities ahead', The Asia Foundation.

[3] Menoncal, A. R. (2018) 'Links between inclusive processes and inclusive outcomes', GOVnet Evidence Paper, *draft.*

[4] The main priorities for gender equality and women's empowerment in the RPJMN include:
    i.   Increasing the participation of women in politics and development.

No. 9/2000 on gender mainstreaming in each ministry's planning, budgeting, implementing, monitoring and evaluation processes from national to local levels. The implementation at the local level is spelled out in Ministerial Regulation from the Ministry of Home Affairs (MOHA) No.15/2008. In addition, Law No.6/2014, or the Village Law, provides the institutional framework for local development led by communities that is inclusive, equitable and pro-poor.

The Indonesian women's movement has worked to reduce gender inequality, particularly in specific areas such as violence against women, child marriage and labour force participation. As a result, Indonesia has made progress in gender equality[5], although the experience for women has been uneven (in particular, poor and rural women alongside women with disability and women from ethnic groups, still encounter significant disadvantage).

Most recently Indonesia's commitment to the Sustainable Development Goals (SDG) supports work for gender equality, and a partnership approach between government and civil society.

Emerging challenges to women's empowerment

Despite progress, in recent years there have been new challenges to women's empowerment in Indonesia and the potential for reversals in gender equality. Reviewing the 20 years since *reformasi,* several respondents to this review suggested that there are now signs of regression[6], and that the women's movement in Indonesia is now under some challenge due to a complex political and social reality. Consistently, respondents pointed to the growing conservatism in religious and political circles in Indonesia which has deliberately sought to restrict the roles of women and limit their voice and agency.[7]

Decentralised governance has opened up opportunities for women to engage at the local level but it has also provided the opportunity for religious conservatism to align with existing ethnic, social and other norms to further limit agency and control for women. According to Indonesia's National Commission on Violence against women (*Komnas Perempuan*), there are currently more than 400 local regulations and circulation letters at the subnational level that discriminate against women. These regulations limit women's mobility and expression, including guidance on women's dress code, curfews for women, and place restrictions on minority religious groups.[8]

There is particular concern about the impact of religious conservatism on young women. Expert opinion sought for this review noted the rise of *hijrah* or purification for young women, encouraging them to confine themselves to domestic duties. Recent research suggests young people in Indonesia are less tolerant of diversity and less inclined to support an inclusive society.[9] Respondents from some

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ii.   Mainstreaming gender in development planning and programs

iii.   Protection of women and children

[5] The UNDP HDI report for 2018 ranks Indonesia as a country experiencing 'medium equality' between men and women.

[6] The World Bank in Indonesia reported that recent review of the Indonesian government public service since 1999 indicates that women are less likely to be recruited to the public service now than in 1999.
The DFAT funded Investing in Women program has undertaken recent surveys which show ongoing gender bias in employment and home life across Indonesia.

[7] The Indonesian National Commission on Human Rights, 2016 report notes an increase in acts of intimidation against women, in the name of religion.

[8] Komnas Perempuan (2017) 'Annual report on violence against women'.

[9] A survey of young people in Indonesia aged 19-29, undertaken by CSIS in 2017, found that more than 50% are not prepared to accept non-Muslim leaders. A Jakarta UIN PPIM study also in 2017 found up to 91.23 % supported the application of Islamic law for the country.

women's organisations reported that they had failed to engage sufficiently with young women and failed to connect with them around issues of gender equality.

Women's organisations are also concerned by the increasing politicisation of national development debates. This has caused polarisation in some areas of civil society in Indonesia, including the women's movement, dividing organisations with groups and individuals choosing to be aligned with particular political parties or candidates.

Finally, the rate of economic growth anticipated for Indonesia has slowed. This has implications for government resources for services. It also has implications for opportunities available for economic empowerment and livelihood development, particularly for women and other disadvantaged groups.

Some of the expert commentary on the women's movement in Indonesia suggested that there had been too much focus on single issues and a failure to connect issues within a broader understanding of the challenges to women's empowerment. It was suggested that the future for the women's movement ought to be through combined or collective action that goes beyond single issues and is based on a more comprehensive understanding of social, economic and political realities.

Indonesian civil society development and challenges

The challenges for the women's movement in Indonesia are situated within broader challenges for the civil society sector within the country. That sector is diverse, including mass membership-based organisations, local civil society groups, large national NGOs and international NGOs. It also continues to be a significant part of the emerging democratic space in Indonesia. It supports opportunities for citizens, particularly marginalised groups, to participate in development. Evidence shows that it has been particularly relevant to the work of donors including DFAT. It is expected to remain essential to building the transparency and accountability, and the perception of fairness and justice required to further economic and social growth in Indonesia.[10]

The shape and form of civil society in Indonesia is still under development. More work is required to ensure a robust, sustainable and independent civil society sector which is able to engage with the private sector and government to work for stable and secure development in Indonesia. Particular challenges include the limited connection between civil society organisations, except where they are required to work together to serve donor projects. While some new intermediary organisations are now emerging, there are still limited connections across the sector. Donor funding is plateauing or decreasing and alternative sources of funding across the sector are still largely under developed.[11] Among respondents to this review, there is considerable concern with sustainability of organisations.

Significantly, research suggests that the relationship between civil society and the Government of Indonesia has changed. The dual processes of democratisation and decentralisation require that civil society organisations develop a more sophisticated way of engaging with government beyond opposition and protest. Not all NGOs and CSOs have been able to develop this capacity.[12] Further, civil society engagement with the private sector has been limited until recently. While some successful examples of cooperation are now emerging, there is still an overall view within civil society that the private sector are not natural allies. Recent opportunities have emerged to work more closely with

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[10] A study of 80 Australian government development programs in Indonesia identified that engaging with CSO has been an effective and efficient approach for DFAT to achieve its intended outcomes. (Zurstrassen, M. & Nugroho, K. (2015) 'DFATs Engagement with Indonesian Non-Government Organisations (2007-2014). A Review and Recommendations'.)

[11] Davies, B. (2015) 'Financial Sustainability and Funding Diversification: The Challenge for Indonesian NGOs.'

[12] Scanlon, M. (2013) 'NGO sector review', findings report.

the government[13] and the private sector, but organisations report that this will require them to learn new strategies and adapt to new organisational forms.

Similar to the feedback from women's organisations, CSOs report that they are challenged by the increasing conservative political and religious agendas in Indonesia. This has divided parts of the CSO community and undermined shared agendas. CSOs report they have struggled to attract younger people, raising further issues with sustainability and the development of new leadership. Significantly, respondents to this review identified the need for CSOs to develop new strategies to engage with government and others and new ways of working in coalition.

A particular area identified both by women's organisations and other CSOs, was the need to grow their knowledge, particularly about government regulations, policies and programs, as well as developing increased technical information in their areas of focus. Organisations were also concerned to better manage information: internally, between organisations and to external groups. Finally, there was interest in better analysis, particularly analysis beyond the local level, that draws together experience from across the country.

Other donors continue to utilise CSOs both to work as service delivery mechanisms and to support advocacy for change. Thoughtful consideration is being applied by a few of these donors to grants for CSO work and the need to incentivise sustainable approaches to change and sustainable organisational forms. For example, the Dutch agency HIVOS has developed a grants mechanism that supports more agile and responsive development approaches and minimises the dependency of CSOs on donors.[14] Indications are however that donor support will be less of a driving feature for the civil society sector in Indonesia into the future, as donors continue to reduce their funding or focus funding only to their areas of interest.

3.2. MAMPU Phase 1

The first phase of the MAMPU program (2012-16) emerged from a comprehensive consultation and design process.[15] Its goal of "*improved access and livelihoods for poor women in Indonesia in selected geographic areas, within the targeted themes*", was anchored in a core assumption that given the increasing economic growth in Indonesia, influencing laws, policies and programs to include women would enable those women, in particular poor women, to share in emerging development opportunities. Based on this core assumption, the first phase of the program outlined a clear theory of change which has been maintained into the second phase (see Figure 1).

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[13] The recently released Presidential Regulation No. 16 2018 on public procurement will make it easier for the Indonesian Government to contract CSO to deliver services.

[14] HIVOS provides small and targeted funding for projects that focus on one of the four areas of empowerment, influencing, sudden opportunities and/or innovation. The grants are for a limited time and focused on specific tasks. This creates a situation where organisations are less likely to be dependent on the donor and are required to be very strategic in their planning and approach.

[15] MAMPU Indonesia: Maju Perempuan Indonesia untuk Penanggulangan Kemiskinan. Program design document. Part A: Situational Analysis and Program Overview. Part B: Implementation, Performance and Risks. June 2012

Figure 1. Theory of change: Outcomes by timeframe

The program entered into partnerships with a diverse range of CSO partners who brought with them a large number of local partners. It identified five themes as a way of describing the different efforts of the various CSO partners. [16] These five areas were intended to be areas where change would make a significant difference for women, especially poor women. In many ways they continued the common pattern of CSO focus on single issue areas, albeit within a network-based approach. The original design document notes that MAMPU was intended to be a flagship program that would provide lessons for other Australian Government programs in Indonesia and beyond.

A mid-term review of MAMPU Phase 1 found strong evidence of performance in improved capacity of CSO partners and improved voice and influence for women. It also found that the program narrative gave good representation to the views and perspectives of partners, but less attention to those of Government of Indonesia and DFAT.[17]

3.3. Shifting from Phase 1 to Phase 2

The shift from Phase 1 to Phase 2 of MAMPU required attention to a changing governance context. The Government of Indonesia had moved to apply more strict governance arrangements to its bilateral cooperation since the commencement of Phase 1. While MAMPU had always been a government to government program, required to receive approval from BAPPENAS for annual work plans, due to various factors this governance oversight was not strictly in place in Phase I. The shift to Phase 2 was therefore accompanied by a much stronger focus on engagement with government, with the Government of Indonesia through BAPPENAS, taking a more significant role in program oversight and implementation.

Early in the second phase of the program, the long-term goal was redeveloped:

> *To improve the access for women in Indonesia to essential services and other government programs in order to achieve gender equality and women's empowerment and support the achievement of relevant Government of Indonesia SDG targets.*

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[16] The original five themes where it was assumed that CSO would make a significant difference for poor women included:
- Improving women's access to government social protection programs
- Increasing women's access to jobs and removing workplace discrimination
- Improving conditions for women's overseas labour migration.
- Strengthening women's leadership for better maternal and reproductive health.
- Strengthening women's leadership to reduce violence against women.

[17] Fleming, F. & Davis, P. (2015) 'Mid-Term Review of Empowering Indonesian women for poverty reduction: Verification of the Performance Story and Forward Plan.'

Prior to the shift to the second phase, program reporting identified several changes in the context of program implementation. As noted above these included the identification of emerging nationalism entwined with political Islam, that posed particular challenges for women's organisations. Also identified was slower economic growth, likely to undermine the original program assumption that the formal sector would continue to expand and provide new opportunities. The program also identified the challenge from deeply ingrained social norms that, despite progressive national laws and policies, were reinforcing more limited opportunities for girls and women in several ways.[18]

3.4. MAMPU Phase 2

Notwithstanding identification of changes in the overall context, the MAMPU Phase 2 retained the original theory of change and assumptions.[19] The five themes remained, and became the focus for engagement with technical ministries within the Government of Indonesia. Each theme was assigned a relatively simple change pathway, expected to lead to demonstrable change in access to services.

In addition, the program maintained and expanded collaborative work between partners on additional cross cutting areas.[20] The original two program components, focused on change strategies with civil society and with parliamentarians, were combined into one overall approach to change.

MAMPU continued in the second phase to work with largely the same partners.[21] Those 14 national partners (see Annex three), together with more than 105 local partners, currently work across 27 provinces and 151 districts in Indonesia (see Figure 2). The program is thus ambitious, broad in scope and inclusive of multiple relationships and engagements within civil society and between civil society and different levels of government in Indonesia.

Figure 2. Working areas by theme and location

Respondents to the review reflected on the significant changes from the first phase to the second of the MAMPU program. While the increased engagement with Government of Indonesia was generally seen as a positive shift for the program, people commented that at that time there was probably insufficient attention to the changing context. There appeared to be an assumption that as a

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[18] 'MAMPU Forward Plan. Phase II: July 2016-June 2020', June 2015
[19] MAMPU Strategic Plan, 2017-2020.
[20] Additional areas of work by CSO partners has included collective action around SDGs, elections, child marriage, violence, the national health insurance scheme and promoting religious pluralism.
[21] A partnership with the International Labour Organisation, which included four CSO local partners was dissolved in the second phase and the local partners became direct MAMPU partners.

successful program, MAMPU could enter into a second phase and grow to accommodate increased expectations, changed relationships and new challenges.

While this may have been a strategic decision, given the need to continue existing programs and to focus on building engagement with the government, respondents, particularly MAMPU partners, have reflected that these challenges are now significant concerns for their programs. The changing environment for the women's movements, the changed economic situation, and in particular the identification that for women in many locations engrained social norms are complex and hard to change, all remains program challenges. Reconsidering the program approach or at least the way in which the program might further develop and respond to such challenges, might have been given more consideration at the end of Phase one.

4. Findings

4.1. Program Effectiveness

There are several possible measures of MAMPU Phase 2 effectiveness. These include progress against its three end of program outcomes (EOPOs), as briefly summarised below, and progress in various thematic and crosscutting areas. Noting that this is not an end of program review and that MAMPU monitoring and evaluation systems do not provide for targets or specific measures of performance, except for Outcome Area Three (increased access to services), the following findings draw largely from qualitative assessment and the views of key stakeholders.[22]

4.1.1. EOPO 1 – Increased capacity in readiness for collective action among MAMPU partners

Finding 1: MAMPU has supported demonstrable increases in partner capacity at national and local levels.

Finding 2: The creation of a network of diverse partners has been a significant contribution to supporting a viable women's movement in Indonesia.

Finding 3: MAMPU partners vary in their capacity to further develop and to adapt to changing opportunities and challenges.

Discussion:

MAMPU has consistently tracked the capacity development of its partners through both phases 1 and 2. This includes regular assessment against six dimensions of organisational operation[23] together with independent studies.[24]

The available evidence indicates that the program has been effective in increasing capacity across the various organisations. There is considerable evidence, further verified through independent assessment by the ISR[25], that partner CSO are working effectively at the subnational level, often

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[22] It is important to note that the ISR team are not suggesting that the MAMPU M&E ought to establish targets or specific measures. For a program such as MAMPU, where achievements need to be assessed based on context and relevance, it should be the responsibility of the governance and implementing groups, together with the women and girls who receive the services, to provide regular assessment about the value of the changes achieved. This could be included as part of the end of program review

[23] MAMPU (undated) 'Draft Monitoring and Evaluation Framework'.

[24] MAMPU – Research Project Update, August 2018

[25] ISR field review in two provinces found good quality examples of partner and local partner CSO capacity to organise and mobilise women from diverse backgrounds. The ISR review also found strong evidence of partner

addressing quite challenging contexts. Independent assessment indicates that CSO partners demonstrate a rich diversity of strategies drawn from good local contextual analysis.[26] At the subnational level, CSO partners have been effective in organising women at the grassroots to work collectively and advocate for change.

At the national level, CSOs have also been supported to work collectively and with government for change, as identified in other reviews.

> *'DFAT support has contributed to strong local civil society and women's rights movements with high-capacity and a cooperative relationship with government.'*[27]

While national level cooperation is an ongoing development it is something which is valued by the national partners.

CSO partners have developed and extended their approaches and organisational coherence and focus through association with MAMPU. Several of the national CSO partners directly attributed their organisational development to the MAMPU capacity development approach.

> *'We have improved our knowledge management and use of data'*

> *'MAMPU challenged our approach. They made us work based on evidence and to work quickly.'*

> *'They have encouraged us to have innovative strategies.'*

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capacity to engage with the government at village, district and in some provincial levels, in ways which influenced subnational government approach and focus.

[26] Sherlock (2018)

[27] ODE (2018) 'Aide Memoire: Indonesia Country Visit: Ending Violence Against Women and Girls Evaluation'.

A particular feature of MAMPU capacity development has been support to develop vertical coalitions, extending reach and effectiveness (see Box 1).

Box 1. Vertical networks: Migrant care

Migrant CARE identified highly centralized governance as a key factor affecting the quality of services for migrant workers. To address this, Migrant CARE proposed shifting service provision to the village level through a concept called 'DESBUMI' – an Indonesian abbreviation meaning "villages that care for migrant workers". This would require legal and regulatory change at the national and local levels.

However, Migrant CARE had never worked extensively at the village level and possessed limited experience in grassroots community organising. Prior to engaging with MAMPU, Migrant CARE were most known for their advocacy at the national level. Migrant CARE's proposal to MAMPU in 2013 identified a network of 7 CSOs in 5 provinces who would collaborate to address the ambitious reform agenda. These organisations had been active in migrant worker issues in their respective locales and brought experience at the village level. Individually, none could draw upon a significant national media presence or extensive links with Jakarta-based policy makers. But collectively, this network possessed the combination of strengths needed to address the reform agenda: advocacy experience and credibility on migrant worker issues, existing relationships among national level policy makers, a high media profile, and experience working at district and village levels.

With support from MAMPU, this coalition has worked to pursue change at multiple levels. They have successfully established DESBUMI – at first in 18 villages, and subsequently in 43 further villages. The village-centred principles demonstrated through DESBUMI have subsequently been reflected in laws, regulations and other government policies at national and district levels.

Notwithstanding this progress, some challenges remain. Capacity across partners is variable and through their responses to individual interviews, partners demonstrated varying capacity to address changes in context and the emerging challenges for women's empowerment and gender equality. The MAMPU internal monitoring shows that organisations have experienced very different trajectories of development.

In some situations, partners existing structures made it more difficult for them to nimbly respond to opportunities. Several have had to deal with external challenges to their mandate or approach which have limited their progress towards becoming more sustained and structured organisations.[28] In some situations, partners own structures have impacted the degree to which they're able to communicate and build capacity from national through to subnational.[29]

Interaction between partners is a considerable strength and also a challenge for the program. The development of a network of organisations concerned with women's empowerment and gender equality was identified in itself as an achievement by many respondents to the ISR. Several respondents identified that MAMPU had created a unique and valuable 'space' for women's

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[28] Some of the partners working with very marginalised groups reported in the MAMPU COR exercise that that they spend much of their time simply maintaining their rights to operate and to be able to freely support the human rights of others

[29] Some partners have their own branches and are able to operate in relatively simple and responsive ways. Others such as KPI and Aisyiah have large and more hierarchical structures which provide for wide reach, but make it more difficult for them to share information and capacity development across all levels. One example of a particularly effective model is the consortium model of PERMAMPU. With 8 implementing partners and one host organisation, all operating in an equal consortium, this model seems to be able to rapidly share information, experience and learning.

empowerment in Indonesia. By bringing together diverse organisations in a way which respected their various strengths, and promoted dialogue and mutual learning, respondents suggested that MAMPU has contributed to development of the women's movement in Indonesia.

This has not been a simple process. Partners are very diverse and approach the broad theme of women's empowerment from different perspectives. Negotiating and bridging those differences has been a major achievement for the program. While partners have been grouped together under themes, this has not automatically enabled them to work together and partners pointed to the ongoing challenge of learning to cooperate.

There were consistent recommendations from several stakeholders, both those associated with the program and others who were independent, that this approach of collaboration and mutual learning should be maintained between existing partner organisations, and extended to others working for women's empowerment and gender equality in Indonesia. This would enable them to more comprehensively address the critical issues and emerging social and political changes and the implications of these nationally and sub nationally.

4.1.2. EOPO 2 – Increased women's voice and influence on multiple levels

Finding 1: Between October 2016 and March 2018, 752 additional local women's groups were initiated as a result of MAMPU partner activity.[30] Overall 1300 women's groups have been initiated directly as a result of the MAMPU support, working with more than 32,000 women.[31]

Finding 2: MAMPU partners are contributing to national and sub-national level policy change, resulting in new laws that impact the conditions of women.

Finding 3: The contribution of MAMPU partners to women's voice and influence goes beyond the thematic areas, particularly at sub-national level.

Discussion

There is strong internal and independent evidence of MAMPU Phase 2 achievement against this outcome. It appears to be where significant change has occurred through MAMPU, especially in Phase 2.

Internal MAMPU monitoring of women's individual experience demonstrates consistent reference to changes in their knowledge and awareness, frequently linked by them to increased confidence and 'agency'.[32] Independent studies also identify considerable achievement under this objective. Specifically, in thematic area two, independent study has found that women have more voice and confidence, and are demonstrating this in their increased interaction at local village and district level and in interaction with private sector stakeholders. That same study indicates that shifts in agency are evident in intra-household relationships with positive change in decision-making and sharing of labour within the household.[33]

This independent study, together with the verification undertaken by the ISR team (see Box 2 & 3), indicates that MAMPU partners have made use of the opportunities available under Government of Indonesia decentralisation and the enactment of the Village Law in Indonesia, to empower women and influence local decision-making. Elections provide space for civil society to connect leaders with

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[30] Summary of Partner Quarterly Reporting, Collaborative Outcomes Reporting, September 2018.
[31] MAMPU progress report May 2018.
[32] MAMPU Most Significant Change reporting, September 2018.
[33] Schneider, L., King, J. & Jones, L (2018) 'Findings and Recommendations for MAMPU Thematic Area 2', June.

their constituents. For example, BAKTI Makassar has developed a particularly effective model for this. In the recess period BAKTI facilitates dialogue between constituents and leaders about the formulation of policies and areas of public strategic interest. This has been effective in influencing legislative authority and supporting local democratic process.

Box 2. Influence in East Java

Kelompk Perempuan dan Sumber-Sumber Kehidupan / Women and Sources of Life Group (KPS2K) a local partner of KAPAL Perempuan, works in Gresik district in East Java, implementing a 'Gender Watch' program. This program monitors social protection, in particular the implementation of the National Health Insurance Scheme (JKN PBI). The program functions at district and village level. At the village level, woman field organizers manage the data collection. They are trained for this through the KPS2K Sekolah Perempuan (women's school). This training includes knowledge about issues such as determinants of poverty, access to basic services, the implications of child marriage, and so on. It also includes skills training in group organization and leadership and technical skills in participatory data and information gathering. Women who attend the school are mostly from marginalized groups including poor women, women headed households and people with disability. Through their training at the schools some of the women have begun to represent the needs of marginalized groups at district level dialogues. Others report that they have become local organizers and leaders.

The district government has acknowledged the women's schools as a strategy to reach the most marginalized groups, in particular poor women. The district has replicated the model in other villages using its district budget. In October 2018, the district government received an award from the provincial government for innovation in outreach to marginalized groups through this strategy. This achievement will receive national and potentially international exposure as a result.

This effective engagement with local government has been possible because of the long-standing dialogue between KPS2K and the local office of Family Planning, Women's Empowerment and Child Protection and with local district leaders.

It is the view of partners that decentralization has provided greater space for CSOs to pursue women's empowerment and gender equality from a comprehensive political perspective, than what would have been possible through a series of projects or standalone women's programs.

*Box 3. Influence in West Sumatera*

Lembaga Pengkajian dan Pemberdayaan Masyarakat (LP2M) is a member of the Permampu consortium of CSOs, working in the Padang district. While its original focus was on economic empowerment, through field research it identified that additional issues for women were often related to sexual and reproductive health rights especially for young women. Related issues include child marriage, gender-based violence, unwanted pregnancy and lack of control for women over their own bodies.

Communities in this location are strongly influenced by local culture and Islamic norms. LP2M therefore works closely with local formal and informal leaders including religious leaders and indigenous clan-based leaders. As a result of this there are now village regulations on women's and child protection.

LP2M encourages women's leadership and women's participation in formal organizations at the village and district level and at provincial level. It works with existing women's groups at village level and women farmer groups. It works in line with government organized groups and engages with relevant government offices and media. It has developed an MoU with the Religious Affairs Office to discourage child marriage.

As a result of increased voice, over the two phases of the program, partners and women's groups have contributed to more than 400 policy decisions in 70 districts in 13 provinces.[34] As shown in Fig 3, this influence has been more effective in some thematic areas than others, and several policy areas are still under progression to laws.

Figure 3. No of policies influenced, by stage and thematic area
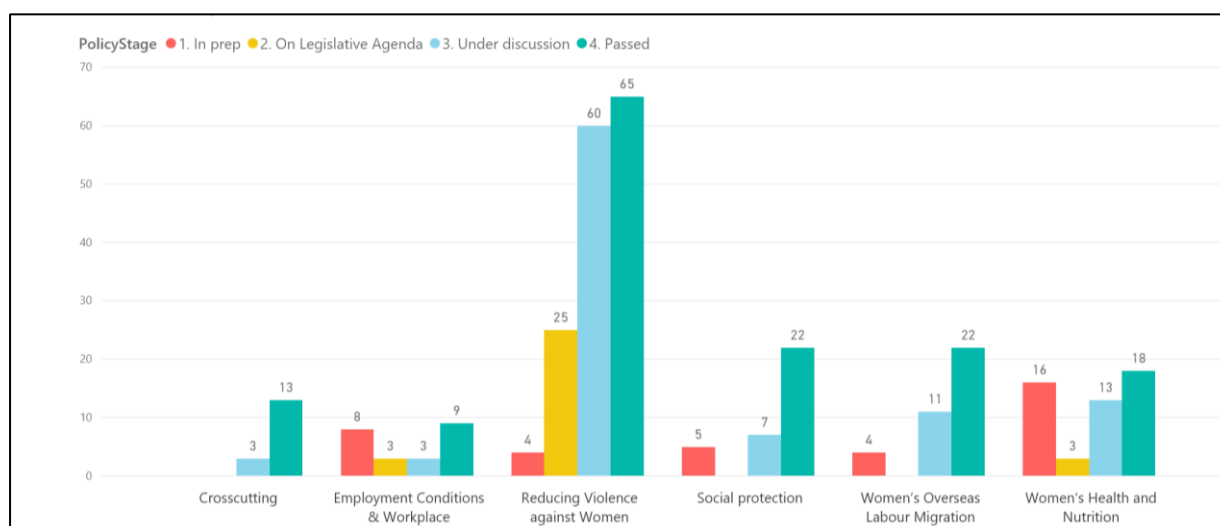
At the sub national level, the voice and influence of the MAMPU program strongly depends on the capacity of local partners to engage with local governments and institutions, including the way in which partners are able to align with local government's development priorities and indicators. It is not clear from the available evidence how much the capacity of local partners has been increased through MAMPU.[35] While the MAMPU support has clearly assisted local partners to work effectively, the model of support via National partners has not been examined in detail. Observation during the field visits suggests that some of the networks share capacity more readily than others. Independent research suggests that the model has been effective in supporting information flow and informed action from national to sub-national and in reverse,

> *.... partners' activities on thematic issues at the regional level, such as Aisyiyah's work on women's health, link together case-based work with lobbying of DPRDs to both pass perda on women's services and allocate funding for women's services in the APBD [. BAKTI has developed an innovative approach to DPRD constituent relations known as the "reses partisipatif" 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.[36]*

At the national level, there has been a clear increase in partner capacity to engage and support increased voice for women. Internal MAMPU evidence indicates increased MAMPU engagement with

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[34] Figures reported on MAMPU website, October 2018.

[35] MAMPU assesses change in organisational capacity of its national partners. It tracks local partner's communication with government organisations or other policy-making actors and local partner's collaboration with other organisations outside government. There is not a specific system in place to track capacity building from national to local partners, although this could be developed.

[36] Sherlock, S. (2018) 'The experience of parliamentary engagement by MAMPU and its partners', Executive Summary. Note the report does not specify location.

media and national government agencies since 2016.[37] Partners have contributed to national level policy, mostly in the areas of gender-based violence and conditions for migrant-workers. Partners have also formed horizontal coalitions, in particular to address cross cutting issues outside the five thematic areas. This includes for example, joint advocacy in the areas of national health insurance and child marriage. This has been recognised independently as a strength of MAMPU.

> *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 DPRDs. 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.[38]*

Feedback from the Government of Indonesia at the national level, from BAPPENAS and the Ministry of Women's Empowerment and Child Protection (KPPPA) indicates that they consider MAMPU is an effective program for improving gender equality in Indonesia at the grassroots level. Government respondents from BAPPENAS noted that the program included many of the most prominent CSO partners active in the respective issues. Government representatives from KPPPA identified that for several national issues relevant to women's empowerment and gender equality issues, MAMPU partners have a strong voice and influence on national policy dialogue. Particular mention was made of the work to eliminate child marriage supported by several MAMPU partners. The Ministry of Manpower pointed to MAMPU's influence on the new regulation to protect conditions for migrant workers.

At the same time, BAPPENAS in particular noted that they consider MAMPU too small (in terms of its geographic coverage) to be considered a model for national level replication. While some models have emerged from the program, BAPPENAS suggested that more work needed to be done to document the strategies and forums where MAMPU had produced effective results, with reference to their application in the diverse contexts of Indonesia.

Similarly, KPPPA representatives suggested that the subnational level is critical for gender equality and women's empowerment in Indonesia and that MAMPU work at this level ought to be better documented and shared.

BAPPENAS was of the strong view that there needed to be increased engagement with technical ministries through the working groups in order to better operationalize the gender mainstreaming mandates of each institution.

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[37] Internal reporting shows that there has been increased engagement with media and national government agencies including improved connections with the Ministry of Health, TNP2K, Ministry of Women's Empowerment, Office of the President and other government departments. The records also show more frequent engagement with BAPPENAS (Review of Back to Office reports, 2018).

[38] Sherlock, S. (2018) 'The experience of parliamentary engagement by MAMPU and its partners'.

Most recently, MAMPU partners have facilitated district level Sustainable Development Goal (SDG) discussions, supporting district governments and other stakeholders to come together to plan for implementation against the SDG's (see Box 4). This was identified by a wide number of respondents to the ISR as an area of significant potential for further influence and cooperation at the subnational level between MAMPU partners and Government of Indonesia. BAPPENAS in particular saw value in this contribution to government policy.

Box 4. Support for sub national SDG implementation

In a MAMPU Board of Director's meeting in December 2017, CSO partners decided to work to reflect the voice of women in Indonesia's plans for the SDGs. This built on earlier work by one partner (INFID) to develop Regional Action Plans in 6 districts. During the December 2017 meeting, participants identified an opportunity for bottom-up influence on the SDGs and moved quickly to develop a more detailed concept that was finalized by early 2018. Following a kick-off workshop in March, MAMPU partners held consultations with local women in 22 districts across the country. The priorities emerging from this formed the basis of 22 regional consultations between partners, other CSOs and district government agencies over the April-July 2018 period. All MAMPU partners came together in Jakarta in August 2018 to present and discuss common issues, including high rates of Child Marriage, Violence Against Women and Children, and inequality, with international researchers and activists as well as national government. MAMPU is continuing to support this coalition to insert these priority issues in the Government's Medium-Term Development Plan (RPJMN) in December 2018 and continues to advocate for Government responses to these issues.

While this has been a successful area of work for MAMPU throughout both phases, several challenges remain. The independent study on MAMPU collective action, together with evidence gathered by the ISR, suggests that more could be achieved by working beyond and across the thematic areas. Responses to the ISR suggest that the five thematic areas are a convenient organising and communication tool, but do not reflect the rich engagement and variety of operations of the CSO partners, especially at the subnational level.

CSO partners and others pointed to several additional areas and ways of working which might be considered going forward. A common suggestion was to give more attention to the economic condition of women, on the assumption that for poor and marginalised women to have increased agency they needed to be assured of a sustainable livelihood. While women's livelihoods is included under the current themes two and three, these focus specifically on the conditions of homeworkers and migrant workers only. The much wider issues of women's livelihoods through small and medium enterprises and through formal employment, are currently not addressed through thematic areas.

Respondents also suggested that more could be achieved through an integrated response to the conditions of women in particular locations, with multiple partners being managed in order to cooperate together in that location. Other areas for improvement include more engagement of young women and increased focus on issues relevant to younger women.

The internal MAMPU monitoring, and feedback to the ISR, suggests that MAMPU partners and community members are bringing about more change at the subnational level in Indonesia than in national level policy or legislation (although there are exceptions). This is discussed further in the following section on relevance but does raise a question, identified by many respondents to the ISR, about the most effective ways to facilitate national level engagement by MAMPU partners that will contribute to change. This might include some further development of the current working groups between partners and technical ministries. It could also include increased flexibility in funding and program arrangements to enable national partners to identify the current challenges and how they

might work collectively on those challenges. Moving in this direction, creating a more agile and responsive program approach, would require some changes in program management arrangements. More significantly it would require discussion at the level of governance to ensure Government of Indonesia support for the shift.

Beyond this, several respondents pointed to the significant learning available through the program, in particular the way in which individual and collective partners have been able to bring about change in the voice and influence of women, especially marginalised women, at village and district levels. There was a consistent request for more information about how these processes were undertaken within context and an interest in more detail about the strategies and processes utilised by CSOs to facilitate this change. Rather than looking to pilots which could be *replicated*, there was strong interest from Government of Indonesian respondents and other Indonesian stakeholders, in understanding change processes and strategies within context and location, in order that the strategies themselves might be *disseminated* appropriately in other locations.

4.1.3. EOPO 3 – Improved access to services, across the five thematic areas

Finding 1: Since 2014, MAMPU partners have directly assisted 51,000 women and 5000 men to access government services across the five thematic areas.[39] (The ISR notes that given the wide-ranging influence of women and community groups at village and district level underpinned by MAMPU partner work, the actual increase in access to services is likely to be higher)

Finding 2: Access to service delivery is a complex undertaking and not entirely within MAMPU control

MAMPU partners have worked directly to provide access to essential services such as sexual and reproductive health services. MAMPU partners have also worked to support national systems, particularly to improve services to address gender-based violence. For example, partners have worked at district level to support the Integrated System for Handling Cases of Violence against Women (SPPT-PKKTP) and revitalise the Integrated Services Center for Women and Children's Empowerment (P2TP2A).[40]

Beyond this, MAMPU partners have developed three programs for improved service delivery which have now been identified as possible pilots. These are being tracked and documented in order to be available for replication, including by Government (see Box 5).

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[39] Summary of partner reports, September 2018, prepared for the Collaborative Outcomes Reporting exercise.
[40] MAMPU Progress Report, May 2018.

Box 5. MAMPU programs being documented as potential pilots

- Sekolah Perempuan, a community-based approach to empower poor women to monitor and influence decision-making at local government levels. MAMPU progress reports in April 2018 showed that local governments in East Java, NTB, and South Sulawesi have made budgetary allocations towards replicating this approach in non-MAMPU villages.
- KLIK Pekka, a mobile service to increase access for poor families to range of government legal identity and social protection services. This approach is being widely implemented across villages where Pekka is active. While there is interest from local governments, the current challenge is the lack of district budgetary resources.
- Desa Peduli Buruh Migran (DESBUMI), an approach to providing services at the village level for women migrant workers pre, during and post migration. DESBUMI has had a major influence on DESMIGRATIF, an initiative by the Ministry of Labour. Key features of DESBUMI have been taken up in the new initiative. The Ministry of Labour is currently implementing this initiative in 50 migrant-sending districts across Indonesia, with the potential to create benefit for 600,000 migrants if the initiative is fully implemented in these areas as anticipated by 2020.

(*MAMPU report on Pilot tracking, April 2018.*)

The available evidence suggests however, that MAMPU is still to achieve its longer-term intention of significantly improved access to services. Independent research focused around thematic area 2 indicates that there has been some success in improving access to local government services and influencing the private sector to assist women working in their supply chain. Further, that there have been benefits for women from increased access to health insurance as a result of CSO activities under this theme. However, the research suggests that overall, there has been slower achievement in sustained improvement in access to services than was anticipated under the original design.[41]

A substantial independent study[42] has found considerable variation in service delivery improvements as a result of MAMPU activity. The study found that the most consistent improvement was improved access to health insurance. It identified a further correlation of improved access to health services as a result of the available insurance. However, this research notes that there is less clear progress in the other thematic areas. It identifies that women are still more likely to report violence to family members or community rather than going to police or the integrated service. Migrant workers are accessing services where MAMPU partners are active or where government is directly making services available, but not otherwise.

The study noted that access to services is complex and beyond what MAMPU can achieve on its own. It suggests that increased access to services does require information and confidence to use the services, but also requires attention to cost and infrastructure, and consideration of social and cultural barriers, especially for services addressing violence and reproductive health. This suggests that intended EOPO 3 may be difficult to achieve without further development of MAMPU's approach or increased cooperation with other services.

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[41] Schneider, L., King, J. & Jones, L (2018) 'Findings and Recommendations for MAMPU Thematic Area 2', June

[42] SMERU Research Institute (2018) 'Laporan Sintesis Studi *Midline* MAMPU Akses Perempuan Miskin terhadap Layanan Publik pada Lima Tema Penghidupan'.

4.1.4. Beyond program outcomes

Beyond the program outcomes, several respondents identified the value of MAMPU as a program of long-term support for, and confidence in, the women's movement in Indonesia. As noted, several respondents identified the creation of a 'space' by the program, where diverse organisations were able to cooperate together, learn from each other, and engage in respectful dialogue to support gender equality and women's empowerment in Indonesia.

The ISR team were able to consult with and examine the approach of a broad range of other donors in Indonesia and their support for gender equality and women's empowerment. Notably these programs group around four major areas. This includes health, in particular sexual and reproductive health, action to combat gender-based violence, action to address female genital mutilation, and programs focused around women and peace building. There are also some small programs addressing disaster risk reduction and improving public administration with strong gender equality components. Based on the available figures from other donors, MAMPU remains the largest and most significant program funded by a donor for gender equality and women's empowerment in Indonesia. It also remains the widest reaching and is one of the longer-term programs focused consistently in this area.

Feedback from the donor community suggests there is strong recognition of Australia's major contribution in this area, particularly its commitment over time and its willingness to support a wide range of thematic and cross cutting areas of relevance to women and the women's movement in Indonesia. Several of the donors interviewed for this review suggested that their programs were intended to either focus in areas outside of Australia's focus or to complement and cooperate with areas included in MAMPU.

There was strong support for continuing and expanding the donor network for programs focused on gender equality and women's empowerment, which Australia currently facilitates. Other donors saw value in the network and in the possibility that it could be expanded beyond information sharing to more active engagement around shared learning and exchange of strategic understanding.

As noted earlier in the report, many donors are making use of women's organisations and other CSOs to implement programs related to gender equality and women's empowerment. There is a common concern with the sustainability of organisations and some donors have a broader concern with how to sustain and support the women's movement across Indonesia more generally. These might be areas for further exploration and discussion within the donor network.

It is the view of the ISR team that without MAMPU, several, perhaps most, of the partner CSOs would likely still exist and be working for change, albeit with lower capacity and reduced scope. However, in the absence of MAMPU, it is also likely that the overall women's movement in Indonesia would be weaker, have reduced leadership and be less prepared to work for women's empowerment and gender equality in Indonesia into the future.

Given the compelling international research on the correlation between a competent national women's movement and shifts in national policy and legislation which address issues for women, this is a contribution of some significance.[43]

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[43] S. Laurel Weldon & Mala Htun (2013) Feminist mobilisation and progressive policy change: why governments take action to combat violence against women, Gender & Development, 21:2, 231-247

4.2. Relevance

4.2.1. MAMPU CSO Partners

MAMPU CSO partners report that the resources provided by the program and its focus on networks and collaboration have been highly relevant, enabling them to develop their work and providing the opportunity for them to work in coalitions and extended partnerships. MAMPU has enabled the CSO partners to expand their reach, in particular in subnational locations.

MAMPU partners have not seen as much value from the technical assistance received through the program. While this was not opinion shared by all partners, there was a widely held view that for technical advisors to be of value, they should be Indonesian and have considerable experience in the relevant technical field. Several partners suggested that sharing of expertise between partners may be a more valuable way of building cross organisational capacity than single issue technical advisors.

Partners report that they value the space created for them to work together. Several of the partners suggested that this space should be widened, to include a broader range of organisations supporting women's empowerment and gender equality. They recognised that this would likely lead to an overall reduction in the funds available to each organisation, but saw value in a wider range of partners and more diverse dialogue.

MAMPU CSO partners valued the opportunity created for them in Phase 2 to work with the national government. Some of the partners, particularly those focused on single issues, saw this development as very relevant to their work. However most of the CSO were interested in developing this relationship further, to enable more robust and practical work with government at the national level, particularly the technical ministries. There was a widely held view that the current working group arrangement with technical ministries needed further improvement. In large part this is due to the limited engagement by those technical ministries and the inconsistent participation in the scheduled meetings. MAMPU partners and BAPPENAS both identified this is an area for improvement.

All the CSO partners were concerned with organisational sustainability and reported that the MAMPU support for them to develop sustainability plans was highly relevant. It is clear however from interviews with each of the partners that the organisations are very interested in moving towards more sustainable forms. Several of the organisations have other funding sources and/or receive support from members. However, none of the organisations would be working as extensively within either the thematic area or the cross-cutting areas without the current resources provided by MAMPU. This is a concern for the long-term sustainability of the work.

The thematic areas continue to be relevant to some agencies, in particular those issue-based organisations. However, several partners indicated that in the light of emerging challenges and opportunities, the thematic areas were less relevant to their work going forward. Some of the CSO partners pointed to the need for more integrated approaches to working with women, particularly poor women, in order to address the multiple barriers to their inclusion in decision making and development processes. Some partners suggested that this could be achieved through location-based approaches, with multiple partners cooperating together and/or through support for individual partners to work in more responsive and holistic ways in single locations.

While the current program management has worked hard to facilitate cross program collaboration, in order for the program to move to a more agile and responsive way of working, as noted before, it would need to be further explored at the level of governance. A more agile program would have

implications for program outcomes and program reporting. It would certainly have implications for preapproved program work plans. These tensions may not be able to be fully addressed in the remaining life of the program, but discussion around program ways of working and how to facilitate a more agile approach could be introduced as part of planning for any new program that might emerge following MAMPU Phase 2.

The CSO partners identified several emerging and ongoing challenges to the empowerment of women in Indonesia, as discussed earlier. Partners identified the need to develop new strategies for change, including strategies that will engage more effectively with younger women. There was a consistent view from several partners that they needed more information (including informed understanding of national government laws and implementation regulations) and improved knowledge management to enable them to address these and other emerging challenges. MAMPU could begin to foster this knowledge exchange as one strategy in its final 18 months of operation. This in turn may support partners to begin to develop new strategies going forward.

Most of the CSO partners saw ongoing opportunities working at the subnational level in the decentralised Indonesian context. Work framed around the SDGs was seen as a good opportunity for further cooperation with government and other stakeholders at this level. Some partners identified increased engagement with the private sector as likely to be relevant to their future work on empowerment and gender equality. MAMPU Phase 2 could assist partners to focus on both areas in the remaining life of the program.

4.2.2. The women's movement

As discussed earlier the women's movement in Indonesia is likely to be extremely important to increased social and economic development as well as critical to progress in gender equality and women's empowerment. Respondents, including partners and other donors as well as expert opinion sought during the review, all suggested that MAMPU has contributed to supporting the women's movement in Indonesia, especially through long-term support for women's voice and through its work to support women's access to services. As noted above there was strong support for the 'space' created by MAMPU for dialogue and engagement between women's organisations. Some respondents suggested that MAMPU has become almost a brand or symbol for the progressive women's movement in Indonesia. Particular areas of MAMPU's work were identified as very relevant to countering some of the current attempts to limit gender equality and women's empowerment to the domestic space, in particular the MAMPU work on reproductive health.

Significantly, there was less understanding of this aspect of MAMPU's work among DFAT and government of Indonesia respondents. In particular for the Government of Indonesia, including BAPPENAS, their focus was on addressing specific issues and on gender mainstreaming. Other DFAT programs generally were interested in how women's organisations and CSOs were able to work effectively to serve particular program intentions. Given the importance of a strong women's movement to effective gender equality, as noted earlier in this report, this may be an area worth further exploration with both Australia and Indonesian government personnel.

Respondents suggested that in order to remain relevant to the women's movement, MAMPU should continue its work to support women's leadership and expand its focus on economic development (which will be in line with the areas proposed by BAPPENAS). They also suggested that MAMPU organisations and other women's organisations should be supported to engage further with the complex political and social reality in Indonesia. It was proposed that women's organisations should build new strategies and approaches in order to enhance their relevance to young women and to

enable them to engage with new forms of communication. Underpinning these proposed shifts in organisational competence, respondents also identified the need for women's organisations to be better informed and better able to analyse the changing operational context.

4.2.3. Civil Society

The ISR gave some attention to the broader context of civil society in Indonesia, as discussed earlier in this report, and the relevance of the MAMPU program within this sector. In light of the relationships and challenges more generally in the CSO sector, MAMPU support for organisations to develop their overall capacity and organisational forms as well as give attention to long-term sustainability is highly relevant. Ongoing support for some MAMPU partners to undertake service delivery may however be creating some perverse incentives, encouraging ongoing dependency on donor funds rather than adaptation to potential cooperation with government and private sector. Shifting to more targeted funding which supports either particular activities or improvements within organisations and/or actions which facilitate wider opportunity and change (in line with the targeted grant funding developed by HIVOS), might be a direction for future consideration.

Notably the DFAT funded PEDULI program which also works through Indonesian CSO, is currently grappling with similar issues. It is exploring opportunities to develop ongoing trust funding, together with other more sustainable forms of support for its CSO partners. This is an obvious area for collaboration between the two programs.

Respondents noted that the private sector remains a largely unexplored source of funding for CSO work in Indonesia. This is clearly an area for further exploration for MAMPU partners.

4.2.4. Government of Indonesia

As noted earlier in this report support for gender equality and women's empowerment is strongly supported at national policy level in Indonesia.

Through its work at the subnational level MAMPU has sought to work in line with the political momentum of Indonesia, giving particular attention to the implementation of the Village Law, local elections and cooperation with local leaders. Program reports suggest that MAMPU partners have worked effectively at the subnational level to engage in relevant ways with local policies and regulations and activities for service delivery. The ISR review found evidence of this alignment, most strongly at district and subdistrict levels but also at provincial government level.

At the National level, there was a deliberate shift in phase II of the program to increase its alignment and relevance with national technical ministries (although, as noted, these require further development). While this has been favourably received by national government ministries, there was mixed feedback to the ISR about the perceived ongoing relevance of MAMPU. For example, KPPPA and the Ministry of Labour, report that MAMPU works directly on areas of concern for them and supports policy and program work relevant to their ministries.[44] However, BAPPENAS identified the relevance of MAMPU work to the overall priorities of the government, but suggested that it has been too localised and small-scale in its work, to have significant relevance to national level policy and service delivery. BAPPENAS acknowledge the work with technical ministries through the Pokja

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[44] The Ministry of Women's Empowerment and Child Protection particularly identified several areas of MAMPU work in line with its priorities. These included economic empowerment, nutrition and public health, migrant workers, gender-based violence and child marriage. This ministry was particularly keen to see increased CSO engagement at the subnational level in order to take forward its priorities in the decentralised context.

(working groups), but suggested that the program needed to have more visibility at national level and be presented in ways which better identified its value for national level policy.

This appears in part related to a lack of detailed understanding of how the program operates in the subnational context. Various BAPPENAS respondents suggested that there ought to be more detailed reporting on MAMPU location-based work, in order to illustrate what changes were possible in particular contexts and how the same strategies might be utilised elsewhere to support changes in policy and service delivery. A further suggestion was to provide greater detail and insight into how MAMPU was working to facilitate increased gender equality in decision-making at subnational level and how this could be taken forward in other strategies for gender mainstreaming and gender equality in service provision. BAPPENAS was also interested in the three pilot programs and how the MAMPU program could further develop similar service delivery pilots for wider replication.

BAPPENAS identified that both the new Medium-Term Development Plan and the SDGs are the relevant policy frameworks which should direct ongoing CSO work in MAMPU. In particular, BAPPENAS identified that economic empowerment and the associated issue of how to increase women's participation in the workforce, will be a focus in the next medium-term development plan and ought to feature more strongly in MAMPU's work. BAPPENAS suggested that going forward, MAMPU ought to be able to move beyond its thematic areas, in order to work in a dynamic way with Government of Indonesia policy and remain relevant to key development issues within the country.

4.2.5. Government of Australia

MAMPU phase 2 is strongly aligned to Australian Government policy. This includes alignment to the Australian Foreign Policy White Paper. The White Paper commits Australia to uphold values inclusive of gender equality. It specifically identifies support for equality in Indonesia:

> *Through our development program, we support Indonesia's efforts to tackle inequality and maintain social stability, promote tolerance and pluralism, and counter violent extremism.*[45]

Support for CSOs in MAMPU and other programs is also directly relevant to the Government of Australia's foreign policy paper, which highlights a focus on stability and maintaining democratic space.[46]

MAMPU reflects the key priorities of the Australian Aid policy on Gender Equality and Women's Empowerment.[47]

Australian policy also includes a strong commitment to disability inclusion.[48] Recent review of MAMPU phase 2 indicates that the program also makes a contribution to disability inclusion, although there is room for this to be better monitored and communicated. A review commissioned by MAMPU[49] has found that, while the program was not designed originally to target people with disabilities and does not currently have a documented strategy to tackle these issues, most CSO partners do engage with

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[45] Australian Government (2017) 'Foreign Policy White Paper', Canberra.
[46] Australian Government (2017) 'Foreign Policy White Paper', Canberra.
[47] The DFAT gender equality and women's empowerment strategy, 2016, has three priorities for action. MAMPU Phase 2 is directly aligned with two of these priorities:
- Enhancing women's voice in decision-making, leadership and peace-building
- Ending violence against women and girls
[48] DFAT (2015) 'Development for All, 2015-2020'
[49] 'Disability in Indonesia: Mapping MAMPU'S Engagement with Women with Disabilities', MAMPU Internal Mapping Paper, September 2018.

people with disability and their families, at village level. The internal program monitoring data indicates that since 2014, eight out of the 14 MAMPU partners are working with women with disability on a range of activities, from advocating for disability access to be incorporated in local education regulations, to ensuring that disability is reflected in government social protection data. This work tends to address disability as one part of a wider agenda focused on the priorities of marginalised women and their families (mainstreaming). Alongside this, a small number of CSO partners support interventions that specifically target the needs of women with disability. The recent MAMPU facilitation for subnational consultations on the SDGs across 11 provinces has involved engagement by program partners with disabled people's organisations. There is potential for this engagement to expand and MAMPU is currently developing a disability inclusion strategy.

MAMPU also contributes directly to the objectives of the Australian aid program in Indonesian, particularly to the third objective: 'An inclusive society through effective governance'.[50]

The original MAMPU design intended that the program would be a flagship program, able to generate lessons and influence other DFAT programs in Indonesia and beyond. Several DFAT programs work with CSOs although apart from the Peduli program, the Australia-Indonesia Partnership for Justice Phase 2 (AIPJ2) and the Knowledge Sector Initiative (KSI), this cooperation with CSOs is generally for the purpose of having them deliver program activities. This is quite a different approach to that supported by MAMPU. It does suggest however that, as discussed earlier in this report, CSOs have been intrinsic to achieving certain Australian aid outcomes in Indonesia. This further suggests, as discussed in the recommendations, that DFAT should have an interest in the long-term sustainability of CSOs in Indonesia and ought to consider a more comprehensive strategy for the way in which it engages with CSOs, including women's organisations, across all programs.

The ISR team did find some examples of cooperation between MAMPU and other DFAT programs but these were not extensive. However, it was evident to the ISR team that there were considerable areas of overlap between several DFAT programs and the work of MAMPU and considerable opportunity to improve MAMPU and other programs through increased coordination and cross program work. (This is supported by other recent reviews of work in Indonesia[51] and is in line with the DFAT intent to limit the number of standalone investments overall[52]). In addition, there are clear areas for collaboration with some programs. For example, there is geographic overlap between MAMPU and KOMPAK, as well as shared interest in leveraging changes at the village and district levels of government. There is overlap between MAMPU and the Australian Indonesia Partnership for Justice (AIPJ), in specific work areas such as preventing child marriage. There is considerable opportunity for MAMPU and the DFAT Knowledge Sector Initiative (KSI) to cooperate, both to improve the knowledge, information and the applied research available for MAMPU and to improve the gender equality strategy for KSI.

Other areas for cooperation include sharing lessons and strategies from MAMPU and other sectoral programs, such as DFAT work in health and infrastructure. Conversely, there are opportunities for MAMPU to work in collaboration with programs focused on women's economic empowerment such as Investing in Women. There are some opportunities for MAMPU to draw lessons from and contribute to the DFAT social inclusion program, PEDULI.

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[50] DFAT (2018) 'Aid program performance report 2017-18, Indonesia'.
[51] The recent ODE review of programs focused on reducing violence against women identified that in Indonesia there would be benefit in a cross program coordinated approach to addressing this issue.
[52] DFAT (2018) 'Aid program performance report 2017-18, Indonesia'.

The ISR team found considerable interest and some thoughtful ideas about how such collaboration and cooperation could be managed across the DFAT program. This included the need for, for example, management support, contractual incentives and the time and resources for significant preparation and development of strategies. This would clearly increase the relevance of MAMPU to wider Australian government intentions. It will increase the value of the program in contributing to improved gender equality outcomes across the whole portfolio of Australian aid in Indonesia. It is clear however that this will not be possible without structural changes within DFAT and possibly contractual changes between DFAT and its implementation modalities. This is discussed further in the final section.

4.3. Modality

MAMPU has been organised and managed as a program under a contracted arrangement between DFAT and an international managing contractor (Cowater Sogema). Governance arrangements and specialist inputs have shifted through the life of the program. Presently governance is shared between DFAT and BAPPENAS via a Steering Committee co-chaired by the Principal Secretary of BAPPENAS and the Minister Counsellor from the Governance and Human Development Section at the Australian Embassy in Indonesia. While there is no longer a specialist advisory group, several technical experts provide assistance to the MAMPU senior management team.

The management arrangements for the program appear to currently operate effectively and according to partners are largely in line with their needs and expectations. There was some identification of the value of having an independent managing contractor oversighting program implementation. This 'neutral' management arrangement (that is not having affiliations with any Indonesian organisation) has facilitated the respectful and much valued 'space' referred to earlier in this document. Partners did express a view however that if the program was to continue over the long-term they would prefer to see a transition to an Indonesian based management arrangement, enabling more local ownership and the opportunity for increasing Indonesian capacity.

Over the life of MAMPU, the managing contractor has introduced several processes which have supported a participatory and partner orientated approach to program implementation and risk management. These adaptations have been designed to support the organisational development while also maintaining appropriate management and accountability requirements (see Annex Four).

The ISR team were particularly impressed with the monitoring and evaluation systems developed for MAMPU. These systems combine rigorous processes of data collection based on key aspects of the program theory of change (in particular collection of information about partner capacity, influence on government policy and regulations, and the number of women and men able to access additional services as a result of MAMPU activities), with independent reviews to evaluate significant areas of program work in more depth. The program also commissions some applied research that gives attention to program focus areas and to wider contextual concerns (providing some information about ongoing program relevance).

While there are components which could be added to the system, overall it supports an accessible and transparent monitoring and evaluation process which is evidence-based and which contributes to a detailed and comprehensive reporting process. In particular, in line with good practice for monitoring and evaluation of programs focused around improved governance, it empowers implementing partners to participate in the monitoring and evaluation process (see Annex Four).

However, despite this high-quality monitoring and evaluation system and comprehensive and evidence-based reporting, MAMPU is not necessarily fully understood by all stakeholders. This is a common problem for governance programs. Processes of influencing, engaging in systems reform,

working with leaders to enable their wider engagement with change and other such strategies, are not easily communicated in static reports. Further, the sheer size and spread of MAMPU, working across 27 provinces in Indonesia, means that any single report will necessarily only communicate highlights or a partial view of the overall activity.

In addition, the ISR team suggest that MAMPU has been poorly served by its classification as a 'program'. Typically, programs have an overarching purpose or goal supported by related objectives which largely 'aggregate' to that overall intent. MAMPU is not a program in this sense. It works in several discrete areas (including but not limited to the 5 thematic areas), in different locations and with different levels of government and other stakeholder engagement. The partner CSOs are quite diverse and, while they are all committed to an overall goal of women's empowerment, this is interpreted differently among the partners. In part, the ISR suggest that the consistent requests throughout the review process for more information and details about MAMPU, especially from the Government of Indonesia, is due to this modality classification and the resultant 'aggregate' type reporting that follows.

If MAMPU was re-designed or reinterpreted as a small facility, this would provide the opportunity to tell a more multicomponent story of program operation. Identifying major work areas and how these individually contribute to women's empowerment and gender equality, would enable MAMPU to outline a more detailed and focused assessment of change, rooted in particular thematic or crosscutting areas, locations or combinations of these.

This redevelopment of MAMPU towards a facility modality would also facilitate a re-examination of the theory of change. The MAMPU theory of change is a convenient communication device for the program, but fails to represent the sophistication of the work. MAMPU works to address inequality and improved governance by working with the systems closest to the poorest and most marginalised people, especially the district and village governance and resource systems. The underpinning assumption for MAMPU is that effective advocacy and influence within these systems will support increased access to services for women and other marginalised groups, which in turn will support their engagement in the economic and social development of Indonesia. However, this assumption requires examination going forward. In the current context of Indonesia, with increasing autonomy at local level and increasing numbers of regulations and laws influenced by local customs, politics and interests, leveraging local systems for change is not simple. Further, increased conservatism in many parts of the country and a slowing of economic opportunity throughout the country, suggests that the original MAMPU theory of change may not be enough to create the change that DFAT aims to achieve. For the MAMPU theory of change to remain relevant, it will need to accommodate the emerging challenges in the context of Indonesia, especially at the subnational level, and the opportunities to challenge inequitable and discriminatory governance.

Utilising a facility approach would require MAMPU to work towards a more sophisticated and applied theory of change, with accompanying strategies relevant to each component of work. This more comprehensive analysis and interpretation of the MAMPU approaches to change would likely better communicate both the sophistication of the DFAT investment in women's empowerment and gender equality and provide stakeholders such as Government of Indonesia with more complex and detailed reckoning of what is required to achieve sustainable change for women.

Underpinning this further development would be a requirement for improved analysis. That is, more detailed understanding of what strategies work in which ways to address what types of challenges, in different locations. Collating this information and considering its implications and lessons for other

programming by government and others would address the interests of several respondents to the ISR for more detailed 'knowledge' about MAMPU.

MAMPU has commissioned a new process to construct a program specific 'Value for Money' assessment. This is currently being tested at both program and approach levels. It is the view of the ISR team that this process is likely to deliver some useful information about program efficiency (is MAMPU making the best use of available resources?). This would be a valuable source of information for DFAT as it considers future options. The system will also likely provide some judgement about cost benefit for some specific CSO partner approaches. Given the diverse nature of CSO approaches demonstrated throughout MAMPU and the several intangible variables associated with these approaches, it is unlikely that the system will be able to generate a comparable set of quantitative assessments for all of the individual and collective strategies utilised throughout the program.

5. Analysis and recommendations

5.1. Overall conclusions

The evidence indicates that MAMPU Phase 2 has been very effective program against two of its three outcomes and that it has made considerable progress against the remaining outcome. Beyond this, the program has been effective in its contribution to women's empowerment and gender equality in Indonesia, in particular through its support for the women's movement and its contribution to mature CSO engagement with government.

MAMPU Phase 2 has been very relevant to partner CSOs, and the women's movement within Indonesia. Government of Indonesia had identified that the program is relevant to current government priorities. In its support for stable and inclusive democratic space, MAMPU Phase 2 has been highly relevant to government of Australia policy.

Moving forward, a focus on women's empowerment and gender equality is expected to remain in line with to DFAT objectives for its development programs in Indonesia. Australia would like to support a stable secure and prosperous Indonesia and improved gender equality and women's empowerment will be key to these intentions.

At the same time, the current work supported by MAMPU Phase 2, together with its modality and approach to change would likely require further development into the future, in order to address new and emerging issues and challenges and to remain relevant to the policies and interests of the governments of Indonesia and Australia. Possible improvements to MAMPU Phase 2 are outlined below. These are followed by consideration of future options beyond the life of this program.

5.2. MAMPU Phase 2 recommendations

MAMPU Phase 2 will continue until mid-2020. The following recommendations focus on areas for possible improvement and further development within this remaining time frame.

Recommendation	Responsibility
Research and communication Over the remaining 18 months of program implementation, the ISR recommends that independent research is commissioned to examine and document: 1. MAMPU partner practice in context. This research would identify the strategies and approaches of partners which are effective in specific locations. This information could be published in accessible forms for multiple stakeholders. This would assist in program communication, especially with Government of Indonesia. 2. The innovative management and administrative practices in MAMPU. These could be made available within DFAT Indonesia and beyond to promote learning about good practice program implementation of governance programs. 3. The overall programme learnings about effective approaches to women's empowerment and gender equality in the Indonesian context. These lessons learned could be shared widely within the Indonesia program and to other relevant Australian Government programs, fulfilling the original intent of MAMPU to generate more widespread learning about programming for women's empowerment.	DFAT [or program management] to commission and manage.
Modality In order to better communicate MAMPU Phase 2, and strengthen its outcomes for the remaining program life, the ISR recommends that consideration could be given to reconfiguring MAMPU beyond a program to a more flexible modality. This will clearly require further discussion at the level of program governance, identifying the implications for program outcomes and reporting. If program governance supports this shift in modality, further action would be required to identify areas of program strength and major focus, acknowledging that these are likely to be a mixture of work in particular locations, some of the thematic areas, some crosscutting work and/or other work being undertaken by partners including dialogue and learning. In the remaining program time, the emphasis could move to strengthen, support and better communicate these major areas. This will include increased focus on understanding what is happening and why across these areas. It would also include review of the specific outcomes able to be achieved from these areas in their own right. Over the remaining life of the program this would focus resources on consolidating the most likely, and most impactful, program achievements. It should enable MAMPU to tell a more comprehensive story about its multicomponent contribution to change.	DFAT and BAPPENAS to consider this change. If agreed then the Program management would be responsible for instituting the change in cooperation with partners.

Change strategy As a contribution to better communication about the value and sophistication of MAMPU programs and approaches to change, and as a contribution to possible future programs, the ISR recommends that some work be undertaken to further develop the MAMPU approach to change. This would support CSO partners together with DFAT and Government of Indonesia, to identify the more detailed and sophisticated change strategies likely to be required in order to address change at both subnational and national levels within the present Indonesian social and political context. This will contribute to better communication about what MAMPU is able to achieve and why. It will provide a basis for consideration of future DFAT support for women's empowerment and gender equality.	Program management to implement in cooperation with Partners
Disability In line with Australian government policy and with the Indonesian Government's commitment to disability inclusion (Law No 8, 2016), the ISR recommends that MAMPU urgently implement its new disability inclusive strategy. Further, in light of the identified disability mainstreaming that partners are already undertaking, it is recommended that MAMPU program management include more clear communication of the program's support for disability inclusion in future reporting and communications.	Program management.
Expanded space As part of a redeveloped theory of change or as a precursor to this work, the ISR recommends that MAMPU create some expanded space for CSO partners and others to come together to examine emerging areas of challenge for women's empowerment and gender equality, in particular the impact of increasing political and religious conservatism on the space for gender equality and women's empowerment. Attention could also be given to the challenge of how to better engage with young people including young women. MAMPU Phase 2 has access to Indonesian and International expertise. Facilitating further dialogue between these experts, CSO partners and stakeholders such as government of Indonesian, knowledge and research institutions and others, would provide space for the development of new strategies and approaches to meet emerging challenges. It would further extend the dialogue and space for the women's movement in Indonesia. The process could be a precursor to the review of future options for DFAT support for women's empowerment and gender equality.	DFAT to manage together with Program management

DFAT coordination and collaboration In line with several suggestions around increased DFAT program collaboration and coordination, the ISR recommends that That **DFAT** further improve coordination between its programs to maximise the learning and increase its focus on voice and participation for women and girls. Indonesia Post has a gender network that meets quarterly and gender focal points in most programs. And most programs have a clear and well-developed gender strategy, seeking to serve the needs of women. One of the distinct differences in MAMPU is its focus on increasing the voice and participation of women, enabling them to drive and determine their development needs. Ongoing sharing and exchange of information and experience between the various programs would be of value to all. In addition, the ISR recommends that DFAT establish a system to improve collaboration across its programs to maximise the learning and increase its overall development impact for women and girls. Experience from other DFAT program suggests that this requires that a system is established to hold senior level managers within DFAT accountable for tangible outcomes or indicators of progress towards increased collaboration all. It also requires contractual incentives specific to individual programs (usually through mandating activities and behaviours in new program contracts as they are developed in the future pipeline of work). Experience also shows that increased collaborative work within DFAT for women's empowerment and gender equality is supported by having a shared framework for understanding change, which brings together the various contributions of different types of programming towards this end.[53]	DFAT senior management.
CSO support DFAT supports CSOs through MAMPU and through several other of its development and economic programs. Given the significant connection between CSO activity in Indonesia and the growth of a robust democracy, the ISR recommends that DFAT develop an overall strategy for its engagement with CSOs. The strategy would be for the purpose of maximising the value of DFAT support to and engagement with CSO. The ISR recommends in particular that a DFAT CSO strategy include attention to: • The relevance and purpose of DFAT CSO collaboration in Indonesia • The appropriate modalities and forms of support for CSOs that meet both the requirements of the Government of Indonesia and the fiduciary and other risk management and program quality requirements of DFAT. • Attention to grants and other funding mechanisms for CSOs, with particular consideration about the longer-term incentives created by grant funding and where these might risk creating unsustainable or inappropriate organisational forms. • Ways in which DFAT might structure its support to ensure the growth of a sustainable and robust civil society, appropriate to the ongoing development and economic challenges of Indonesia.	DFAT to manage

5.3. Future options

Given that Australian government policy recommends support for stability and robust democracy in partner countries, a focus on women's empowerment and gender equality will remain relevant for DFAT programming in Indonesia into the future. In addition, given the effectiveness and high quality of MAMPU phases 1&2, DFAT have a considerable base upon which to build future relevant and effective support. In line with the TOR, the ISR gave some consideration to the form that this support should take beyond MAMPU Phase 2.

5.3.1. DFAT considerations

Prior to reviewing options, the ISR recommends that DFAT give consideration to the following questions, which in turn would help shape decision-making about those options.

- **The horizon of investment**: MAMPU was described by some respondents as part of the trajectory of development and change in Indonesia that has taken place since *Reformasi.* Feedback to the ISR team indicates that the program has been highly valued because of its long-term contribution and adaptation to this broader trajectory. Is DFAT interested to make a similar ambitious (in terms of vision and time) contribution going forward?
- **National and/or subnational focus**: DFAT has the opportunity through a future program for women's empowerment and gender equality and possibly other existing programs, to have a more comprehensive subnational focus in selected geographic areas. This could be aligned to but not the same as, working with Government of Indonesia at national level. What is the intended focus of DFAT work going forward in an increasingly decentralised Indonesian context? How can it achieve the most effective impact and outcomes in this large and extremely diverse country context?
- **Internal DFAT collaboration**: as discussed, there is opportunity for increased impact from DFAT programs, through more collaboration around strategies for women's empowerment and gender equality. While the ISR recommended that this be considered during the remaining life of MAMPU, any substantial change would require longer term vision and commitment to shift contractual and other structures in Australian aid investments going forward. Is DFAT in Indonesia prepared to consider these shifts, particularly in the upcoming Australia Indonesia Aid Investment Plan, as a basis for more comprehensive and improved programming going forward?

5.3.2. Option one: A new stand-alone program

Building on the relationships and systems established under MAMPU phases 1 & 2, a new stand-alone program for women's empowerment and gender equality could be designed beyond the life of the current program. This would enable continuation of the current program work over a further 3 to 4 years and provide the time that is required for current program strategies towards increased service delivery and sustained changes for women to be fully realised.

There are many advantages to this option, including the efficiency of building upon existing systems and knowledge. It would provide for the full value of MAMPU to be realised - effective strategies for

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[53] For example, the internationally recognised framework utilised by the DFAT program *Pacific Women* (see Annex Five) provides for this multidimensional understanding of women's empowerment and gender equality and illustrates the essential need for cooperation between service delivery, governance and economic development programming. It has been effectively applied in the Pacific DFAT posts to create a comprehensive approach across the whole DFAT program to change for women and girls.

change could be fully researched and documented, pilots taken to scale where appropriate, systems of relationship with government technical ministries made fully operational, new cross cutting areas of work including the SDGs could be comprehensively implemented. It would maintain support for the women's movement in Indonesia at a critical time in the country's democratic and economic development. Finally, a further program would provide DFAT with ongoing partnerships in a core area of civil society action in Indonesia. It would also provide a way for DFAT to continue to make a significant contribution to inclusive democracy.

Given the findings of this review however, the ISR team recommend that if a new stand-alone program was developed, it should include several changes from the current MAMPU.

A further phase of the program should include redevelopment of the theory of change and an updated examination of program strategies. This, together with the required analysis and examination of strategies and location of work, should contribute to increased focus within the program, with both fewer work areas and more comprehensive and integrated strategies for change.

A further stand-alone program should provide the platform and the space for current (and possibly some additional) CSO partners to construct responses to some of the considerable challenges to women's empowerment and gender equality identified by respondents to the ISR. A new program ought to see movement away from thematic areas alone and towards addressing some of the key barriers to women's empowerment through a more integrated partner approach.

MAMPU partners and others have strongly identified the merits of coalitions and cooperation between themselves, local partners and others. A future program should focus on expanding the number of partners and facilitating cooperative work for change. This would likely involve reductions in funding for individual organisations, which in turn will support a shift away from donor dependency, without necessarily undermining effective work.

A future program should also provide the opportunity to focus on those strategies and approaches which are most able to be sustained beyond donor funding. Given the emerging opportunities for CSOs to access funds directly from the government as well as the opportunities for cooperation with the private sector, a future program should support CSO partners to explore and establish these and other sustainable financing arrangements. (This has previously been identified as part of the strategy that DFAT should adopt in its programming with CSOs in Indonesia.[54]) Alongside this, a further phase of the program should be supported by more targeted grant mechanisms, which incentivise sustainable and cooperative work.

While there are considerable merits in a further stand-alone program for women's empowerment and gender equality, including the opportunity to build upon lessons learned and improve programming approaches and program focus, this will not serve the DFAT intention to consolidate its large number of stand-alone programs. It would likely also mitigate against more cooperative work across DFAT post in Indonesia for women's empowerment and gender equality. Finally, it is not the most efficient use of limited resources, to have an entirely stand-alone program with its attendant program management resources.

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[54] Davis, B. (2015) 'Financial sustainability and funding diversification. The challenges for Indonesian NGOs'.

5.3.3. Option two: Mainstream work for women's empowerment and gender equality into other DFAT programs

The considerable learning, strategies for change and working relationships with competent CSOs developed through MAMPU Phase 2 could be taken forward in a systematic way into other DFAT programs in Indonesia. There are several options for how this might be achieved.

For example, given the focus of KOMPAK on village and district level systems, there would be a natural fit between this program and much of the CSO work supported under the current MAMPU. Likewise, the Australian Indonesian Partnership for Justice (AIPJ) is aligned with MAMPU work in particular areas of advocacy. Either or both of these programs could absorb resources and activities currently situated in MAMPU.

Alternatively, DFAT sectoral programs, some of which still struggle to fully integrate gender and social inclusion perspectives into all of their activities, could be strengthened through the take-up of MAMPU strategies around voice and participation and possibly new activities with CSO partners.

DFAT also supports programs of economic development in Indonesia. Some of these specifically focus on increased inclusion for women and increased access to markets. Much of the MAMPU work on economic development and work conditions, together with its earlier work around livelihoods, could be merged into these existing programs. Further, the learning from MAMPU about how to increase women's agency and their influence upon behaviour in households and other locations, would provide valuable additional change strategies for these more technically orientated programs.

The ISR recommends that if DFAT considers this option, a comprehensive plan for integration of learning, activities and CSO relationships is developed in advance, with appropriate contractual and design amendments, to ensure that the momentum and value of MAMPU is not dissipated.

However, the ISR also note that wholly mainstreaming the existing MAMPU work into other programs would risk losing the overall focus on women's empowerment within the DFAT Indonesian program. There is some considerable risk that the momentum for transformational change would be lost, with less opportunity for organisations and partners to work collectively for change. Most significantly, the very valuable support for the women's movement in Indonesia, that has been a significant outcome under MAMPU, is likely to be lost.

5.3.4. Option three: A combined modality

There is a current opportunity for DFAT to bring together its support for social inclusion and the work for women's empowerment and gender equality in MAMPU.

Simply merging two distinct and innovative programs creates several risks. It can confuse issues of equality of access, empowerment and agency. It is extremely difficult to communicate the process of change in these catchall type programs. It can also be difficult to communicate meaningful outcomes, often leading to eroding of support. Further, in the case of these two existing programs, MAMPU and Peduli, each have developed quite distinct approaches to change and different methodologies for engagement with subnational stakeholders. It is difficult to see how the distinct value of these strategies will be maintained within one merged program.

However, there is some merit in looking to create efficiencies of implementation for DFAT. There are also advantages for CSOs in having contractual and other relationships with DFAT that are consistent from one project to another. There would be considerable advantages in shared systems which

promote mutual learning and opportunities for collaboration between these two innovative programs.

This is the option preferred by the ISR because it combines increased efficiency, while maintaining the high value of the work to date.

The ISR recommends that DFAT consider this option, but do so with careful consideration to the modality and program arrangements. Drawing from examples in other DFAT posts (for example the joint management of several programs as one platform in the Solomon Islands), the ISR recommends that DFAT consider establishing a facility with a shared platform of operational services. In practice this means there are distinct components of work, each with their own appropriate set of strategies, approaches and locations for change, but that these share one operational platform which addresses human resources, financing, operations, communications and monitoring and evaluation.

If this is designed and managed appropriately, it provides for considerably increased efficiencies and lower operational costs, but does not lose the distinct focus of program areas. Managed well, it can maximise learning, program improvement and impact while still providing for quite distinct operational models.[55]

One further advantage of this approach is the opportunity it would provide to bring other DFAT programs into a shared operational space. For example, the current DFAT Knowledge Sector Initiative has identified that it struggles to ensure an effective inclusion and gender approach. This program, with its focus on applied and relevant research for Indonesia's social and economic development, has much to offer CSO partners and others working for change in Indonesia, but there are difficulties in creating effective links between demand and supply for this knowledge management. Adopting a program such as this into a shared platform could provide for increased relevance and impact within its existing work and through its contribution to those other programs.

There are particular requirements with this proposed option which would need to be considered by DFAT:

- Moving to this type of modality requires a mature understanding of roles and responsibilities. In other DFAT examples of facilities there has been considerable challenge because of different understandings of how responsibilities are divided for program management. Typically for these arrangements DFAT ought to be capable of providing high-quality program management and direction while having the support contractor provide day-to-day logistics, HR management and other operational support. Clear agreement on ways of working need to be developed and regularly reviewed for this to be effectively maintained.

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[55] DFAT utilise an operational platform approach to implement its programs for governance and for justice in the Solomon Islands. DFAT work directly with team leaders and staff of both programs to ensure they are implemented in line with DFAT policy and intentions. The operational platform is managed by a managing contractor and costs are shared across the two larger programs. Other additional programs are being added onto the platform over time.
In the Pacific the DFAT regional program, the Australia Pacific Climate Action Program, brings together three different programs of work, implemented by very different systems (scientific services implemented through Australian research and government institutions, a governance program managed by UNDP, and a program of technical and other services under the responsibility of a managing contractor). This program shares operational services within one platform. The modality has been organised to promote learning and sharing between quite different but interrelated programs of work, and to reduce costs from what were three standalone programs.

- Monitoring and evaluation for these types of modalities has to be both embedded in individual programs and operating across the whole of facility. This provides for accountability and for shared learning and identification of areas for collaboration and cooperation. Ideally the monitoring and evaluation is managed directly by DFAT or at least accountable to DFAT in order that it can serve these multilevel functions.
- Typically, programs, including those with multiple partners, develop their own identity and find it difficult to create space for collaboration and shared learning. The overall design of a new combined modality needs to include attention to existing motivations and interests and develop new incentives for program leaders and implementing organisations to engage with each other.
- Existing programs have systems or processes in place. Bringing these together is an opportunity to choose from the best systems, and apply these in a more uniform way across several programs, creating efficiency and coherence. However, this requires partners to adapt their reporting and management systems. Time and attention need to be given to this, with careful management to ensure progression towards shared and efficient systems.
- As noted earlier, reporting and communication of outcomes across different programs, especially when each of those programs is itself complex and multilayered, can be difficult. It can be challenging for external stakeholders to see the value of the individual programs or to understand the value of a shared platform approach. DFAT now have considerable experience in managing different types of facilities and common platform programs. The Indonesian program would need to draw upon this experience and ensure that appropriate communication systems underpin a new shared modality.

6. Conclusions

DFAT has provided long-term and significant support to women's empowerment and gender equality in Indonesia. While there are further improvements that can be made to the existing program, given the limited time available, the recommendations for further development of the current program focus on consolidation of knowledge and increased depth through attention to strategies for change.

Going forward, there is considerable opportunity to build upon the achievements and opportunities developed through MAMPU. **While there are several possible options, it is strongly recommended by the ISR that DFAT consider those options which maintain some dedicated focus on women's empowerment and gender equality and provide the opportunity for DFAT to continue to work towards that end with good quality CSO partners and the Government of Indonesia.**

Annex One: Evaluation plan

Introduction

The purpose of the Independent Strategic Review (ISR) of MAMPU Phase 2, based on the review terms of reference (TOR), is to draw on evidence and analysis collected by the MAMPU program to date, to:

> *Provide independent and informed strategic advice to senior DFAT management on the:*
>
> *a) Continued relevance and alignment of MAMPU program to DFAT, GOI and CSO partner policy and program priorities;*
>
> *b) Suitability of the current modality and strategic approach of the MAMPU program in responding to the changing political-economy context in Indonesia; and*
>
> *c) Opportunities and challenges for any future DFAT investment in gender equality and women's empowerment in Indonesia.*

The ISR is intended to be strategic, examining the relevance and alignment of MAMPU phase 2 within the current policy context of Indonesia and Australia, and in comparison with other modalities and programs, in order to inform the future direction of DFAT support for women's empowerment and gender equality in Indonesia.

Scope

MAMPU Phase 2 is at the midpoint of implementation and the ISR is intended to contribute to work beyond the completion of this phase in June 2020. The TOR specifies three evaluation questions:

> *A. Does the MAMPU program remain relevant and effective in addressing GOI and CSO partner policy and program priorities?*
>
> *BAPPENAS. Does the MAMPU program remain relevant and effective in addressing DFAT policy and program priorities?*
>
> *C. Does the current MAMPU program modality and strategic approach remain appropriate in responding to the changing political-economy context in Indonesia?*

In addition, the ISR is expected to provide recommendations on future DFAT support to gender equality and women's empowerment in Indonesia, exploring alternative approaches, addressing issues of scale and modality and identifying in the implications that arise from phasing out of the existing MAMPU program.

MAMPU phase 2 has a wide scope and ambitious objectives. It operates across five focus areas: social protection programs; workplace protections; conditions for women migrant workers; sexual reproductive health and nutritional needs; and counselling and support for survivors of violence. The theory of change strongly shapes the program approach. It assumes that collective action for change will build the capacity of women and their organisations to influence government policy and programmes, which in turn will lead to increased services. The program outcomes correspond to these anticipated steps in the change process (improved capacity and readiness; increased voice and influence: improved access to services).

Considering the effectiveness of MAMPU phase II requires some judgement around both its progress towards these outcomes, alongside the validity of its theory of change, and its differential experience across the five focus areas.

In addition, the context for MAMPU Phase 2 continues to evolve. For example, there have been recent changes to the Government of Indonesia – NGO relationships, which are likely to have direct implications for MAMPU partner agencies. Since the commencement of MAMPU there have been changes in the donor landscape in Indonesia, in particular, DFAT approaches and priorities have evolved over this time. Indonesian policies have evolved and changed, other programs including other DFAT programs have sought to provide support for women's empowerment using different approaches to change.

Therefore, while it is important for the ISR to assess and verify program effectiveness, in order to understand the strategic value of MAMPU Phase 2, the primary scope of the ISR will be on the relevance and fit of MAMPU phase 2 in the current context and likely future scenarios.

To this end attention will be given to:

- The Indonesian context for NGO and broader civil society operation, as its likely to impact opportunities for women's empowerment and gender equality, including,
    - The aspirations across the sector and likely future positioning and roles
    - The relationship between civil society and Government of Indonesia
    - The opportunities for further development in civil society
    - The risks and challenges, including sustainability of organisational forms.
- The Indonesian government policies that are relevant to women's empowerment and NGO work more generally.
  There are several programs and policy directions which could be considered here. These include those areas of Government policy which directly align with MAMPU focus areas such as the policy and program work overseen by the Ministry of Women's Empowerment and Child Protection around ending human trafficking, violence against women and unequal access to economic resources.
  In addition, the ongoing process towards decentralisation and increased empowerment at village level and the interaction between national, regional and local levels of Government (particularly in terms of communications, policy and law development and take-up of initiatives between local, regional and national levels) all shape the Government of Indonesia context for the MAMPU approach to change particularly as this works from subnational to local level.
  A further consideration is the range of Government of Indonesia departments that likely have an interest in effective support for women from national to community level (for example agriculture, health & so on) and the degree to which MAMPU phase 2 has positioned most effectively with various government departments.
- The context for women's empowerment and gender equality more broadly in Indonesia, how this is changed and likely scenarios and development into the future, including,
    - Opportunities and challenges for women's participation, particularly in economic spheres.
    - Areas of gain, considering both the learning and the implications for further work.
    - Areas of remaining disadvantage and/or challenge for women, particularly as these have changed in response to other conditions in Indonesia over the last five years
    - Other activities being undertaken by women's organisations and government departments, as well as those supported by other DFAT and other donor programs which are relevant to MAMPU focus.
- Australian Government priorities and experience, particularly as these have developed since the initial MAMPU design and likely further developments, with attention to

- o The present DFAT policy for support for empowerment and gender equality.
- o Australian government policy on disability inclusive development with particular attention to the way disability intersects with gender to create significant challenges and possible marginalisation for women.
- o Other relevant Australian government policies such as social protection which overlap with the focus areas of MAMPU Phase 2.
- o The experience of other DFAT supported programs Indonesia, in particular their approach to supporting women's empowerment and gender equality
- o Relevant Australian Government policies for aid, trade and other areas, such as security and diplomatic relationships with Indonesia.
- o The lessons available to DFAT about modalities of aid delivery and the way in which these are best able to support DFAT resourcing and focus.
- o The experience of other donors and in their support for gender equality and women's empowerment in Indonesia.

These contextual considerations provide the framing for the ISR assessment. Within this frame the ISR will give attention to:

- MAMPU achievements and overall effectiveness, including attention to,
  - o Progress against the MAMPU TOC and strategy within each component, in particular.
    - The take-up of policies and lessons from MAMPU by government and others
    - Evidence of change in service delivery, to which MAMPU has contributed
  - o The perspectives of key stakeholders including NGO and CSO partners, government of Indonesia, DFAT and other relevant external stakeholders.
- MAMPU operations and ways of working including,
  - o The effectiveness of MAMPU - NGO partnerships, at national through to local level
  - o Management and other program systems with attention to efficiency and effectiveness of those systems.
  - o Program value for money
  - o MAMPU governance mechanism, including procedures for addressing tensions, disputes and managing different priorities.
  - o Program communication and information systems
  - o Program monitoring and evaluation and learning systems.

Approach and methodology

The ISR will make use of a multi-method evaluation approach, seeking to understand the value of MAMPU Phase 2 from several perspectives and sources of data. These will be triangulated and compared to provide the most accurate assessment of effectiveness and relevance, as required under the TOR.

Data collection

Effectiveness

The TOR direct the ISR to assess MAMPU phase 2 effectiveness largely through existing evidence and information that is available from current program monitoring and evaluation systems.

Alongside this, good quality evaluation approaches seek to align data collection with existing program approaches. MAMPU has worked since its first phase to build capacity for voice and influence. It could be expected therefore, at this sixth year of program implementation, that MAMPU partner organisations and their members will be able to demonstrate good capacity to assess the effectiveness and value of MAMPU phase II, as part of their broader capacity to analyse and act for change.

Therefore, the data collection around program effectiveness and ways of working will also draw on the voice and experience of these organisations and their members.

Specific data collection methods will include:

- **Documentation review**
- MAMPU has a considerable range of existing documentation, both that generated through the MAMPU&E system for reporting and additional research, and other documents generated as part of the program implementation process. These documents will serve as a major source of data about the program progress and ways of working.
- **Participation in and observation of internal MAMPU collaborative outcomes reporting exercise.**
  As part of its ongoing capacity development, MAMPU Phase 2 is currently undertaking an internal evaluative exercise, the Collaborative Outcomes Reporting process. This process is designed to utilise existing information, and the experience and analysis of program partners, to identify program progress, critically reflect on that progress, and identify future actions. This internal evaluation is expected to generate considered and verified evidence for the ISR[56]. Further, the process itself should provide some evidence about how far capacity has been built in partner organisations and the degree to which it has enabled them review and adapt.
- **Focus group discussions**
  Further understanding of the progress and operations of MAMPU will be explored through focus group discussions with MAMPU program staff and NGO and CSO partners. Focus groups enable people to speak directly about their own experience, and build on each other's information. These discussions are expected to provide a comprehensive insight into particular activities and events.
- **Key informant interviews**
  Some individual interviews will be undertaken with key informants to clarify aspects of MAMPU Phase 2 work and progress. These interviews will focus on the views and experiences of MAMPU partner organisations at national and subregional level, and the voice and experience of their members. It is also expected that other key informants from outside the program will be able to speak to its effectiveness from their perspective.

Relevance and future implications

For the focus on relevance, alignment to context, and future directions, the ISR team will examine a wider set of information, using existing information and additional data collection to gain a comprehensive understanding of the context for MAMPU Phase 2, and its operations and interaction with that context and the strategic implications going forward.
Data collection methods will include:

- **Documentation review**
  Documentation about DFAT policies and other DFAT programs operating in Indonesia will be reviewed for the purpose of understanding policy and program context. Particular attention

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[56] The collaborative outcomes reporting exercise differs from the previous performance story process utilised under MAMPU phase I. The collaborative outcomes reporting includes a specific process for independent verification of evidence and initial conclusions, before results are analysed and considered by program partners. This is expected to generate more robust information and provides an excellent opportunity for the ISR to make use of an existing comprehensive set of data which combines both external verification and internal voice and review.

will be given to core Australian government policies including the DFAT policy on gender and women's empowerment, and the policy on disability inclusive development.

Recent relevant research related to Indonesian civil society context will provide additional data about the broader context for MAMPU implementation.

A current list of documents to be reviewed is included at Annex one (this is expected to increase during the ISR).

- **Key informant interviews**

  There are several key informants who will be interviewed to provide a full understanding of MAMPU relevance. These include DFAT (including relevant staff of DFAT programs and policy and program staff located in Canberra), GOI (both BAPPENAS and other relevant government ministries), other donors working in the area of women's empowerment and gender equality and organisation and institutions within Indonesia working areas of women's empowerment and gender equality.

- **Policy mapping**

  One of the three objectives for MAMPU phase 2 is to increase women's voice and influence at multiple levels, including influencing key government policies. Drawing on MAMPU and DFAT policy tracking tools, tracking the development of relevant policies in the Government of Indonesia system, and mapping the key influences underpinning these policies, will provide insight into the contribution of MAMPU and some comparison with other likely influences.

The areas that will be explored through these data collection methods are outlined in the following table. These are grouped according to the key evaluation questions identified in the TOR .

Table One. Areas of inquiry[57]

Key evaluation question	Areas of inquiry	Data collection methods
A. Does the MAMPU program remain relevant and effective in addressing GOI and CSO partner policy and program priorities?	**Effectiveness:** What have been the major achievements of MAMPU Phase 2, against its objectives, since its inception? • What have been the other major achievements including those which were unplanned and /or unexpected? • In what way have these achievements built on the previous MAMPU work? • What significance do these achievements have for women and NGOs? What have been the areas of challenge for MAMPU Phase 2? Has MAMPU been effective from the perspective of its TOC and progress towards objectives? • What evidence is there of this progress? What areas remain for further work? Has MAMPU been effective from the perspective of key stakeholders (i.e. DFAT, GOI, NGO partners and CSO partners, external relevant organisations or institutions)? • Is MAMPU taking up all opportunities? • How has it balanced relevance and stability?	Review of program monitoring and evaluation documentation. Review of program strategic planning and management documentation Participation in and observation of COR. Verification interviews and focus group discussions with MAMPU partners and their members.

[57] It should be noted that these are general areas of inquiry, NOT specific questions which to be applied to all respondents using these terms. The ISR team will draw from these areas to craft specific inquiry schedules as required.

Key evaluation question	Areas of inquiry	Data collection methods

	Relevance
	What have been the major changes in context for women's equality in Indonesia in the past five years?
	• What challenges are now most pressing?
	• How has MAMPU adapted to support its partners to meet these challenges?
	
	How effectively has MAMPU supported GOI in delivering its policies (particularly, but not limited to, those relating to gender equality and women's empowerment) and achieving its SDG-related objectives?
	• How has MAMPU supported particular National program such as those under the direction of the Ministry of Women and Child Empowerment.
	• What evidence is there that GOI has utilised the learning and examples from MAMPU in its approaches to service delivery and/or policy implementation?
	    o Which GOI ministries or departments have utilised MAMPU lessons and policy inputs?
	    o Are there other Ministries where MAMPU would be relevant?
	    o At what level of Government are they relevant?
	• What are the lessons for future polices/ programs?
	
	How does MAMPU manage variation in GOI priorities (if any) across and between national and sub-national levels of government?
		Review of relevant research and documentation.
		
		Policy analysis
		
		Key informant interviews with relevant women's organisations and research institutions in Indonesia (Jurnal Perempuan, SMERU, Cakra Wikara, UN Women Studies Informant).
		
		Informant interviews with MAMPU partner NGOs.
		
		Informant interviews with MAMPU management.
		
		Informant interviews with Government of Indonesia personnel:
		• BAPPENAS,
		• Other government departments where MAMPUs approach is relevant, such as Ministry of Women's Empowerment and Child Protection, Ministry of Rural Development.
		Other government departments where MAMPU policies are directly relevant, such as PMK (Coordinating Ministry of Human and Culture Development), KSP (Presidential Staff Office), Ministry of Social Affairs, TNP2K (National Team for Accelerating Poverty Reduction), Ministry of Health, Ministry of Home Affairs.

Key evaluation question	Areas of inquiry	Data collection methods
	In what ways has changing decentralisation policy impacted the program TOC and opportunities for MAMPU? How has MAMPU supported CSO partners in meeting their various advocacy and/or programmatic priorities, particularly in terms of influencing GOI policy, planning and budgeting? • What are the processes and procedures which work most effectively in MAMPU and partner relations? • Where are areas for improvement? How has MAMPU managed any tensions between the objectives of CSO partners and GOI?	
	Future considerations Does GOI still find MAMPU's five Thematic Areas relevant and appropriate for improving gender equality and women's empowerment in Indonesia? • What has been the wider progress in these areas across Indonesia and how does this impact the positioning for MAMPU? What changes in GOI policy or approach are likely in the next two years? Is MAMPU positioned to respond to these likely changes?	Informant interviews with Government of Indonesia personnel: • BAPPENAS, • Other government departments where MAMPUs approach is relevant, such as Ministry of Women's Empowerment and Child Protection, Ministry of Rural Development. • Other government departments where MAMPU policies are directly relevant, such as PMK (Coordinating Ministry of Human and Culture Development), KSP (Presidential Staff Office), Ministry of Social Affairs, TNP2K (National Team for Accelerating Poverty Reduction), Ministry of Health, Ministry of Home Affairs.

Key evaluation question	Areas of inquiry	Data collection methods
		Interviews with other relevant donors (Government of Canada, USAID, UNFPA, UNWomen, UNICEF, World Bank, OXFAM, GIZ, ADB, HIVOS, Ford, TIFA, The Asia Foundation, TIFA, EU. Key informant interviews with relevant women's organisations and research institutions in Indonesia (.Jurnal Perempuan, SMERU, Cakra Wikara, UI Women Studies Informant). Interviews with MAMPU Senior Management team, non-senior management (such as thematic coordinators), strategic advisors (including through Skype), other consultants (Value for money, sustainability) Indonesia
B. Does the MAMPU program remain relevant and effective in addressing DFAT policy and program priorities? *GoA*	**Effectiveness** What lessons have been taken up by DFAT from MAMPU? How effectively has the program been used to support Australia's other priorities for women and other aid areas in Indonesia? How effectively has MAMPU contributed to Australia's development cooperation and broader foreign policy objectives in Indonesia? How effectively has MAMPU managed any tensions between GoA priorities (including on sensitive issues such as marginalised groups, female genital mutilation, child marriage, abortion, capital punishment) and those of GOI	Review of relevant documentation. Key informant interviews with relevant DFAT program staff at Post (apart from DFAT officers with responsibility for MAMPU, these are also expected to include people responsible for Peduli, AIPJ, IWI, KOMPAK), DFAT program gender specialists. Key informant interviews with BAPPENAS Key informant interviews with MAMPU NGO partners.

Key evaluation question	Areas of inquiry	Data collection methods
	and CSO partners (e.g. allocation of funding amongst CSO partners)?	
	Relevance What learning does DFAT have about working effectively in the NGO space in Indonesia and how does this overlap with MAMPU approach?	Review of relevant research and evaluations. Key informant interviews with government of Indonesia Key informant interviews with DFAT Canberra (with DFAT/Canberra: Amy Haddad (Assistant Secretary & Principal Gender Specialist); NGOs Branch, ODE, Governance, Indonesia Desk) Key informant interviews with relevant DFAT program staff at Post (apart from DFAT officers with responsibility for MAMPU, these are also expected to include people responsible for Peduli, AIPJ, IWI, KOMPAK), DFAT program gender specialists. Other relevant CSO partners, including DPO.
	Future Considerations How are other Australian supported programs approaching gender equality in Indonesia/ the region? • What are the relevant lessons or issues for MAMPU? What are the current priorities (across aid, trade and other relevant areas such as security, partnership relationships) for the Australian Gov in Indonesia? • In what ways have these changed from those relevant at the initial design of MAMPU?	Review of relevant documentation. Key informant interviews with DFAT Canberra (with DFAT/Canberra: Amy Haddad (Assistant Secretary & Principal Gender Specialist); NGOs Branch, ODE, Governance, Indonesia Desk.) Key informant interviews with relevant DFAT program staff at Post (apart from DFAT officers with responsibility for MAMPU, these are also expected to include people

Key evaluation question	Areas of inquiry	Data collection methods
	• What are the implications of this for ongoing MAMPU support by DFAT?	responsible for Peduli, AIPJ, IWI, KOMPAK), DFAT program gender specialists.
C. Does the current MAMPU program modality and strategic approach remain appropriate in responding to the changing political-economy context in Indonesia?	**Effectiveness** Is the MAMPU program effective in testing or piloting new policy and program approaches and promoting replication and/or scale up by local partners? Is MAMPU's modality (direct grants to CSOs through a Managing Contractor) appropriate to the program's theory of change, particularly the achievement and sustainability of EOPOs? Are there any alternative modalities that would be more effective in achieving and sustaining MAMPU's EOPOs? How do MAMPU stakeholders (including CSO partners and government/parliamentarians) view the ease of engagement with MAMPU as a program, including its grant and work planning mechanisms? Is the MAMPU program monitoring and evaluation system fit for purpose? Does the monitoring and evaluation system, and the modality more broadly, provide sufficient support for joint decision-making between GoA and GOI? What has been the value of the MAMPU Phase 2 research, for the program? For DFAT? For GOI? For other stakeholders?	Review of the program monitoring and evaluation reporting and documentation. Activity mapping. Focus group discussion with MAMPU staff and partners Focus groups with small sample of partners at regional and local levels. Comparative analysis with other programs and modalities functioning in Indonesia to support civil society. Key informant interviews with DFAT staff (as above) Key informant interviews with MAMPU NGO partners Key informant interviews with wider CSO/NGO network including DPO Key informant interviews with BAPPENAS.

Key evaluation question	Areas of inquiry	Data collection methods
	Other than the research, how has MAMPU shared its learning beyond GOI and DFAT? Wat has been the value of wider sharing? Does the modality ensure adequate resources are available to meet MAMPU EOPOs? Does the modality enable the effective management of critical risks?	
	Relevance What lessons are available about modalities of aid and their effectiveness in the Indonesia context and /or for support to gender equality? What lessons are there from Indonesia about effective processes for working with NGOS? What lessons are there in Indonesia about effective strategies for change for women and for addressing diversity and marginalisation, which are relevant either to MAMPU Phase 2 and/or DFAT policy for gender empowerment and women's equality? Does the MAMPU modality and strategic approach remain appropriate in the context of the political economy dynamics shaping gender equality and women's empowerment Indonesia, both at national and sub-national levels? How has MAMPU adapted over time? What value has the research and evidence building provided to the program ways of operating?	Review of relevant literature. Strategy assessment through program documentation and informed interviews. Key informant interviews with Indonesian women's organisations and relevant research institutions (as above). Key informant interviews with DFAT staff (Canberra and Indonesia as above) Interviews with other donors (as above) Informant interviews with MAMPU staff and partners.

Key evaluation question	Areas of inquiry	Data collection methods
	To what extent does MAMPU collaborate effectively with other programs funded by DFAT and/or other donors (such as MAHKOTA, J-PAL, AIPJ, KOMPAK, PEDULI, World Bank Partnership on Poverty Reduction (PKPR), UNFPA/UNWomen, OXFAM)? • Is there any overlap? • What can MAMPU learn from these other programs?	
	Future Considerations What future program modalities will best serve the priorities and policies of DFAT and GOI? What lessons learned should shape Australian support for women's empowerment and gender equality into the future?	Key informant interviews with DFAT staff (Canberra and Indonesia as above)

Analysis

The analysis process for the ISR will take place at several points.

In regard to the effectiveness and achievements of MAMPU Phase 2, the COR process and the final analysis workshop that is part of the process, should help to make sense of the value of MAMPU Phase 2 achievements from the perspective of NGO partners and their members. The ISR team participation in the workshop, and the review of data from the internal review, will provide the opportunity to test initial conclusions gathered through other data collection, and compare it with the analysis that emerges directly from partners and their members.

Beyond this, the ISR team intend to integrate analysis with the data collection process as far as possible. Analysis will take place during data collection, with regular checking of interpretation and understanding with key informants. In addition, the ISR team will meet regularly throughout the data collection process to jointly analyse and interpret the data. When necessary, information will be checked and clarified during the in-country mission.

There will be two points of specific review of the ISR team analysis, at the end of the in-country mission (in the form of a discussion about the Aide Memoire) and at a later review meeting with DFAT Canberra (with various areas as specified in Table One. Both opportunities will allow for testing of the ISR conclusions, some further insight and clarification and an improved interpretation of the data.

Finally, the ISR team will take responsibility to collate and provide overall analysis of the data, drawing on relevant research and policy and practice frameworks to identify major implications and findings across the three focus areas identified in the TOR. This will be presented in a draft report to DFAT, who in turn will have responsibility to review this analysis and provisional recommendations, consult with other stakeholders and provide additional interpretation. The final report will reflect the combination of these various stages of consideration and analysis.

Limitations

The ISR is being undertaken at the midpoint of the second phase of MAMPU implementation. It is not intended to be an impact evaluation or final outcome evaluation. It will focus on the value of MAMPU Phase 2 in the current context, and its strategic value going forward, not the absolute value of the investment as a whole. Further, in light of the focus areas identified for the ISR, it will not undertake a detailed study of MAMPU activities and outputs. The focus will be on the high-level strategic interface between MAMPU and its approach, and the current and likely future context for program implementation.

The ISR team will seek to make use of existing information as directed by the TOR (As far as time and resources allow this existing information will be further verified). While this will provide for efficiency in data collection, it is recognised there will be some limitations with the ISR team unable to examine firsthand all aspects of program operation and relationships.

Finally, the ISR team brings a range of expertise and capability but does not include expertise in all areas of MAMPU focus. As far as possible other sources of expertise and knowledge will be drawn upon where required, but it is recognised there will be limitations to the technical assessment that the ISR team is able to make about specific MAMPU work areas.

The ISR conclusions and recommendations will need to be considered in light of these limitations.

Timing

The proposed ISR timeframe and activities are outlined in the following table.

Table Two. ISR timing

Task	Responsibility	Timing	Outputs
Evaluation plan	ISR team leader ISR gender specialist	First week of September 2018	Evaluation plan
Review of relevant program documentation	ISR team leader ISR gender specialist	Second week of September 2018	Interim assessment of program progress.
Review of documentation relevant to other DFAT programs in Indonesia and beyond Mapping GOI policy development and relevant MAMPU activities	ISR team leader ISR gender specialist	Third week of September 2018	Interim summary of other DFAT program approach to gender equality and empowerment. Interim assessment of MAMPU policy contribution.
In country mission *Week one focus: DFAT and GOI. MAMPU staff and internal processes.*	ISR team leader ISR gender specialist	October 1-7	Overview of context for women's empowerment and gender equity in Indonesia. Identification of key policy and program context for DFAT and GOI. Detailed assessment of working relationship between MAMPU, DFAT and GOI. Overall framing of program and policy context for MAMPU implementation.
Week two focus: MAMPU partners (national and regional) Other donors	ISR team leader ISR gender specialist *(the team is expected to separate for at least part of this week to enable full coverage of all areas)*	October 8 - 14	Further verification and detailing of program achievements and progress. Verification of program operation and interaction regional and partner level. Comparison with other donor programs

Task	Responsibility	Timing	Outputs
Week three focus; *Additional verification and* *initial analysis.* *Aide memoir presentation*	ISR team leader with assistance from ISR gender specialist	October 15-17	Initial framing of ISR conclusions Identification of any data gaps and strategies to address these Presentation of major observations and findings. Further analysis
Meeting with DFAT Canberra	ISR team leader	Week of 29 Oct	Presentation of major observations and findings Further analysis
Draft report	ISR team leader	November 5	Draft report
Final report	ISR team leader	7 days after receiving final comments.	Final report

Evaluation team

In line with the ISR terms of reference, the evaluation team will consist of two personnel.

The team leader will have responsibility for the overall management of the ISR, coordination with DFAT, oversight of the evaluation approach, data collection and analysis processes, and the production of the draft and final report.

The Indonesian gender and development specialist will support the team leader and also provide specialist inputs, including,

- Information about and experience with the women's movement and social change issues in Indonesia,
- Government of Indonesia policy for women's empowerment and gender equality, and relevant programs and other implementation
- Government of Indonesia decentralisation policy, as relevant.
- A comprehensive understanding of CSO aspirations and challenges in Indonesia.

Other team members will include DFAT staff who will provide specialist advice and assist with ISR process. (***If required, for the sake of confidentiality and accurate data collection, DFAT staff may be asked to excuse themselves from some interview or focus group discussions.***)

Other supports are likely to include an interpreter and support directly from MAMPU program staff.

Reporting

The ISR team will provide four reports throughout the life of the review. These include an evaluation plan (this document), an aide memoir, a draft report and a final report.

The final report will include the following sections:

- Full methodology and data collection and analysis explanation
- Key findings against evaluation questions and terms of reference focus areas
- Analysis of findings based on data triangulation and additional relevant research
- Major conclusions and recommendations

Annex Two: People and documents consulted

Documents reviewed

Programs	Document attachment & links
KOMPAK	KOMPAK Living design document 2015-2022 Updated 2018_Allaster
	KOMPAK Progress report July – December 2017 Final
	KOMPAK's IPR Result February 2018
	KOMPAK Management response to independent progress review
Investing in Women	Investing in Women design
	Design Lead TOR, Final
AIPJ2	Australia Indonesia partnership for Justice II 2017 – 2021 (for publication)
	AIPJ 2 Six Monthly progress report March 2018
PEDULI	PEDULI Design 1 TAF Technical proposal for PNPM Peduli phase II March 2014
	Peduli Extension_TAF Peduli Extension Strategy 16 Dec2016
	PEDULI 6 Monthly report 31825 DFAT Peduli BiAnnual report to DFAT Jan – Jun 2017
	Peduli 6 Monthly report _2_Bi-annual report Jul – Dec 2017
	PEDULI Approval 110418_Signed Minute approval to commit and enter into an arrangement _Peduli
	Email dated 21 June 2018 attaching: Database Format Beneficiaries Draft 18052018.xls Achievement Summary PEDULI 2017-2018.xls
NSSC	Design for the National NGO study and service center_Final_rev 20150915
	166113 STATT NGO Sector Review
	176144 NSSC Lessons for DFAT final report formatted FINAL (2)
MAMPU	Empowering Indonesian Women for Poverty Reduction Program Design Document
	Gender, Poverty, and Well-Being in Indonesia: MAMPU Background Assessment
	MAMPU Forward Plan 2015-2020
	MAMPU Performance Story
	MAMPU: Verification of the Performance Story and Forward Plan
	MAMPU Indonesia Australia Partnership gender equality MAMPU strategic plan 2017
	Draft Monitoring and Evaluation Framework MAMPU Phase 2 (Eng)
	MAMPU Progress report Nov 2017
	MAMPU progress report May 2018 Final
	INL 923 AQC 2017 Aid Quality Check 2017 Final Uploaded to Aidworks
	INL 923 AQC Aid Quality Check 2018 Final
	List of MAMPU research Aug 2018
	MEDA MAMPU Final report June 30, 2018
	Executive Summary of parliamentary engagement report
	MAMPU Phase 2 Standard Operating Procedures in English
	MAMPU VfM Framework Final
PILOT tracking tool	Klinik Layanan Informasi dan Konsultasi (KLIK) Pekka
	Sekolah Perempuan
	Desa Peduli Buruh Migran (DESBUMI)

Programs	Document attachment & links
ACCESS	Final Civil Society Organisations in Indonesia
NSSC	Draft NSSC Investment Concept Note
MAMPU	Repot on MAMPU parliamentary engagement
	Laporan konsolidasi OCPAT mitra MAMPU (English Version)
	OCPAT result of MAMPU partners 2015
	Migunani research report (collective action)
GOI	Summary of strategic and priority issues in the area of Gender Equality and Women's Empowerment in Indonesia – as part of MAMPU contribution to the new RPJMN. Early draft.
	RPJMN 2010-2014 English (Book I)
GOA	https://www.fpwhitepaper.gov.au/
	https://dfat.gov.au/about-us/publications/Pages/australian-aid-promoting-prosperity-reducing-poverty-enhancing-stability.aspx
	https://dfat.gov.au/about-us/publications/Pages/gender-equality-and-womens-empowerment-strategy.aspx
	https://dfat.gov.au/about-us/publications/Pages/development-for-all-2015-2020.aspx
	ODE EVAW review – aide memoire notes.

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Masruroh	Aisyiah – District of Lamongan
Isnawati	Aisyiah – District of Lamongan
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Mamik H	Aisyiah – District of Lamongan
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Suyitno	Village apparatus – Bedingin Lamongan
Bambang Tututko	Village informal leader – Bedingin Lamongan
Madiyah	Village informal leader – Bedingin Lamongan
Sri Kaeni	Wid wife – Bedingin Lamongan
dr. Ifa	Yayasan Kanker Indonesia Lamongan
dr. Taufik Hidayat	Lamongan District Head of health office
dr. Bambang Susilo	Lamongan District health office
Umuronah	Lamongan District health office
Djuwari	Lamongan District health office
Joko Supriyanto	Lamongan District health office
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Annex Three: MAMPU Phase 2 CSO Partners

Theme 1: Increasing women's access to social protection programs

Main Partners

1. KAPAL Perempuan	2. KPI	3. PEKKA

Sub-Partners

1. KPS2K 2. LPSDM 3. Pambangkik Batang Tarandam 4. YAO 5. YKPM	1. Sekwil KPI Aceh 2. Sekwil KPI Bengkulu 3. Sekwil KPI DI Yogyakarta 4. Sekwil KPI Jambi 5. Sekwil KPI Jawa Timur 6. Sekwil KPI Sulawesi Selatan 7. Sekwil KPI Sulawesi Tengah 8. Sekwil KPI Sumatera Barat	1. Seknas PEKKA 2. Serikat PEKKA Bali 3. Serikat PEKKA Bangkalan 4. Serikat PEKKA Banten 5. Serikat PEKKA Bantul 6. Serikat PEKKA Hulu Sungai Utara 7. Serikat PEKKA Kab HALUT - Maluku Utara 8. Serikat PEKKA Kab. Asahan 9. Serikat PEKKA Kab. Bantul 10. Serikat PEKKA Kab. Sijunjung 11. Serikat PEKKA Mamasa 12. Serikat PEKKA Ogan Komering Ilir 13. Serikat PEKKA Prop. Maluku Utara 14. Serikat PEKKA Sijunjung 15. Serikat PEKKA Sukabumi

Theme 2: Improving conditions of employment and removing workplace discrimination

Main Partners

1. BITRA	2. MWPRI	3. TURC	4. Yasanti

Theme 3: Improving conditions for women's overseas migration

1. Migrant CARE

Sub-Partners

1. MC Banyuwangi
2. Perkumpulan Panca Karsa (PPK)
3. SARI Solo
4. YKS

Theme 4: Improving women's health and nutritional status

Main Partners

1. 'Aisyiyah	2. Permampu (Konsorsium)	3. YKP

Sub-Partners

1. PDA Kab. Bantaeng 2. PDA Kab. Blitar 3. PDA Kab. Cianjur 4. PDA Kab. Cilacap 5. PDA Kab. Cirebon 6. PDA Kab. Demak 7. PDA Kab. Lamongan 8. PDA Kab. Mamuju 9. PDA Kab. Mempawah 10. PDA Kab. Ngawi 11. PDA Kab. Pangkep 12. PDA Kab. Sambas 13. PDA Kab. Sumedang 14. PDA Kab. Takalar 15. PDA Kota Tegal 16. PDA Magelang	1. APM Jambi 2. Flower Aceh 3. Lembaga Advokasi Damar Lampung 4. LP2M Padang 5. PESADA 6. PPSW Sumatera 7. WCC Cahaya Perempuan Bengkulu 8. WCC Palembang	1. Cakrawala Timur 2. FPMP Makassar 3. Lembaga Advokasi Damar Lampung 4. LP2M Padang 5. LPSDM 6. MAHA BHOGA MARGA 7. Mitra Aksi Jambi 8. PESADA 9. PIAR 10. PKBI Aceh 11. RAHIMA 12. SPEK HAM 13. Swara Parangpuan 14. Yayasan GASIRA Ambon 15. YLK YOGYAKARTA

Theme 5: Reducing violence against women

Main Partners

1. Komnas Perempuan	2. Forum Pengada Layanan (FPL)				3. BaKTI
	LBH APIK Aceh	LRC KJHAM – SUKMA	SAPA	Swara Parangpuan	

Sub-Partners

	1. HAPSARI 2. LBH APIK Aceh 3. SPI Labuhan Batu 4. WCC Nurani Perempuan Padang 5. Yayasan PUPA Bengkulu	1. CIQAL 2. LRC KJHAM - SUKMA 3. SPEK HAM 4. WCC Jombang 5. WCC Savy Amira Surabaya	1. Embun Pelangi Batam 2. LBH APIK Bali 3. LBH APIK Jakarta 4. SAPA 5. WCC Mawar Balqis	1. SSP Soe 2. Swara Parangpuan 3. YABIKU TTU 4. Yayasan GASIRA Ambon 5. YLI	1. Arika Mahina Ambon 2. BaKTI 3. PPSE-KA Atambua 4. Rumpun Perempuan Sultra 5. Yayasan Kombongan Situru 6. YLP2EM Parepare

Cross-cutting Thematic Area

INFID	Walang Perempuan

Annex Four: MAMPU program management systems

MAMPU Phase 2 has developed some useful approaches to participatory program management and monitoring and evaluation.

These include the following:

Participatory audit

Often acting as grant-makers themselves, MAMPU partners are required to manage and monitor the use of grants among members of their networks ('local partners'). MAMPU has been supporting partners to play this grant-making role through a combination of training and systems development.

As part of this work, MAMPU has been developing partner capacity in 'Participatory Audit' (PA). Developed specifically by MAMPU, PA adapts traditional financial audit techniques by involving intended beneficiaries at the community level. The method involves a series of activities over 3 days in a sampled MAMPU location. During this time, a sample of intended beneficiaries are involved in focus group discussions, reviewing and confirming reported activities and associated costs.

After first trialling the method with MAMPU's help, since June 2017 partners conducted a further 59 PAs covering more than AUD 3.5 million in grant funding. Partners have plans for an additional 69 PAs between July 2018 and December 2019. Overall, the Participatory Audit method has been positively received by partners, local-partners, and community level participants and proven to be an effective tool for sound financial management practice. Evidence from Organisational Capacity and Performance Assessments (OCPAT) suggests that partners value this capacity because it supports them to work in networks – providing financial support to other smaller organisations in a way that combines rigour, flexibility, with bottom-up accountability.

The method has also been further adapted. In 2017, MAMPU worked with one partner – PERMAMPU – to augment the existing PA methodology with a module that engages participants in reflecting on changes (outcomes) from MAMPU activities. The resulting tool – which PERMAMPU have named 'PrimeL' – is now in use in 8 provinces of Sumatra and there is interest among other partners in developing a similar tool.

MAMPU data management

MAMPU's monitoring and evaluation arrangements are underpinned by a comprehensive management information system called 'MANIS'. The system was developed through an iterative and flexible approach, beginning early in 2014 with a simple MS Access 'desktop' application focused on the immediate needs of the program team. Since then MANIS has evolved into a 'hybrid' online-desktop system used by the program's civil society partners across Indonesia, as well as the program team. The system integrates financial information on MAMPU's grants with an array of qualitative and quantitative performance data drawn from Back-To-Office-Reporting (including field monitoring and training reports), partner quarterly reporting, 'Most Significant Change' stories, and large socio-economic datasets from the Government of Indonesia. Data are brought together and visualized in a series of interactive dashboards that enable the team to monitor key trends and analyse relationships between different sets of information. Data can be extracted in pre-formatted reports for distribution to stakeholders, or exported into other software packages for more in-depth analysis. The system has been a key factor behind the program's capacity to report on its outcomes.

The system was adapted in 2016 to include an online quarterly reporting module, which replaced a previous off-line reporting system. Partners now enter Quarterly Progress Reports online and at the same time are able to see a suite of dashboards, maps and other visualisations of their data online.

Partners can upload documents and files in a range of formats for sharing and. Feedback from MAMPU on the report, and their responses, are all done through the online system.

The longer-term plan of moving all reporting online is to encourage more and more sharing between partners until by 2020 there will be a platform that supports the network – not just an information system for a donor-funded program. Reporting, which is a requirement of a MAMPU grant, brings partners to the online system regularly, where they are exposed to visuals, update notices. This is an opportunity for MAMPU to try and pique their interest and encourage further sharing.

Partners also use MANIS for storage and retrieval of their Most Significant Change stories. They directly enter, store and retrieve stories through the MANIS 'Storybook'. To date more than 500 such narrative accounts of change have been uploaded by partners describing women's (and some men's) experiences.

Annex Five: Socio-political analysis framework for women's empowerment

The Rao and Kelleher's change model[58] is founded on the recognition that changes in gender equity require changes in inequitable social systems or institutions i.e. change to 'the rules of the game'. Their model distinguishes between formal 'rules' such as policies, laws, budgets etc, and informal norms, attitude and beliefs. It also recognises the personal as well societal levels, and the importance of the interaction between the two.
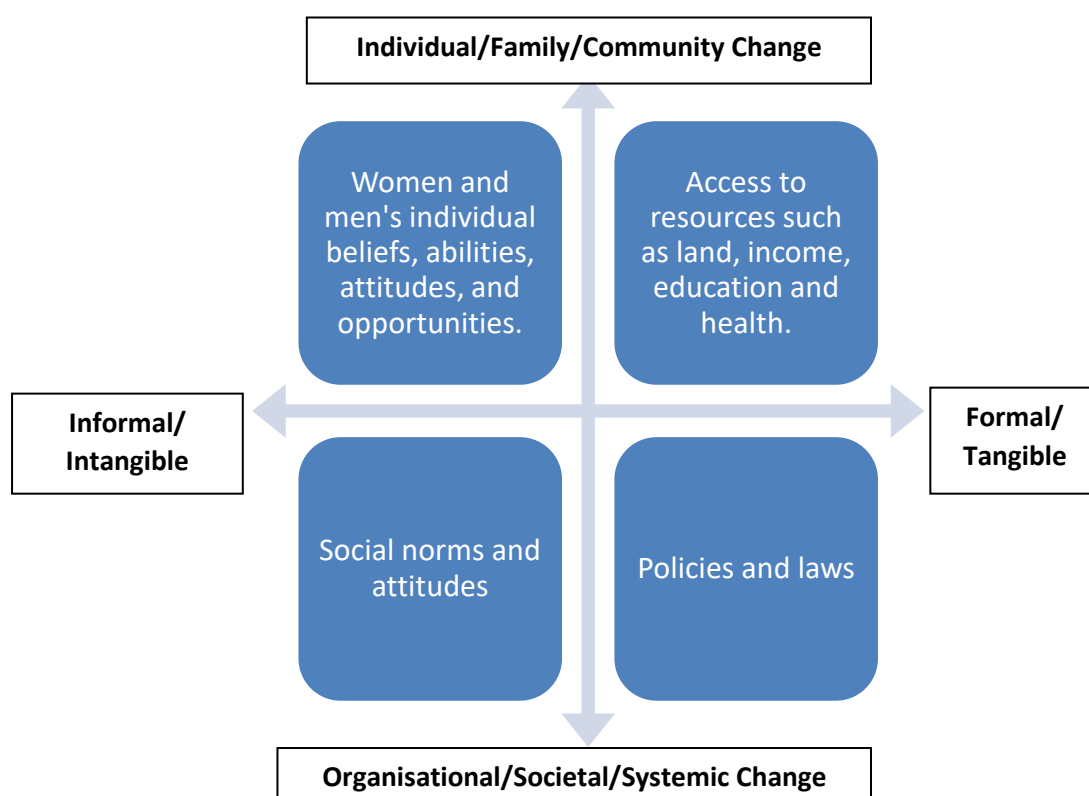

Fig 1 What Needs to Change (after Rao & Kelleher, 2010).

Implicit in this framework is an understanding of the difference between visible, hidden and invisible power[59] i.e. the difference between observable decision-making processes, the setting of the political agenda, and how meanings and value are shaped about what is considered 'normal'. Addressing these types of power require different strategies, any contextual analysis has to try and understand these dimensions, and the linkages between them.

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[58] See Rao and Kelleher (2010) 'Is there Life After Mainstreaming?', *Gender and Development* Vol13:2, 57-69
[59] See Miller, VeneKlasen, Reilly & Clark Making Change Happen: Concepts for Revisioning Power for Justice, Equality and Peace, Jass Associates, see in particular pages11-12