



ASSESSING GENDER RESPONSIVE LOCAL CAPACITY DEVELOPMENT IN **INDONESIA**



The United Nations Development Programme (UNDP) believes that gender equality is central to sustained human development, and considers it vital to integrate women's empowerment and gender equality into the organization's core business. This is done through two complementary approaches: i) gender mainstreaming, and ii) promoting women's empowerment.

The development of capacity (both of country stakeholders and in-house staff) to integrate gender concerns in core areas of development work is a vital element of successfully engendering UNDP's agenda. The UNDP 2008–2011 Strategic Plan likewise emphasizes that capacity development is UNDP's 'overarching contribution' to global human development efforts. Thus, gender responsiveness in capacity development interventions is a critical element for overall development effectiveness. It is in this sense that the two cross-cutting areas of UNDP's mandate work in a mutually reinforcing manner.

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United Nations Development Programme
Regional Centre in Bangkok
3rd Floor, UN Service Building
Rajdamnern Nok Avenue
Bangkok, 10200, Thailand
Website: <http://regionalcentrebangkok.undp.or.th/>

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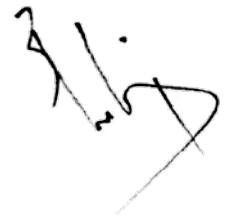
FOREWORD

This study presents important research on the Indonesian experience of gender responsive capacity development at the local level. Indonesia has made significant progress towards achieving the Millennium Development Goals. However, a substantial proportion of the population still live in poverty and many more live without adequate access to effective and efficient basic services. While sub-national governments in Indonesia are increasingly responsible for delivering a wide range of basic services to local communities, many lack the capacities to meet all the requirements of their roles and functions. This report makes clear why it is important to adopt a systematic approach to identifying, assessing and rectifying these capacity gaps in Indonesia.

Gender responsiveness of capacity development initiatives is one critical element in improving overall development effectiveness. It is through our responsiveness to vulnerabilities and inequalities in our interventions that that we truly adopt a holistic approach to sustainable development. Knowledge and experiences, both from within as well as outside Indonesia can help us learn lessons and ensure that our future interventions can respond better to realities on the ground.

This report provides some important insights into the kinds of gender responsive capacity development programmes that have been initiated in Indonesia as well assessing which of these have worked and why. Jointly with other country studies, this report will form a baseline of trends in local capacity development in the region and support efforts to advocate for increased, and more effective, investments in capacity development. This study was funded by the United Nations Development Programme (UNDP) Asia Pacific Gender Mainstreaming Programme and builds on the objectives and work taking place under the UNDP-Netherlands Development Organization (SNV) partnership, which has provided three years of important local capacity development advocacy, research, evidence gathering and programme support in the region. I welcome this collaboration between the Gender and the Capacity Development Teams at the UNDP Regional Center in Bangkok. I am pleased, too, by the partnership between SNV, UNDP Regional Centre Bangkok and UNDP Indonesia.

This study is an important contribution to the body of knowledge already available on this subject. Yet the recommendations contained within these pages are also a call to action – for government and donors alike – and the ultimate contribution of this study will be an increase in the kind of gender responsive capacity development programmes that improve overall development effectiveness in Indonesia.



El-Mostafa Benlamlih
UN Resident Coordinator
and UNDP Resident Representative Indonesia



1. INTRODUCTION

1.1 The development context in Indonesia

Since the 1997 economic crisis, Indonesia's macroeconomy has regained stability. The country ranked 111th out of 182 countries in the 2009 Human Development Index (HDI), which is about average when compared to other middle-income countries.

The Gender-Related Development Index (GDI) ranks Indonesia 93rd out of 155 countries. In the 2009 national elections, 101 women, representing 18 percent of all parliamentarians, were elected to parliament.¹ While these figures indicate an increase in female representation of over 6 percent from the results of the previous election, in some regional areas the rates of participation are much lower (5.8 percent in Aceh, 7.2 percent in Nusa Tenggara Timur). Women are still under-represented at senior official levels of government, with females constituting approximately only 9 percent of Echelon 1 officials.² Despite gaps in income between sexes in both the formal and informal sectors, and inadequate input and support for training and skills development, women contribute significantly to the growth of agriculture and rural-sector development.³ Notwithstanding this important contribution, sex disparity in the labour sector remains a significant challenge.⁴



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Indonesia has made solid progress towards achieving the Millennium Development Goals (MDGs), with indicators such as literacy rates, enrolment rates for elementary school, and infant mortality rates performing positively (see Annex 2). However, Indonesia continues to face major obstacles in closing disparities between geographical areas, income groups, and sexes. While the MDG target of 7.5–12 percent of the poor living on less than \$1 a day⁵ was met by 2006, nearly half of Indonesia's population is still either poor or near poor, living on a per-capita income of below \$2. The Central Bureau of Statistics (BPS) pointed out that other poverty indicators, including the absolute number of poor people and the number of children out of school, were worsening due, in part, to price increases for certain major commodities including fuel, rice and food.

1 This figure excludes the 132 representatives elected to the Regional Council (DPD), for which no sex disaggregated data is available. Data from the General Elections Commission (KPU) announcement on the results of the 2009 general election. KPU; the Asia Foundation Indonesia.

2 Director-general level.

3 Government of Indonesia and Food and Agriculture Organization of the United Nations (FAO), 'The National Medium-Term Priority Framework (NMTPF) for External Assistance in the Agricultural Sector (incl. Forestry & Fisheries) in Indonesia', April 2009.

4 Excluding figures for the agricultural sector, only 46.32 percent of women participate in the workforce, mainly in the services sector, as compared to 83.6 percent of men.

5 UNDP and the Government of Indonesia, 'Millennium Development Goals Report 2007', 2008.



While Indonesia was less affected than other countries in the region by the global economic crisis in 2008, the effect of the economic downturn on Indonesia's growth rate for 2008–2009 and its prospects for future growth are uncertain. Indonesia faces a number of other challenges, including how to enlarge peoples' choices through enhancing capabilities, freedom, and the right to justice, while at the same time reducing their vulnerability to external shocks such as the global financial crisis, natural disasters, conflicts, and the threat from HIV.⁶



The Government of Indonesia is committed to increasing funding for poverty alleviation using the MDGs as a reporting mechanism.⁷ The government aims to increase the country's competitiveness through the promotion of economic growth, improvement of the higher education sector, and through a focus on capacity development in the public sector.⁸ However, Indonesia faces particular challenges arising from the process of decentralization. Development stakeholders have recognized that inadequate country capacity is a critical missing factor in current efforts to meet the MDGs.⁹ What is required to achieve the MDGs in a decentralized Indonesia, therefore, is

significant investment in, and effective approaches to, capacity development that responds to localized needs across Indonesia and to the different needs of communities, the poor, women and men, girls and boys, and disadvantaged groups.

The United Nations considers CD, particularly for local governments, as an overarching goal of its work in Indonesia: "The United Nations will work in a more integrative approach, introducing not only knowledge building (education, training, and learning) but also address institutional arrangements and incentives mechanisms, leadership development, and accountability and voice mechanism."¹⁰

With the Jakarta Commitments as a translated mechanism of the Paris Declaration, the United Nations' new framework for capacity development will need to be more systematic in supporting government-led CD in the context of Indonesia's human development vision and the MDGs.

6 Government of Indonesia; UNDP, '2006–2010 Country Programme Mid-Term Review', January 2009, p15.

7 This has been underlined in studies, prepared by the National Development Planning Agency (BAPPENAS), that have been used for drafting the upcoming 2010–2014 'Mid-Term National Development Plan Document' (RPJMN). The researcher carried out a study on the Government of Indonesia's situational analysis for the Mid-Term National Development Plan (RPJMN) for the United Nations Development Assistance Framework (UNDAF) preparation. United Nations Resident Coordinator (UNRC), UN, Jakarta, 2009.

8 Review on the Government of Indonesia's reports (over 30 reports) for developing situational analysis for preparing the 2010–2014 Mid-Term National Development Plan (RPJMN).

9 2005 Paris Declaration on Aid Effectiveness.

10 Government of Indonesia; UNDP, op. cit., p20.



1.2 Definitions

1.2.1 Capacity development

This study uses the latest Development Assistant Commission (DAC) guidelines for CD.¹¹ DAC indicates that CD is a fundamental component of development and aid effectiveness, and is a key element in achieving the MDGs.¹²

UNDP defines capacity as “the ability of individuals, organizations and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner”. Thus, CD extends beyond strengthening individual knowledge and skills to improving ‘the enabling environment’, meaning the quality of organizations and power structures within the system, including effective incentive mechanisms and sustainability. Slow improvement of the enabling environment (public sector management and institutions) is an indication of a lack of capacity.¹³ Using this approach, CD covers “the process through which individuals, organizations and societies obtain, strengthen, adapt and maintain their own development objectives over time”¹⁴. Thus, CD is about skills and procedures as well as incentives and governance.¹⁵

1.2.2 Gender-responsive capacity development

UNDP considers mainstreaming a gender perspective as a process of assessing the implication for women and men of any planned action – including legislation, policies or programmes – in all areas and at all levels. Consistent with this, gender-responsive programmes will consider women’s and men’s concerns as an integral dimension of the design, implementation, monitoring and evaluation (of policies and programmes) in all political, economic and social spheres.¹⁶

Four types of programmes can be considered as gender-responsive programming:¹⁷ a) programmes that respond to the different needs of women and men, and boys and girls; b) women’s targeted components in programmes; c) programmes for women only; and d) gender training.

11 OECD, ‘The Challenge of Capacity Development: Working Towards Good Practice’, 2006.

12 Ibid.

13 Ibid.

14 UNDP, ‘Supporting Capacity Development: the UNDP Approach’, Capacity Development Group, Bureau for Development Policy, New York, 2009.

15 Ibid.

16 UNDP, ‘Empowered and Equal’, Gender Equality Strategy 2008–2011, Bureau for Development Policy, New York, 2008.

17 The Philippines’ National Statistic Coordination Board (NSCB); Gender-responsive definition.



2. GENDER-RESPONSIVE LOCAL CAPACITY DEVELOPMENT FOR ACCELERATING THE MDGS IN A DIVERSE INDONESIA



2.1 Indonesia's capacity development context

Despite acknowledgement by the Indonesian government of the importance of CD in the country's agenda, the national CD system is limited. Currently, the State Ministry for State Apparatus (MENPAN), State Administrative Agency (LAN), State Administrative Coordinating Body (BKAN), and the National Development Planning Agency (BAPPENAS) are the coordinating bodies for the government's investment in local CD. Although they have CD agendas with annual budget allocations, in many cases these are duplicative rather than complementary.¹⁸

The institutional landscape for civil service training in Indonesia is over-committed and lacks coordination.¹⁹ According to senior officials at MENPAN,²⁰ civil servants spend much more time in promotional and structural training than in technical, vocational and managerial training intended to develop management or technical skills or to improve performance. Structural training is fully funded by the national or regional routine/recurrent budgets, while technical or managerial training is funded from the development budget, which depends largely on external funds.²¹

The national administration system does not yet support the assessment of skills required for organizations, nor for the classification of professional competencies for different staff positions. Many local governments lack personnel with technical skills for participatory planning. Civil service reforms remain important and are considered urgent in order to improve service delivery, enable more positive economic growth, and promote good governance.²²

Presidential Decree (INPRES) No. 9/2000 on 'Gender Mainstreaming in the National Development Planning and Programming and its Technical Guidelines' – supported by the Canadian International Development Agency (CIDA) – was passed to integrate gender equality concerns into planning, implementation, monitoring and evaluation of national development policies and programmes, including CD. While the decree is not law, some local governments have used INPRES to begin

18 United States Agency for International Development (USAID), 'Decentralization 2006, Stock Taking on Indonesia's Recent Decentralization Reforms', August 2006.

19 Asian Development Bank (ADB), Sustainable Capacity Development for Decentralization Project, Project Design Document, 2003.

20 Including a former director of the CD Unit of LAN and drafter of decentralization laws.

21 Interview with Dr. Ir. Deddy Supriyadi Bratakusumah, BE, MURP, M.Sc, expert staff of the State Ministry for State Apparatus on Capacity Building in Decentralized Indonesia, 2008.

22 Ibid.



promoting gender equality in their policy and programme development.²³ These achievements have been mostly due to the existence of donor-funded programmes including the CIDA, UNDP, the Asian Development Bank (ADB) and the German Agency for Technical Cooperation (GTZ).²⁴

LAN is the only government agency to have organized a gender training pilot activity, in 2004, as part of its leadership training for Echelon 1 (director-general level) and Echelon 2 (director level).²⁵ The training invited high-profile gender speakers including a former Minister of Women's Empowerment, and gender experts from donor organizations. While it was considered a good pilot, such training is not adequate.²⁶ No further information is available about whether such training has been continued or whether accredited training agencies such as the Badan DIKLATs (Education and Training Boards) also have gender-related CD activities.²⁷

The enactment of Laws 22 and 25 on decentralization offered both opportunities and challenges for gender-responsive CD. Decentralization is expected to lead to transformations in local governance, including a new perspective on gender relations, deep-seated values, and relationships that are held in place by power and privilege.²⁸ Unfortunately, however, many reports indicate that skill upgrading – including in gender-related training – has stalled in most areas,²⁹ in part due to difficulties in tracing local CD activities within the General Allocation Budget (DAU) at district level. In part, this is because CD expenditure is considered an easily corruptible budget item. Some notable initiatives, however, are considered instructive (see boxed text below).

The National Plan of Action on Anti Violence Against Women (VAW) 1999–2004 (Kelompok Kerja RAN PKTP) is a multi-stakeholder mechanism for eliminating violence against women in various government ministries and agencies. The RAN PKTP was developed through a series of regional and national consultations and was supported via focal points from each relevant organization as part of the accountability mechanism. The State Ministry for Women's Empowerment (MWE) – funded by CIDA's Women's Support Project and the government – co-facilitated the operational set-up of a multi-stakeholder working group to: 1) create awareness of the importance of the RAN PKTP; 2) help facilitate resource mobilization for implementing the RAN PKTP's priorities; and 3) monitor the RAN PKTP's progress. At the national, provincial and district levels, the working groups comprise multi-stakeholders including government representatives, civil society organizations (CSOs), universities, crisis centres and police. It is recognized that the RAN PKTP, among other factors, has contributed to the passing of the Law on Anti Domestic Violence and the establishment of Women's Desks at most district police offices across Indonesia.

23 UNDP, Report of SIGMA consultant, Leya Cattleya, on 'Gender Mainstreaming Strategy's Assessment in Indonesia' to UNDP and the State Ministry for Women's Empowerment, July 2006.

24 Ibid.

25 During the decentralization era, accredited Badan DIKLAT, or Education and Training Boards, in some major provinces carried out roles that were previously undertaken by LAN.

26 Former Minister of Women's Empowerment, Khofifah Indarparawansa, and a gender and development specialist of the Asian Development Bank, Leya Cattleya, were gender speakers for the DIKLATPIM organized in 2006.

27 UNDP, Report of SIGMA consultant, Leya Cattleya, on 'Gender Mainstreaming Strategy's Assessment in Indonesia' to UNDP and the State Ministry for Women's Empowerment, July 2006.

28 ADB et al., 'Indonesia's Gender Country Assessment', 2006.

29 World Health Organization (WHO), 'Country Cooperation Strategy 2007–2011', Jakarta, 2007.



2.1.1 Challenges for gender-responsive capacity development investment faced by the Government of Indonesia

- The word 'gender' does not exist in Bahasa Indonesia, adding to the challenge of differentiating between gender, gender equality, gender equity, and the concepts of gender sensitivity and gender responsiveness. The terms and concepts of gender equality have also been mixed up with the terms and concepts of women's empowerment and women's participation.
- Gender-responsive CD initiatives have used conventional approaches that repeat cultural and patriarchal arguments, and this has led to defensiveness among development actors, who are mostly men.
- Gender-responsive initiatives have tended to be rigid and overly reliant on methodological gender concepts, tools and checklists, without adequate exercise of practical gender tools.³⁰
- Effective implementation of well-designed programmes has been difficult because of insufficient resource support – typically a lack of appropriate gender expertise, and limited funding for implementing gender-related activities.³¹
- Misconceptions about the meaning of 'gender responsive development' remain among government technical staff and officials of the State Ministry of Women's Empowerment (MWE), the same officials who are supposedly equipped with a better understanding of gender responsive capacity development. Women Empowerment Bureaus or Units at the provincial and district level face similar issues.³²

While the AusAID-funded Indonesia Australia Special Training Programme (IASTP) III is considered a successful CD programme, a former official of the project has indicated that there were some challenges in realizing gender-responsive CD. The project included strong, innovative accountability mechanisms for its gender strategy, but was unable to implement gender-responsive CD activities due to gaps in skills needed to carry out proper gender-responsive strategic planning processes and CD needs assessments.

30 UNDP, Report of SIGMA consultant , Leya Cattleya, on 'Gender Mainstreaming Strategy's Assessment in Indonesia' to UNDP and the State Ministry for Women's Empowerment, July 2006.

31 There are a few gender experts within government ministries and donor organizations, but many are ill-equipped for sectoral programming understanding and experience.

32 UNDP, Report of SIGMA consultant , Leya Cattleya, on 'Gender Mainstreaming Strategy's Assessment in Indonesia' to UNDP and the State Ministry for Women's Empowerment, July 2006.





3. SUPPLY OF AND DEMAND FOR GENDER-RESPONSIVE CD

3.1 Investment in gender-responsive local CD

3.1.1 National government investment

The government's National Medium-Term Development Plan (RPJM) 2006–2009 aims to achieve peace, security, justice and democracy while advancing the welfare of the people. The RPJM includes the eight of the MDGs as an overarching framework, placing human development and poverty reduction at the centre of development. The government's Work Plan (RKP) sets out annual development priorities, including quantitative targets and policy directions, which in turn provide a guide to aggregate budgetary allocations. The 2008 RKP lists eight priority areas including corruption eradication and accelerated bureaucratic reform through local CD.

The Nota Keuangan, or Budget Statement 2009, pronounced that all government agencies in Indonesia must implement a performance budgeting system and a gender-responsive budget. The Budget Statement included a breakdown of the national budget, showing local CD components such as those that are allocated for various boards for training and education, or Badan DIKLAT. The Budget Statement did not provide indications on how much investment is allocated specifically to gender-responsive local CD. This summary shows that approximately \$1.34 billion, or about 9 percent of the total development budget for 2009 (from both on-budget domestic funds and foreign donors), has been allocated to programmes to improve and develop the capacity of individuals and organizations through training for policy development, internships, extension work, and for improving public service delivery at the local level (see Annex 3).

Other CD initiatives for local government staff that are being organized by the national government and supported by donors, but were not included in the Budget Statement, are as follows:

- a road map and strategy for civil service reform, including clarification of organizational management; a move towards performance orientation; the introduction of merit-based practices; control of the civil service wage bill; strengthening of regional and local government administrative capacity and accountability; and the introduction of strong competency and skills-based training;³³
- financial management system improvement, including fiscal transfer;³⁴
- linking planning and budgeting;

33 Asian Development Bank, Proposed Loan to Republic of Indonesia, Development Policy Support Program, 2008.

34 About 200 national government officials and 400 local government officials were trained in performance and financial management by the Ministry of Home Affairs, and in 2007, 1,528 local officials were trained by the Ministry of Finance. The Ministry of Finance plans to train 9,642 finance and management officials from local governments.



- public procurement system;³⁵
- other emerging CD initiatives including, but not limited to, legal drafting, partnership building, facilitation techniques, negotiation techniques, anti-corruption,³⁶ and community empowerment.

About \$1 billion has been allocated to three programmes³⁷ that are run with a Community Driven Development (CDD) approach under the umbrella of the Program Nasional Pemberdayaan Masyarakat (PNPM or Community Empowerment Programme).³⁸ The programme is a policy for reducing poverty, creating short-term employment for thousands, and improving rural infrastructure through conditional cash transfers to subdistricts.³⁹ PNPM is trying to: a) respond to women's practical needs by funding, for example, water supply, health and education facilities; b) increase the potential for women's economic activity by investing in local infrastructure such as roads and bridges, and supporting micro-finance activities that help women engage in income-generating activities and expand their businesses; and c) ensure that women are active participants in planning and decision-making through the emphasis of broad-based participation. PNPM is considered to be promoting gender-responsive CD as it works to both empower and promote gender equality through increasing the capacities of local governments and communities.⁴⁰

Under the MWE, a proportion of the budget – believed to be between 30 and 40 percent – is distributed to each district's Women's Empowerment Unit, CSOs and universities for gender-related local CD, for training in gender awareness, gender analysis, gender budgeting and gender indicators.⁴¹

35 Presidential Decree No. 80/2003 requires the government to adopt an examination system and certification for procurement practitioners.

36 In 2006, the government's fiscal surpluses offered more funds for social spending, together with the Development Policy Loan (DPL) and Development Policy Support Programme (DPSP), which were used to improve the quality of public service delivery in education and community based development. No gender-disaggregated data on the budget allocation are available.

37 The Kecamatan Development Programme (KDP), administered by the Ministry of Home Affairs; the Urban Poverty Programme (UPP), administered by the Ministry of Public Works; and the Family Welfare Programme, administered by the Ministry of Health.

38 According to a review on various situational analysis, organized by BAPPENAS for drafting the Mid-term Development Plan for the National Level, 2010–2014, these three programmes will be potentially supported by additional funding from grants included in the 'Blue Book' 2006–2009. Unfortunately, no information is available on the breakdown or proportion of the budget that goes to the local level.

39 Decentralization Support Facility (DSF), the World Bank, the Australian Government Overseas Aid Program (AusAID), and the UK Department for International Development (DFID), 'Gender Review and PNPM Strategy Formulation, Working Paper on the Findings of Joint Donor and Government Mission', Jakarta, March 2007.

40 Decentralization Support Facility (DSF), The World Bank, AusAID, and DFID; 'Gender Review and PNPM Strategy Formulation, Working Paper on the Findings of Joint Donor and Government Mission', p9; Jakarta; March 2007.

41 Gender mainstreaming assessment that was carried out in 2006.



Gender-responsive Budgeting (GRB)⁴² is fast becoming a commonly used tool to build accountability for national policy commitments for women. A 2008 Ministry of Home Affairs (MHA) circular letter mandates all government agencies to use gender analysis in the budgeting process.⁴³ Some initiatives have been taken on 'gender socialization', gender analysis training, and training on gender budgeting concepts and tools, as well as integration of gender equality concerns into policy development and programming. Some district governments, supported by donor organizations and non-governmental organizations (NGOs), have even carried out GRB exercises.⁴⁴ Yet, concrete results have not been produced. After nine years of formal implementation of gender mainstreaming as a strategy for promoting gender equality in national development, no recent special capacity assessment on GRB has been conducted. Reports⁴⁵ and observations during the organization of a GRB workshop indicate that only limited, individual-level GRB capacity has been built. The evaporation of gender-related policies and programming, between planning and practice, is one reason for this. Strong commitments must be made, and adequate resources allocated, to implementing GRB.⁴⁶

Some efforts have been carried out by the United Nations Development Fund for Women (UNIFEM) to help the Ministry of Finance and BAPPENAS start working on GRB initiatives. These gender-responsive CD initiatives include: a) the use of a gender budget statement as an entry point to start GRB; and b) the use of national consultants to mentor and work closely with key government people who were responsible for developing the ministerial decree for budget planning, and c) introducing practical tools on how GRB can be included in the budgeting process. Monitoring the effectiveness of the approach is necessary in order for the government to be able to proactively make additional interventions.

As an example of the government's financial management reform, BAPPENAS has recently enacted a ministerial decree on the establishment of a Gender-responsive Pro-Poor Budgeting Steering Committee and Technical Team. This structure consists of Echelon 1 and 2 staff from six ministries,⁴⁷ and will be working with the support of a GRB Secretariat. Establishing a GRB implementation strategy is one of the team's top priorities.

Budget Statement 2009 identified six pilot ministries, all with substantial budgets, to carry on Performance Budgeting (PBB) in 2010. In May 2009, ministry officials, with officials from MWE, attended a GRB workshop. The workshop explained the practical tools for Gender Budget Statements (GBS) that relate to the PBB budget and GRB. A good mix of tools for testing both PBB and GRB across different types of activities – from the social, economic and infrastructure sectors – were examined. All participating groups were successful in testing and completing a GBS. In learning from various countries'

42 Gender Budget' defined as analyzing the impact of government expenditure and revenue on women and girls, as compared to men and boys.

43 The government introduces some technical guidelines for gender mainstreaming implementation. The latest MOHA regulation, No. 10/2008, on gender mainstreaming clarifies the gender budgeting operation. A Joint Official Letter of the State Minister for National Development and Minister of Home Affairs, 0259/M. OON/I/2005 – 050/166/SJ, requires increased women's participation in the Musrenbang's processes (Development plan meetings).

44 So far, gender-responsive budgeting has been carried out with the support of donor organizations at the local level.

45 UNDP and the State Ministry for Women's Empowerment under UNDP SIGMA Programme, 'Gender Mainstreaming Assessment, Leya Cattleya (consultant), 2006.

46 UNIFEM, '2001 Annual Report 17', 2001.

47 The six ministries are BAPPENAS, State Ministry of Women's Empowerment, Ministry of Finance, Ministry of Home Affairs, Ministry of Health and Ministry of National Education.



experiences in applying GBS, participants recognized that GBS is an implicit gender analysis. This leads to simpler and quicker procedures than using Gender Action Plan (GAP) analysis and methods, which require the availability of sex disaggregated data that are produced by the Central Bureau of Statistics through its survey and census, and an application of rigid steps for analyzing gender equality concerns.

3.1.2. Local government investment

The national government allocates, *inter alia*, special funds (DAK) to provincial, district and local governments, which can be spent on CD initiatives. In 2008, DAK funding made up 62 percent of the national budget, an eightfold increase over the 2003–2008 period. Local governments must spend a predetermined amount of the DAK on health and education, with the remaining DAK funding to be used at the local government's discretion. Some of the national funding for health and education is spent on CD, such as teacher training or facilitating the services provided at the integrated health post at the village level (*posyandu*). There is strong competition for the remaining funds, which are usually spent on administration, activities, research, travel and training. No data is available on the percentage of DAK grants spent on CD and/or training activities.

Data from LAN indicates that there are 427 training units at the provincial and district level across Indonesia.⁴⁸ These units include those that provide CD activities, mostly training, for staff from cross-sectoral institutions and technical institutions such as education, health, industry, labour, finance, police, transportation, religious affairs, agriculture and fisheries. Budget allocations come from the national and/or local government fund, which have been included in the state budget figures.⁴⁹ No data is available regarding allocated budgets for these training units. The budget figure and the authority of the training units are dependent, among other things, on the level of management of the unit.⁵⁰

Assuming that only the Women's Empowerment Unit at the provincial and district level has carried out gender-related training, the decentralized government budget has varied according to: a) the status level of the Women's Empowerment Unit, and whether it has budgetary control; and b) the amount of 'deconcentration' budget that was transferred by the MWE to the Women's Empowerment Unit for gender training purposes. While local government budgets are not easily traced, anecdotal figures indicate that in 2008, the MWE allocated about 11 billion rupiah, or about \$1.1 million,⁵¹ for gender-related programmes. This includes support for mainstreaming gender at the local level in the form of gender training activities, programmes to protect and support survivors of violence against women, and for micro-credit programmes.

48 Lembaga Administrasi Negara's (LAN) website notes that 27,760 training activities, mostly for structural training, were registered at the district level for 2008.

49 LAN website, 'State Administrative Data and Information (Sistem Informasi Data Aparatur)'; 2009.

50 The training units are headed by government officers from various levels (Echelon 1, Echelon 2 and Echelon 3).

51 For example, in 2008 the State Ministry for Women's Empowerment allocated funds for gender-related budgets, ranging from 20 million to 40 million rupiah, to about 400 districts in Indonesia.



3.1.3 Donor investment

Perceptions of gender-responsive CD among international funding agencies are mixed. Some strategies have been identified, by donor organizations, for achieving common development objectives with Indonesia via CD activities⁵² – for example, through supporting Indonesia in carrying out CD assessments, facilitating partnerships to support capacity building and development strategies, providing systematic costing of capacity building, and providing monitoring and evaluation.⁵³ There are some good models, such as the Australia Community Development and Civil Society Strengthening (ACCESS) programme.⁵⁴

Since decentralization, some donors, under the coordination of GTZ, have supported the Government of Indonesia in delivering local CD. There have been four major categories of donor-supported programmes for local CD:

The ADB, GTZ and the Japan International Cooperation Agency (JICA) have worked on the design, refinement and consolidation of the CD regulatory framework for decentralization, the dissemination of information on regional autonomy to stakeholders, and facilitation of the cooperation between the national and regional economies, as well as on information technology.

- i. A group of bilateral agencies including the United States Agency for International Development (USAID), the Australian Government Overseas Aid Program (AusAID), GTZ and CIDA has introduced new decentralization mechanisms on performance, budgeting, minimum service standards and fiscal decentralization.
- ii. The World Bank, ADB and AusAID have worked on improving knowledge and skills in specific areas of local governance including participatory planning approaches, decentralized forums for improved service delivery, local accountability and CD for local facilitators.
- iii. UNDP, ADB and CIDA have worked on monitoring and accelerating progress toward the MDGs.

No specific data is available for mapping how much investment has been made by each of these groups.

Some donors such as the GTZ, ADB, CIDA, UNDP, the United Nations Children's Fund (UNICEF) and some units within the World Bank have designed and implemented gender-responsive CD for local governments. Furthermore, some bilateral donor organizations consistently promote gender equality, including CIDA, the Netherlands Embassy, AusAID, USAID and the UK Department for International Development (DFID).

52 Including the World Bank, the UN system, and bilateral agencies.

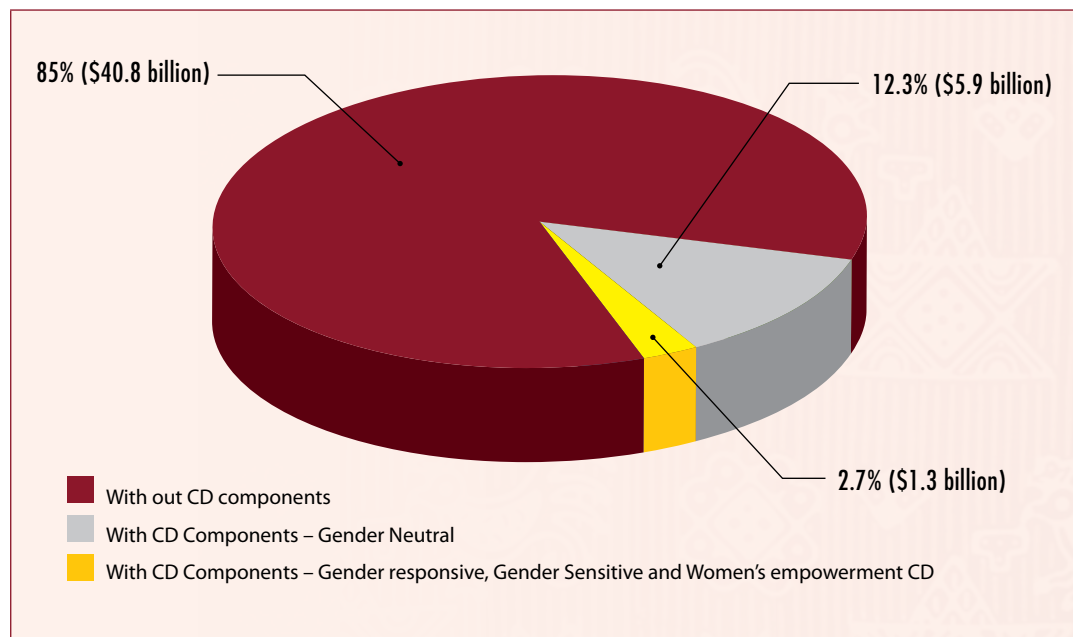
53 Government of Indonesia, UNDP, op. cit. p21.

54 ACCESS, 'Capacity Building Impact Evaluation Report', 2008. The ACCESS programme aims to increase the understanding of NGOs and CSOs and enhance their relationships with other development stakeholders at the district level. It currently operates in eight of the poorest target districts within four target provinces in eastern Indonesia. The programme focuses on community development, poverty alleviation, gender equality and capacity building for NGOs and CSOs.



For the years 2006–2009, donor organizations proposed a significant amount of investment with CD components for the local level. The official development assistance (ODA) figure in the 'Blue Book'⁵⁵ 2006–2009 shows \$48 billion for over 100 proposed projects and programmes containing CD components, themselves valued at about \$5.9 billion. Included in this \$5.9 billion is about \$1.3 billion for projects and programmes that include CD components with some level of gender sensitivity, gender responsiveness and women's empowerment.⁵⁶

Figure 1: Percentage of CD components in proposed ODA (2006–2009)⁵⁷



CIDA and AusAID have integrated gender equality measures into their country programmes, and have mandated that gender equality is integrated into all programme design, implementation, monitoring, review and evaluation.

55 A book published by BAPPENAS that contains a list of all proposed ODA for a certain period of time, including a list of CD activities at the local level.

56 These are capacity-building projects for local government on eliminating violence against women and children (State Ministry for Women's Empowerment, MWE); the establishment of a centre for the protection and empowerment of women workers in Batam (Ministry of Labour and MWE); the Capacity Building to Support Family Planning /Reproductive Health Programme in Indonesia (National Agency for Family Planning/ BKKBN); the Indonesia Water and Sanitation Policy and Action Planning Facility Phase III (Ministry of Public Works); and promoting democratic governance and strengthening human development to achieve the MDGs (both administered by BAPPENAS). Note that a study carried out by the World Bank in 2005 identified highly concentrated CD programmes in some areas of Indonesia, meaning a lack of CD in other areas.

57 BAPPENAS, the 'Blue Book' 2006–2009, Jakarta, 2006.



3.1.4 Civil society organization investment

The USAID report 'Taking Stock on Decentralization Implementation in Indonesia'⁵⁸ notes that the decentralization era has expanded the space for civil society, citizens, associations and universities to work with local governments in promoting good local governance and gender equality. Between 1980 and 2000, there was a significant increase in ODA funding and private-sector contributions to areas related to the democratization process. Many NGOs grew at the local level to respond to the needs of more community facilitators.⁵⁹ Partnerships among governments, CSOs and donors have supported this demand-driven approach to development.

As in other countries, CSOs have assumed the role of champion for mainstreaming gender initiatives. With some exceptions, most efforts have been in the form of creating and implementing gender training and women's empowerment programmes. Most women's CSOs have integrated gender only in specific CD or training programmes such as on reproductive health, preventing violence against women, gender in education, and other sectors identified in the 12 critical areas of the Beijing Platform for Action.

Examples of women's CSOs that can be regarded as implementers of gender responsive CD include Koalisi Perempuan that works on women's leadership and gender budgeting, and LBH APIK that works on gender responsive legal drafting. HAPSARI, a federation of independent women farmers, has carried out leadership and political training to over 600 of its active members (out of 4,000 total registered) across six provinces, gender sensitization of village officials in some districts in North Sumatra as well as providing support for improved service delivery of local government.

While over 60 CSOs in Indonesia have worked on budget reform – including in participatory budgeting, revenue monitoring, expenditure tracking, budget literacy and anti corruption measures⁶⁰ – less than a quarter of them have been involved in gender budgeting work. Many CSOs that have worked with local governments on GRB have used the Rencana Kerja (RENJA) work plan and terms of reference (TOR) as entry points.⁶¹

58 USAID, 'Taking Stock on Decentralization Implementation in Indonesia', 2007.

59 SMERU – an independent institution for research and policy studies focusing on social, economic and poverty-related problems – studied around 20,000 CSOs throughout Indonesia involved in community development, community empowerment, advocacy and litigation work. Less than 10 percent of these CSOs were in the broader agriculture sector, 5 percent of the total worked on social education and training, and 3 percent in health and education, while the rest were in the areas of population, labour and others. LP3ES, another research-based foundation, established another directory covering a list of 465 NGOs from 26 provinces.

60 D Budlender and H Satriyo, 'Country Report; October 2008'. Intended to inform the planning of the International Budget Partnership (IBP), (formerly the International Budget Project) and Ford Foundation in respect of future assistance to be provided to budget-related work by CSOs in Indonesia.

61 Notes from a round-table discussion at the Asia Foundation in April 2009. The Centre for Regional Studies and Information (PATTIRO), Civic Education and Budget Transparency (CiBA) and the National Secretariat of Indonesia Forum for Budget Transparency (Seknas FITRA) are among the few CSOs pioneering the implementation of gender budgeting in Indonesia.



PATTIRO has provided technical assistance to mainstream gender into development planning and budgeting for local governments and CSOs in Bone District, South Sulawesi and the City of Pare-Pare. It has also educated the community on budget literacy and the budgetary planning process with a gender perspective in the district of Pekalongan and Boyolali and the city of Semarang, Central Java.

There have been no systematic reports on the amount of funding managed by CSOs, and much less for those that work on gender-related CD.

3.1.5 Measuring total investment in CD

Varied understanding of gender-responsive CD makes it difficult to measure the quantum of investment in, and supply of, gender-responsive CD initiatives.

While it is difficult to give an exact figure for investment in gender-related local CD, the estimate ranges between \$3 and \$4 billion annually. This includes off-budget sums within the \$1.3 billion ODA for 2006–2009 programmes with gender-related local CD; and about \$1 billion in allocated budget for programmes with a community driven development (CDD) approach, under the umbrella of the PNPM, or Community Empowerment Programme, in 2009, which has significant women's empowerment activities and budgeting embodied in it.

In addition, some portions of both domestic funds and foreign donor funds are allocated to key government agencies for programmes to develop capacities of individuals and organizations. This is achieved through internships, extension work, and training for policy development and for improving public service delivery at the local level. The budget includes about \$1.1 million allocated by MWE for gender mainstreaming and women's empowerment-related programmes. Local government budgets also include CD, through DAK and DAU, at least in education and health. Programmes that are funded by CSOs and the private sector also include CD components.

The above figures have not answered the question of whether such investments are sufficient or not, and whether they meet the demand. Rather, they represent a rough example of the huge intent to promote gender equality through local CD initiatives. In per-capita terms, there has been decreased investment in local CD since decentralization. National CD budgets have also been inefficiently utilized. Issues on the implementation and effectiveness of investment are discussed in the later pages of this report.

3.2 Good practices

3.2.1 Capacity development as part of a sustainable development framework

Conceptually, a country's ability to develop sustainably depends on the capacity of its institutions and people to understand complex environmental and developmental issues so that they can make the right development choices. Local government officers are required to understand and have expertise in the issues facing their local area. At the same time, CSOs, particularly women's groups, must be mobilized to advocate for their rights to access assets, to control the formulation of service delivery, and to influence the strategic decision-making process.



In Indonesia, sustainable development has followed the path of community driven development (CDD), which is seen as a strategic entry point for gender-responsive local CD. The CDD programmes work with the community, involving the poor and women, using gender equality concerns as part of the programme's objectives and as a way to manage and administer the programme. Programmes that apply a CDD approach place attention on the provision of technical expertise as well as resources.

Capacity development through the CDD approach is about engagement between local facilitators and the community, advocacy by local facilitators to the local government, and mentoring⁶² by the programme's advisors to local facilitators. These are all processes that provide opportunities for stakeholders, individuals, CSOs, local governments and programme staff to talk, practice, test, enhance and learn. Such approaches have the potential to respond to the different practical, as well as strategic, needs of the community, the poor and women, to increase women's economic activity and to ensure that they are active participants in planning and decision-making.⁶³

Under the CDD approach, gender equality concerns are not separated from other aspects of CD. CDD's success in catering for gender-responsive CD lies in its choice of entry points, approaches, strategies and modalities, as well as the availability of resources to support the implementation of the gender and CD strategy. At the community level, it means proper facilitation processes that are gender sensitive and raise relevant gender questions to capture the different concerns of women and girls, and men and boys. This has resulted in a lowering of resistance and an increase in performance.

The ACCESS second phase has only provided funds for organizational capacity building of NGOs.⁶⁴ Activities at the community level are resourced and owned by the community, whether from the local government, village grants (ADD), or from community owned resources. ACCESS also adopts a system approach, where activities within the system work at the same time, rather than in a flow process or sequentially. These activities thus provide the basis for specifying the roles and responsibilities of all parties. By establishing CD programmes for NGOs, ACCESS starts generating pools of service providers, which will sustain the programme's ideals. Successes are achieved where the focus is on people-centered or 'actor-centered' CD. Many large scale CDD programmes are too oriented toward tangible products or results, and less so toward efforts to strengthen the actors. Many programmes are concerned too much with physical deliverables rather than focusing on 'behaviour change in actors', which will ensure sustainability.

Demand for capacity development will grow in the presence of empowered communities, capable local community groups, improved livelihood, and accountable work on the ground. Promoting the kind of democratic local governance facilitated by programmes like CDD requires long-term processes.

62 The ACCESS programme in eastern Indonesia, IASTP III, and ANCOR in Aceh, have used mentoring as an approach for maintaining support to the local actors. Training of female facilitators and training on women's leadership is critical.

63 CDD incorporates extra sessions at the beginning of learning activities dedicated specifically to women, to equip them to participate fully in activities.

64 ACCESS, www.access-indo.or.id



3.2.2 Capacity development needs assessment

Case study reports⁶⁵ indicate that carrying out gender sensitive CD assessments is challenging because of: a) a combination of a lack of awareness of the importance of gender equality, and misperceptions about gender-responsive strategic planning processes; b) gaps in methods, skills and techniques to carry out gender-responsive strategic planning processes; and c) separation between carrying out CD needs assessment and gender needs assessment.

The AusAID-funded ACCESS programme has successfully implemented CD initiatives that were developed based on Organizational Capacity Assessments (OCA). The assessment tools were introduced to key training facilitators, who then used the tools to assess 27 NGOs and 40 CSOs in the ACCESS target areas. The programme also established a set of monitoring and evaluation tools that are used by the participating CSOs. Activity reports cover a wide range of topics including achievement of goals and objectives, learning needs assessments, participation, assessment of the facilitation team, assessment of materials and methods, and mainstreaming gender.

An alternative method for assessing CD is a participatory gender audit methodology introduced by the International Labour Organization (ILO),⁶⁶ which includes 12 critical aspects of gender mainstreaming, including policy context, gender competence, decision-making processes, human resource development, planning and budgeting, monitoring and evaluation, gender mainstreaming structure and organizations, stakeholders analysis, and organizational culture. The tools encourage the engagement of stakeholders in meaningful participatory approaches, introduce learning, and establish benchmarks.⁶⁷

UNDP's Papua People-Centered Development introduced the Papua Needs Assessment (PNA) to gather baseline information for developing a CD action plan in Papua. Employing an evidence-based approach like this is considered good practice.

3.2.3 Gender strategy and action plan

A gender strategy clarifies what approaches are to be taken, what activities are to be undertaken, and what indicators can be used to measure performance. As a result, progress of the CD programmes and activities, including their gender equality components, can be monitored.

65 Indonesia Australia Specialized Training Programme (IASTP III), funded by AusAID and Indonesia Australia Partnerships, 'Most Significant Changes'; GHD Hassall; October 2008.

66 ILO carried out training on gender audit methodology, attended at both the national and local level.

67 ILO, 'A Manual for Facilitators: the ILO's Participatory Gender Audit Methodology', Geneva, 2007.



An action plan is important to encourage an environment that builds incentives for learning. The use of an action plan and monitoring is more of a learning tool than a check for compliance.

What constitutes a sound gender strategy?

The Indonesia Australia Specialized Training Programme (IASTP) III introduced a GAP⁶⁸ that was monitored regularly, with technical assistance and mentoring provided to those who needed it. The MWE benefited from having ministry staff trained as qualified facilitators for gender mainstreaming. About 80 percent of training participants have become competent trainers, and many alumni who were in Echelon 3 have been promoted to the director level (Echelon 2). Methods and techniques that were used by the alumni were also being followed and replicated by other trainers, indicating the usefulness of the training materials. Alumni of IASTP III's gender training have established networks that have increased the pool of available gender focal points in the country, which has also increased the sustainability of the programme.⁶⁹

Availability of gender expertise within organizations and programme management is critical to implementation of the gender strategy. Unfortunately, these competences are not widely available among government staff, and even when donors have developed a roster of national gender experts, often the expertise is unsuitable. Even well-designed gender-responsive programmes have produced inadequate results where the programme did not invest in gender-competent resource people.⁷⁰

Ideally, it is more useful and effective to have sectoral experts with gender knowledge and skills than to have gender consultants who have to work across the whole programme. Gender-aware project staff or consultants may have a greater impact on outcomes and gender training. However, it is easier to recruit consultants with experience of facilitation and gender than it is to train them in these areas.⁷¹

While challenging, having male gender experts within a gender team is considered a strategic move, to produce effective gender-responsive CD activities in areas where resistance to gender equality promotion is high. Local male decision-makers have found it easier to talk about the importance of promoting gender equality in their organizations when male gender experts are present.

68 Indonesia Australia Specialized Training Programme (IASTP III), funded by AusAID and Indonesia Australia Partnerships, 'Most Significant Changes', GHD Hassall, October 2008.

69 Australia Indonesia Partnership; op. cit. p31.

70 The researcher has done some independent completion reports on many gender-responsive CD programmes.

71 'Gender Review and PNPM Strategy Formulation' – Working Paper on the Findings of Joint Donor and Government Mission, Decentralization Support Facility, Jakarta, March 2007.



The Indonesia Australia Partnership for Basic Education (IAPBE), funded by AusAID, has proven to be a successful programme in promoting gender equality in East Java. Here, a gender team comprised of male and female experts worked to provide various CD activities for hundreds of *madrasah* principals and teachers to implement school-based management, as well as for officials of district education units to be effective decentralized education catalysts. In areas where communities are considered traditional and with very strong Islamic beliefs – such as Jember, Jombang, and Gresik districts in East Java – this three-year CD programme has taken an appropriate decision to hire both females and males for its gender team.

Gender equality should be integrated into the CD programme's goals. To be effective, integration of gender equality and gender-based results indicators into the CD programme objective will help to ensure that gender-related activities and interventions contribute to the overall objective.

Gender should be integrated into guidelines, manuals and processes. People will respond positively to gender messages when they have the tools and procedures they need, there are incentives for them to do so, and the messages from the management are strong and consistent. Local government staff, especially those who have been involved in project activities, have a better understanding and awareness of the importance of project procedures, and of training and capacity building, than national government staff.

3.2.4 Ownership and leadership

Gender-responsive local CD requires ownership and leadership. Capacity development will only be sustainable where the government prioritizes regular investment in CD, either as part of routine planning and budgeting processes, or through comprehensive assessment and review, such as strategic planning.

The ADB-funded Sustainable Capacity Development for Decentralization Programme is demand-driven. A needs assessment is carried out as an integral part of the local government's strategic planning, which promotes sustainability. Local governments also develop a capacity building action plan (CBAP), within which a gender action plan is integrated.

Leadership has been critical in pushing for gender-responsive CD interventions to be realized. These should be assured not only within the government jurisdiction, but also within the programme management and staff. Programme staff who 'walk the walk' should be considered good role models for the success of gender-responsive programmes.



Former State Minister for Women's Empowerment, Khofifah Indarparawansa, played a critical role in initiating gender mainstreaming within the government system. The issuance of a Presidential Decree on Gender Mainstreaming would not have happened without Khofifah's forward leadership. Many good results in gender mainstreaming initiatives, including gender-responsive CD at the provincial and district level, have been made possible by strong leaders within government units. The provincial government of Lampung and the district government of Wonosobo in Central Java are two good examples of such cases. The IAPBE is considered a good example of a programme with strong leadership, making sure that gender equality is not only promoted in the programme, but also in the programme's management office. The programme hired a female driver as part of the effort to convince its partners that equal opportunities should start at 'home'. For a programme operated in a traditional Islamic society, this was a breakthrough.

3.2.5 *Managing development results*

Capacity development activities and interventions must be made accountable. Appropriate organizational assessment tools – used at the beginning of the programme as a way to gather baseline data, and at the end of the reporting period to measure improved capacity of the organizations – are important in this regard.⁷² Further, it is important to remember that promoting democratic local governance requires processes and learning over time.

The ACCESS CD programme provides a good model of measurable indicators. Improved income and savings, better access to public goods and services such as education and water, and lower illiteracy rates are among the tangible and measurable indicators. As a bilateral funding organization, AusAID has progressively introduced gender and development measures, using Harmonized Gender and Development Checklists in its project design stage. It also requires that proponents respond to gender-related questions when tendering for an award.

Within its design, the ACCESS programme has a continuous learning mechanism as part of its monitoring tools. This continuous learning mechanism has been utilized as a way to promote shared learning among stakeholders.⁷³ The ACCESS programme introduces two major monitoring tools – the Community Development Strengthening Tool (CDST) and the Organizational Development Strengthening Tool (ODST). In both these tools, not only the participating NGOs and community learn from the exercises, but also local government, other stakeholders, programme staff and AusAID.

72 For example, measurable performance indicators can reflect the delivery of certain services, the behaviour and responsiveness of organizations toward clients, or the application of new urban management tools.

73 A review from ACCESS Programme Reports, 2008.



The International Labour Organization's (ILO) Participatory Gender Audit Tools were adopted from various gender audit sources, including one designed by SNV. The tools are process-oriented, aimed at developing the capacities of facilitators of participatory gender audits. The tools help facilitators to assist the staff of the organization in carrying out self-assessment, which is critical in strengthening organizational learning processes – including for gender equality promotion.⁷⁴

3.3 Whose capacities need development?

While the involvement of the national government in the local CD programme is critical – particularly in making sure the legal framework and policy settings for local CD are properly developed – capacity development for provincial, district and municipal governments is critical to the success of decentralization. It is vital, therefore, to influence national and local governments to work together when exploring and designing programmes.

Developing DPRDs (district councils) to be more functional and receptive will require time and effort. Areas of focus should include increasing familiarity with, and proficiency in, the substantive issues faced; defining and refining DPRD processes and structures; placing greater civil society pressure on DPRD to be accountable to citizens; and building associations between parties and their DPRD members. Challenges for CD of the DPRD include the fact that many of the members change every five years, and that some donor organizations have internal regulations preventing them from supporting any political party and its members. Building partnerships with international foundations⁷⁵ may be a way to provide continuous support to orient/reorient DPRB members and also assist them in performing their job.⁷⁶

Village and sub-district governments need specific CD attention. Although they receive grants, there is no clear set of functions defined in the decentralization legislation for these two bottom levels of government.

Capacity development for women and the poor is one critical aspect in building demand-driven CD, and promoting successful and sustainable development.

Noting the limited number of CD service providers – particularly in areas in which the market is not strong, such as in eastern Indonesia or in Aceh – it is thus critical to focus on CD, including gender competence, for service providers.

74 ILO, 'A manual for facilitators – the ILO's Participatory Gender Audit Methodology', Geneva, 2007.

75 Foundations such as IDEA, the National Democratic Institute and the Asia Foundation have provided support to members of political parties.

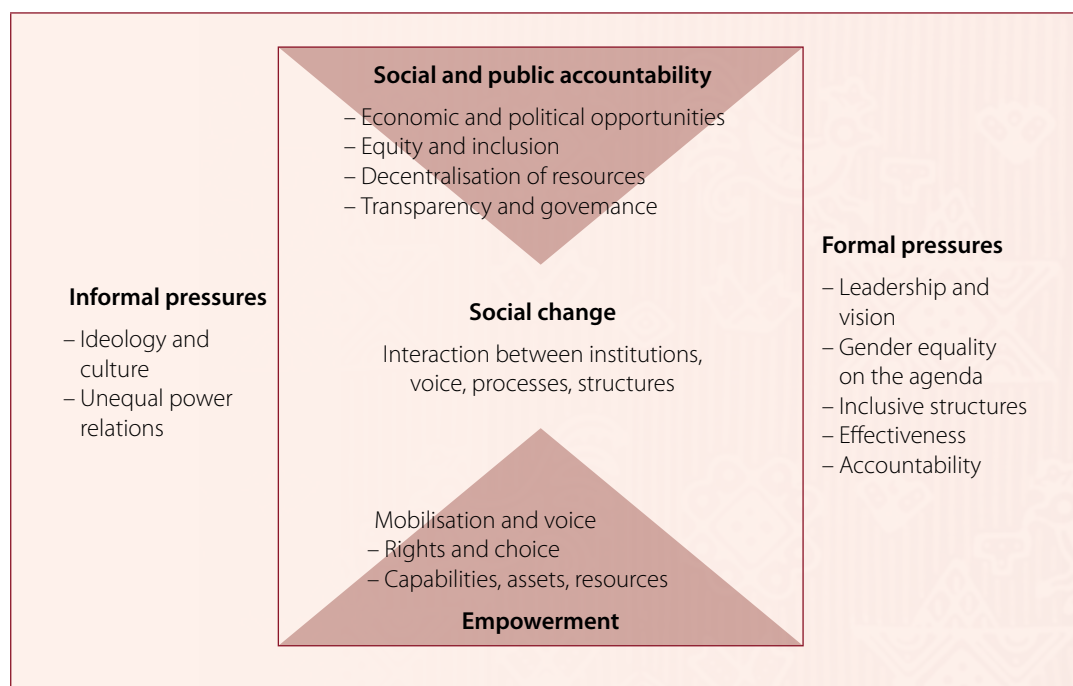
76 Other support that may be provided includes communications, legal drafting, accountability and constituent building, communication and supervision, resource management, budget analysis, and party relations encouraging parliamentarians to develop greater reliance on intermediaries and associations (universities, entrepreneurs and professional associations).



3.4 Capacity to demand and accountability

It is important to introduce accountability mechanisms and tools to promote improved capacity to demand. This means that the poor, women, and men, gain cognitive skills to understand issues in their locality, have an interest in learning, and understand their new capacity to demand their rights from the local government or local parliamentarians. This approach builds constituencies between the two groups, within two domains of accountability – bottom-up and top-down.⁷⁷

Figure 2: Dynamics between top-down and bottom-up forces of change⁷⁸



The first aspect is top-down accountability, in which social and public accountability is established by introducing economic and political opportunities, equity and inclusion, decentralization of resources, and transparency and governance. The second critical aspect is bottom-up accountability through efforts to empower by mobilizing and voicing rights and choices, as well as capabilities, assets and resources.

Institutional transformation must be the focus of sustainable, gender-responsive CD. These envisioned changes are not only in the material condition of women, but also in the formal and social structures that maintain inequality. Organizations must be transformed so that women’s empowerment and gender equality are firmly on the agenda and are supported by skilled, politically influential advocates.

⁷⁷ This has also been supported by A Rao and D Kalleher in ‘Is There Life After Gender Mainstreaming’, Gender and Development, 13.2, 2005.

⁷⁸ Ibid.



PNPM is a replication of the Kecamatan Development Programme (KDP) and the Urban Poverty Programme (UPP). The programmes have focused CD on the delivery of small-scale rural and urban infrastructure. Therefore, PNPM must ensure that in replicating those programmes, particular emphasis is placed on guaranteeing that the poor and disadvantaged benefit from this CD approach. In this regard, to be effective and sustainable, CD efforts in PNPM should focus on changing the behaviour of the actors, and changing engagements between and among stakeholders. These are to be facilitated for a long-term rather than short-term programme intervention. Empowerment should be seriously promoted. Awareness of people's rights and responsibilities, awareness of the importance of community and organized civil society, and efforts to mobilize resources are critical.

3.5 Service providers and quality assurance

There is a clear need for improvement in the provision and delivery of quality public services in Indonesia. Issues of availability of qualified and accredited capacity builders or CD service providers have long been critical, particularly in the eastern part of Indonesia and in areas of conflict such as Ambon or central Sulawesi. For sustainability reasons, it is critical to improve and enhance CD services available to local governments and organizations, with an emphasis on improving competence to carry out gender-responsive CD.

The ADB provides funds to LAN and MHA to implement a Sustainable Capacity Development for Decentralization Programme. Among other things, the programme supports the development of accredited service providers, including the existing training departments of government agencies, professional associations, associations of the regional governments and their agencies, universities, private-sector research and training institutes, management consultants, political parties, the media, and CSOs. Under this scheme, service providers may also be eligible for pre-financing through capital arrangements.

Historically, MWE and donor organizations expected that the Women's Studies Centres (WSC) across Indonesia would actively fill the role of service providers and experts for gender concerns. In reality, most WSCs have neither sufficient financial independence nor the capacity to act as gender experts. WSC operations have mainly relied on budget support from the MWE, donor-funded programmes, or from programmes that the WSCs are contracted to implement by the local government. With some individual exceptions, the development of their capacity as gender experts has been mostly dependent on MWE training programmes.

Unfortunately, the number of reliable gender experts within government and donor organizations is not enough to meet the need.



4. LESSONS LEARNED

These lessons are drawn primarily from this study of gender-responsive CD in Indonesia, but also include lessons from findings in similar studies conducted in the Philippines, Viet Nam and Nepal.⁷⁹ Comparing experiences from these other three countries in the region, some conclusions can be made:



Lesson 1: Improve capacity to demand

- All development cooperation should include an agreement for parties to promote gender equality as the foundation of supply-driven accountability.
- The government and donors must focus on strengthening bottom-up accountability by building improved capacity to demand via community and women's empowerment.
- Accountability in creating gender equality should be linked to organizational gender equality targets.
- Strong promotion of gender equality within a government's policy documents – including within the CD agenda – encourages local governments, donors and programmes to implement GRB. Successful implementation, however, is dependent on a strong and effective accountability framework, as well as appropriate tools and technical assistance.
- 'People-centered' or 'actor-centered' CD has been critical to the success of many CD initiatives in Indonesia.
- Women and the poor who have taken part in participatory planning and leadership training are able to express their needs and raise their concerns to the NGOs and the local governments that serve them.
- Women political leaders at the national, regional and local level are critical assets in building stronger accountability for promoting gender equality.

The ACCESS programme in Indonesia has worked at the local level to improve bottom-up accountability and has improved capacity to demand.



Lesson 2: Gender responsive CD needs assessment

In Indonesia, no systematic and proper CD needs assessment is in place within the national and local government system. However, a sound gender-responsive CD needs assessment – one which considers the organizational context and operational arrangements of an organization as part of the strategic planning processes – is critical to the design and implementation of gender-responsive CD programmes.

- In addition to providing strategic entry points for gender-responsive CD initiatives, an appropriate needs assessment then facilitates organizations to measure results and monitor progress, while also assuring CD sustainability within the organization.
- To ensure proper targeting, the preparation of plans should be based on poverty profile analysis. To ensure that interventions are informed by MDG indicators, projects should track progress, particularly

⁷⁹ The full text of those studies is available at: <http://regionalcentrebangkok.undp.or.th/practices/capacitydevelopment/projects-SNVPartnership.html>.



on poverty reduction. It is critical for the relevant government staff to have competence and skills in carrying out poverty and gender analysis, as well as in collecting and analyzing sex disaggregated data and monitoring the progress of key gendered, poverty-related indicators.

- Examples of successful CD needs assessments include:
 - The success of the sustainable capacity building programme in Indonesia is due, in part, to the integration of a GAP into the local government's CBAP.
 - UNDP's Papua People-Centred Development uses the PNA to prepare a CD plan within the programme for Papua, and supports strategic planning processes of key government institutions to produce institutional CD needs assessments.
 - The OCA – to assess the capacity of CSOs and NGOs in the ACCESS programme – has been a good example of a participatory needs assessment tool, which can be further expanded as a tool to monitor organizational capacities.



Lesson 3: Affirmative actions are still needed

Capacity development programmes must include gender equality as a mandatory requirement. In this regard, affirmative action has gone some way to increasing the awareness of gender equality among stakeholders.

- Capacity development of technical-sector staff, in areas such as health and education, particularly for women in ethnic minorities, is considered a priority, particularly to address issues of sexual health among young people, sexual risk behavior, protection for survivors of domestic violence, and support and protection for migrant workers before and after migration.⁸⁰ In the education sector, CD could be focused on improving school books to make them more gender sensitive.⁸¹

Some examples of affirmative action introduced at policy level include: a 5 percent quota for GAD budget in the Philippines; a mandatory minimum of 20 percent representation by women at the ward level, and 30 percent in users' committees in Nepal; and a mandatory 30 percent of the quota of elected positions for women in Indonesia.

Good policy models at the community level include: the equal gender balance for women and the poor as beneficiaries of ACCESS; and a 30 percent quota for women in participatory planning in the KDP and UPP.

An example of a broader affirmative action that is not limited to establishing a quota for women's representation is the mandatory establishment of a GAP as an aspect of the CD plan, as a condition of ADB funding.



Lesson 4: Follow-up and continuity

Linking individual action plans to organizational strategic planning is a means through which to make a sustainable CD investment. Individual training participants should have a clear understanding of how to implement the training into their future work. The leadership of organizations needs to provide follow-up and monitoring.

80 ADB, 'Vietnam Country Gender Assessment', 2006.

81 Ibid.



- Providing follow-up and continuity to allow CD to grow and strengthen within institutions will ensure that beneficiaries experience changes and improvements that are the result of the capacity development they evolved.

IASTP III introduced technical assistance and mentoring. ACCESS facilitates NGOs by not only providing technical assistance and mentoring, but also equipping organizations with tools and skills to monitor changes and to facilitate continuous learning with the stakeholders. CIDA's Achenese Civil Society Organization Strengthening (ANCOR) practices mentoring and reflective monitoring processes. In the Philippines, the National Commission on the Role of Filipino Women (NCRFW) followed up the launch of 'Gender Checklists and Tools' with a training of trainers for national government staff, and monitoring of the implementation of the tools.



Lesson 5: Gender analysis as a tool to learn and change

- Gender-based analysis, participatory planning and practical gender-related questions to guide poverty mapping are useful means through which to curb strong gender resistance and to increase understanding on the importance of responding to the differing needs of the poor, women and men. There is value in exploring the use of gender disaggregated data produced by organizations other than the Central Bureau of Statistics in this regard.
- Gender analysis tools that are too mechanical and methodological may discourage their use.



Lesson 6: Leaders and role models who 'walk the walk'

Individuals and organizations should act as role models in the promotion and implementation of gender equality policies. The flexibility and responsiveness of key people in an organization may help the implementation of gender-responsive CD.

- More attention needs to be paid to soft skills such as leadership, negotiation and managements skills that are required for leading a change process.



Lesson 7: Avoiding gender mainstreaming and CD fatigue

Capacity development and gender mainstreaming are cross-cutting themes. It may be useful, over time, to avoid fatigue by introducing new and innovative approaches to gender mainstreaming and CD.

- Allocating investment to CD, while necessary, is not sufficient without establishing a workable legal framework, and stimulating an enabling environment that offers incentives for learning and builds capacity to demand.
- Capacity development needs to consider innovative ways to involve people in triple-loop learning,⁸² providing an opportunity for far-reaching change.

⁸² Triple-loop learning represents the highest form of organizational self-examination. It involves questioning the entire rationale of an organization, and can lead to radical transformations in internal structure, culture and practices, as well as in the external context. See: http://www.capacity.org/en/journal/feature/organisational_learning_for_aid_and_learning_aid_organisations.



5. RECOMMENDATIONS

5.1 The donor community

- Donors, and the national government, must support local CD service providers with the CD tools they need to ensure that service provision is in line with the specific conditions of the clients procuring them.
- Donors should make careful selection of appropriate entry points for gender-responsive local CD programmes. Strong leadership, clear directives and simple messages are effective in promoting more progressive gender-responsive CD programmes for government staff, CD project implementers and communities.
- CD frameworks, programmes and initiatives should market their gender strategies so that they are easily understood, including consideration of gender issues faced by both women and men. It is useful to show innovation in designing CD programmes that capture the dynamics of the learning process.
- National and local governments should be supported to introduce practical gender analysis in CD initiatives by reviewing the role of women in the entire project cycle and longer-term impact, including during socialization, planning, decision-making, implementation, mentoring and monitoring.
- Gender-responsive CD initiatives that take into account the causes of worsening poverty should be pursued through priority setting and not driven by donor agendas. This includes ensuring that CD initiatives are spread evenly throughout the country.
- It would be useful for donors to build consensus with stakeholders on a gender equity strategy for the CD framework. Several regional consultations, perhaps facilitated by universities, could be organized to bring together local government and CSOs to draft the framework. Results from the regional workshops could be brought to a high-level meeting of national stakeholders to develop the overall goals and policy for gender mainstreaming and women's empowerment in the CD framework.
- Local CD networks can establish collaboration between progressive universities, professional individuals and associations, and regional NGOs. Networking with national and local government agencies, as well as with regional and international organizations, will generate new knowledge sharing and good practices.
- Capacity development should look beyond the macro level to the micro level. After all, development actors are human beings, who react differently to varied CD approaches.
- Donor communities need to be role models for promoting and implementing gender equality within their own organizations, both through their programmes and management.

5.2 The national government

- The national government should make an urgent commitment to, and demonstrate leadership in, establishing a coordinating mechanism for CD interventions at the national and local level. The national coordinating body for CD should finalize the regulatory framework for regional autonomy, develop instruments and working mechanisms that clarify the roles and responsibilities of national government agencies to become more demand oriented, facilitate and support the regions, build accountable relationships, and ensure sufficient stakeholder participation in these processes.



- Urgent civil service reform, including effective incentive mechanisms linked to staff performance, will ensure proper mechanisms for improved local government services.
- The private sector should be encouraged to participate in CD. This could be done, for example, by providing a comprehensive list of action points to be presented to the private sector to help them firm up their commitments to the MDGs.
- Capacity development programmes should incorporate bottom-up and top-down accountability relationships.

5.3 Local government

- Proper participatory and gender sensitive strategic planning processes that build the available baseline information for developing gender-responsive capacity needs assessments are critical.
- Facilitating a demand-driven approach and procuring CD and advisory services from accredited service providers will help local government agencies reduce duplication and inefficiency.
- Local gender champions – females and males – should be identified to facilitate stakeholder acceptance of the importance of gender equality. In conservative areas such as Aceh, having a female and male gender team within CD programmes has proven more effective than having only one female gender expert.

5.4 The PNPM programme

The Government of Indonesia intends to replicate the PNPM nationwide.⁸³ Successful expansion will require not only increased financial resources, but also replication, scale-up and transformation of commitments, leadership, values and principles (accountability, transparency, participation), as well as capacities at all levels of government and in all development actors. Recommendations to improve outcomes in the programme expansion are:

- PNPM must develop and implement a holistic CD framework based on accountability relationships with local stakeholders. Such accountability relationships will stimulate public-sector organizations to remain relevant and responsive to the needs and demands of the society they serve. Experiences on the ground suggest that local governments tend to perform better when they are held to account by their clients – communities, women and men, girls and boys. These relationships create incentives for the local government and other service providers to perform better.
- Gender-responsive approaches and steps should be integrated into the PNPM's manuals and formats, from planning to evaluation.
- The programme needs to focus more on a 'people-centered' approach, with behaviour change as the goal, not only physical infrastructure.
- Nationwide replication of the CDD approach requires the scale-up of common values and practices – transparency, accountability, participation, gender equality and empowerment. Local facilitators need to come from the community they are serving, thus ensuring continuity in the constituent–service provider relationship.

83 RPJMN, 2010–2014.



- Identification of individuals, leaders and role models among stakeholders – local government, local NGOs and CSOs, local parliaments and local communities – will generate, maintain and energize collective action for promoting good governance to sustain development and reduce poverty.
- The national government must provide an environment that enables effective decentralization and community participation. Capacity is more than resources; it also includes motivation and commitment. Capacity development takes more than resources; it also takes time, motivation and commitment, with the capacity and commitment of facilitators and local leaders being particularly important.
- The scale-up and replication of community centres with well-documented, context-specific experiences – through good monitoring, evaluation and operational research – will be useful in advocating for improvements to the contextual environment.
- A 'learning by doing' culture that values adaptation, flexibility and openness to change should be fostered at all levels. A sufficient time frame should be allowed to support cultural change.

The scale-up of PNPM could be assisted by:

- i. improving management of development to produce greater impact;
- ii. strengthening gender-responsive livelihood components of the programme, to produce concrete results and added value for the community;
- iii. facilitating partnership building among and between stakeholders at the national, regional and local levels, including the private sector, research facilities and civil society;
- iv. fostering a culture of learning as part of the PNPM's monitoring tools;
- v. promoting social and gender inclusiveness;
- vi. assisting in implementing a long-term approach to CD.



6. CONCLUDING REMARKS

System-wide capacity gaps in the public sector in Indonesia will not be bridged through a piecemeal approach to increasing investment in local CD. The government and donor organizations must replicate current good practice into the wider system, with strong support at the policy level.

The CDD model is a good approach to improving the capacity of local governance. Results indicate that the CDD approach can increase the effectiveness, efficiency and sustainability of projects or programmes, making them more pro-poor and responsive to local priorities. CDD projects also develop capacity, build social and human capital, facilitate community and individual empowerment, deepen democracy, improve governance and strengthen human rights.



ANNEX 1: OTHER EXPERIENCES

Aceh

Localization of MDGs in Indonesia means contextualizing poverty issues according to the local setting. The different aspects of local CD in areas with specific needs, such as post-tsunami reconstruction and development, enhances our understanding of the different challenges faced in meeting the targets of the MDGs.

In Aceh, after the Indian Ocean tsunami in December 2004 and the subsequent earthquake in Nias in March 2005, most human development indicators dropped dramatically. Statistical data from the BPS (2007) showed that Aceh had the most severe poverty index compared to the rest of Indonesia. Unprecedented sums – from various governments and countries, private organizations and individuals – have been donated. A Multi-Donor Fund (MDF) mechanism was established under the World Bank to ensure efficient and coordinated delivery of financial support.⁸⁴ By June 2008, the MDF had received about \$700 million in pledges from donors, representing only 10–15 percent of the total amount pledged globally for Aceh and Nias. Most of the programmes under the coordination of the Board of Reconstruction and Rehabilitation of Aceh and Nias (BRR) included some CD components, although the exact proportion of the \$700 million allocated to CD activities cannot be estimated.

In theory, post-disaster situations offer opportunities to break away from previously prevailing gender stereotypes, and to advance gender equality. In practice, gender stereotyping and inequalities have shown considerable resilience in Aceh, and have proven difficult to change. Descriptions of donor-funded local CD initiatives provide illustrations of these challenges. A report on the social sustainability of the MDF's portfolio⁸⁵ indicated that the MDF's Recovery Assistance Policy requires attention to be paid to gender, voice and accountability. The absence of clear mechanisms and technical capacity within the MDF, as well as the lack of gender disaggregated baseline information and indicators, have reduced the opportunities for gender equality promotion and social inclusiveness.

There must be improved analysis and corresponding implementation to support holistic, rights-based programming. Social and gender analysis has been carried out merely as a formality, due to: a lack of commitment to allocate investment to carry out proper social and gender analysis; a lack of capacity to carry out sound gender analyses; and resistance to the fact that gender issues occur and need special attention.⁸⁶

One of the constraints for measuring success in Aceh has been the lack of baseline information. Most programmes with CD, for example, were not developed based on a proper CD needs assessment. Funding agencies tended to choose supply-driven interventions, owing to the challenges of organizing participatory processes to produce more demand-driven solutions. The objective of CD has been hard to achieve in projects with short time frames for implementation.⁸⁷ The sustainability of

84 Oxford Policy Management, 'Review of Social Sustainability with the MDF for Aceh and Nias: Final Report', January 2009.

85 Oxford Policy Management; *ibid.*

86 From various gender audits that the researcher has carried out within the UN- and CIDA-funded projects in Aceh

87 With few exceptions, all programmes under BRR's coordination have to be completed by March 2009.



increased capacities for some or many programmes is in question. Most donors left Aceh at the end of March 2009. If the Aceh government is strong enough to mobilize resources and to tap into quality technical expertise, the province may be able to maintain its capacity to run the work left by donor organizations.

Papua

Development in Papua takes place in a unique context. Papua was the lowest-ranked Indonesian province in the '2005 Human Development Report' and has a Gender Development Index rating of 54.3,⁸⁸ indicating considerable levels of both poverty and gender inequality in the region. Papua's progress towards meeting the MDGs has been slow and uncertain.

Papua has introduced a Strategic Plan for Village Development (RESPEK),⁸⁹ which all donor organizations operating in Papua are obliged to follow. RESPEK operates on the principles of people-centered and growth-based development, stability and sustainability.

The core objectives of RESPEK are to:

- reduce the number of poor families;
- ensure Papuans' human rights and increase the welfare of the population;
- create more livelihood opportunities for Papuans; and
- strengthen community facilitation.

Results will be measured by improved access to food and nutrition, accelerated fulfillment of nine-year primary education, provision of accessible and equitable health services, and the creation of job opportunities and income across different sectors. RESPEK has assisted organizations to meet local development needs and has been highly relevant to the direction of national and provincial policy.⁹⁰

Based on the results of the Papua Needs Assessment, the Papua People-Centered Development Programme⁹¹ (PPCD) was designed, and a CD strategy produced. The CD strategy of the programme involves such components as: senior government officials visiting villages in order to give communities the opportunity to identify their own development priorities; providing small grants to NGOs and CSOs working to achieve key human development goals in Papua; and support for key provincial government agencies to carry out CD needs assessments as part of their strategic planning process. The programme mobilizes local UN volunteers to help village communities become involved in

88 In the same year, the Gender Development Index (GDI) for Indonesia as a whole was 69.1 and the country's Human Development Index (HDI) was 69.7. The GDI is the HDI discounted, or adjusted downwards, for gender inequality. That is, the GDI falls when the disparity between the achievement levels of men and women increases. If there is no inequality, the HDI and the GDI will be equal.

89 RESPEK is a community-driven development approach that the Papuan Autonomous Government introduced with participatory planning programmes and components drawing on the World Bank's Kecamatan Development Programme (KDP). It is primarily funded by the Special Autonomous Fund (OTSUS).

90 UNDP, 'Mid-term Review Report: People-Centred Development Programme – a Government of Indonesia and UNDP Partnership', Jakarta, July 2008.

91 The programme aims at strengthening local government and civil society capacities to promote, implement and monitor human development, and to develop CD plans to respond to local governments' needs in the three priority areas – health, education and community livelihoods.



participatory planning processes, with a focus on gender sensitive facilitation, to ensure OTSUS⁹² village grants are used to meet the four core objectives. The programme also improves coordination and provides opportunities for cross-actor learning, partnerships and trust-building. Gender equality, in terms of balanced composition and gender sensitive facilitation, has been successfully introduced in the recruitment of UN volunteers and CSOs. The PPCD plans to introduce an incentive programme for UN volunteers under which volunteers who meet literacy targets in their community groups will be eligible for a salary increase.

ANNEX 2: PROGRESS TOWARDS MDGS, INDONESIA (2007)

Indicator		Indonesia	
		Target to be achieved by 2015	Current status
MDG 1	% of households under the national poverty line	10.30%	18.20%
MDG 1	% of children under five who are underweight	18.7 %	27.50%
MDG 2	% of school-aged children enrolled in primary school	100%	96.10%
MDG 3	Ratios of girls to boys in primary school	100%	100.00%
MDG 4	Infant mortality rate	23/1,000	32/1,000
MDG 5	Birth attended by skilled personnel	100	73 %
MDG 6	HIV prevalence among population aged 15–24 years	Halted in 2015 and to reverse	0.288 %
MDG 6	Prevalence of malaria	Halted in 2015 and to reverse	189/100,000
MDG 6	Tuberculosis	Halted in 2015 and to reverse	262/100,000
MDG 7	% of households with access to adequate sanitation	65.5%	76.90%
MDG 7	% of households with access to improved water source	60%	55.2%

Note: Orange shading indicates MDG targets that have not yet been met in Indonesia.
Source: Various UNDP reports on progress on MDGs, 2009.

92 Special Autonomous Fund.



ANNEX 3: NATIONAL BUDGET PLAN 2009 – LOCAL CD COMPONENTS OF MAJOR GOVERNMENT AGENCIES

Agency/ministry	Local CD components	Indonesian rupiah (in billions)	US\$
BAPPENAS	Capacity development for human resources	6	600,000
	Capacity development for planners	127.6	12,760,000
	Institutional development for development planning	78.6	7,860,000
			21,220,000
Ministry of Agriculture	Strengthening of farmers' organization	255.4	25,540,000
	Village agri-business development	1,400	140,000,000
	Farmers' internship programme	398.2	39,820,000
	Strengthening of farmers' extension programme	853.9	85,390,000
			290,750,000
Ministry of Education	Acceleration of academic certification of teachers	298.9	29,890,000
	Improvement of teachers' quality and professionalism	77.9	7,790,000
			37,680,000
Ministry of Finance	Development and improvement of fiscal data and information management system	8.2	820,000
	Development and improvement of regulations on public accountant fiscal data and information management system	2.6	260,000
			1,080,000
Ministry of Infrastructure	Development of social infrastructure for the urban poor (UPP) – PNPM	1,700	170,000,000
Ministry of Home Affairs	Community empowerment – KDP and PNPM	7,000	700,000,000
Ministry of Health	Family Welfare Programme – Program Keluarga Harapan PNPM	1,200	120,000,000
Ministry of Women's Empowerment	Total ministerial budget	127	12,700,000
Total		13,534.30	1,353,430,000.

Source: Nota Keuangan and RAPBN 2009, Ministry of Finance.





United Nations Development Programme
Regional Centre in Bangkok
United Nations Service Building
Rajdamnern Nok Avenue
Bangkok 10200 Thailand

<http://regionalcentrebangkok.undp.or.th>

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