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Evaluation Office  
United Nations Development Programme

# INDEPENDENT COUNTRY PROGRAMME EVALUATION INDONESIA



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### INDEPENDENT COUNTRY PROGRAMME EVALUATION: INDONESIA

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# Foreword

I am pleased to present the Independent Country Programme Evaluation of the United Nations Development Programme (UNDP) in Indonesia. This is the second country-level assessment conducted by the Independent Evaluation Office in the country. The evaluation covered the programme period 2016 through 2018.

Indonesia is the largest economy in Southeast Asia and the fourth most populous country in the world. This Group of Twenty (G-20) country overcame the Asian financial crisis of the late 1990s and has recorded steady economic growth over the past three decades. Indonesia still faces significant challenges in improving welfare. Out of 274 million Indonesians, 24.8 million are considered poor, and around twice that number are considered vulnerable to poverty, according to September 2019 figures. Indonesia faces high risks from natural hazards, risks that are amplified by climate change.

The evaluation found that UNDP's programme in Indonesia is multifaceted, spanning four outcome areas, with the environment and resilience outcome covering two-thirds of expenditures. UNDP has made valuable contributions towards innovative financing for natural resource protection, and the development of institutional frameworks for the sustainable management and conservation of biodiversity and endangered species. The evaluation notes that UNDP has successfully promoted the adoption of green economy models in targeted provinces and plays important roles in support of provinces that are lagging on human development indicators, in particular, the Papua and West Papua

provinces. In addition, UNDP has provided valuable advice and support to Indonesia in the launch of the country's National Action Plan and roadmap for the achievement of the Sustainable Development Goals, including developing an SDG monitoring and evaluation framework, and communication strategy.

The evaluation concludes that in addition to its strong environment and climate change portfolio, UNDP has achieved some good results in other outcome areas, although resources available for work are constrained and spread thinly. The evaluation recommends that the country office revise and consolidate its country programme in Indonesia, promoting a narrower set of outcomes and outputs that show promise for achieving scale and impact.

I would like to thank the Government of Indonesia, the various national stakeholders, and colleagues at the UNDP Indonesia Office for their support throughout the evaluation. I trust this report will be of use to readers seeking to achieve a better understanding of the broad support that UNDP has provided in the country, including what has worked and what has not, and in prompting discussions on how UNDP may be best positioned to contribute to sustainable development in Indonesia in the future.



**Oscar A. Garcia**  
**Director**  
**Independent Evaluation Office**





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# Acronyms and Abbreviations

<b>BAPPENAS</b>	Badan Perencanaan Pembangunan Nasional (Ministry of National Development Planning)
<b>BAZNAS</b>	Badan Amil Zakat Nasional (National Islamic Zakat Agency)
<b>BNPB</b>	Badan Nasional Penanggulangan Bencana (National Disaster Management Agency)
<b>BPDB</b>	Badan Penanggulangan Bencana Daerah (Regional Disaster Management Agency)
<b>CBO</b>	Community-based organization
<b>CCA</b>	Climate change adaptation
<b>CO</b>	Country office
<b>CONVEY</b>	Enhance the role of religious education in countering violent extremism
<b>CPD</b>	Country programme document
<b>DRR</b>	Disaster risk reduction
<b>GCF</b>	Green Climate Fund
<b>GDP</b>	Gross domestic product
<b>GEF</b>	Global Environment Facility
<b>GHG</b>	Greenhouse gas
<b>HDI</b>	Human Development Index
<b>HIV/AIDS</b>	Human immunodeficiency virus/Acquired immunodeficiency syndrome
<b>ICPE</b>	Independent Country Programme Evaluation
<b>IEO</b>	Independent Evaluation Office
<b>MRV</b>	Monitoring, reporting and verification
<b>MTR3</b>	Market transformation, design and implementation of appropriate mitigation actions in energy sector
<b>NGO</b>	Non-government organization
<b>NTT</b>	Nusa Tenggara Timur province
<b>ODA</b>	Official development assistance
<b>PA</b>	Protected area
<b>PAGE</b>	Partnership for Action on Green Economy
<b>PBDEs</b>	Polybrominated diphenyl ethers
<b>RBAP</b>	Regional Bureau for Asia and the Pacific
<b>REDD+</b>	Reducing Emissions from Deforestation and forest Degradation
<b>ROAR</b>	Results Oriented Annual Report
<b>SDG</b>	Sustainable Development Goal
<b>SLM</b>	Sustainable land management
<b>SPARC</b>	Strategic Planning and Action to strengthen the climate resilience of Rural Communities
<b>SWM</b>	Sustainable watershed management
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Children’s Fund
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>UPOPs</b>	Unintentional persistent organic pollutants



# Evaluation Brief: ICPE Indonesia

Indonesia is the largest economy in Southeast Asia and the fourth most populous country in the world. This Group of Twenty (G-20) country overcame the Asian financial crisis of the late 1990s and has recorded steady economic growth over the past two decades. Indonesia still faces significant challenges in improving welfare. Out of 274 million Indonesians, 24.8 million are considered poor, and around twice that number are considered vulnerable to poverty, according to September 2019 figures.

Indonesia faces high risks from natural hazards, risks that are amplified by climate change. The country is particularly vulnerable to sea-level rise, given its 81,000 km coastline, more than 42 million people living in areas less than 10 metres above sea level, and high urbanization combined with unplanned settlement in coastal areas. Worst-case scenarios suggest that by mid-century, rising seas could submerge 2,000 of the country's small islands, and that 5.9 million people could be affected by coastal flooding annually by the end of the century.

UNDP's country programme document (CPD) for Indonesia sets out four outcomes for the period covered by the plan (2016–2020):

1. Sustainable employment and income generation;
2. Equitable access to quality basic social services and social protection;
3. Sustainable natural resource management and increased resilience; and
4. Enhanced access to justice and more responsive and accountable public institutions.

The CPD identified an indicative budget of just over \$193 million. Spending as of October 2019, more than halfway through the CPD period, was at 48 percent of the expected budget. The environment and resilience outcome (outcome 3) dominates the country programme in terms of

budget expectations. Outcome 3 represents almost 90 percent of the CPD's indicative budget and a little over 65 percent of the total expenditure from 2016 to October 2019.

## Findings and Conclusions

In the area of employment and income generation, the evaluation notes that UNDP plays a strategic, important and valued role as chair of the Papua Platform, which facilitates coordination and communication among development actors and programmes in Papua and West Papua. With respect to social services and social protection, UNDP has supported the Government's efforts to develop and launch its National Action Plan and Sustainable Development Goals (SDGs) Roadmap, and to develop an SDG Monitoring and Evaluation Framework and Communication Strategy.

In the governance arena, UNDP has provided effective ongoing support for Indonesia's utilization of Global Fund grants, contributing to improved health outcomes in areas covered by the grants. UNDP has supported subnational service delivery on a limited scale, including a small number of micro-projects with subnational authorities. UNDP has also supported innovation in the use of big data and financing, as administrative agent for the United Nations Secretary-General's flagship innovation initiative on big data, Global Pulse.

Within the outcome area of sustainable natural resource and increased resilience, UNDP had ambitious goals in promoting smallholder compliance with Indonesia's Sustainable Palm Oil Standard. Inability to mobilize resources for this purpose has limited the scale and achievements of this work. UNDP has successfully promoted the adoption of green economy models in targeted provinces; and has been an important source of support to the establishment of the Indonesia REDD+ infrastructure and capacity. UNDP made valuable contributions to the development and

implementation of institutional frameworks and systems for the sustainable management and conservation of biodiversity and endangered species; although delays in the adoption of key regulations and guidelines developed, and difficulties in the establishment of sustainable financial mechanisms, risk limiting the impact and sustainability of these interventions. UNDP has sought private sector investment in renewable energy, although the lack of an effective financial mechanism and the lack of inclusion of small producers of renewable energy have constrained results. UNDP has supported the integration of climate change adaptation into development planning, albeit at a small scale and with limited evidence of replication of this work beyond project boundaries.

UNDP's support in promoting improved democratic governance is currently very limited. It has contributed to informing the national debate and response to the growing phenomenon of intolerant, radical, and violent extremist interpretation of religious teachings in Indonesia. UNDP has also provided valuable contributions to the formulation of Indonesia's international development cooperation, and establishment of a new stand-alone Agency for International Development (Indonesian AID).

UNDP's broad portfolio of support for improved natural resource management and resilience accounts for two-thirds of programme expenditure, and it has made a number of positive contributions in this area. The strongest results were in the management and conservation of biodiversity, including notable contributions

to peatland restoration, the Sulawesi protected area system and the protection of the Sumatran tiger. Good results were also achieved in other areas, but faced constraints either related to the small scale and limited scalability of the work, or deeper system-wide challenges that will prove hard to shift.

UNDP has achieved some good results in other outcome areas outside of the environment and climate change portfolio, although resources available for work are constrained, unpredictable, and spread thinly across three outcome areas and eight outputs.

UNDP faces significant headwinds in positioning itself as a leading provider of development support and services to Indonesia. Programming frameworks do not display sufficient realism about how hard it is to achieve significant policy and institutional reforms in a country as large and complex as Indonesia. This is especially true given UNDP's operational constraints, including a lack of flexible resources, and the unpredictability of where or how donor interests might align with UNDP's comparative advantages, and the Government's policies.

The country office has displayed a strong commitment to mainstreaming gender equality and the empowerment of women in its interventions and there are a number of notable examples of attention to gender mainstreaming, and outcomes achieved. Reflecting constraints related to the design of projects, and potential limitations in monitoring systems, evidence of gender equality outcomes across the portfolio is relatively thin.

## Recommendations

The evaluation sets out four recommendations for the UNDP country office to consider for its next programming cycle:

**Recommendation 1:** UNDP should revise and consolidate its country programme in Indonesia, promoting a narrower set of outcomes and outputs that show promise for achieving scale and impact.

**Recommendation 2:** The sustainable development portfolio, including disaster risk reduction, anchors the UNDP country programme in Indonesia, yet UNDP manages just a small fraction of environment and climate change financial inflows into the country. There is significant potential for growth in this area and UNDP should develop a strategy to expand its expertise and services.

**Recommendation 3:** In articulating its objectives, the next country programme should strive for more modest output descriptions that accurately reflect the substance and scope of anticipated work.

**Recommendation 4:** The country office should build on its strong efforts to mainstream gender equality and the empowerment of women across its programme.



# CHAPTER 1

## BACKGROUND AND INTRODUCTION

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## 1.1 Purpose, objective and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted in 2019 the second Independent Country Programme Evaluation (ICPE) in Indonesia.<sup>1</sup> ICPEs are independent country-level evaluations carried out within the overall provisions of the UNDP Evaluation Policy.<sup>2</sup> They capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts to promote development.

The ICPE addresses the three evaluation questions which guide the presentation of the evaluation findings in this report.<sup>3</sup>

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?

This ICPE covered the period from 2016 to 2018 of the current programme cycle (2016-2020), in conformity with the evaluation's terms of reference (see Annex 1, available online). This ICPE will feed into the development of the new country programme starting from 2021, which the country office (CO) and national stakeholders will implement. The scope of the ICPE includes the entirety of UNDP's activities in the country. It covers interventions funded by all sources, including core UNDP resources, donor funds, government funds, initiatives from the regional and global programmes, and non-project activities that may be crucial for the political and social agenda of Indonesia. Primary audiences for the evaluation are UNDP

Indonesia, the Regional Bureau for Asia and the Pacific (RBAP), the UNDP Executive Board and the Government of Indonesia.

## 1.2 Overview of the country context

Indonesia, an emerging middle-income country and member of the Group of Twenty (G-20), is a vast archipelago, the largest economy in Southeast Asia and the fourth most populous country in the world. It has overcome the Asian financial crisis of the late 1990s and recorded steady economic growth over the past two decades. Indonesia's gross domestic product (GDP) per capita increased in constant 2010 US dollars from \$2,143 to \$4,131 between 2000 and 2017. Strong domestic demand, combined with robust investment, stable inflation, and a strong job market, underpins a resilient and positive economic outlook. Estimates suggest that Indonesia's economy will grow at an annual rate of 5.1 percent in the next four years.

Indonesia has a low global ranking for environmental performance (133 out of 180 countries). Performance is lower in the area of air pollution (due to significant household use of solid fuels), water and sanitation and environmental health (particularly lead exposure). In the area of terrestrial ecosystem vitality, the most critical issues relate to logging, forest fires and deforestation due to agriculture.

Indonesia faces high risks from natural hazards, risks that are amplified by climate change. It was ranked 36th out of 172 countries included in the World Risk Index. The country is particularly vulnerable to sea-level rise, given its 81,000 km coastline, more than 42 million people living in areas less than 10 metres above sea level, and high urbanization combined with unplanned settlement in coastal areas. The United States Agency for International Development has suggested that that by mid-century, the rising seas will submerge 2,000 of the country small islands, and that 5.9 million people

<sup>1</sup> The IEO previously conducted an evaluation of the Indonesia country programme in 2010.

<sup>2</sup> See UNDP Evaluation Policy: <http://web.undp.org/evaluation/policy.shtml>.

<sup>3</sup> The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard criteria of the Development Assistance Committee of the Organisation for Economic Co-operation and Development.



will be affected by coastal flooding annually by the end of the century.

Indonesia’s economic prosperity and political stability have translated into improved welfare. Poverty, as measured by people earning less than \$1.90 a day, more than halved between 1998 and 2017. Indonesia’s Human Development Index (HDI) score grew from 0.53 in 1990 to 0.69 in 2017, and it was ranked 116th out of 189 countries and territories in 2017. This improvement reflects progress in all the dimensions of the HDI. Life expectancy at birth increased by 6.1 years. Mean years of schooling increased by 4.7 years and expected years of education grew by 2.7 years. Incomes also increased noticeably, as shown above.

Indonesia still faces some significant challenges in improving welfare. Out of 274 million Indonesians, 24.8 million are considered poor, and around twice that number are considered vulnerable to poverty, according to September 2019 figures. There is a need for improvement of the quality of essential public services provided by health clinics and schools, especially in the poorer eastern regions of Indonesia where health and education indicators are low. According to the World Bank, approximately 1 in 3 children younger than five years suffers from stunting.

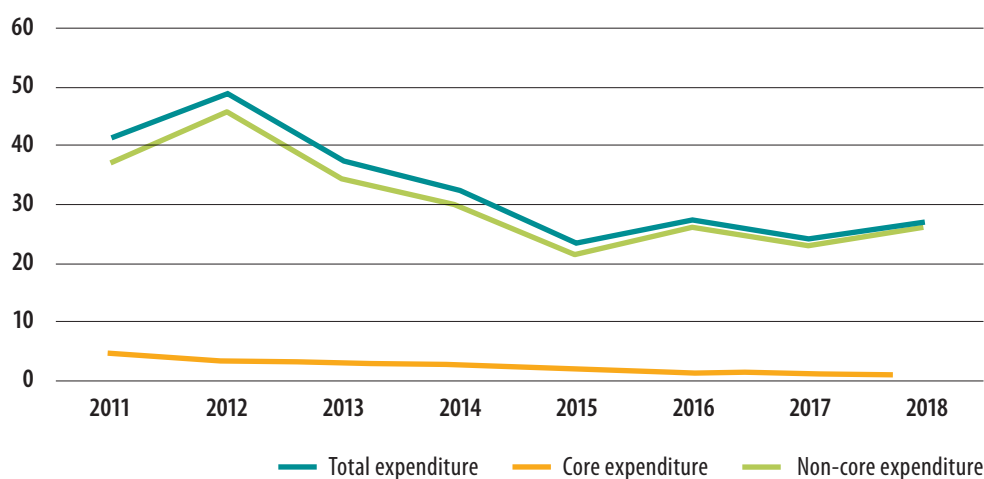
The condition of women has improved during the past two decades, but much remains to be

done. The HDI for women increased by 26 percent between 1995 to 2017 and now represents 93 percent of the HDI enjoyed by men. The Gender Development Index and the Gender Inequality Index showed a positive trend over the same period. Maternal mortality decreased from 446 deaths per 100,000 live births to 126. Despite this progress, the female share of employment in senior and middle management is still low at 21.5 percent in 2015 and women are more likely to be unemployed than men. The political participation of women is also low, although it did increase from 11.4 percent in 1990 to 19.8 percent in 2017.

### 1.3 UNDP programme strategy in Indonesia

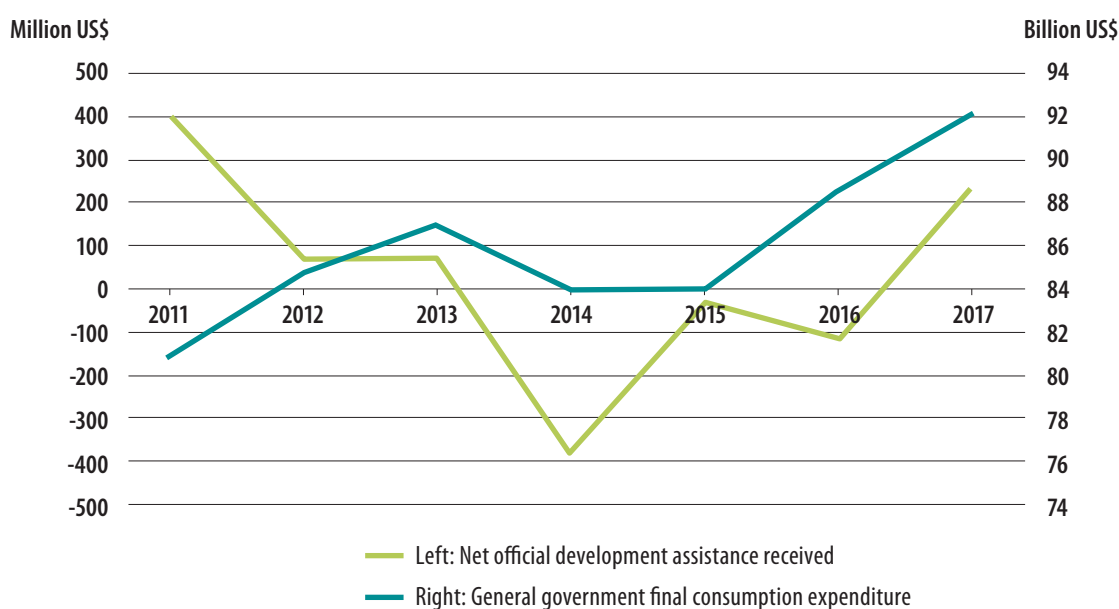
UNDP’s programme in Indonesia has decreased substantially in size over the last eight years, from over \$40 million in 2011 and 2012 to less than \$30 million in 2017 and 2018. Cumulative expenditure in the first three years of this planning cycle (2016-2020) represents about two-thirds of expenditure in the first three years of the previous planning cycle (2011-2015) (Figure 1). While non-core funding followed the pattern of total expenditure, core funding is low and on a steady decline since 2011. Core expenditure decreased from 11 percent of total spending in 2011 to 3 percent in 2018 (Figure 1).

**FIGURE 1. UNDP total core and non-core expenditure, 2011-2018, current prices (million US\$)**



Source: Atlas 2019

**FIGURE 2. Net ODA received by Indonesia, 2011–2018, current prices**



Source: World Bank Data (2019)

Net official development assistance (ODA) to Indonesia has fluctuated over time, based on the pattern and timing of repayments of the large component of ODA Indonesia receives as concessional loans, from a record high of \$2.5 billion in 2005 and a record low of \$-384 million in 2014 (Figure 2). Indonesia also receives over \$1.1 billion ODA as grants, of which the component managed by UNDP accounts for less than 5 percent. When compared to Indonesian Government resources, UNDP’s budget for support to the country is very small, accounting for just 0.04 percent of Indonesia’s average general government expenditure between 2011 and 2017.

UNDP’s country programme document (CPD) for Indonesia sets out four outcomes for the period covered by the plan (2016–2020):

1. Sustainable employment and income generation;
2. Equitable access to quality basic social services and social protection;
3. Sustainable natural resource management and increased resilience; and

4. Enhanced access to justice and more responsive and accountable public institutions.

The CPD identified an indicative budget of just over \$193 million. Spending as of October 2019, more than halfway through the CPD period, was at 48 percent of the expected budget. This suggests actual resourcing is likely to fall considerably short of the initial estimate in the CPD.

Table 1 shows that the environment and resilience outcome (outcome 3) dominates the country programme in terms of budget expectations. Outcome 3 represents almost 90 percent of the CPD’s indicative budget and a little over 65 percent of the total expenditure from 2016 to October 2019. However, when compared to major environmental and climate change-related financial inflows in the country, UNDP’s environment-related expenditure is relatively small. The organization’s environment spending in Indonesia represents a fraction of overall Global Environment Facility (GEF) funding channelled to the country, which includes 128 projects, just over \$1 billion in GEF grants and \$6.1 billion in additional co-financing.<sup>4</sup>

<sup>4</sup> <https://www.thegef.org/country/indonesia>

**TABLE 1. Country programme outcomes and indicative resources (2016-2020)**

Country programme outcome		Indicative resources (US\$ million)	Expenditure as at October 2019 (US\$ million)
<b>Outcome 1</b>	By 2020, more vulnerable, low-income and food-insecure people have an adequate standard of living and equitable access to decent work, sustainable livelihoods, economic development and income-earning opportunities.	Regular: 1.1 Other: 5.0	Regular: 0.7 Other: 0.8
<b>Outcome 2</b>	By 2020, the poor and most vulnerable have better and more equitable access to quality basic social services, including health and education, and to comprehensive social protection and better access to water supply and sanitation.	Regular: 1.4 Other: 1.3	Regular: 0.8 Other: 10.4
<b>Outcome 3</b>	By 2020, Indonesia is sustainably managing its natural resources, on land and at sea, with an increased resilience to the effects of climate change, disasters and other shocks.	Regular: 0.5 Other: 171.8	Regular: 2.6 Other: 62.9
<b>Outcome 4</b>	By 2020, disadvantaged populations benefit from enhanced access to justice and more responsive, inclusive and accountable public institutions that enjoy public trust.	Regular: 1.6 Other: 10.7	Regular: 4.4 Other: 11.5
<b>Total</b>		<b>\$193.4</b>	<b>\$94.1</b>

UNDP’s environment programmes are a little over a quarter the size of the Green Climate Fund (GCF)’s \$200 million climate and energy portfolio in Indonesia.<sup>5</sup> UNDP has not been successful in mobilizing GCF resources for Indonesia.

While the environment programme has garnered fewer resources than expected, mobilization of funds for the access to social services and social protection outcome (outcome 2), and the access to justice and public institution outcome (outcome 4), both exceeded expectations.

Key donors contributing to 92 percent of total expenditure in decreasing order are: the GEF (\$27.3 million), Norway (\$22.3 million), the European Commission (\$9 million), Japan (\$7.8 million), Australia (\$6.8 million), UNDP regular resources (\$4.2 million); the World Bank (\$3 million), RTI International (\$2 million), the Montreal Protocol (\$1.4 million), and the State Secretariat for Economic Affairs (\$0.8 million).

## 1.4 Methodology

To address the first evaluation question (What did the UNDP country programme intend to achieve during the period under review?), the evaluation has examined assumptions behind the programme’s desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes.

The effectiveness of UNDP’s country programme has been analysed under evaluation question 2: To what extent has the programme achieved (or is likely to achieve) its intended objectives? This includes an assessment of the achieved outcomes and the extent to which these outcomes have contributed to the intended CPD objectives. Both positive and negative, direct and indirect unintended outcomes have been identified.

Special attention has been given to integrating a gender equality approach to data collection

<sup>5</sup> A World Bank project focused on geothermal energy and a multi-country renewable energy support project sponsored by FMO: Entrepreneurial Development Bank (Netherlands).

methods. To assess gender across the portfolio, the evaluation has used the gender marker and assessed the extent to which it provides a reasonable indication of the effectiveness of the UNDP programme in Indonesia in promoting gender equality.

The rigour of the evaluation's outcome assessments has relied on the quality of the available documentation on the objectives and outcomes of UNDP's work, with interviews used to identify data sources and explore lines of inquiry. The evaluation tapped into a diversity of sources, including government data and documentation, project documentation reporting, media reporting and independent reviews and evaluations. The evaluation assessed whether there is valid and reliable information on the views of intended beneficiaries about UNDP projects and where available, this has been included in reporting. A multi-stakeholder approach was followed, and interviews included government representatives, civil society organizations (CSOs), private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and programme beneficiaries. Effort was made to tap into a diversity of views about UNDP's work to develop a fuller understanding of the political context. Beyond information collected in stakeholder interviews, the evaluation has not carried out primary data collection.

## 1.5 Data collection methods

The IEO and the country office identified an initial list of background and programme-related documents and requested UNDP Indonesia office's assistance to make them available. Document reviews included: background documents on the national context; documents prepared by international partners and other UN agencies during the period under review; programmatic documents such as work plans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARs); and evaluations conducted by the country office and partners, including the quality assurance reports. Information and data collected from multiple sources have been triangulated, where possible, to ensure validity. The evaluation matrix has been used to guide how each

of the questions is addressed, and to organize the available evidence by key evaluation question. This facilitated the analysis process and supported the evaluation team in drawing its conclusions and recommendations.

A participatory and transparent process has been followed to engage with stakeholders at all stages of the evaluation process. During the initial phase, a stakeholder analysis was conducted to identify relevant UNDP partners, including those that may not have worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis served to identify key informants for interviews during the main data collection phase of the evaluation, and to examine potential partnerships that could further improve UNDP's contribution to the country.

## 1.6 Evaluation process

The ICPE was conducted according to the approved IEO process. The following represents a summary of the four key phases of the process that constitute the framework for the evaluation.

**Phase 1: Preparatory work.** The IEO prepared the terms of reference and evaluation design and recruited a national consultant to assist. The IEO then collected data first internally and then with the help from the country office and external resources to fill data gaps. Further data was collected through phone interviews with key stakeholders, including country office staff. The evaluation team conducted desk reviews of reference material, prepared a summary of context and other evaluative evidence, and identified the outcome theory of change, specific evaluation questions, gaps and issues requiring validation during the field-based phase of data collection.

**Phase 2: Field data collection.** During this phase, the evaluation team undertook a two-week mission to Indonesia in July 2019. Data was collected according to the approach outlined in Section 1.5 with responsibilities outlined in Section 1.6. The evaluation team liaised with CO staff and management, key government stakeholders, other partners and

beneficiaries. At the end of the mission, the evaluation team held a debrief presentation of the key preliminary findings at the country office.

**Phase 3: Analysis, report writing, quality review and debrief.** Based on the analysis of data collected and triangulated, the evaluation team produced a draft ICPE report. After country office and regional bureau reviews for factual errors, a second draft was shared with national stakeholders. Following this review process, the UNDP Indonesia country office prepared a management response, under the oversight of the regional bureau. The evaluation report was considered at a final debriefing where the results were presented to key stakeholders. Discussions on the report were expected to strengthen national ownership in taking forward the evaluation recommendations.

**Phase 4: Publication and dissemination.** The ICPE report and an evaluation brief will be widely distributed in hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board at the time of its approval of the new CPD. The IEO will distribute it within UNDP as well as to the evaluation units of other international organizations, evaluation societies/networks and research institutions in the region. The Indonesia country office and the Government of Indonesia will be asked to disseminate the report to national stakeholders. The report and management response will be published on the UNDP and Evaluation Resource Centre websites. The regional bureau will be responsible for monitoring and overseeing the implementation of follow-up actions,

and updating the response plan in the Evaluation Resource Centre.

## Scope and limitations

The Indonesia programme consists of around 140 active projects between 2011 and 2018 and 53 projects in the current 2016-2020 country programme, although many of these are very small and some have not yet started. The evaluation focused on 36 active projects that are the largest in each sub-thematic areas identified in the country programme.<sup>6</sup> The projects have been identified on the basis that: (a) they are or have been active in the current CPD period, or they are precursors to currently active projects; (b) they are evaluable, in the sense that they involve work that has been a focus for UNDP over a long enough period to be able to say something meaningful about their progress, likely or actual outcomes; and (c) they are large enough to warrant specific attention. Together, these projects account for around 93 percent of UNDP's programme expenditure over the past three years and encompass the diversity in UNDP's work in Indonesia.

A detailed and systematic collection of beneficiary views and unintended consequences of the project on non-target groups was not feasible given timing and funding constraints. In addition, the ability to assess outcomes of some aspects of UNDP work was limited for programmes and projects at early stages of development. The evaluation of ongoing projects has focused then on whether there is evidence that their design reflects learning or builds on outcomes achieved from previous projects.

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<sup>6</sup> The projects are set out in Table 1 of Annex 1, available online.





# CHAPTER 2

## FINDINGS

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This chapter outlines the findings of the evaluation on UNDP's effectiveness in achieving its objectives in the CPD for each programme outcome and cross-cutting area. The assessment, which is qualitative in nature, was based on an analysis of the correlation between reported project achievements, their contribution to expected outputs under each outcome, and consequently the overall outcome objectives.

## 2.1 Sustainable employment and income generation (outcome 1)

### → RELATED CPD OUTCOMES

**Outcome 1 goal:** By 2020, more vulnerable, low-income and food-insecure people have an adequate standard of living and equitable access to decent work, sustainable livelihoods, economic development and income-earning opportunities.

This is the outcome area with the smallest financial footprint. It represents 3 percent of the CPD's indicative budget and 1.5 percent of the total expenditure from 2016 to October 2019.

#### Output 1.1. Sustainable employment and income generation

*Local governments and communities have enhanced capacity to design and implement sustainable livelihood programmes.*

**Finding 1.** UNDP plays a strategic, important and valued role as chair of the Papua Platform, which sits under the Papua Desk in the National Planning Agency (BAPPENAS) and is expected to facilitate coordination and communication among development actors and programmes in Papua and West Papua.

UNDP's CPD for Indonesia highlights an intention to target support to provinces lagging on human development indicators and achievement of the Sustainable Development Goals (SDGs). In

particular, it highlights a focus on Papua and West Papua provinces, where poverty rates are as high as 28 percent and 26 percent, respectively.

Given the size and complexity of the challenges in Papua and West Papua, UNDP cannot expect to affect changes in livelihoods in these provinces at scale, as is suggested by the CPD, with available resources (just \$1.5 million invested over the CPD period to date).

UNDP's actual role in Papua and West Papua is an important one and should be strengthened. UNDP provides support to the Papua Desk in BAPPENAS, which has an important role as the hub for the central and regional governments and development partners on issues relating to Papua and West Papua. UNDP has worked with BAPPENAS to establish and currently chairs the Papua Platform, which facilitates coordination and communication among development actors and programmes in Papua and West Papua. Both BAPPENAS and donors registered their strong support for the work UNDP has done in this area.

As part of its support for Papua and West Papua, UNDP has also supported the development of the Manokwari Declaration, a pledge by the governors of the two provinces to large-scale conservation of their provinces' internationally significant forests.

The country office should reframe its output description and indicators, so they provide a better framework for understanding and evaluating the value of its contributions to addressing challenges in Papua and West Papua. UNDP should also establish a focused strategy for how it will continue to provide this support based on known resourcing levels, and how it will measure its performance. Currently, the project is operating with short-term funding, and resources are uncertain.



## 2.2 Equitable access to quality basic social services and social protection (outcome 2)

### → RELATED CPD OUTCOMES

**Outcome 2 goal:** By 2020, the poor and most vulnerable have better and more equitable access to quality basic social services, including health and education, and to comprehensive social protection and better access to water supply and sanitation.

This outcome constitutes 1.4 percent of the CPD's indicative budget and nearly 12 percent of total expenditures from 2016 to October 2019.

#### Output 2.1. Mainstreaming Sustainable Development Goals

*Subnational authorities have improved financing, implementation/monitoring of Millennium Development Goals/Sustainable Development Goals acceleration programmes and delivery of basic services.*

**Finding 2.** Working through a number of initiatives, UNDP has successfully promoted recognition of the importance of the SDGs as a universal objective, and one through which policy development and debate in Indonesia can be usefully framed. Support has been provided to the SDG Secretariat in BAPPENAS towards the development and launching of a National Action Plan and SDG Roadmap, and development of an SDG Monitoring and Evaluation Framework and Communication Strategy.

With the benefit of UNDP support for the SDG National Secretariat, Indonesia has developed, issued and has been implementing the overarching policy of Presidential Decree No. 59/2017

on Adoption and implementation of the SDGs in Indonesia. The Presidential decree mandated several important policies: 1) for each province to develop their Action Plan for SDG implementation; 2) develop the National Action Plan; and 3) develop the SDGs National Roadmap towards 2030.

Working through the secretariat, UNDP has also supported the implementation of the SDGs at the subnational level in a small number of provinces, and encouraged the adoption of innovative financing instruments to underpin SDG achievement (see also discussion under output 2.3). Based on the information made available for this evaluation, it is not possible to assess whether and to what extent the support provided has resulted in more effective policies and programmes.

A continuing challenge, and one that is likely to worsen given ODA trends, is the lack of predictable funding for UNDP's SDGs platform. As a result, frameworks for the implementation of projects supporting the achievement of this output are short term and future funding is uncertain. Funding capacity does not match stated CPD aspirations and the CO's output description and indicators do not capture the value of work undertaken in the area. Given this, the CO should revise output descriptions and indicators to better capture the value created by UNDP's work on SDG mainstreaming.

#### Output 2.2. Health governance

*Policy/legal frameworks strengthened, and systems established nationally and in targeted regions, to improve access to social services and medicines by excluded groups.*

**Finding 3.** UNDP has provided effective ongoing support for Indonesia's utilization of Global Fund grants, contributing to improved health outcomes in areas covered by the grants.

With financing from Australia, UNDP has had a longstanding role providing technical assistance to the Ministry of Health to improve the implementation of Global Fund grants. The current project addresses the management bottlenecks in the implementation of grants, including issues

in procurement and supply chain management. Specifically, UNDP provides financial and technical support for five of the seven Global Fund implementing partners in Indonesia.

The relevance of this support is underscored by continuing challenges with the governance of Global Fund grants. A 2015 audit report highlighted wide variations in the quality of programmatic, financial and supply chain management across Indonesia, assigning the second-lowest rating to two of the four areas assessed. At the same time, low budget absorption of funds was being reflected in underperformance in target achievements.<sup>7</sup>

While many of the challenges that existed in 2015 are still apparent today, project reporting suggests that UNDP has improved aspects of the management and accountability for Global Fund grants by implementing partners in a number of areas.<sup>8</sup>

Although the available evidence does not allow a clear judgment to be made about the precise impact of these improvements on health outcomes, it is reasonable to conclude that they have. In this context, it is important to highlight that the Global Fund grants themselves have delivered some major achievements. In 2017, for example, the Global Fund's contribution enabled around 91,400 people to receive human immunodeficiency virus (HIV) antiretroviral treatment, treatment of 430,000 people with tuberculosis and distribution of 2,350,000 mosquito nets to malaria-endemic areas.

UNDP has also completed a number of small related activities that have potential. In cooperation with the National Team for the Acceleration of Poverty Reduction, UNDP conducted an HIV drug pricing analysis to improve the Government's planning and public budgeting arrangement by having analytical background and information available on health/medicines for HIV/AIDS treatments. Additionally, UNDP has implemented a small pilot system to improve supply chain management building from UNDP's work in India. In late 2019 the country office

successfully mobilized \$3 million from Gavi, the Vaccine Alliance to scale up this pilot.

### **Output 2.3. Subnational service delivery**

*Institutional/financing capacity of subnational-level institutions enhanced to deliver improved basic services and respond to priorities voiced by the public.*

**Finding 4.** UNDP has supported subnational service delivery, but on a limited scale (three provinces), including through a small number of micro-projects with subnational authorities. There are insufficient resources to provide substantive long-term support for building the service delivery capacity of subnational authorities and the potential scalability of existing work appears limited. Related to this, there is a lack of evidence of impact of subnational support on the quality of service delivery in areas supported.

**Finding 5.** Not directly related to the objective of improved subnational service delivery but attributed to this output in UNDP's systems, UNDP has supported innovation in the use of big data and financing, as administrative agent for the United Nations Secretary-General's flagship innovation initiative on big data, Global Pulse. Work with partners to explore big data applications has produced some promising results, but stronger monitoring and evaluation data is required before a reliable judgement can be made about impact and value for money. A lab to promote exploration of innovative financing also has some potential, although it is early days. Both initiatives suffer from a lack of secure, long-term financing.

Indonesia is the location for one of three Pulse Labs that have been established globally through the Global Pulse. Under this framework, Indonesia's lab has established a portfolio of data innovation projects with line ministries, city administrations and other partners across Indonesia over the past four years. UNDP acts as the administrative agent for the initiative, which is managed out of the UN Resident Coordinator's Office.

<sup>7</sup> Global Fund, Office of Inspector General, Audit Report: Global Fund Grants to the Republic of Indonesia, 2015.

<sup>8</sup> UNDP, 2018 Annual Report, Management and Technical Cooperation for the Global Fund to Fight AIDS, Tuberculosis and Malaria, 2019.

Pulse Lab projects are diverse and experimental, which means a relatively high failure rate is to be expected, creating a challenge in assessing impact and value for money. Some of the projects implemented thus far have achieved a good level of success. These include Haze Gazer, a crisis analysis and visualization tool to track and manage the impact of fire and haze events, and VAMPIRE, an integrated map-based visualization tool to track the impact of drought for vulnerable populations. The Executive Office of the President adopted both platforms as key building blocks in developing the architecture for its early warning system.

Overall, it is impossible to assess the extent to which the pay-offs from successful projects have outstripped the costs of others that have been less successful. If the project moves into a second phase, the project should invest in increasing the sophistication of its monitoring and evaluation systems, building on positive recent work to develop a results measurement framework for tracking progress and identifying significant results. Given the heavy reliance on one bilateral donor for funding, risks to the sustainability of the current mechanism need to be considered carefully.

UNDP supported the Indonesian Government to prepare for the issuance of the first-ever sovereign green sukuk, which raised \$1.25 billion. UNDP also has had some good success in mobilizing small grants from a private foundation (Tanoto) and the Indonesian Government's Islamic finance institution, the National Zakat Board, or BAZNAS, for SDGs-related work. Given the scale, past and projected growth of BAZNAS in particular, and the success of the partnership to date, there are good prospects for this to grow.

Using a small amount of seed funding from an innovation facility managed out of UNDP headquarters, and core funding, UNDP established an Innovative Financing Lab in 2018 to support the development of new financing instruments for the SDGs. Given its reliance on short-term seed funding, the future of the facility is uncertain.

<sup>9</sup> GEF: <https://www.thegef.org/country/indonesia>.

## 2.3 Sustainable natural resource management and increased resilience (outcome 3)

### → RELATED CPD OUTCOMES

**Outcome 3 goal:** By 2020, Indonesia is sustainably managing its natural resources, on land and at sea, with an increased resilience to the effects of climate change, disasters and other shocks.

As noted in Chapter 1, outcome 3 represents almost 90 percent of the CPD's indicative budget and a little over 65 percent of the total expenditure from 2016 to October 2019. However, when compared to major environmental and climate change-related financial inflows in the country, UNDP's environment-related expenditure is relatively small. The organization's spending on the environment in Indonesia represents a fraction of overall GEF funding channelled to the country, which includes 128 projects, just over \$1 billion in GEF grants, and \$6.1 billion in additional co-financing.<sup>9</sup> UNDP's environmental programmes are a little over a quarter the size of the GCF's \$200 million climate and energy engagement in Indonesia. UNDP has not been successful in mobilizing GCF resources for Indonesia.

#### Output 3.1. Sustainable palm oil

*Policy/institutional framework and extension services strengthened at national/subnational level for sustainable production of commodities by small landholders including palm oil.*

**Finding 6.** UNDP has contributed to upstream-level initiatives to address gaps in policy and effective

collaboration between the Government, civil society and the private sector for sustainable palm oil. UNDP had ambitious goals in promoting small-holder compliance with Indonesia's Sustainable Palm Oil Standard. Inability to mobilize resources for this purpose has limited the scale of this work and the achievement of these goals. Given the limited prospects for scaling up existing interventions, UNDP's continued investment in this area should be contingent on success in mobilizing significant additional resources.

UNDP implemented the sustainable palm oil initiative, a micro-intervention that has been ongoing for five years with a major funding gap. Achievement in terms of the number of farmers UNDP has helped obtain the Indonesia Sustainable Palm Oil Standard certificate is modest, and amounts to just 1 percent of the end of project target. The IEO considers that unless a plausible plan for the scaling up of the intervention can be developed, and in the context of competing priorities, UNDP should discontinue its downstream work in this area when the current extension lapses.

UNDP has worked for many years to help the Government of Indonesia set up an institutional framework for sustainable palm oil cultivation. In 2014 UNDP helped establish the Indonesia Sustainable Palm Oil Platform (Bahasa Indonesian acronym: FoKSBI).<sup>10</sup> FoKSBI went on to set up a multi-stakeholder dialogue, led by the Ministry of Agriculture and facilitated by UNDP to launch the National Action Plan for Sustainable Palm Oil in 2016 which was enacted by the President through the Presidential Instruction (Inpres) No. 6 of 2019.<sup>11</sup> This National Action Plan spurred the development of six regional action plans, led by the Indonesian Government and supported by World-Wide Fund for Nature and Conservation International to address the unique challenges posed by these regions.

### Output 3.2. Promoting green economic models

*National/subnational government capacities enhanced to adopt green economy/low carbon models and approaches and to protect forests.*

**Finding 7.** UNDP has successfully promoted the adoption of green economy models in targeted provinces. Other non-targeted provinces are in the process of replicating these green economy models, and the low carbon development concept was included in the Indonesia Mid-term Development Plan 2020-2024.

Five targeted provinces have adopted green economy models promoted by UNDP in their development planning. North Sumatra, Riau and West Kalimantan provinces have an action plan for sustainable palm oil. Central Kalimantan adopted a green economy model founded on green GDP, GDP of the poor, and green jobs, and East Kalimantan developed a green economy master plan. UNDP's success in promoting green economy models at the subnational level and promoting the introduction of the low carbon development concept in the draft of Indonesia Mid-term Development Plan 2020-2024 has also had a positive influence on the practices in other provinces. It is not possible to determine the impact of the development planning models UNDP promoted on carbon emissions. This is something that should be monitored, and ties closely to UNDP's support on the UN-REDD (Reducing Emissions from Deforestation and forest Degradation) Programme, and its efforts to establish a monitoring, reporting and verification (MRV) system for CO<sub>2</sub> emissions tied to forestry loss (see Finding 8).

**Finding 8.** UNDP has been an important source of support to the establishment of the Indonesia REDD+ infrastructure and capacity. Significant achievements during this planning cycle are the establishment of the MRV system, the national registry system, and the financing system which together

<sup>10</sup> FoKSBI was the fruit of collaboration between Indonesian National Government and two UNDP initiatives: Green Commodities Programme (GCP-2010) and the Good Growth Partnership. See: <http://goodgrowthpartnership.com/wp-content/uploads/Good-Growth-Partnership-Highlights-Year-One.pdf>.

<sup>11</sup> Andrew Bovarnick, Year Two: Highlights from the Good Growth Partnership, 2019. See: <https://www.greencommodities.org/content/gcp/en/home/media-centre/year-two--highlights-from-the-good-growth-partnership.html>.

with past achievements support Indonesia's REDD+ readiness for implementation.

The REDD+ interim phase has the second largest budget within the third outcome area.<sup>12</sup> Total expenditure represents approximately 17 percent of outcome 3 delivery. To achieve Indonesia REDD+ readiness, this interim phase builds on established components of the REDD+ readiness infrastructure from the initial phase.<sup>13</sup> At the national level, this interim phase contributed to the establishment of the MRV system, the national registry system and the launch in 2019 of the Environmental Fund Management Agency which will be operational in 2020 with an initial fund of about \$141 million.<sup>14</sup>

A strong enabling environment supports the REDD+ readiness infrastructure.<sup>15</sup> Indonesia ratified the Paris Agreement in 2016 (Act No. 16/2016) where REDD+ is a key to fulfil the country emission reduction target. Notable policies enacted to support the MRV system are the Ministerial Regulation No. 70/2017 on REDD+ procedures, No. 72/2017 on MRV systems, No 71/2017 on National Registry System, and No.73/2017 on the greenhouse gas (GHG) inventory system. On REDD+ financing aspect, Indonesia also established a legal framework for climate change financing through Government Regulation No. 46/2017 on Economic Instrument for Environment.

At the subnational level, improvement has been achieved in REDD+ capacity and the completion of 11 targeted provincial strategies and action plans which are aligned to the national REDD+ strategy. The project also supported the implementation of community-based REDD+ programmes in targeted areas which have proven to be successful in

peatlands fire management, and have informed the design of several government programmes. The project also contributed to the successful development of a government regulation on the protection and ecosystem management of peatlands. This regulation restricts the drainage of peatlands to 40 centimetres below the surface to prevent peatlands fire, addressing a common practice in rubber and palm oil plantations.

The REDD+ programme has also generated environmental benefits. Between 2013 and 2017, Indonesia has reduced by 10.4 percent emissions from forest losses and degradation and peat decomposition against the 1990-2012 baseline. The 2015 forest fires related to El-Niño and the increased emission from peat decomposition constrained further emission reduction.<sup>16</sup>

The achievements of the REDD+ programme in Indonesia are commendable, despite major delays in implementation (REDD+ readiness was initially planned to be established in 2015). The evaluation report of the REDD+ programme indicates consensus among all parties interviewed that this Joint Programme had brought REDD issues to the forefront of the discussion on the future development of Indonesia. It also acknowledges that the original financial allocation fell short of what would have been required to meet the overall objectives fully and the time frame allotted to achieve the ultimate goal was unrealistically short.<sup>17</sup> Further harmonization of the regulatory framework, improved monitoring systems and financing schemes, and strengthening of REDD+ readiness at a subnational level are necessary steps for the Government of Indonesia and partners to support full implementation of REDD+.<sup>18</sup>

<sup>12</sup> The REDD+ interim phase does not contribute directly to output 3.2's indicator but is aligned with the output formulation. Output 3.2. indicator as stated in the CPD is "Number of provinces that adopt green economy model in development planning"

<sup>13</sup> Notable achievements during the first phase of the REDD+ programme are the REDD+ National Strategy, the National Forest Monitoring System, the Safeguards Information System and the national Forest Reference Emission Level.

<sup>14</sup> <https://www.reuters.com/article/us-indonesia-environment/indonesia-launches-agency-to-manage-environment-funds-idUSKBN1W00V8>

<sup>15</sup> Ochieng et al, 'Institutionalization of REDD+ MRV in Indonesia, Peru, and Tanzania', 2018.

<sup>16</sup> Directorate-General of Environment, Indonesia Report on REDD+ Performance, 2018.

<sup>17</sup> Final Evaluation of the UN-REDD Programme in Indonesia: <https://www.unredd.net/documents/un-redd-partner-countries-181/asia-the-pacific-333/a-p-partner-countries/indonesia-187/15077-final-evaluation-of-the-un-redd-programme-in-indonesia.html>.

<sup>18</sup> Ekawati et al, 'Policies affecting the implementation of REDD+ in Indonesia (cases in Papua, Riau and Central Kalimantan)', 2019.

### Output 3.3. Biodiversity protection

*National/local governments have improved policies, systems, and partnerships with non-state actors to protect biodiversity and endangered species.*

**Finding 9.** UNDP made valuable contributions to the development and implementation of institutional frameworks and systems for the sustainable management and conservation of biodiversity and endangered species. Key areas of achievement are peatland restoration, the Sulawesi protected area system and the protection of the Sumatran tiger. Delays in the adoption of key regulations and guidelines developed, and difficulties in the establishment of sustainable financial mechanisms risk limiting the impact and sustainability of these interventions.

The sustainable management and conservation of biodiversity and the protection of endangered species are the most important areas of work of UNDP under the third outcome. Expenditure under output 3.3 represents about 41 percent of financial delivery in outcome 3.

The conservation of peatlands was supported through the development of the Peatland Restoration Agency building from a fledgling organization of six staff to a fully functioning agency capable of managing a significant government budget and achieving a credible outcome on peatland restoration. This development has underpinned issuance by the Government of a moratorium on any land clearing in peatlands, a regulation on the devolution of peatlands restoration tasks from the central Government to provinces and the development of an ecosystem restoration plan in each of the targeted provinces.<sup>19</sup>

Sustainable watershed and land management (SWM/SLM) were supported through the development of local and subnational capacity for the implementation of the Rio Conventions. This support focused on strengthening policy,

legislation and incentive mechanisms. Contributions to date are limited to the policy sphere, including the development of two provincial micro watershed management plans. Ongoing efforts include the development of subnational guidelines for watershed monitoring and evaluation, and capacity development. The latter included piloting SWM at selected sites, improving monitoring and evaluation to measure and facilitate compliance, delivering training programmes on improved methodology and analytical skills, and strengthening SLM/SWM institutional mandates.

UNDP enhanced the capacity for planning and management of the Sulawesi protected area (PA) system. This includes support for gazetting of new PAs, establishing biodiversity information systems, and improving PAs' capacity to address encroachment and poaching. The latter involved the institutionalization of community participation in conservation activities through joint community conservation agreements. Civil society participation in the management and conservation of natural resources was supported through the sixth operational phase of the GEF small grants programme. Communities implemented this intervention independently or in partnership with their local government units or CBOs/NGOs grantee partners. Activities included reforestation campaigns, farmer-managed natural regeneration and the adoption of agro-ecological practices and silvo-pastoral systems. Marine community conservation areas were implemented through the promotion of biorock, beach cleaning and plastic waste reduction, fish bank activities such as the revitalization of coastal marine habitats, the protection of biodiversity and boosting of fisheries livelihoods and seaweed farming activities.

UNDP helped to combat illegal, unregulated and unreported wildlife trade by supporting the management of targeted national parks (NP) and the development of an integrated institutional and regulatory framework. The reported increase in the

<sup>19</sup> The Government of Norway is continuing to provide funding support to Indonesia's Peatland Restoration Agency in its work to restore extensive areas of degraded peatlands and establish measures to protect intact peatland forests across seven provinces in Indonesia during 2017–2020. This fund is being administered by the UN Office for Project Services, not UNDP.

number of individual adult tigers per 100 km<sub>2</sub> from 1.06 in 2013 to 1.28 in 2019 suggests biodiversity conservation in the priority Sumatran landscape has achieved some success. This achievement was due to improved management, monitoring and reporting systems of targeted NPs, improved partnerships between agencies concerned with illegal wildlife trade, improved management of human-tiger conflicts and awareness-raising.

The integrated institutional and regulatory framework to address illegal wildlife trade includes the design of national strategies, inter-agency cooperation and penalties and fines. Additionally, UNDP is supporting inter-agency cooperation to combat environmental crime by institutionalizing a 'multi-door' approach to joint investigations of environmental crimes, bringing to bear multiple regulations to strengthen cases and improve enforcement. These interventions are at their early stage of implementation, so it is too early to assess their contribution to outcomes.

There are a number of significant challenges that will affect the sustainability of interventions implemented under output 3.3. Delay in the adoption of regulations constitutes a major challenge for the implementation of environmental protection activities. This challenge is most apparent for peatland restoration activities and support for the Sulawesi PA system. An additional challenge is the lack of a financial model to sustain protection activities initiated by UNDP. The Sulawesi protected area system and the conservation of the Sumatran tiger habitat interventions have struggled to identify a viable and sustainable financing model. Community engagement in the sustainable management of the Sulawesi park system is at risk because of a delay in the disbursement of planned micro-grants to communities designed to engage them in conservation efforts. Additionally, there is a risk to the integrity of the park system if communities are given the right to implement agricultural activities in 105,000 ha of the Lore Lindu NP through a potential Ancestral and Rights Registration Act, which is under consideration by the Indonesian Government.

Key contributions to gender mainstreaming could be identified for the GEF-funded small grant programme, which ensures 47.5 percent of women participation in planning and management of the programme. Grants have contributed to closing the gender gap in access to and control over resources through organic farming, agro-forestry, and the production and use of energy-efficient stoves.

### **Output 3.5. Hazardous waste management**

*Systems strengthened to properly manage, dispose and phase out hazardous chemicals.*

**Finding 10.** UNDP has supported important strides in establishing a policy framework and enforcement strategy for the control of polybromodiphenyl ethers (PBDEs) and unintentional persistent organic pollutants (UPOPs) in the plastic manufacturing and recycling sectors. Key challenges that need to be addressed to realize intended environmental benefits include lack of disposal infrastructure, the cost inefficiency of proposed technologies, and delay in the adoption of key regulations.

There is good progress in strengthening the national policy and regulatory framework to control PBDEs and UPOPs in Indonesia's plastic manufacturing and recycling sectors. All planned Indonesian national standards for multiple categories of plastic PBDE management were prepared and communicated with stakeholders, with training provided to manufacturers and recyclers. The project recommended potential economic instruments and incentives to the Ministry of Finance to remove barriers to the adoption of best available techniques and best environmental practices. It also helped set up an Extended Producer Responsibility (EPR) scheme for electronic and electrical waste.

A number of challenges constrain the potential environmental benefits of the work completed thus far. A draft regulation on controlling the use of PBDE and other dangerous chemicals listed under the Stockholm Convention has been developed as revision of PP 74 of 2001 on Hazardous and Toxic Substance Management but not yet enacted by the Government. X-ray fluorescence and infrared necessary for plastic sample analysis and sorting activities

are expensive and unlikely to be adopted by plastic manufacturers and recyclers. The unavailability of planned mini-depots and delays in finalizing a cost-effective agreement with a cement facility to use their high-temperature kilns for safe disposal hampers implementation of best recycling practices. Post-project sustainability is also at risk unless sensitization and awareness campaigns are carried out, financial barriers get removed, and greater private sector compliance is achieved through improved enforcement.

### **Outputs 3.6 and 3.7. Clean energy**

*Inclusive and sustainable solutions adopted to increase energy efficiency and universal modern energy access. (3.6)*

*Policies and regulations issued/adjusted and systems established to increase private sector investments in clean energy. (3.7)*

**Finding 11.** UNDP made significant attempts to put in place incentives to attract private sector investment in renewable energy. The lack of an effective financial mechanism and the lack of inclusion of small producers of renewable energy have constrained the outcomes achieved from UNDP's contributions to date. There has been no major initiative focused on promoting energy efficiency.

The promotion of private sector investment in clean energy was the third most important area of intended UNDP investment under the third outcome, covering 10 percent of total expenditure. UNDP implemented two interventions: the first on market transformation through design and implementation of appropriate mitigation actions in the energy sector (MTR3), and the second on the promotion of Partnership for Market Readiness in power and energy-intensive industries.

MTR3 developed technical guidance on local energy planning and long-range energy alternative planning system coupled with training for four pilot provinces. MTR3 also prepared and set up integrated market service centres to support the establishment of sustainable renewable energy and energy efficiency investment projects. A regulation on activity data reporting on GHG emission sources in the industry sector was drafted and also an online reporting system. Tariff and tax incentives were established to encourage renewable energy production by large power generation companies (>500 MWh). To increase the production of renewable energy in the electricity sub-sector, MTR3 supported the issuance of Government Regulations on Environmental-Economic Instruments and a Presidential Regulation on Management of Environmental Sustainable Energy Fund.

Progress on the Partnership for Market Readiness project was relatively slower as only one of the four main components had been delivered: the completion of GHG emission profiles in power and energy-intensive industries and of the design of the power sector measurement and verification system and guidelines.<sup>20</sup>

Additionally, UNDP assisted the Ministry of Finance in developing the framework for issuance of \$1.25 billion in green sukuk bonds<sup>21</sup> to fund national projects on climate change mitigation and adaptation. The fund provides financing for sustainable transportation, renewable energy, energy efficiency, resilience to climate change, and waste to energy and waste management. In collaboration with the private sector and BAZNAS, UNDP was able to directly mobilize \$500,000 to construct one micro-hydro power plant and revitalize three micro-hydropower plants in four villages in Jambi Province. This improved the access of 806 households (4,448 people) to clean energy, which is significantly less than the UNDP target of 50,000 people.<sup>22</sup>

<sup>20</sup> Under its fourth component, the project has conducted underlying studies to further policy advocacy in market-based instrument implementation in Indonesia. A study on market-based policy options for Indonesia, completed in 2019, put forward options for carbon pricing schemes in the power and industrial sector. This study is a critical input for the project to advocate policy and institutional arrangements for operationalization of Indonesia carbon market.

<sup>21</sup> Green sukuk is a financial instrument to support Indonesia's commitment to GHG emissions reduction based on Islamic Law principles.

<sup>22</sup> The CO has reported achieving this target. However, this is based on work completed in the past CPD and not related to ongoing work.



Outcomes from UNDP's contribution to attracting private sector investment in renewable energy have been modest thus far. Under the MTR3 intervention, tariff and tax incentives do not target small and medium-scale renewable energy producers who represent a key target of the project. There is a delay in the adoption of activity data reporting on GHG emission regulation and UNDP is still struggling to ensure that the Ministry of Finance agrees to propose financial incentives for companies which reduce emissions. Additionally, in 2018, the Ministry of Energy and Mineral Resources changed the tariff policy for electricity generated from renewable resources from a premium feed-in tariff to a capped tariff, which is not attractive for the private sector and may slow down private sector investment in renewable energy. With the new tariff, the electricity produced by the private sector is purchased by the Indonesia State Electricity Corporation at only 85 percent of its power generation cost. Taken together, these represent risks for the effectiveness and sustainability of the MTR3 project, which will need to be addressed in the future.<sup>23</sup> Additionally, the impact of the project is constrained by the lack of a national mechanism to finance renewable energy projects. Financial constraints are equally relevant for the partnership for market readiness as the development of a market-based instrument is still at a very early stage, with a little more than one year left in the project time-frame.

### **Output 3.8. Climate change adaptation and disaster risk reduction**

*Policy and technical guidance are in place for integrating climate change adaptation (CCA) and disaster risk reduction (DRR) into spatial and local development planning.*

**Finding 12.** UNDP has successfully supported the integration of CCA into development planning, albeit at a small scale and with limited evidence of replication of this work beyond project boundaries.

**Given this limited result, and continuing resource constraints, integration of CCA and DRR into spatial planning remains a challenge.**

UNDP supported progress in integrating CCA and DRR into local development planning in targeted provinces. Contributions were made through the 'Strategic planning and action to strengthen the climate resilience of rural communities (SPARC) in the Nusa Tenggara Timur province (NTT)' and the 'Third national communication to the [United Nations Framework Convention on Climate Change] UNFCCC (TNC)' projects. Contributions were also made through the second phase of the 'Safer communities through DRR (SCDRR II)' project mostly implemented prior to the current CPD.

Through SPARC, UNDP supported the integration of CCA into NTT province's mid-term development plan (2013-2018) and into three district development plans. UNDP also supported the development of a document on the convergence of CCA and DRR, the production of guidelines for conducting climate change vulnerability assessments in urban environments, and on urban risk management planning. UNDP assisted the National Disaster Management Agency (BNPB) to develop its disaster management plan (2015-2019) and facilitated the drafting of a minimum service standard on disaster management. UNDP supported the Government of Indonesia to complete and submit its third national communication to the UNFCCC and worked to improve government and academic understanding of and commitment to GHG emissions abatement. Contributions to the integration of DRR into spatial planning were limited to the development of a draft guideline.

While these efforts have been positive, they have been relatively limited in scale, and have been undermined by an inability to mobilize resources for integrating CCA into local development planning. UNDP was unable to mobilize resources to provide more substantive support for CCA or DRR

<sup>23</sup> UNDP is addressing this by collaborating with PT Sarana Multi Infrastruktur, a state-owned financing company, to establish the Sustainable Energy Fund Facility that will provide advisory support to enhance bankability and financing probability for small and medium sized renewable energy/energy efficiency projects.

as there were no major inputs after completion of the second phase of the SCDRR in 2016. There is also a limitation in replicating and scaling lessons from work in NTT to Indonesia's other 34 provinces, which coupled with the lack of buy-in of CCA at the local level, the lack of sustainable livelihoods strategies and the delay in the enactment of key DRR guidelines, limit the effectiveness and long-term sustainability of these interventions.

The SPARC intervention is notable for its investment in gender mainstreaming. Gender parity was achieved for participants in decision-making and planning processes that developed community proposals for adaptation actions. Furthermore, gender parity was achieved for family member groups that benefited directly from SPARC (20,607 female members out of a total of 40,972 direct beneficiaries). Women's economic empowerment was addressed through income-generating activities, training, improved access to resources (land, finance and water), and access to district and provincial government resources. Despite all these positive outputs, evidence related to gender equality outcomes is yet to be reported by the project.

#### **Output 3.9. Early recovery**

*Recovery preparedness is strengthened particularly in the areas of methodology, financing schemes and institutional arrangements.*

**Finding 13.** UNDP has helped improve the planning and management capacities in disaster risk recovery in targeted areas.

UNDP developed post-disaster needs assessment (PDNA) methodology that it is currently implemented by the BNPB and the Local Disaster Management Agency (BPBD). UNDP also assisted BNPB to implement PDNA in several disaster events, including in the eruption of Mount Kelud, Mount Sinabung, and recently in the Nusa

Tenggara Barat and Central Sulawesi earthquakes. UNDP has assisted BNPB and BPBD to develop action plans for recovery in several disaster events and support early recovery (debris clearing) after the Central Sulawesi earthquake.<sup>24</sup> UNDP supported Indonesia's Disaster Fund secretariat to carry out its role as a facilitator for policy advisory and supported local CSOs' involvement in the government response to emergency, relocation and reconstruction phases. Working with a range of government ministries, UNDP has also produced a variety of knowledge products and guidance materials on DRR.<sup>25</sup>

#### **Outputs 3.4 and 3.10. Land and forestry management**

*Solutions developed for sustainable and conflict-sensitive management of land and natural resources. (3.4)*

*Improved local forest management capacity through establishment of conservation forest management units and legal auditing system to monitor and identify violations in issuance of forest licenses. (3.10)*

**Finding 14.** UNDP during this cycle has not made significant interventions towards improving government capacity in addressing recurring conflicts in land tenure and natural resource management (output 3.4.), nor for helping to establish and operationalize conservation forest management units and a legal auditing system to monitor and identify violations in the issuance of forest licenses. (Output 3.10).

It was indicated to the evaluation team that UNDP did not contribute to the identification of violations of forest licences because the Government of Indonesia chose to pursue this activity independently and requested UNDP to reallocate its resources for this activity to capacity development of the Peatland Restoration Agency. The country office did, however, report significant

<sup>24</sup> UNDP's debris management programmes and cash-for-work schemes directly benefited 1,355 women and 2,145 men from affected communities.

<sup>25</sup> Including, for example, guidelines on DRR-based Spatial Planning and local DRR planning and budgeting, a climate risk assessment methodology and work to mainstream DRR into the school curriculum.

progress in the establishment and operationalization of conservation forest management units in targeted areas.<sup>26</sup>

## 2.4 Enhanced access to justice and more responsive, inclusive and accountable public institutions (outcome 4)



### RELATED CPD OUTCOMES

**Outcome 4 goal:** By 2020, disadvantaged populations benefit from enhanced access to justice and more responsive, inclusive and accountable public institutions that enjoy public trust.

The outcome encompasses nearly 6.5 percent of the CPD's indicative budget and 22 percent of total expenditures from 2016 to October 2019.

#### Output 4.1. Access to justice

*Capacity of targeted justice service providers increased to deliver quality legal services.*

**Finding 15.** UNDP has made a substantial contribution to improving the capacity of the Supreme Court. In particular, by establishing improved case management, human resources management, and complaints management systems, UNDP helped to reduce the backlog of outstanding cases, improve transparency over case records, and reduce opportunities for corruption. It is likely, though this cannot be verified, that this has improved the quality of legal services, compared to if no external assistance had been provided.

From 2014 to 2019 UNDP implemented a major, \$13.4 million initiative to increase the transparency, integrity and accountability of the judiciary and quality of justice services. A mixture of evidence, including an independent final evaluation, self-assessments by UNDP, and key informant interviews show that the Support to Justice Sector Reform in Indonesia (SUSTAIN) project has made a significant contribution to strengthening the capacity of the Indonesian Supreme Court, including through:

- Delivery of training programmes for judges, as a means of improving the capacity of the Supreme Court to train candidate judges;
- Development of improved systems and rules for the handling of public complaints, and to control corruption and conflict of interest in its ranks;
- Establishment of an electronic case management system allowing public access to case records. One study found that the number of backlog cases declined from 4,425 in 2014 to 906 in 2016, while the number of decided cases increased from 14,501 to 17,638 during the same period;
- Development of human resources management systems.

Informants from the European Commission, a major funding partner for the project, reported significant and lasting impacts from the project and that they were proud to be associated with it. This positive assessment was backed up by a final independent evaluation which was conducted in mid-2019 and assessed the impact of the project as satisfactory, and rated efficiency, effectiveness and sustainability as good.<sup>27</sup> Among other things, this evaluation, drawing on evidence from focus group discussions, concluded that SUSTAIN had a positive impact in reducing opportunities for corruption in the courts

<sup>26</sup> The IEO received no information on how conservation forest management is being achieved through the projects that have been reviewed. The IEO is open to reconsidering its assessment if sufficient evidence is provided to substantiate the significant reported achievements in conservation forestry.

<sup>27</sup> EU-UNDP Support to Justice Sector Reform in Indonesia (SUSTAIN) Project, May–July 2019.

system.<sup>28</sup> While it is likely improved systems have improved the quality of legal services, this cannot be verified due to a lack of data. In particular, there is currently no system for monitoring how the quality of judicial decisions and citizens' perceptions of them has changed over time, or how the project has affected any such trends.

#### Output 4.2. Democratic governance

*Supported subnational governments are better able to address democratic deficits and engage with non-state actors to improve performance.*

**Finding 16.** UNDP's support in promoting improved democratic governance has produced good results in the past, but is currently very limited. UNDP has recently commenced supporting the ongoing expansion of Indonesia's national complaint handling system with funding from South Korea. It is too early to assess the results of this work.

UNDP only provided very modest support for activities under this output in the current CPD period, although it has established a new initiative, funded by South Korea, which is supporting ongoing efforts to expand the reach of Indonesia's highly successful national complaint handling system, *Lapor* ('report' in Bahasa Indonesia).<sup>29</sup>

Past UNDP support in promoting democratic governance produced a very positive outcome in the form of a published index that tracks the health of Indonesia's democracy, at both national and subnational levels. The index was developed with UNDP's support, with the first annual assessment released in 2009. The index is well regarded by the Indonesian

Government and has become institutionalized. Responsibility for maintenance of the index is held by Indonesia's central statistics agency and reports have been issued every year since 2009.<sup>30</sup>

#### Output 4.3. Preventing violent extremism

*National policy frameworks and institutional mechanisms enhanced for peaceful management of conflicts.*

**Finding 17.** UNDP has made an important contribution to informing the national debate and response to the growing phenomenon of intolerant, radical, and violent extremist interpretation of religious teachings in Indonesia.

Since 2017, with funding from Japan, UNDP has supported work by the Centre for Islamic and Society Studies (Pusat Pengkajian Islam dan Masyarakat, PPIM) at the Syarif Hidayatullah State Islamic University, a public university in Indonesia, to respond to the growth of religious intolerance and religious-based violence in Indonesia.

The project, under the acronym CONVEY, has generated comprehensive knowledge and information about the extent and drivers of radicalism and violent extremism in Indonesia, including in schools and universities. Data generated through this research underlines the seriousness of the challenge. For example, a national survey of religious education teachers found that over 50 percent of teachers in public schools and Islamic-based public schools at kindergarten, elementary, junior, and senior high school level hold religiously intolerant opinions.<sup>31</sup> Similarly, another survey found that almost 60 percent of high school and university

<sup>28</sup> The evaluation observed that: "SUSTAIN has made significant inroads in fighting corruption in the courts by radically promoting the transparency of court information and case management, and minimizing the need for public contact and opportunity for the use of bribes to expedite or influence court decisions. IT-based recruitment, promotion and personnel appraisal, too, have made nepotistic and arbitrary decisions riskier and more difficult. The broadening of access to public complaints and whistle-blowing mechanisms has also improved the accountability of the courts. Participants at a focus group on corruption control and integrity building noted that the SUSTAIN project has been very effective at addressing the 'technical problems' of preventing corruption through the use of computer systems and reporting protocols. With the implementation of the SIPP and SIWAS and other systems, SUSTAIN has reduced the opportunities of judges, registrars and bailiffs for public contact and to engage in corrupt practices. Nevertheless, eradicating corruption is not only about reducing the opportunity for corruption, but it also involves the cultivation of integrity in court officers at all levels."

<sup>29</sup> See Basu, M., 'Inside Lapor, Indonesia's complaints unit', 2015, in GovInsider: <https://govinsider.asia/innovation/inside-lapor-indonesias-complaints-unit/>.

<sup>30</sup> <https://jakartaglobe.id/context/democracy-index-up-for-indonesia-jakarta-tops-the-chart>

<sup>31</sup> <https://conveyindonesia.com/national-survey-on-radicalism-among-teachers-and-lecturers-2/>

students in Indonesia admitted to having ‘radical’ religious attitudes.<sup>32</sup>

Drawing from the foundation of new knowledge from its research programme, CONVEY has had a significant and successful advocacy programme. Research produced by CONVEY has been distributed widely, and has received significant media coverage, contributing to increased public awareness, understanding and debate about religious radicalism and violent extremism in Indonesia. Policy engagement has also been strong, with a regular forum for engaging with key government stakeholders, and provision of policy briefs to influence policymakers. Participating donors consulted by the evaluation team were extremely complimentary about the impact of the project highlighting the value of the information it has produced, and the networks it has developed. Reflecting this support, in early 2019, UNDP launched a new European Union-funded initiative addressing violent extremism, entitled ‘Preventing Violent Extremism Through Promoting Tolerance and Respect for Diversity’, or PROTECT. This is designed to complement the ongoing work through CONVEY.

#### Output 4.4. South-South and triangular cooperation

*South-South and triangular cooperation partnerships established and/or strengthened for development solutions.*

**Finding 18.** UNDP has provided valuable contributions to the formulation of Indonesia’s international development cooperation, and establishment of a new stand-alone Agency for International Development (Indonesian AID) in 2019, which will provide an important platform for Indonesia’s foreign policy aspirations. UNDP has actively supported and facilitated Indonesia’s engagement in South-South and triangular cooperation.

As an emerging middle-income country and member of the G-20, Indonesia has much to share with and learn from other countries and is striving to expand its role and influence on the world stage. UNDP has supported these aspirations by providing inputs and recommendations to the development of Indonesia’s international development cooperation and South-South and triangular cooperation policies. This work has benefited from longstanding support and funding from Norway.

UNDP has supported the successful establishment of Indonesian AID in 2019 to further promote South-South cooperation.<sup>33</sup> UNDP has also supported a range of South-South cooperation projects, including a major ongoing initiative focused on promoting cross-border local economic development project between Indonesia, and Oecusse, which is an East Timorese enclave within Indonesian West Timor. In mid-2019, UNDP achieved an important milestone, signing a financing agreement for UNDP to support Indonesia’s initiative to establish the Archipelagic and Island States Forum (AIS) for international cooperation between such states. This is the first cost-sharing arrangement UNDP has signed with the Government.

## 2.5 Gender equality

UNDP uses a gender marker system to enable it to monitor the focus of programmes on, and their expected contribution to, gender equality and the empowerment of women. This system provides a basis to distinguish between outputs that: are not expected to contribute noticeably to gender equality (GEN0); make a limited contribution to gender equality (GEN1); promote gender equality in a significant and consistent way (GEN2); or have gender equality as a primary objective (GEN3).

Country programme expenditures that the country office attributed to GEN2 or GEN3 amounted to 55 percent of programme expenditure in 2016–2018,

<sup>32</sup> Centre for Islam and Society Studies of Jakarta Syarif Hidayatullah State Islamic University, ‘A Fire in the Husk: Religiosity of Gen Z’, *Convey Report*, Vol. 1, No. 1, 2018.

<sup>33</sup> Nur Yasmin, ‘Indonesia Launches \$212M International Development Aid Fund’, *Jakarta Post*, 18 October 2019: <https://jakartaglobe.id/news/indonesia-launches-212m-international-development-aid-fund>.

which is double the long-term (2011–2018) average (27 percent). This suggests significantly greater attention to gender equality in programming.

The country office has promoted gender equality and the empowerment of women through mainstreaming it in interventions, rather than formulating projects dedicated to that objective. While not universally applied, the IEO confirmed the country office team has considered how projects can be better designed and implemented to maximize their contribution to gender equality. Across the portfolio, notable examples of attention to gender mainstreaming, and outcomes achieved are as follows:

- UNDP’s programme on management of hazardous chemicals (output 3.5) nearly achieved gender balance in targeted beneficiaries. Women beneficiaries were involved in the development of PBDEs and UPOPs technical by-laws/regulations and participated in awareness campaigns. The latter promoted gender equality in access and control over information and knowledge about PBDEs and its adverse impact on the environment and gender-sensitive health and safety protection.<sup>34</sup>
- UNDP interventions for the protection of biodiversity and endangered species (output 3.3), promoted gender equality and the economic empowerment of women through its small grants programme. Besides ensuring gender balance for participants in the planning and management of the grant programme, the project strived to close gender gaps through improved access to and control over resources. This has led to a reported increase in women’s participation and decision making in organic farming and agroforestry, including improved women decision-making on the management of their lands and the production of energy-efficient stoves.
- The SPARC project<sup>35</sup> (see output 3.8) achieved gender parity for participants in decision-making and planning to develop community proposals for adaptation actions and for family member groups that benefited directly from the project (20,607 female members out of a total of 40,972 direct beneficiaries). SPARC made important steps for the economic empowerment of women, particularly through income-generating activities, training, improved access to resources (land, finance and water) and access to district and provincial government resources.
- Similarly, in the area of disaster recovery (output 3.9), UNDP’s debris management programmes contributed to women economic empowerment through its cash-for-work schemes that benefited directly 1,355 women and 2,145 men from affected communities.
- CONVEY<sup>36</sup> (see output 4.3) addressed gender dimensions of religious radicalism and violent extremism, and has monitored and strongly promoted the participation of women in research and advocacy activities, with varying degrees of success. To the extent that CONVEY has increased women’s participation in project activities, it is plausible that this will contribute to improved gender equality.

Many of these efforts have arisen from the increased attention given to gender mainstreaming by the country office that is evident over the past three years, including by screening projects with the support of the regional gender adviser. This is important given this evaluation’s assessment that the gender focus across the programme in the past has been uneven, with many instances identified where gender markers have not been justified

<sup>34</sup> UNDP has issued a Gender Mainstreaming Guidance series focusing attention on gender-sensitive health and safety protection, including a focus on chemicals management. See: <https://www.undp.org/content/dam/aplaws/publication/en/publications/environment-energy/www-ee-library/chemicals-management/chemicals-and-gender/2011%20Chemical&Gender.pdf>.

<sup>35</sup> GEF, ‘Strategic Planning and Action to Strengthen Climate Resilience of Rural Communities (SPARC) in Nusa Tenggara Timur (NTT)’.

<sup>36</sup> Enhance the Role of Religious Education in Countering Violent Extremism.

by evidence of actions undertaken in the design and implementation of initiatives. Looking at the evidence over the life of the current CPD, the IEO considers the gender ratings associated with only around half of the 16 active country programme outputs are defensible given the supporting intervention designs and performance reports. However, assuming the actions identified in the course of gender screening are implemented, the justification for current ratings appears to be much stronger.

Reflecting constraints related to the design of projects, and potential limitations in monitoring systems, it is also important to note that evidence of gender equality outcomes across the portfolio is relatively limited. This is reflected in reporting of gender mainstreaming activities in the ROARs, where no evidence of gender equality outcomes is provided for 12 out of the 16 active country programme outputs. Reporting on gender equality contributions are mostly limited to disaggregation of beneficiary information, and descriptions of gender-related activities implemented.

### Joint programming

Among the UN country team in Indonesia, weak overall joint programming has been highlighted as an issue in the past. This is underscored by the following statement of the UN SDG Group meeting summary of 18 February 2019: *“The UNCT [UN country team] recognized that while the UN Development System in Indonesia is very actively supporting the 2030 Agenda and the SDGs, the support remains largely agency-based with limited linkages established between the various activities of the UN system. This makes it difficult for the UNCT itself as well as for the Government and other partners to understand the scope, strength and complementarity of the UN support to the SDGs.”*

The Government-United Nations Partnership for Development Framework (UNPDF) 2016-2020 did

not give strong directions on how to implement joint programming but points to thematic areas of focus and leaves decisions on joint programming to UN agencies, based on the identification of areas of common interest and opportunities for greater synergy.<sup>37</sup>

In the current UNDP CPD, joint programming was the main channel foreseen to scale up the MDG Acceleration Framework particularly on expanding access to water and sanitation and reducing maternal mortality ratio, infant mortality, stunting, and the prevalence of HIV among adults.

The UNDP Indonesia ROARs for the period under review show that total expenditures towards joint programming were limited to 2 and 5 percent of total programme expenditure in 2016 and 2017, respectively. Nevertheless, the 2018 ROARs listed five areas of joint programming:

- UNDP, in collaboration with the UN Information Centre, implemented SDGs location awareness campaign targeting youth including university students (output 2.1).
- UNDP and World Health Organization signed a five-year memorandum of understanding on supporting countries achieve the health-related targets across the 2030 Agenda for Sustainable Development, notably on universal health coverage and health and environment nexus (output 2.2).
- UNDP cooperated with the Joint United Nations Programme on HIV/AIDS with major responsibility at global, regional and country levels for human rights and gender equality among key HIV-affected population (output 2.2). Note, however, that the work on human rights in HIV-affected population in Indonesia is led by the Joint United Nations Programme on HIV/AIDS rather than UNDP (output 2.2).

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<sup>37</sup> The UNPDF suggested that outcome-level joint programming be informed and guided by the five cross-cutting priorities areas, namely: 1) human rights, 2) gender equality, 3) HIV/AIDS, 4) young people, and 5) statistics and data management. Additionally, the UNPDF suggest that joint programming be pursued by UN agencies in areas of common interest, when possible and when it makes good sense to work jointly and have greater synergy.

- UNDP is in collaboration with the International Labour Organization (ILO), UN Environment Programme, UN Institute for Training and Research and UN Industrial Development Organization to support the Government of Indonesia in integrating green economy principles in national development planning through a global initiative Partnership for Action on Green Economy (PAGE). The Government of Indonesia, through BAPPENAS, applied to join the initiative (output 3.2).<sup>38</sup>
- UNDP initiated a joint secretariat with UN Office for the Coordination of Humanitarian Affairs (UNOCHA), UN Children’s Fund (UNICEF), and the International Federation of Red Cross and Red Crescent Societies to support the local government in ensuring a smooth transition from emergency to recovery phase in Central Sulawesi (output 3.9).
- UNDP actively participated in periodic meetings of UNFPA-led Inter-Agency Network on Youth Development to coordinate and share learning on prevention of violent extremism. Other UN agencies involved are the UN Entity for Gender Equality and the Empowerment of Women (UN Women) and UN Office on Drugs and Crime (UNODC).

In addition, the country office has recently expanded its joint programming portfolio with the following programmes and projects launched or in the pipeline during the current CPD cycle:

- Adaptive Social Protection between UNICEF, UNOCHA, UNDP and World Food Programme (pipeline)
- Innovative Financing to Promote Equal Access to Quality Education and Skills Development Programme between ILO, UN Educational, Scientific and Cultural Organization (UNESCO) and UNDP (June 2018-31 December 2019)
- Tackling the threat of violent extremism and its impact on human securities in East

Java – A comprehensive, prevention-focused programme that is people-centred, driven by community stakeholders and reinforced at the national level between UNODC, UNDP, UN Women (second half of 2019)

- Strengthening sustainability in commodity and food-crop value chains, land restoration and land use governance through Integrated Landscape Management for Multiple Benefits in Indonesia between the World Bank, UNDP, Food and Agriculture Organization (pipeline)
- Innovative financing to promote equal access to quality education and skill development between UNDP, UNESCO, ILO (2019)

## 2.6 Country programme content

UNDP’s country programme establishes the context for UNDP’s work in Indonesia, but reads as highly aspirational about the work that UNDP was expected to undertake and the results it was expected to achieve. This reflects a lack of flexible resources, combined with a lack of predictability of donor interests, and where or how they will align with UNDP’s comparative advantage, and the Government’s policies. It also reflects a lack of realism about how hard it is to achieve significant policy and institutional reforms in a country as large and complex as Indonesia.

There are a few exceptions to this overly ambitious setting of expectations. The CPD’s description of the focus and objectives of work in the environment portfolio broadly matches the work it has undertaken. In this, it has benefited from the relative predictability of funding through the GEF, which has provided a basis for sustained focus, and an ability to influence some ambitious outcomes. The other is the CPD’s commitment to supporting Indonesia in playing a leadership role in regional and global development forums and policy debates.

<sup>38</sup> See: <https://www.un-page.org/kicking-work-page-Indonesia>



More broadly, the IEO views the current guidance for CPD development an awkward fit to the operational realities of UNDP's work in some of the larger, more complex middle-income countries such as Indonesia.

## 2.7 Results-based management

The design of the results and resources framework does not provide a good framework for communicating what UNDP is trying to achieve in Indonesia, and how it is progressing towards these objectives. Targeted outcomes, derived from UNPDF 2016–2020, provide an organizing framework for the United Nations support for Indonesia. However, associated indicators are too high level to provide any practical or meaningful insight into UNDP's impact. If UNDP were to be assessed in terms of its influence over established outcome indicators, the organization contributes modestly to agreed country programme outcomes. UNDP has high or moderate influence over just two of the 21 outcome indicators established to assess UNDP's contributions. To cite one of many possible examples, at the outcome level, the level of funding and engagement is insufficient to have a significant bearing on poverty rates and the Gini index for Papua and West Papua. It is problematic, therefore, for the country office to continue to source and set out, as it does, values for these indicators into UNDP's results measurement system.<sup>39</sup>

This is also true of output descriptions and associated output indicators, which are largely not ones that UNDP can expect to have a significant influence over, given the limited resources at its disposal. If performance were assessed strictly against established outputs and output indicators, only four of the 18 agreed outputs in the Indonesia country programme could be assessed as on track in delivering expected development objectives. When assessed against established outputs and output

indicators, progress is at risk for four outputs, off-track for seven outputs, and cannot be verified for three outputs. Reflecting this situation, with its existing programmes, UNDP can reasonably hope to have a measurable influence over just six of the 18 output indicators in the country programme results framework.

This assessment does not reflect fairly on the country programme actual performance but underlines the fact that the CO's results framework, including outcome indicators, output descriptions and indicators, do not capture the value of the work it does and the scope of UNDP's influence. One of the challenges of the current results framework is that it does not capture and reflect a balanced picture of UNDP's contributions. Some of the contributions, such as the role UNDP plays in Papua and West Papua, are very important, but it would be hard to identify this from current reporting practices.

Given this, collecting data on these indicators, and inputting them into UNDP's monitoring systems, as is the current practice and requirement, does not advance a better understanding of UNDP contributions. This work appears to be done primarily to comply with internal organizational requirements, with compliance rewarded through internal quality assurance projects, such as the annual quality assurance assessment of the country office's completion of ROARs. The system is not working as it should and needs reform.

To address this, UNDP's Indonesia country office should undertake a significant revision of its results framework, ensuring that output descriptions reflect the substance and scope of the work undertaken, and that outcome and output indicators are ones that UNDP can have a meaningful influence over.

Overall, the evidence available to support an assessment of UNDP's programme is adequate, given

<sup>39</sup> The relevance of UNDP's work to other indicators is just as if not more tangential than this example. For example, the country office currently reports annually on: percentage of the population registered in the Social Health Insurance scheme, disaggregated by sex (UNDP has no programming addressing health insurance); and percentage of provincial governments that have scored B (= good, 65 percent-75 percent) or above in the Government Institution Performance Accountability Report – LAKIP (there are 30 provincial governments in Indonesia, of which UNDP only works with a small number, and even in those, probably not with sufficient scale to influence their score).

the resources allocated to each specific country programme output and the stage of implementations of various projects. Out of the 18 country programme outputs, 13 provided an adequate level of supporting evidence covering 88 percent of programme expenditure to date. However, it is harder to assess performance from available documentation covering outcomes 1 and 2. These are areas where programming consists of relatively small and fragmented projects with multiple funding streams and programming frameworks.

## 2.8 Audit and evaluation

There is room for improvement in the country office's utilization of evaluations. The Indonesia country office has 24 evaluations in its evaluation work plan for the programme period 2016–2020. Of these, five cover projects outside of the climate change and environmental management outcome (outcome 3). Three years into the CPD period, nine evaluations have been completed. Only one covers work outside of the environment and climate change pillar. The IEO has assessed the quality of five of the nine completed evaluations, of which two were found to be unsatisfactory (e.g. Support for the Peat Restoration Authority, and Safer Communities through Disaster Risk Reduction phase two).

The UNDP IEO last evaluated the Indonesia country programme a decade ago (see *Assessment of Development Results, Indonesia, 2010*). With this long passage of time, it is not useful to gauge the extent of implementation of actions taken in response to the eight recommendations set out in that evaluation report. Suffice to say that many of the issues raised and recommended remain

pertinent: that the office should continue to strengthen its results orientation, improve sustainability through realistic exit strategies, strive for closer engagement with the private sector, and engage with key government stakeholders to come up with measures addressing climate change.

The UNDP country office in Indonesia was last audited in October 2018.<sup>40</sup> The UNDP Office of Audit and Investigations provided an overall rating of satisfactory, meaning that “the assessed governance arrangements, risk management practices and controls were adequately established and functioning well. Issues identified by the audit, if any, are unlikely to affect the achievement of the objectives of the audited entity/area.” Resource mobilization was indicated as a good practice worthy of note – identifying in particular the Innovative Financing Lab initiative, conceptualization of new financing instruments and extended partnerships with Islamic finance organizations. The audit made no high priority recommendations. Two medium priority recommendations were identified: to improve the procurement planning process, and to enhance efforts to use UNDP's e-tendering system in procurement processes when receiving bids from vendors. The country office accepted both recommendations and took measures to implement them.

An audit was carried out in 2017 concerning UNDP support to the Establishment of Indonesia REDD+ Infrastructure and Capacity. The financial audit provided an unqualified opinion, with no recommendations. Similarly, an audit of the Support Facility for the Institutional Setup of the Peat Restoration Agency in July 2019 provided an unmodified opinion, with no findings or recommendations.

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<sup>40</sup> Audit of UNDP Country Office in Indonesia, Report No. 2006, Issue date: 5 October 2018, UNDP Office of Audit and Investigations.



# CHAPTER 3

## CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

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This chapter presents the evaluation's conclusions on UNDP's performance and contributions to development results in Indonesia, recommendations for the next country programme, and management response.

### 3.1 Conclusions

- **Conclusion 1. UNDP's broad portfolio of support for improved natural resource management and resilience accounts for two-thirds of programme expenditure, and it has made a number of positive contributions in this area. The strongest results were in the management and conservation of biodiversity, including notable contributions to peatland restoration, the Sulawesi protected area system and the protection of the Sumatran tiger. Good results were also achieved in other areas, but faced constraints either related to the small scale and limited scalability of the work, or deeper system-wide challenges that will prove hard to shift. There is significant potential for growth in the environment portfolio, as UNDP has only captured a small fraction of environmental and climate change-related financial inflows in the country to date.**

Work on environmental issues accounts for two-thirds of UNDP's expenditure over the CPD to date but represents a fraction of environment and climate change financial inflows in the country. Given that the GEF's grant funding to Indonesia comes to \$1 billion and the GCF portfolio is now worth \$200 million, there is significant potential for growth. Given this growth potential, UNDP should continue to develop its expertise in this area.

UNDP achieved good results in the management and conservation of biodiversity and endangered species. UNDP supported the establishment of Indonesia's Peatland Restoration Agency from a fledgling organization of six staff to a fully functioning agency capable of managing a significant government budget and producing credible outcomes. This helped to underpin outcomes such as a moratorium on any land clearing in peatlands, devolution of peatlands restoration tasks

from the central government to provinces and ecosystem restoration plans targeted provinces.

UNDP also enhanced the capacity for planning and management of the Sulawesi Protected Area system and to combat illegal, unregulated and unreported wildlife trade by supporting the management of targeted national parks. In so doing, UNDP contributed to a reported increase in the number of individual adult Sumatran tigers in priority Sumatran landscapes.

The gains in environmental protection are all contingent, and face significant risks, yet represent good returns on UNDP's investments. Risks include continuing delays in the adoption of regulations and laws. Sustainability depends on the Government establishing viable financial models for future programming.

For a range of reasons, progress in other areas of the environment portfolio has been more challenging. UNDP has encouraged the establishment of incentives for private sector investment in renewable energy, but outcomes have been constrained by the lack of an effective market mechanism and the lack of inclusion of small producers of renewable energy. Efforts to integrate CCA into development planning and promote smallholder compliance with Indonesia's Sustainable Palm Oil Standard are at a small scale, and there are limited prospects for scaling up this work. UNDP made some positive discrete contributions to improving the planning and management capacities in disaster risk recovery in targeted areas, but is not a major partner in this area. Progress in improving control of polybromodiphenyl ethers and unintentional persistent organic pollutants has been stymied by a lack of disposal infrastructure, the cost inefficiency of proposed technologies, and delay in the adoption of required regulations. UNDP has been an important source of support

for the establishment of the REDD+ infrastructure and capacity in Indonesia. However, the goal of establishing effective financial mechanisms has proven elusive, without which it may be difficult for the REDD+ programme to make a major contribution to climate change mitigation moving forward.

- **Conclusion 2. UNDP has achieved some good results in other outcome areas outside of the environment and climate change portfolio, although resources available for work are constrained, unpredictable, and spread thinly across three outcome areas and eight outputs.**

UNDP's support has underpinned concrete gains in the capacity of the Supreme Court, including through improved case management, human resources management, and complaints management systems. UNDP has facilitated work that has informed the national debate and response to the growing phenomenon of intolerant, radical, and violent extremist interpretation of religious teachings in Indonesia. UNDP has contributed to improved health outcomes in areas by providing effective support for Indonesia's administration of global fund grants. UNDP has provided effective encouragement for Indonesia's desire to take a larger role in world affairs, including through development cooperation and South-South and triangular cooperation. This has been further advanced with Indonesia's recent agreement to finance UNDP's support for the Archipelagic and Island States Forum as a platform for international cooperation between such states. Finally, UNDP has played a strategic, important and valued coordination and communication role among development actors and programmes in Papua and West Papua.

Compared to the environment portfolio, the outlook for mobilization of finance in governance and related areas is not strong, and likely requires increased national and subnational government cost share. Reflecting this, frameworks for implementation of projects supporting work in key areas, including SDG promotion and support, preventing violent extremism, and support for

Papua and West Papua Provinces, and subnational service delivery are short term and future funding is uncertain.

To address the financial challenges, the country office has been exploring the potential to tap into alternative sources of financing, and to promote novel forms of financing through an innovative financing lab. A notable success in this area, UNDP supported the Indonesian Government to prepare for the issuance of Indonesia's first-ever sovereign green bond, which raised \$1.25 billion. This area has some potential and is worth pursuing. Moving forward, there would be value in more clearly distinguishing between the elements of UNDP's innovative financing work and developing a clearer explanation of the objectives, success measures, components, resourcing, and time-frames.

- **Conclusion 3. As is the case for UNDP in many large and rapidly developing middle-income countries, the organization faces some significant headwinds in positioning itself as a leading provider of development support and services to Indonesia. Programming frameworks do not display sufficient realism about how hard it is to achieve significant policy and institutional reforms in a country as large and complex as Indonesia. This is especially true given UNDP's operational constraints, including a lack of flexible resources, and the unpredictability of where or how donor interests might align with UNDP's comparative advantages, and the Government's policies.**

The challenge of exerting greater influence over policy and institutional settings in a country as large and complex as Indonesia is one that should not be underestimated. This is made more challenging for UNDP by a lack of access to flexible resources, and the inherent lack of predictability of donor interests, and where or how they will align with UNDP's comparative advantage, and the Government's policies. The current decline of traditional donor aid and the increasing donor emphasis on using ODA to promote mutual interests in middle-income countries, especially in the

case of economic powerhouses such as Indonesia, amplifies this challenge.

To maintain its relevance, especially but not only in governance, UNDP will need to continue to develop its capacity to provide high-level advice and expertise in areas where there is a demand for it, but also to further develop its role as a neutral convenor for development partners and national actors. To the extent possible, UNDP should seek to consolidate different strands of its work into a more coherent platform, focused on a more limited number of issues, and UNDP's core value proposition as a multilateral organization. This will require UNDP to reduce, and perhaps discontinue work in some traditional areas, while establishing more modest objectives in others, especially where it is unable to operate at a significant scale.

- **Conclusion 4. The country office has displayed a strong commitment to mainstreaming gender equality and the empowerment of women in its interventions and there are a number of notable examples of attention to gender mainstreaming, and outcomes achieved. Many of these efforts have arisen from the increased attention given to gender mainstreaming by the country office that is evident over the past three years, including by screening projects with the support of the regional gender adviser. This is important given this evaluation's assessment that the**

**gender focus across the programme in the past has been uneven, with many instances identified where the likely impact of interventions on gender equality through the use of gender markers have not been justified by evidence of actions undertaken. Reflecting constraints related to the design of projects, and potential limitations in monitoring systems, evidence of gender equality outcomes across the portfolio is relatively thin.**

While not universally applied, the IEO confirmed the country office team has paid strong attention to how projects can be better designed and implemented to maximize their contribution to gender equality.

Out of the 16 active country programme outputs, the IEO considers the gender ratings associated with just nine are defensible given the supporting intervention designs and performance reports. The gender marker rating of interventions associated with the remaining seven outputs, covering close to two-thirds of programme expenditure, is inflated.

The challenges of delivering gender equality outcomes through a mainstreaming strategy are reflected in reporting in the ROARs, where no evidence of gender equality outcomes is provided for 12 out of the 16 active country programme outputs.

## 3.2 Recommendations and management response

### Recommendation 1.



**For the next cycle, UNDP should revise and consolidate its country programme in Indonesia, promoting a narrower set of outcomes and outputs that show promise for achieving scale and impact.**

To maximize the potential impacts of programme interventions, especially, but not exclusively in the case of pilots or geographically delimited interventions, UNDP should endeavour to increase the scale of proven interventions and avoid engaging in small pilots of untested interventions that have limited prospects of influencing Indonesian Government policies or programmes.

UNDP should attempt to build on its role as a convener among development partners in Indonesia, strengthening the work it is currently doing in Papua and West Papua, and on countering violent extremism. There is also good potential for UNDP to expand its support to Indonesia's foreign aid aspirations, including as a facilitator of South-South cooperation. Given the limited prospects for scaling up existing interventions relating to sustainable palm oil production, UNDP should consider getting out of this business.

### Management Response: Accepted.



In the development of UNDP Indonesia Country Programme (2021-2025), the country office will take on board this recommendation. In doing so, the country office will also work closely with UNCT to suitably influence the UN Sustainable Development Cooperation Framework (UNSDCF) to select strategic and limited outcome areas. Based on past successes and the current national priorities, the country office envisages the following four broad outcome areas:

1. economic transformation to ensure that the growth engine incorporates the fast-changing technology landscape in Indonesia and its impact on the workforce, making sure that the informal sector and those vulnerable to poverty can benefit, and the country reaps demographic dividends
2. inclusive and participatory governance to ensure marginalized groups have a voice, citizen feedback mechanisms are functional, women and youth have access to last mile services, especially to address gender-based violence and religious extremism
3. conserving the fragile ecosystems of the Indonesian archipelago while ensuring that people can share the benefits of natural resources and are resilient to geological and climate-induced disasters
4. increase the institutional and regulatory preparedness to embrace innovations to accelerate the achievement of SDGs in this Decade of Action.

Outputs under these outcome areas will be limited to the 6 signature solutions provided in the UNDP Strategic Plan. In the context of the Covid-19 outbreak, the CPD will incorporate the three phases of response, recovery and build back better.

Recommendation 1 (cont'd)

Key Action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
1.1 Participate in the UNSDCF consultations that started since November 2019 in drafting the UNSDCF Outcomes to be copied verbatim as UNDP CPD Outcomes	February 2020	UNDP CO Indonesia		Completed
1.2 Conduct consultations workshop with the national stakeholders and development partners to gather inputs in developing strategic targets and key programmatic issues for new CPD (2021-2025)	February 2020	UNDP CO Indonesia		Completed
1.3 Consultations with respective UNDP programme specialist/ managers to set scalable targets for indicative country programme outputs for new cycle programming 2021-2025	March 2020	UNDP CO Indonesia		Completed
1.4 Submission of the draft CPD 2021-2025 to Programme Appraisal Committee and to the Executive Board Secretariat for September 2020 session	May 2020	UNDP CO Indonesia		Initiated

**Recommendation 2.**



**The sustainable development portfolio, including disaster risk reduction, anchors the UNDP country programme in Indonesia, yet UNDP manages just a small fraction of environment and climate change financial inflows into the country. There is significant potential for growth in this area and UNDP should develop a strategy to expand its expertise and services.**

In particular, UNDP should seek to capitalize on its strong position as a provider of environmental financial services, building on its successful advisory role in the issuance of Indonesia's first-ever sovereign green bond.



**Management Response:**  
**Accepted.**



The country office is aware that the increase in climate change funding opportunities makes it important for Indonesia to consider how to attract and leverage different types of environment and climate change investment, including that from private sources. However, the dramatic increase in opportunities to access climate finance is matched by equally increasing complexity. The requirements, processes and reporting associated with the many funds can be overwhelming for staff. Despite constraints, the country office has developed a strong pipeline of projects and is at an advanced stage of negotiations with national counterparts on several of these. Apart from the GEF and the GCF, regional funding will also be explored with a view to maximizing Indonesia's well-recognized experience in the areas of DRR/DRM and CCA. Also, the pioneering blended financing initiative, e.g. with BAZNAS, and development of instruments that attract impact investment will be further pursued.

Key Action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
2.1 Setting new targets on promising numbers of blended financing schemes into country programme document for the next five years	May 2020	UNDP CO Indonesia		Initiated
2.2 Identification of and analysis on potential private and public innovative financing scheme to support the environment, climate change, and sustainable development initiatives in the country	December 2020	UNDP CO Indonesia		Initiated
2.3 Further strengthen CO engagement with vertical funds for addressing climate-change-related issues	December 2021	UNDP CO Indonesia		Initiated
2.4 Build collaborative work with various financing institutions (public and private) to create/ facilitate innovative financing scheme (blended finance, green bond/sukuk, SDGs bond, social impact bond) to bring more financial flows leveraged for SDGs-related projects, with strong emphasize on the area of environment and climate change	December 2021	UNDP CO Indonesia (Innovative Financing Lab and Environment Unit)		Initiated



### Recommendation 3.



**In articulating its objectives, the next country programme should strive for more modest output descriptions that accurately reflect the substance and scope of anticipated work.**

The design of the results and resources framework should be clearer on what UNDP is trying to achieve in Indonesia, and how it is progressing on these objectives. Outcome indicators are too high level to provide any practical or meaningful insight into UNDP’s impact. Output descriptions and associated output indicators should better reflect what UNDP can influence, taking into account resources and government access.

### Management Response: Accepted.



The country office will strive to ensure that the new country programme has smart and meaningful outputs (and indicators). Every attempt will be made to ensure outputs are based on available trends and evidence and take into account other partners contributing to the issue and UNDP’s own resources and staff capacities.

While the outputs will be defined based on future projections and will consider areas of work which are innovative, the country office will employ filters to ensure such outputs are realistic without being unambitious and business as usual.

Such filters will include assessment of donor landscape, national priorities, capacities of partners both at the national and subnational level, availability of facilitating policies and regulations and resilience/flexibility of partners to risks and course corrections.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
3.1 Participate in the UNSDCF consultations in drafting the UNSDCF Collaborative Outputs that will jointly be contributed by UNDP and other UN agencies	February 2020	UNDP CO Indonesia		Completed
3.2 Consultations with respective UNDP programme specialist/managers on modest output descriptions that reflect the substance and scope of anticipated work for new cycle programming 2021-2025	May 2020	UNDP CO Indonesia		Initiated

#### Recommendation 4.



**The country office should build on its strong efforts to mainstream gender equality and the empowerment of women across its programme.**

While there is good evidence that the country office has a strong focus on gender mainstreaming, there are still gaps in attention to gender equality in both designs and reporting. In the next cycle, UNDP should give more consistent attention to the gender equality dimensions of its work in programme designs, regular performance reporting, and evaluations; and increase the accuracy of the gender marker rating so it better reflects likely contributions to improving gender equality. Monitoring and evaluation of gender-related outcomes should be enhanced with a view to obtaining deeper insights into the impacts of the country office's commendable gender mainstreaming efforts.

**Management Response:**  
**Accepted.**



UNDP Indonesia will develop tangible targets and indicators in mainstreaming gender and the empowerment of women across its programmes in the new cycle of the country programme. Gender measures will be applied across the programme. One specific target on gender will be focused on strengthening integrated service delivery to prevent and respond to sexual and gender-based violence, while others will ensure equal gender participation and benefits across intervention areas. Hence, collaboration with gender stakeholders will be in more concrete ways. In addition, to build effective gender mainstreaming and women's empowerment across the programme, UNDP will continually review the gender marker for each individual project, strengthen the capacity of the programme to include of gender components in evaluation and develop gender mainstreaming guidelines in project cycles to guide technical implementation. Collaboration with the Operations Unit will be made to ensure the enhancement of the capacity of UNDP personnel in implementing gender-inclusive programme.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
4.1 Organize a Gender Equality Technical Support Mission to support ongoing improvement learn from other country offices	March 2020	UNDP CO Indonesia		Completed
4.2 Apply gender indicators and disaggregated data to measure the participation of people and beneficiaries in the new country programme cycle	April 2020	UNDP CO Indonesia		Completed



Recommendation 4 (cont'd)

 <b>4.3</b> Improve various technical guidelines for gender equality in programmes and operations	December 2020	UNDP CO Indonesia		Initiated
<b>4.4</b> Develop a new Gender Equality Strategy 2021-2025	March 2021	UNDP CO Indonesia		Planned

\*Status of implementation is tracked electronically in the Evaluation Resource Centre database.

# Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/12275>

**Annex 1.** Progress towards outcomes and outputs in results and resources framework

**Annex 2.** Terms of reference

**Annex 3.** People consulted







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