INDEPENDENT EVALUATION of the United Nations Partnership for Development Framework 2016-20

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Abbreviations and Acronyms

AAR	After Action Review
Bappenas	Ministry of National Development Planning
BOS	Business Operation Strategy
CCDRM	Climate Change and Disaster Risk Management
FGD	Focus Group Discussion
GDI	Gender Development Index
GHG	Green House Gas
GoI	Government of Indonesia
HCT	Humanitarian Country Team
IASC	Inter-Agency Standing Committee
IDI	Indonesia Democracy Index
IFI	International Financial Institutes
LNOB	Leaving No One Behind
MIC	Middle-Income Country
MSMSE	Micro, Small and Medium Enterprises
ODA	Official Development Assistance
OCHA	Office for the Coordination of Humanitarian Affairs
OMT	Operations Management Team
RC	Resident Coordinator
RCO	Resident Coordinator's Office
RJPMN	National Medium-Term Development Plan
SDGs	Sustainable Development Goals
ToR	Terms of Reference
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNPDF	United Nations Partnership for Development Framework
USG	UNPDF Steering Group

Executive Summary

The Independent evaluation of the United Nations Partnership Framework 2016-20 was carried out by one international consultant during the period mid-April/mid-May 2019 with the logistical and data support by the Resident Coordinator Office. The main **objectives** were to generate evidence and lessons-learnt (for accountability and learning) and providing actionable recommendations for organizational learning and guiding the formulation of the next UNPDF 2021-2025.

The evaluation takes place in the penultimate year of the UNPDF implementation and is designed as the first step in the preparation of the next UN-Government of Indonesia (GoI) framework. The main criteria guiding the evaluation was "effectiveness", looking at UN coherence and detracting/contributing factors in the achievement of the UNPDF outcomes.

The **UNPDF** is aligned with the government mid-term development plan (RPJMN 2015-19) and identified four outcome areas:

1. Poverty reduction, equitable sustainable development, livelihoods and decent work
2. Equitable access to social services and social protection
3. Environmental sustainability and enhanced resilience to shocks
4. Improved governance and equitable access to justice for all

It also indicated several cross-cutting issues, namely: human rights, gender equality, HIV/AIDS, young people, statistics and data management. The framework also indicated three main working modalities: policy advocacy and advice, capacity building and knowledge sharing.

The **methodology** adopted was defined by the evaluation terms of reference and further elaborated in the inception report. It used a mixed methods approach relying of different sources of information to triangulate findings and provide a sound assessment of the main factors leading to a coherent UN response to national priorities and achievement of the outcomes. Data collection methods included in-depth interviews, focus group discussions, online survey, desk review of key documents and analysis of statistical data related to UNPDF's indicators.

The **findings** can be summarized as follows:

- UNPDF is a strategic document well aligned with national priorities. It guided to a certain extent UN agencies' plans, however the linkages between them are not always clear and its broad outcomes definition allowed for a retrofitting of UN agencies' programmes.
- Progress has been registered in all outcome areas. UN entities in Indonesia made contributions thematically linked to each result, at times in a coordinated fashion and with elements of innovative approaches. Progress in outcome 3 and 4 are perceived as slower than in the first two outcomes.
- Particularly successful interventions are those that managed, in a holistic fashion, to provide evidence and information for policy and planning, such as the Youth Development Index, the Democracy Index, and the knowledge produced around nutrition.
- Horizontal (across agencies' programmes in the same area) and vertical (upstream and downstream work of the UN) coherence is weak and not well articulated. Lack of UN coherence is perceived among UN staff as the main factor hindering progress towards the UNPDF outcomes.

- Partnerships and alliances have been effectively built to reach specific results, however further efforts should be made to strengthen partnerships with civil society and the private sector. UN partners also feel that in some areas partnerships at sub-national level are not as effective.
- Mainstreaming of gender and human rights has been rather successful, in spite of a framework which has been assessed as not very gender sensitive. There are two active UN working groups sustaining this work which is proven challenging in the evolving country context.
- UN coordination has been very efficient around emergencies and the UNCT is overall a well-functioning and collegial body.
- There are no significant overlaps or competition among UN agencies programmes, although in some cases there are missed opportunities for joint approaches (e.g. forestry and data).
- Outcome groups and overall UNPDF governance structure are not well functioning and have been superseded by a number of inter-agency groups creating a rather fragmented UN coordination mechanism. This weakens UN coherence and synergistic approaches.
- Operations and Communication are not integral part of the UNPDF design and implementation and this determines missed opportunities in terms of cost-efficiency, advocacy and visibility of UN work.

The following **recommendations** are put forward, based on the main findings and further elaborated in the full text as lessons-learned. See full text for an explanation of each recommendation.

1. Continue and build on the well-functioning coordination of humanitarian work and of the UNCT, under the clear leadership, and now further empowered (and resourced), UN Resident Coordinator.
2. The new UNPDF will need to provide a clear strategic direction for UN entities in Indonesia to design their country plans.
3. Identify SDGs "accelerators" for collective action as backbone of the UNPDF and elaborate the underpinning theory of change.
4. Analyse the humanitarian/development nexus in the Indonesian context and incorporate it in the next UNPDF.
5. Place more emphasis on joint cross-sectoral initiatives leveraging UN agencies' comparative advantages.
6. Include a common budgetary framework in the next UNPDF.
7. Engage the Operations and Communications arms of the UN system in the preparation and design of the next UNPDF to ensure synergies and collaboration.
8. Consider a monitoring framework which can capture UN contributions.
9. Coordination structure needs to be streamlined, made more efficient and results-oriented.
10. Consider establishing some light form of donor coordination.
11. Operationalise the meaning of "Partnership" as key feature of the UNPDF, including provisions for government co-financing.

1 Evaluation Context

1.1 Overall context

2019 has been a pivotal year for the UN development system globally as the UN reform process initiated by the current UN Secretary General is being implemented in full swing, including the repositioning of the UN Resident Coordinator (as the independent and empowered lead representative of the UN development system in the country) and a new generation of UN Country Teams. The reform also calls for a repositioning of the UNDAF (UN Development Assistance Frameworks, redefined in the Indonesia's context as UNPDF since 2011[1]). Although the final new UNDAF guidelines are yet to be issued, it is clear that these will call for a stronger alignment of individual UN entities programmes and interventions to the overall UN/Government framework, and for this to clearly respond to the national adaptation/prioritization of the Sustainable Development Goals (SDGs) and 2030 Agenda. The new generation of UNDAFs will also need to capture the entirety of the UN work in a country and for this to be in line with the strategic direction set by the UNDAF.

The evaluation is informed by these ongoing changes in the UN system, as well as the evolving situation in Indonesia. Since the design of the UNPDF 2016-20, new challenges as well as new opportunities emerged that called for the UN attention and contribution and which are taken into consideration in the overall framework of this evaluation. Of note is the recent[2] UNCT internal reflections and discussions on the role of the UN in Indonesia. This led to the definition of its 'value proposition' as "the UN is an impartial, rights-based and strategic partner supporting the Government of Indonesia as a member State to fulfil its commitments to advance the 2030 agenda for all."

1.2 The UNPDF 2016-20

The UNPDF was signed in 2015 by 24 UN entities (resident and non-resident) and sealed by the UN Resident Coordinator together with the Minister of National Development Planning. The framework was deliberately kept at the outcome level, to ensure flexibility in the definition of outputs. According to records the UNPDF was designed following extensive consultations involving the Government of Indonesia, the UN system and other major stakeholders including civil society, private sector, development partners, academia, workers', women' and young people's groups. The UNPDF identified four main areas of focus for the UN-GoI partnership:

1. Poverty reduction, equitable sustainable development, livelihoods and decent work
2. Equitable access to social services and social protection
3. Environmental sustainability and enhanced resilience to shocks
4. Improved governance and equitable access to justice for all.

These reflected the country's development priorities as embodied in the Medium-term National Development Plan 2015-2019 (RJPMN) and UN comparative advantages in the country. The implementation of programmes under these priority outcomes were to be informed by five crosscutting themes:

1. Human rights

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[1] This is to reflect the change in type of relation between the UN development system and Indonesia, as the country moved to the Middle-Income status.
[2] During the annual UNCT retreat which took place at the end of November 2018

2. Gender equality
3. HIV/AIDS
4. Young people
5. Statistics and data management.

The document indicated that, where possible, "joint programmes will be pursued by multiple agencies in areas of common interest, where it makes good sense to work jointly and have greater synergy". The UNPDF also identified three main working modalities for the implementation of the partnerships, namely policy advocacy and advice, capacity building and knowledge sharing. Furthermore, the document included the commitment to support the Government's work on innovation, South-South and Triangular Cooperation, and consolidation of United Nations – Government co-investment and cost sharing opportunities.

The UNPDF does not feature a Common Budgetary Framework, which would indicate the estimated budget needed to achieve the intended results, the resources available and those to be mobilized. The document also does not include an explicit theory of change underpinning the choice of the outcome areas, of the selected strategies and of the focused interventions in each area.

1.3   Evaluation scope and objectives

This independent evaluation was carried out during the period 11 April – 31 May 2019, comprising field work in Jakarta from 12 through 18 April. The evaluation was commissioned by the UN development system in Indonesia to assess the UN Partnership Framework for Development (UNPDF) covering the period 2016-2020. As mandated by the UN Development Group, the evaluation takes place in the penultimate year of the framework's implementation and represents the first step in the leading up to the preparation of the next UNPDF.

The stated objectives of the evaluation are:

1. Generate evidence and lessons-learnt based on the implementation of the UNPDF outcomes
2. Guide the formulation of priority areas and strategies for UN collaboration under the next UNPDF 2021-2025
3. Provide a set of actionable recommendations to be used for organizational learning
4. Support greater accountability of the UNCT to UNPDF stakeholders.

Under these broad objectives, the Terms of References (ToR) specified the scope of work also in view of the available budget and timeframe. In this respect the evaluation was asked focus on the process and results of the framework's implementation and, more specifically, on internal and external UN coordination and to what extend this supports the achievements of the national targets set in the RPJMN. The **Effectiveness** criteria was indicated as the basis for the evaluation objectives and key questions.

The ToR provided the following evaluation questions:

- How well does the UNPDF generate a coherent UNCT response to the RPJMN 2015-2019?
- What factors contributed to the realisation or non-realisation of the UNPDF outcomes?
- To what extent does the UNPDF promote effective partnerships and strategic alliances of the UN with key stakeholders around the national's SDGs and UNPDF outcomes areas (e.g. within

Government, with national partners, International Financial Institutions and other external support agencies)?

- How have the UNPDF and the work of Outcome Groups enhanced joint programming or joint initiatives by agencies and/or resulted in specific joint programming or joint initiatives?
- To what extent have UN agencies successfully facilitated the mainstreaming of provisions to advance gender equality and human rights during UNPDF implementation?

These questions were further elaborated and detailed in the inception report's evaluation matrix (see

Evaluation Matrix p.35). In the process it was indicated that also the criteria of **efficiency** would be partially covered (as it pertains to the coordination structure of the UNPDF) as well as **relevance** to the extent to which the document was perceived as relevant to the country's priorities and to agencies' work.

The main users of the UNPDF Evaluation will be the UN Country Team and its partners, i.e. the Government, development partners, civil society and relevant stakeholders participating in the UN supported programmes.

2 Methodology

The evaluation has been carried out in accordance with the principles outlined in both the UNEG Norms and Standards for Evaluation in the UN System and by the UNEG Ethical Guidelines for Evaluation, as well as the OECD/DAC evaluation criteria respecting the specificity of the country context. The following key principles are highlighted:

- Impartiality – the same questions were systematically asked to all stakeholders, both through questionnaires (for quantitative analysis) and face-to-face interviews. This allowed triangulation of findings.
- Independence – The evaluators was fully briefed by the UN on the evaluation process, but acted independently in collecting and analyzing information.
- Confidentiality – respondents were given assurances of confidentiality. All information collected remained confidential to the evaluator as indicated in the questionnaire and as stated upfront during the interviews.
- Inclusivity – the evaluation aimed at taking a participatory approach, reaching out to all relevant stakeholders. However, as per the limitations described below, exercising this principle was somewhat constrained.

2.1 Data collection and Analysis

Data collected was both primary and secondary. Secondary data primarily consisted of UNPDF-related documents, as well as statistical data related to the UNPDF indicators. Primary data was collected through semi-structured interviews, FGDs, and online-administered questionnaires. The evaluation adopted the following data collection methods:

1. Interviews with key stakeholders (this comprised selected UN Heads of Agency, main government counterparts, international development partners, national CSOs) including Focus Group Discussions (FGDs) with UNCT and a couple of UN internal thematic working groups. A few interviews had to be carried out via skype due to logistical challenges. A total of 24 interviews and FGDs were carried out and a written response was received. See Annex 0 for a full list of people consulted.
2. An online survey was administered to both those interviewed as well as to a larger spectrum of stakeholders directly by the RC to the UNCT, and to national counterparts through the UN colleagues. A total of 61 responses were collected. 38 were from UN staff and the rest from a number of UN partners (see Figure 1). See Annex 0 for the questionnaire.
3. Desk review of key documents: UNPDF 2016-20, RPJMN 2015-2019 and technocratic draft version of RPJMN 2020-2024 (executive summary, the full text is not available in English), UNPDF Annual report 2016/17, draft inputs to the UNPDF Annual Report 2018, UN agencies'

annual reviews, CPDs and specialized agencies' country programmes, ToRs of coordination groups and related minutes, etc. (see Bibliography on p. 33)

4. Collection and analysis of statistical data related to the selected indicators set in the UNPDF M&E framework. For data collection the evaluator relied on data provided by the RCO for the UNPDF 2018 as well as directly retrieved from BPS website (Indonesia National Statistical Agency).

Respondent Profile - Where do you work?

61 responses
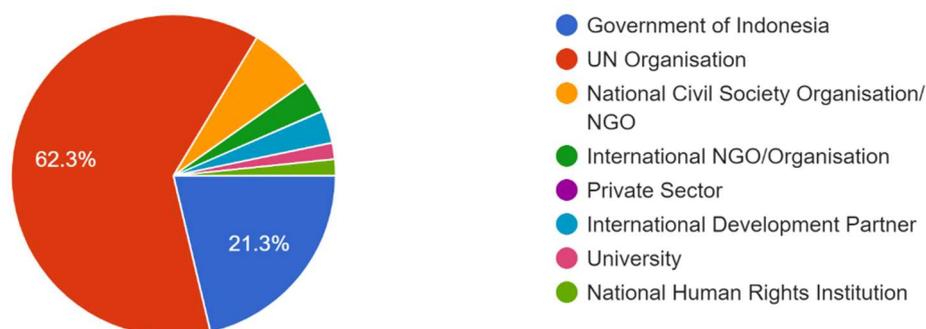
Outline for the semi-structured interviews and questionnaires are provided in the annexes and are informed by the evaluation matrix.

2.2 Limitations and constraints

As indicated in the inception report, the evaluation context and framework pose challenges and limitations. These can be grouped in three main categories as follows.

1. Limitations related to the UNPDF design

There is no stated theory of change[3] nor for the overall framework nor for each results area. This implies that the evaluation cannot assess if the types of intervention designed under the UNPDF are indeed contributing to addressing the sustainable development challenges as identified in the CCA, the UNPDF and the RPJMN. There was also no time in the evaluation ToR to reconstruct the underpinning theory of change with the concerned agencies and key stakeholders.

The lack of a common budgetary framework also hinders the opportunity to use the financial commitments and subsequent delivery under each outcome area as a proxy to assess progress made in the course of the UNPDF implementation.

2. Constraints in the M&E framework

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[3] It should be however noted that at the time of the UNPDF development there was very limited guidance provided by the UN development system about including a theory of change process during the planning phase.

The M&E framework of the UNPDF is set at the outcome level and as these are rather high-level medium/long term results, it might be difficult to register a change in the indicators themselves, and most importantly, not all data was updated to 2018. Prior to that, the change in the value of indicators from the baselines indicated in the UNPDF cannot be attributed to a contribution of the UN system during this programming cycle, which started only in 2016. Even where a positive change is recorded, the actual UN's contribution to their progress is being assessed against stakeholders' qualitative feedback.

3. Limitations set by the evaluation design and management

The evaluation was designed to take place within a limited timeframe and resources (20 working days over a month period for one evaluator) and does not allow for an in-depth technical review of each priority area. In view of this, the ToR defined effectiveness as the main criteria for the evaluation, focusing on the capacity of the UNPDF to promote a coherent UN response, to forge partnerships, facilitate joint initiatives and programmes and mainstreaming cross-cutting issues.

Furthermore, although the evaluator was in Jakarta for 7 days, only 4 working days were in fact available (the mission took place during the election week), limiting significantly the number of face-to-face interviews that could be carried out, especially with government counterparts. This was partially compensated through a few video conferences which were organized with the support of the RCO in the following weeks.

The online survey was administered to UN partners through individual UN agencies in most cases. It was hence difficult to follow up through the RCO and ensure responses. The final number of respondents did not allow to break it down by category of counterparts (i.e. GoI, CSOs, Private Sector, International Development Partners) but they had to be lumped together as "UN Partners". The majority in this group being representative of the government (13 out of 23). Responses were analysed broken down by these two broad categories. However, if no significant difference across the two groups emerged, reference is made to the total results.

3 Findings

The evaluation, although focusing on the effectiveness criteria as indicated in the ToR, also explored partially the relevance of the framework as well as its efficiency, related in particular to the coordination mechanisms put in place and their capacity to enhance UN coherent programmatic responses.

3.1 Relevance

The relevance of the UNPDF outcome areas to Indonesia's outstanding development challenges was confirmed during the evaluation process. Most of the respondents to the online survey indicated that the priorities identified in the UNPDF adequately respond to the national priorities being aligned with the RPJMN (with an overall score of 3.2 out of 4). Further alignment will be needed in the future with the national and local level SDGs indicators and targets as they are being defined by the government.

In terms of its relevance vis-à-vis UN entities' own programming, the picture is mixed. While in general the Heads of Agencies interviewed feel that the UNPDF provided the right strategic framework to guide their agencies' programmes in the country ("helped as a reference document" and "set the parameters within which we can work" to quote two of them), this impression is not shared across the board and does not seem to have trickled down to the their colleagues ("the document was basically shelved" as one UN staff put it). It also does not transpire in their programmatic documents. A review of the main agencies' country strategies/programme documents revealed that in a couple of cases the UNPDF is only referred to in generic terms (i.e. as a reference document in general). In all the others, PDF's outcomes are included in the respective results matrices, but in most cases indicating the UNPDF's outcome or outcomes that the specific agency's programme component would contribute to. In these documents, results matrices' hierarchy are built around the agencies' programme components/strategic priorities and/or corporate/regional priorities.

If the UNPDF, and even more so the new generation of UNDAFs, is to guide the work of the UN in a country and be the reference document for UN agencies to know what will be their contribution to national priorities, the present one did not fulfill this role. Some agencies felt that is not a guiding document, failing to provide a common narrative and, most importantly, a shared theory of change for UN's contribution to Indonesia's sustainable development. Likewise, it is not a document that partners are familiar with and is being used to advocate for UN's work in the country. As a partner to the UN stated "UNPDF is not an outward-facing document".

The framework, however, provided the flexibility for the UN to also respond to emerging new challenges that benefitted from a joint UN response. This is the case of preventing/countering violent extremism (P/CVE for example, with UNODC, UNDP and UN Women starting now (2019) a joint programme funded by the UN Human Security Trust Fund "to tackle root causes of violent extremism in East Java so that no longer threatens human security in the region and beyond".

In terms of adequately capitalize on **UN comparative advantages** in the country, while the UN approach is considered by and large adequate, suggestions also emerged from the consultations and analysis. In particular the role of the UN in supporting Indonesia as an emerging donor as well as sharing its experience with other countries; further work on international standards including support for SDGs monitoring; help bridging the gap across regions of the archipelago focusing on disparities and the principle of Leaving No One Behind (LNOB); supporting minority rights and women's

empowerment; and consider regional cooperation including with ASEAN. Overall there is a sense that, for the next UNPDF to be relevant, not only has to be aligned with the RPJMN and the national SDG framework, but be able to identify a few key 'pressure points' or **'accelerators'** for collective action, that could exercise a multiplier effect on most SDGs targets. This can be done with a thorough, participatory, analytical process exploring the underpinning causes of Indonesia's outstanding development challenges that could hinder the achievement of the SDGs and an honest analysis of UN's comparative advantages. The latter should include reflections on streamlining UN presence in the country and engaging line ministries across sectors using individual agencies' 'special relations' with them.

3.2   Effectiveness

Effectiveness was the main criteria guiding this evaluation. The related questions the evaluation was asked to respond were:

1. To what extent does the UNPDF promote effective partnerships and strategic alliances of the UN with key stakeholders around the national's SDGs and UNPDF outcomes areas (e.g. within Government, with national partners, International Financial Institutions and other external support agencies)?
2. What factors contributed to the realisation or non-realisation of the UNPDF outcomes?
3. To what extent have UN agencies successfully facilitated the mainstreaming of provisions to advance gender equality and human rights during UNPDF implementation?

Although mainly answered under the efficiency criteria, the evaluation question on "how well does the UNPDF generate a coherent UNCT response to the RPJMN 2015-2019?" is also considered here in terms of type of programmes and responses developed under the UNPDF to progress towards the set outcomes.

The findings are grouped in line with these questions.

3.2.1   Factors contributing to the outcomes

The analysis of the progress made towards the achievement of the each UNPDF outcome and its contributing or detracting factors, is based on three main sources of information:

1. UNPDF annual reports (2016/17 and draft 2018)
2. Inputs provided during the in-depth interviews, FGDs and online survey
3. Monitoring of indicators as included in the M&E framework of the UNPDF

The latter are limited to those that have **data** available up to 2018 and are used just to show general trends. Being most of the indicators at impact level, to be in line with the RPJMN and SDGs framework, it is very difficult to link a change of value in these indicators to specific UN contributions.

The **UNPDF annual reports** are a well- structured, easy to read compilation of the main accomplishments of the UN system under each outcome areas. The evaluation will not repeat the description of successful UN interventions and their results that can be found in these reports, but will only refer to a few selected examples to prove the success in using innovation and complementarities across agencies. These are not meant to be an exhaustive list of the good joined up work that the UN has been carrying out in Indonesia under this UNPDF.

Although it is beyond the scope of this evaluation to analyse progress made under each outcome area, a brief snapshot is provided below based on the above-mentioned sources of information. Overall there has been progress on all outcome areas with some (poverty reduction and equitable access to social services) more visible than others. Notable innovative work has been carried out under each outcome, **leveraging the UN comparative advantage in a MIC context**, i.e. provision of policy advice, piloting models to be scaled up, provide evidence for policy and planning (e.g. the Youth Development Index and the Democracy Index), upholding international norms and standards and, to a certain extent, facilitate sharing of Indonesia's experiences with other countries.

However, in most areas the UNPDF did not identify synergic connections between areas of interventions. Consequently, in analyzing the annual reports what emerges is an interesting list of valuable contributions that are scattered around the broad thematic area of each outcome. It lacks the sense of being pieces of a more complex puzzle. This is a design fault that has been reflected in the implementation of the UNPDF. Only well into the programming cycle, as some stakeholders observed, joint initiatives and complementarities started being more effectively identified and worked on. This is being confirmed by the fact that, in terms of specific factors (internal to the UN system) that hindered the achievement of the UNPDF results, 52% of respondents to the online **survey**[4] chose "lack of **coherence** across UN agencies" for all outcomes. Although this resonates well with the feedback collected during the in-depth interviews with partners, it should be noted that most of non-UN respondents chose "none/I don't know" as an answer (see Annex 5.4.3 on p. 41). External factors varied across the outcomes.

Respondents (mainly UN staff) provided also a vast array of observations regarding the detracting factors towards the UNPDF outcomes. Of notice, which was confirmed during the in-depth interviews, is the reference to Indonesia's **decentralized** governance system. As one of the responded put it, "making the adopted policies/strategies operationalized at the sub national level is challenging considering the highly decentralized government system" and this of course has an influence in allowing the UN system to reach out to the most vulnerable as planned. This is a challenge that cuts across all outcome areas as well as the issue of overall coordination (among UN agencies as well as between UN agencies and other partners) and **ownership** of the UNPDF.

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[4] Taking out the respondents that did not answer or indicated that they did 'not know' what these factors could be.

### 3.2.1.1 Outcome 1: Poverty reduction, equitable sustainable development, livelihoods and decent work
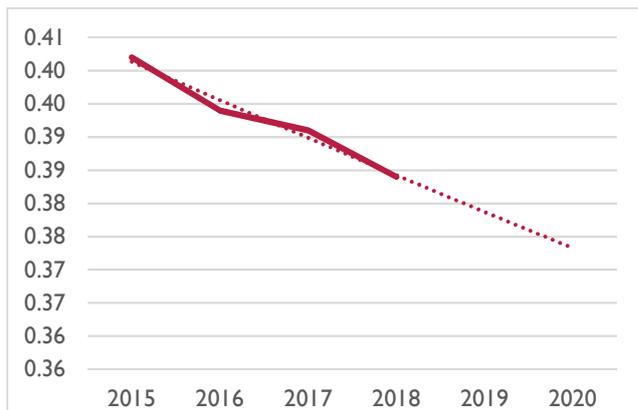
FIGURE 3 – NATIONAL GINI INDEX, 2015-2018 AND TREND - SOURCE: BPS

The result the UN is set to achieve under this area is: "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." In particular the UNPDF planned for responses related to agriculture and agro-processing, food security, industrial relations, job creation and employment. Two key monitoring indicators included in the UNPDF for this outcome are the Gini coefficient and the Poverty rate. The trends in these two indicators at the national level are in the right direction but, as the trend goes, they will not reach targets set in the RPJMN and hence in the UNPDF. If we look at the Gini Index, this has declined since 2015 (with some up and downs) to reach a value of 0.384 in September 2018. The target set for 2019 is 0.36, but as we can see from Figure 3, at this pace it will drop just slightly under 0.38 by 2020. In terms of poverty, while the decline continues to be significant, likewise the target set by 2019 of having only 7-8 percent of the population living under the poverty line will not be achieved given the current pace. As of September 2018, 9.66 of Indonesia's population was still living in poverty. Most importantly the gap across provinces and between rural and urban areas is not being bridged, on the contrary. As we can see in Figure 2, while poverty has been decreasing in all areas, the rate of decline
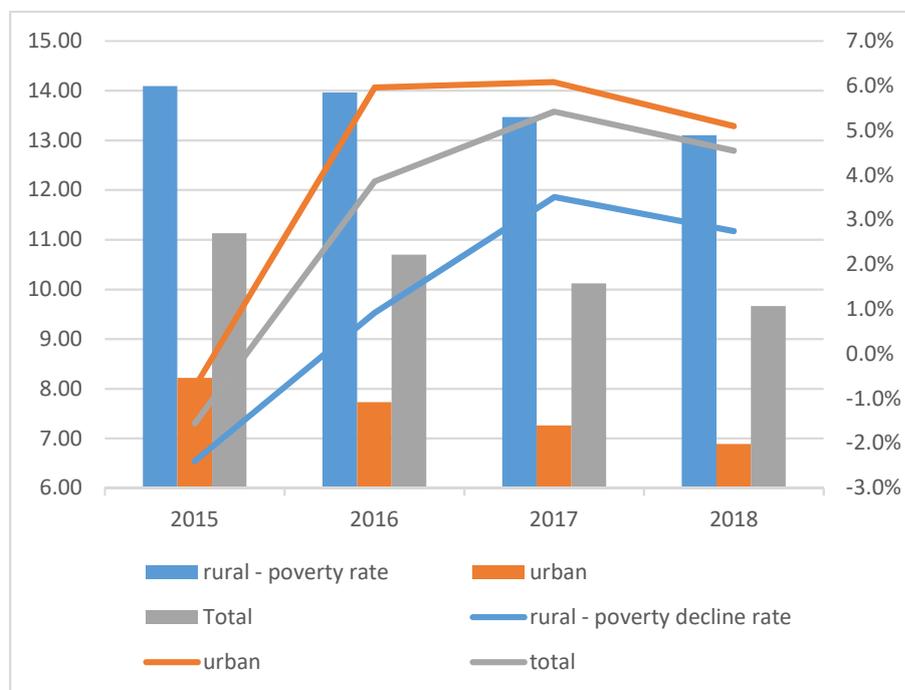
FIGURE 2 - POVERTY RATE AND POVERTY DECLINE RATE BY AREA. SOURCE: BPS

has been much more significant in urban areas than in rural areas (with a growth in poverty levels between 2014 and 2015 and hence a negative trend registered in its decline). Although targets were not set by province or by area of residence, the UNPDF specifically mentioned a focus on "vulnerable groups, including the poor, women and indigenous forest dependent people".

Unemployment has decreased from 5.94 percent in August 2014 to 5.34 percent in 2018. If we look at youth unemployment (a target group of the UNPDF) this is still high (registering in 2018 a rate of 16.73 percent for the age group 20-24 and 6.99 for the age group 25-29) declining about 4 percent since 2014, hence slower than the overall unemployment trend. Another indicator included in the M&E framework of this outcome, and for which we have comparable up-to-date data, is the Gender Development Index. Its target was an increase by 2019. The GDI increased from 90.34 in 2014 to 90.96.

We cannot take these indicators as a measure of 'failure' of the UNPDF. It is clear that the impact of the UN system's contribution to these macro trends is minimal and hence misleading to assess the interventions made under the UNPDF. Furthermore, many contributions of the UN system are at policy level and the impact on these will reflect on these indicators only in the years to come. For example, the development of a **Youth** Index, which has been acknowledged as a useful input for targeted and effective policy-making addressing the needs of young Indonesians, will have to be translated into policies and programmes addressing the specific challenges faced by young people in different parts of the country. This is only starting now and will not have an impact, for instance on youth unemployment (together with another vast number of factors), until the next programming cycle. These indicators should be kept, however, as overall reference for future discussion with stakeholders and reflections on the strategies to be adopted to impact on these trends.

Beyond the areas of intervention indicated in the UNPDF, UN agencies working in Indonesia engaged in a number of programmes that thematically relate to this outcome although might have not been clearly mentioned in the UNPDF. These were undertaken as opportunities aroused and new issues emerged. In particular the annual reports and discussion with stakeholders highlighted the contribution of the UN in **innovation and financing** (and combination of the two). In terms of finance, the UN has worked both toward the mandate of "unlocking the trillions" and hence mobilizing untapped financial resources for sustainable development in Indonesia (through innovative financing initiatives)[5] but also in terms of ensuring financial inclusion, partnering with the private financial service providers and using technology to map out financial access. Innovation technology was also leveraged in a joint fashion to produce real-time information on flood and drought hazards and their potential impact on vulnerable people (through an interactive map-based platform called the Vulnerability Analysis and Mapping Platform for Regional Events - VAMPIRE).

Work has been carried out both at policy and ground level to advance towards this result in line with the programmes indicated in the UNPDF. There are some examples of joint work bringing together the expertise and mandates of two or more agencies to tackle vulnerable groups (e.g. refugees, survivors of human trafficking, migrant labour etc).

Overall there is a sense that progress has been made in this area of work (the online survey returned an average 2.7 with 1 being the lowest level and 4 the highest in terms of progress made). Challenges identified by the respondents to the survey are by and large in line with the other areas (see paragraph above), with the exception of the overall macro-economic situation in the country which is indicated more than in the other outcomes as the factor hindering progress towards poverty reduction, equitable sustainable development, livelihoods and decent work. (see Figure 10, p. 39). As far as

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[5] This is also reported under outcome 3.

internal factors, similarly to other outcomes, the lack of coherence across UN agencies is the one mostly cited, followed by "weak partnership with civil society/private sector" (see Figure 14 on p.41).

3.2.1.2   Outcome 2: Equitable access to social services and social protection

The result to be achieved is: "By 2020, the poor and most vulnerable have better and more equitable access to quality basic social services, and to comprehensive social protection, and better access to water supply and sanitation." This included a focus on maternal and infant mortality, malnutrition, reproductive health and HIV; water and sanitation; social protection; education (from early childhood through adolescence); and capacity building for basic services delivery to the poorest and most marginalized.

Of all the monitoring indicators set in the UNPDF, only one has comparable (i.e. same method/same source of data) and recent (2018) data. This pertains to the number of households that do not use a toilet facility. A slight improvement is registered in all areas of residence, however the gap between rural and urban areas persists. The 0 percent target to be reached by 2019 will not be achieved. In the draft UNPDF Annual Report 2018 it is also reported that there has been a decrease in stunting from 37.2 percent in 2013 to 30.8 percent in 2018.

FIGURE 4 - PERCENTAGE OF HOUSEHOLDS THAT DO NOT USE A TOILET FACILITY. SOURCE: BPS/SUSENAS

Policy advice and evidence has also been provided to improve the **nutrition** status of Indonesian children and reduce stunting, but although mentioned under this outcome, it is usually reported under outcome 1 in the UNPDF annual reports. This is probably because the first outcome covers issues related to food security. **Innovation** has also been leveraged in this thematic area to enhance immunization coverage and facilitate access to HIV-related information. Beyond policy level support to improve the health system (including evidence-based policy advice on family planning) and provision of quality drinking water, the UN also worked in specific geographical areas (Papua, West Papua, Aceh and West Nusa Tenggara) developing models to be scaled up (e.g. early literacy programme in Papua). In education special focus was given to out-of-school children and how to eliminate barriers for marginalized groups[6]. A baseline study on SDG 4 was also developed to support the education equity focus.

In terms of perceptions, according to the survey, this outcome has performed better than outcome 1, with an average score of 2.8 out of 4. In terms of external and internal factors hindering advancement in this area, the responses are very similar to the other outcomes, with more emphasis placed on 'political commitment' and 'national capacities' as external impediments by the UN, while partners still emphasized the overall macroeconomic situation as well as limited funding (see Figure 11on p. 40).

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[6] See draft UNPDF Annual Report 2018

The outcome is a bit of a mixed bag, with some services explicitly mentioned (i.e. water and sanitation, social protection) and others not (health and education). Most importantly, as for the rest of the framework, it seems that there is no clear understanding of how progress in each of these services are connected to each other and the evaluator has not found examples of holistic policy and research approaches to understand these inter-linkages. On the contrary an interviewed stakeholder noted that that further coordination is needed to ensure that support is provided synergistically around issues for effective evidence-based policy advice[7].

3.2.1.3   Outcome 3: Environmental sustainability and enhanced resilience to shocks

The result to be achieved is "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". The UN should have contributed to these results through policy and capacity building work in three main areas: sustainability and conservation of the environment, climate adaptation and mitigation, and disaster management.

The only indicator under this outcome that has comparable data up to 2018 is the "Percentage of renewable energy in the national primary energy mix", which is a proxy to the response regarding climate change mitigation. The rate grew from 4.76 percent in 2016 to 6.24 percent in 2018. Far, however, from the set target of 10-16 percent by 2019.

Disaster risk management and response feature strongly under this outcome given Indonesian disaster-prone context. The UN has worked with the government at national and sub-national level to enhance disaster prevention and preparedness, emergency response as well as building the resilience of the affected communities, as in the case of Central Sulawesi and Sunda Strait[8]. As evidenced in the draft After Action Review report related to the Central Sulawesi Earthquake response, which found that "HCT coordination and assistance (…) were effective and efficient" and that "HCT/OCHA support was critical in activating the national clusters and kickstarting inter-cluster coordination". Challenges still remain in terms of fine-tuning the interface between the HCT and the national coordination structure and facilitate the shifting role of the international community from one of leadership to one of supporting national response efforts[9].

On the environment front, focus has been on a number of issues, including forest management, restoration of peatland, sustainable palm oil and sago production, GHG emissions calculations, fire risk monitoring systems, invasive alien species management, coastal and marine ecosystems and fisheries management. It is under this outcome that the bulk of **innovative financing** mechanisms for sustainable development have been developed, including Islamic financing, crowdfunding, partnering with state-owned banks, among others.

In terms of perception, though, there is a sense that this is where the UN has been lagging behind, with a total average score of 2.5 (from 1 to 4, with 1 indicating no progress made and 4 very significant progress). Regarding the external factors that have been stalling progress in this area, respondents have been quite vocal. While the overall macroeconomic situation is not seen as a particular hurdle

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[7] The same interviewee expressed appreciation for the support provided on stunting and malnutrition, which provided the "overall conceptual framework".
[8] Draft UNPDF Annual Report 2018
[9] Draft ARR 2019

in advancing environmental sustainability (at least for the UN staff), political commitment, national capacities and funding are all perceived as playing a stronger role here than in other areas (see Figure 12 on p. 40). As far as issues internal to the UN system, the situation is not very different from the other outcomes, confirming the lack of coherence as the first selected impediment to achieve results, followed closely, in this case by, "weak partnership with civil society/private sector".

3.2.1.4 Outcome 4: Improved governance and equitable access to justice for all

Under this outcome, the UN has committed to contribute to the following result: "By 2020, disadvantaged populations benefit from enhanced access to justice and more responsive, inclusive and accountable public institutions that enjoy public trust." UN contribution was to be delivered through capacity building of public institutions (at national and sub-national level), enhancing democratic processes, improve access to justice for all and combatting corruption.
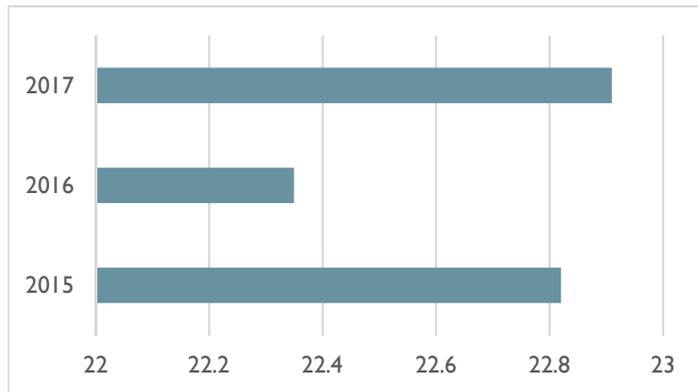
FIGURE 5 - PERCENTAGE OF EVER-MARRIED WOMEN AGED 20-24 WHO WERE MARRIED BEFORE 2018. SOURCE: BPS

In terms of advancement towards the set targets, the data available shows a swinging Democracy Index (after a decline in 2016 it bounced back in 2017 at 72.11, still slightly lower than 2015 and not in reach of the 75 2019 target). The target of reaching 75 percent of provincial governments that have scored B (= good, 65%–75%) or above in the Government Institution Performance Accountability Report (LAKIP) has apparently been already surpassed in 2018 with an 85.29 percent. Child marriage does not seem to have progressed (see Figure 5), with some provinces registering over 35 percent of ever married young women who married before the age of 18. Birth registration have also somewhat stalled national level (see Figure 6). On the positive side, the number of poor justice seekers accessing National Law Agency (BPHN) funded legal aid services constantly increased in the last few years up to 18,235 in 2017 from 11,155 in 2015, but the target of 31,801 by 2019 seems out of reach. As for the other outcomes, this data needs to be taken with a pinch of salt. The good work carried out by the UN and partners in the last few years cannot have yet significant impact on these indicators both in view of the timeframe (policy level work, pilot models developments and capacity building will have an impact at a further stage) and given the size of the country (improvements are probably registered in specific focused areas but fails to affect national averages). The data however highlights the persisting magnitude of the challenges the UN was set to tackle and needs to be kept into consideration for future programming and its underpinning theory of change.
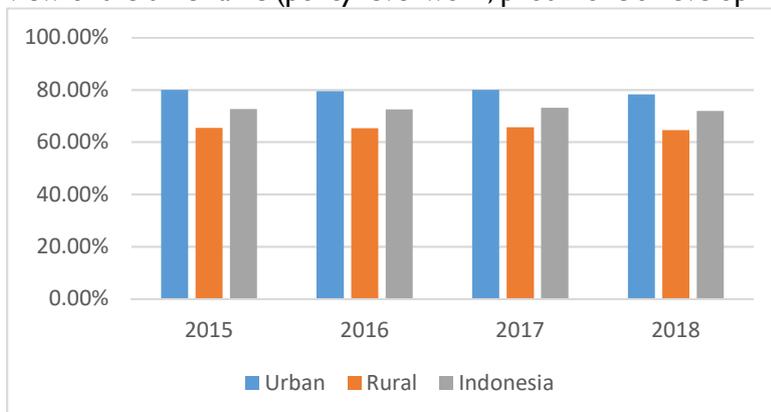
FIGURE 6 - PERCENTAGE OF CHILDREN UNDER FIVE THAT HAVE A BIRTH CERTIFICATE. SOURCE: SUSENAS

According to the annual reports, significant work has been carried out in this area, in particular in relation to access to justice (especially for vulnerable groups[10] and considering traditional justice systems), violence against women, preventing and combatting violent extremisms, child marriage, birth registration, youth and adolescent participation in policy making, and gender-responsive governance. The UN has also recently initiated a **joint programme** (UNODC, UNDP and UN Women) funded by the UN Human Security Trust Fund "to tackle root causes of violent extremism in East Java so that no longer threatens human security in the region and beyond". Complementarities and synergies have also been explored in the area of violence against women.

It should also be noted that the development of the IDI, used now at the national level as a monitoring indicator for the progress made in governance, is in itself a significant and sustainable contribution of the UN, which provided a solid methodology to monitor the different dimensions of democracy both at national and local levels.

This is however an outcome that suffers in terms of perceptions. It is here that the highest number of respondents feel that they do not know if progress has been made (almost 1 out of 3) and 43 percent of those who provided a reference feel that there has been only slight progress. This can be partly attributed to the fact that a number of UN contributions in this area were concluded in the first half of the UNPDF implementation cycle.

Not surprisingly, given the nature of the outcome, "lack of political commitment" is the most cited external factor holding back progress in this area (over 47 percent of respondents chose it – see Figure 13 on p. 41). Like the other outcomes, this one also suffers by lack of coherence in UN approaches according to stakeholders.

3.2.2 Partnerships

The evaluation ToR clearly outlined the importance of assessing the extent to which the UNPDF managed to forge effective partnerships around the SDGs and the UNPDF outcomes. As noted above, the UNPDF outcomes did not function as platforms for joint planning and programming, likewise partnerships did not form around them specifically. As one stakeholder put it: "The UNPDF is not an operational document. It is only a strategic framework around which UN agencies can formulate their agency-specific plans. Therefore, in itself it doesn't really promote strategic alliances."

However, strategic alliances and partnerships materialized, but not necessarily thanks to the framework (see also the section on Efficiency on p. 23). The impression is that the national and global drive to reach the SDGs was a more effective framework to push UN and partners to collaborate and build alliances. This is true in particular vis-à-vis the private sector, universities and, to a certain, extent civil society organizations, beyond the natural counterpart to the UN which is the government. Good examples of partnerships in this sense are innovative financing initiatives for sustainable development (including inclusive finance for MSMEs); inter-agency and CSOs alliances to counter child marriage; Bappenas-led SDG secretariat; partnership with Bill and Melinda Gates foundation/UN/GoI/ private sector on family planning; promoting women's empowerment in the private sector and "Better work"(together with private sector and IFIs); to name a few.

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[10] Women, victim of gender-based violence, domestic workers, victims of human trafficking.

Many other successful alliances across UN agencies and other partners are reflections at country level of global agreements: such as among the Rome-based agencies (on food-related researches and bulletins), on disaster preparedness and response (as per IASC mandate), on HIV/AIDS, and H6 (to advance the Every Woman Every Child Global Strategy and support country leadership and action for women's, children's and adolescents' health), on One Health, and UN/REDD (United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries) .
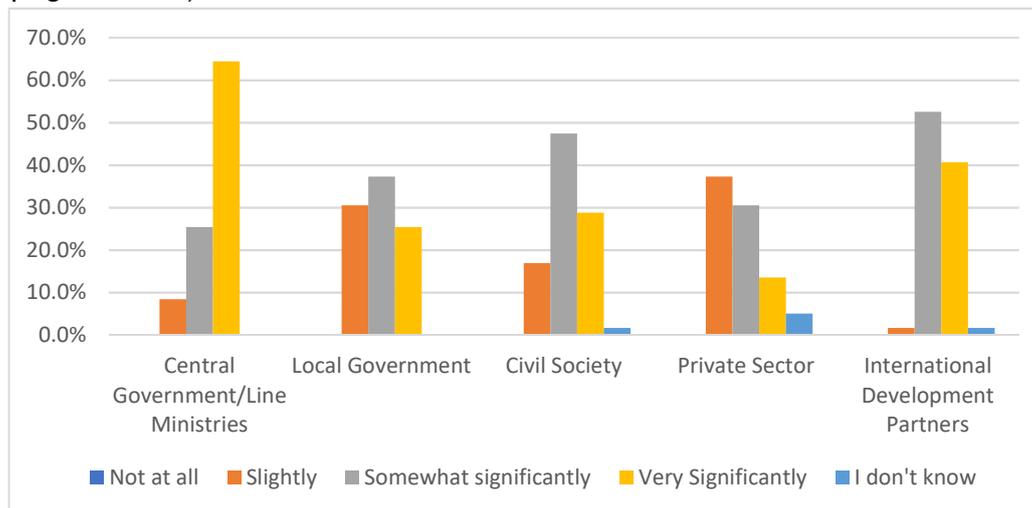
Overall, the UN is still perceived, and de facto is in Indonesia, very effective in building partnerships with the central government. Almost 65 percent of respondents to the survey, indicated that the UN is very effective in this regard, but not so successful when it comes to local government and civil society, even less so with the private sector (see Figure 7). This has been confirmed during the in-depth interviews.   Building alliance with NGOs/CSOs especially at the local level and with the provincial/district governments is crucial in the strongly decentralized Indonesian context and in view of localizing the SDGs. Not surprisingly, if we look at the responses by category of respondents (i.e. UN staff vs. UN partners), the picture is slightly different, with a perception by the GoI, CSOs and others that the UN is across the board weaker in building partnership than what the UN reckons (see Table 2 on p. 39).

Thus, while the UN is perceived as effective, to a certain extent, to promote effective partnerships and strategic alliances around the UNPDF[11], there is space for improvement in terms of expanding the quality and range of partnerships established so far[12] and to do so as UN system and not individual agencies. The UN is appreciated for its convening power, its capacity of bringing together different stakeholders and to link the global, national and the local levels, also around sensitive issues. While such comparative advantage is now leveraged, there is more that could be done, expanding alliances and working as the UN, after all "working together creates 'legitimacy'" (quote by an interviewee).

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[11] Within a range of 1 to 4 (where 1 was 'not at all' effective and 4 significantly effective in promoting partnerships) the average score was 2.7.

[12] See also "Formative Evaluation of UNICEF Indonesia's Partnership Strategies (2016–2020)" by Act, for a solid assessment of the sustainability, efficiency and effectiveness of such partnerships in Indonesia.

Last, but not least, while the denomination of the UN/GoI compact as a "Partnership" is welcome, this is only to a certain extent translated into reality. A partnership implies a two-way relationship of mutual benefit with joint implementation of programmes, including co-funding. This has proven challenging and something to be better explored for the next UNPDF.

3.2.3 Gender and Human Rights Mainstreaming

The Evaluation ToR asked to explore "to what extent have UN agencies successfully facilitated the mainstreaming of provisions to advance gender equality and human rights during UNPDF implementation".

First of all, the evaluation revealed the presence of two very active and appreciated UN inter-agency working groups on Human Rights and Gender respectively. The latter has come to the fore more recently compared with the one on Human Rights. Both managed to design initiatives aimed at mainstreaming human rights and gender equality and build effective partnerships with relevant partners. In terms of human rights, concrete results were achieved on joint programming on disabilities and linking human rights to the SDGs and their indicators. Under gender equality, beyond the already mentioned joint initiatives to tackle gender-based violence, the UN is currently assessing how the current UNPDF is scoring on gender and, most importantly, how to ensure that the next Common Country Analysis and UNPDF are gender sensitive.

The UNPDF is not particularly gender sensitive in its design, and given the situation in the country in terms of women's empowerment, there is clearly an opportunity for the UN to better integrate gender issues in its analysis and programmes for the next cycle. While it is appreciated that gender is considered a cross-cutting issue, if there is not a clear strategy on how to address the outstanding challenges to bridge the gender gap and unlock women's potential for the country's development, it will be difficult for the UN programmes to effectively make a dent.

On human rights, the UN should be commended for the consistent efforts to link them to Indonesia's international commitments including the SDGs. However, there are growing concerns and challenges related to the political space available to support the rights of specific minority groups. The UN is called to maintain a balanced and constructive approach while ensuring that positions area clear and upheld consistently.

In terms of perceptions, mainstreaming of human rights and gender equality has been rather effective, with an average score by all respondents to the online survey of 2.7 in both cases (on a scale from 1 to 4). Interestingly UN partners feel that the UN has been more successful in this regard than the UN itself, with government, NGOs and others rating them 2.83 and 2.96 (human rights and gender mainstreaming respectively) against 2.6 for both by UN staff.

3.3 Efficiency

The efficiency of the UNPDF is here analysed mainly in terms of UN Coordination structure and its functioning, thus responding partially to the following main question posed by the evaluation ToR: "How well does the UNPDF generate a coherent UNCT response to the RPJMN 2015-2019?"

The consultations and desk review of key documents highlighted the following main issues in this regard:

1. Coordination is very efficient and effective around emergencies. This is recognized and appreciated by both UN staff as well as stakeholders and partners.
2. There is space for improvement in terms of coordinating support to GoI in certain thematic areas (e.g. forestry and data/SDG monitoring).
3. The planned coordination mechanisms to advance a coherent contribution of the UN system under each outcome area (i.e. the Outcome Groups) are not functioning and this is hindering overall coherence.
4. The overarching UN-Bappenas Forum is active, but perceived mainly as an information sharing platform rather than an effective tool for consultation.
5. A number of thematic working groups and task forces operate under the UNCT on issues related to the UNPDF. Most of these are functioning well and allow for a certain degree of joint and coherent responses.
6. There is no direct link between the coordination of UN business operations and the planning and implementation of programmes. Different UN agencies' administrative systems hinder opportunities for joint programmes.
7. There is space for the UN to facilitate coordination also with international development partners to avoid duplications and ensure synergies.

More specifically, there is a sense of pride in the way the UN system coordinate itself and partners in response to humanitarian crises and this is recognized and acknowledged by the different stakeholders consulted by the evaluator. Although challenges remain, as evidenced in the recently issued After Action Review Report related to the HCT's emergency response phase of the Central Sulawesi Earthquake in 2018, the Humanitarian Country Team (HCT) has been working over the years in Indonesia with the technical and coordination support of OCHA and progressively improved its efficiency. However, this is by and large detached from the work of the UNCT to advance towards the UNPDF results.

The current governance structure that relates to the work of the UN to implement the UNPDF is represented on p. 28. Under the UNPDF only the top layer, including the outcome groups, some of the cross-cutting UNWGs and the supporting groups (OMT and UNCG) were planned for, while the specific task forces as well as the group on SDGs and Data emerged more recently.

The document planned for an overarching steering committee chaired by the UN Resident Coordinator and Bappenas called the Bappenas/UN Forum on Development Cooperation. This is a mechanism that was already in place under the previous UNPDF and whose ToR is defined for each annual meeting. Its main objectives are (as stated in the 2018 forum's ToR):

1. To establish strategic dialogue between Government of Indonesia and the UN on the partnership between GoI and the UN;
2. To discuss current collaboration and results achieved under the UNPDF 2016-2020
3. To identify strategic opportunity for future engagement based on the current lesson learned and best practices.

This is functioning and has met rather regularly. However, there is a sense among the direct stakeholders that it can be improved in order to become a means for enhanced UN coherence. While the Bappenas' coordination role and capacity are well established, the actual convening power and leverage on line ministries is still perceived as a challenge hindering partially the functioning of the UN-

GoI coordination mechanisms. There is also another consultative forum that brings together the UN in Indonesia and the government, under the auspices of the Ministry of Foreign Affairs. Although this is not acknowledged as part of the governance structure of the UNPDF, it is another venue for strategic consultations on the programmatic and operational role of the UN in the country.

The outcome groups, as mentioned, rarely if ever, meet. While co-chairs (Bappenas and UN) were appointed, there are no ToRs for these groups and are only virtually used to report on programmes at the end of the year. They have not a planning function nor a clear information sharing one. Being the outcomes very broadly defined, it seems agencies did not have a specific reason to come together and explore opportunities for joint work. However, there are also missed opportunities at this level, such as looking at the potential synergies and coherence across the contributions of different UN entities in that thematic area. As matter of fact, over half of UN responded blamed the "Lack of coherence across UN agencies" as one of the internal factors hindering progress across all outcome areas, as seen in the previous section.

Another layer of the planned governance structure of the UNPDF is represented by the internal UN Steering Group (UNSG) chaired by the head of the RCO and including all agencies' deputy heads, SDGs and M&E focal points. This was established to lead the preparation of the UNPDF 2016-20 and maintained in order to "support the UNCT in the oversight of the UNPDF – especially in terms of implementation, monitoring and evaluation" (USG draft ToR as of 5 May 2017). The group met regularly in 2017 and a couple of times in 2018 mainly to coordinate inputs for the annual report. The role of such intermediary body should also be to ensure that the results group do not work in silos and that synergies are identified at this level. There is no evidence that this has been the role of such group in Indonesia, role that was partially probably covered by the UNCT.

The overall coordination and governance structure of the UNPDF is not particularly instrumental to a coherent UN response. While the initial design looked good on paper and could have in principle ensured a coordinated UN-GoI implementation, this has not been the case. As the outcome groups struggled to find a common programmatic approach to bring them together, other groups were formed around more concrete initiatives and shared objectives resulting in a rather dispersed and somewhat fragmented plethora of inter-agency groups. While the setting up of new groups to coordinate specifically on SDGs and data[13], the revamping of the UNWG on Gender, the active role of the UNWGs on Human Rights, HIV and CCDRM are welcome and appreciated, they are by and large disjointed from UNPDF implementation and are not designed to advance toward the results the UN committed to. Whereas linkages were forcibly established, members resent the fact that they had to report against (UNPDF) indicators that are disconnected from their work.

The impression is that the Outcome groups did not work for two main sets of reasons:

1. Co-chairing with GoI, while in principle a fundamental feature of such groups, in practice this complicates the convening of meetings and constraints its capacity as an operational body unless it is integrated in existing Government's coordination mechanisms or kept at the working level. This could have been overcome by, for example, holding annual or semesterly meetings between the co-chairs to discuss at the strategic level the overall programme, while

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[13] This is a relatively new group and the evaluation noted that expectations for a coordinated support in this regard have not been met yet.

holding more regular internal UN meetings (with the participation of the government as and when required) for planning and reporting purposes.

2. The scope of the result to be managed by the groups were too broad by definition, making it difficult for the agencies to see it as a venue to build partnerships and synergies around their own agencies' programmes and priorities. This could have been facilitated by adopting an overall strategy for the achievement of the result by each outcome group and possibly with the adoption of an annual workplan and with the setting up of smaller working groups around specific programmes and initiatives that would require the involvement of more than two or three agencies.
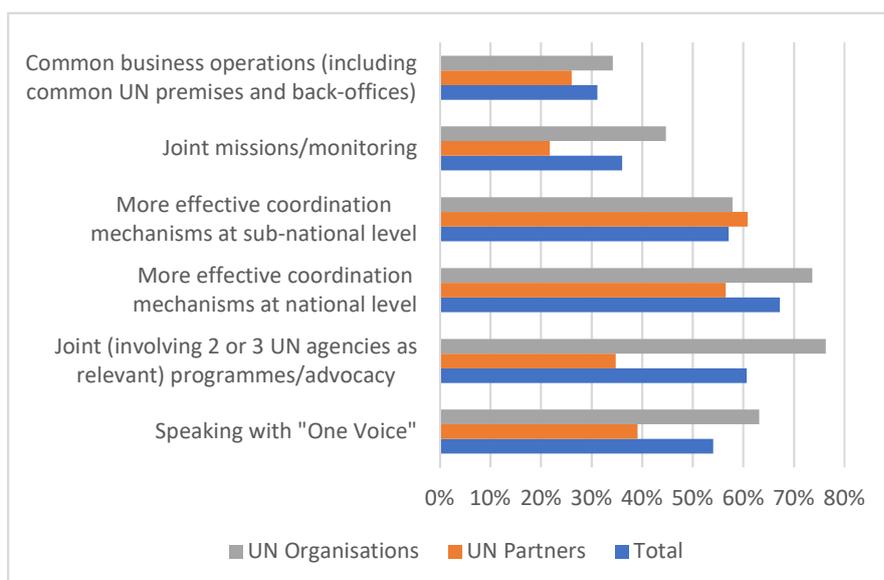

FIGURE 8 - HOW TO IMPROVE UN EFFICIENCY AND EFFECTIVENESS IN LINE WITH UN REFORM - BY TYPE OF RESPONDENT

In summary, there is significant space for improvement in the overall governance structure to implement the UNPDF if this is to ensure a coherent and coordinated response. The non-functioning of the outcome groups and the ad-hoc nature of other working groups possibly missed out on opportunities for joint initiatives and coherence especially at the beginning of the UNPDF period. This is confirmed by the perception of UN staff, that chose both "more effective coordination mechanisms at the national level" and "joint (involving 2 or 3 UN agencies as relevant) programmes/advocacy" as the two main factors to enhance UN efficiency and effectiveness (indicated by 74 percent and 76 percent of UN respondents to the Survey respectively).

Analysing the feedback provided through the survey, we notice a discrepancy between the UN respondents and the others (partners to the UN, including government). For the latter it seems to assume more importance the work that the UN can do at the sub-national level and hence the coordination mechanisms set in that context (see Figure 8).

People also noted that the current disconnected business operations procedures of the UN system do not facilitate the joint implementation of programmes, on the contrary they represent a draw back in considering opportunities for collaboration. As the Operations Management Team (OMT) embarks in the preparation of the Business Operation Strategy (BOS) this should consider how it could and should support the joint implementation of the new UNPDF. Although bottle-necks are mainly derived from the fragmented corporate structure of the UN system, the OMT should be the platform to explore opportunities to reduce transaction costs, increase the cost-effectiveness of UN programmes' implementation and facilitate administrative procedures for innovative fund raising.

Based on the discussions held, there is an appetite for the UN to also facilitate some level of donor coordination. In spite of the limited role played by ODA in Indonesia, there are still significant engagement of traditional and new donors including at sub-national level. While a formal donor coordination mechanism does not seem to be relevant for the Indonesian context, some form of UN-coordinated information sharing forum among development partners could be of value, beyond the thematic once already in place (such as the Donor and UN Country Network on Nutrition). This would also help providing to development partners a comprehensive overview of what the UN does in the country. The impression of development partners is that there are still duplications of efforts, fragmentation (hindering policy influence), and lack of effective coordination with IFIs.

Last, but not least, joint communication efforts could be better leveraged to enhance understanding of the work of the UN in Indonesia and its results. Visibility is important and engagement with media is key to advance the 2030 agenda and the SDGs. Over 63 percent of UN respondents indicated the need to reinforce joint communication and being able to speak with "one voice".
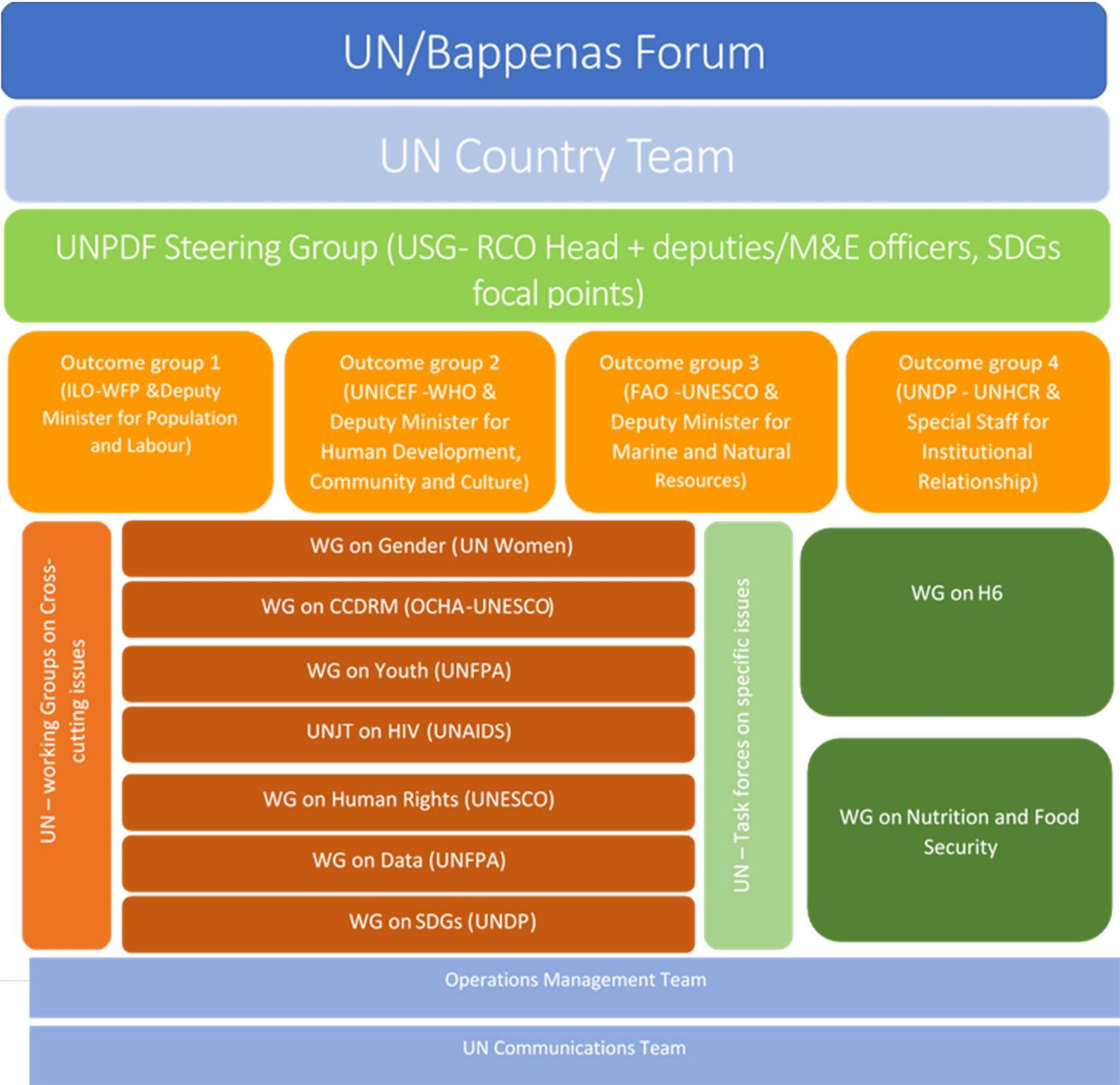
Figure 9 UNPDF Governance Structure

4 Conclusions and Recommendations

4.1 Lessons-learned

Several conclusions can be drawn from this overall evaluation of UNPDF 2016-20, both in terms of structure and its implementation:

1. Setting the UNPDF at outcome level with **broad results** statements and indicators aligned to the national plan had its pros and cons. It allowed for flexibility during implementation, which was important for a 5-year plan and a rapidly changing context. However, it also allowed 'retrofitting', i.e. each agency could find its niche and space for its own corporate and national priorities, rather than providing guidance for agencies' strategic planning. Likewise, having most indicators at impact level, made it difficult to use them to monitor progress against UN contributions to national development.

2. The planning was not built on a shared and thorough analysis of the context that could provide the evidence for a **theory of change** underpinning the UN partnership framework and its strategic approach. The UN so lacked a 'common narrative' that could have helped bring together individual agencies contributions and design conceptual frameworks for joint and synergic interventions.

3. In spite of the MIC status of Indonesia and the huge (compared to the UN's) government budget, development challenges are significant and there are clear expectations on UN's contribution. The combination of upstream (policy level) work and downstream projects (e.g. pilot services) has worked so far and is welcome. However, connecting these two streams of work has proved challenging. There is hence a possibility of increasing both **horizontal** (across agencies' programmes) **and vertical** (policy and field work) **coherence** to enhance the impact of UN contribution and increase their efficiency. This is perceived clearly in reading the UNPDF Annual Reports.

4. Coordination is effective when there is a clear division of labour and it benefits from years of experience and dedicated resources to coordination. This holds true in Indonesia with regards to humanitarian response, where the UNCT and HCT demonstrated a robust and efficient structure. This is a capital that the UN has in Indonesia and, although it is not equally reflected in its development work, supports a **well-functioning UNCT** characterized by a collegial approach, good communication and relatively low level of inter-agency competition. Current leadership was also recognized as a contributing factor.

5. The UNPDF **governance structure** looked good on paper but did not work well in reality. This is a reflection of point 1 above. While government ownership and involvement in the oversight of the UNPDF implementation is imperative, it was not functional to have formal co-chairs for the broad outcome areas. Likewise, the UN agencies had no clear incentives in coming together around UNPDF results that were de facto a mixed bag of interventions loosely thematically linked.

6. It pays off to explore **innovative approaches and partnerships**, especially when it comes to engaging effectively with the private sector and capitalize on innovation in communication technology. In this regard the UN has done a good job in collaborating with the UN PulseLab taking advantage of their specific expertise in data science and social research while contributing with their specialized thematic knowledge.

7. The focus on **SDGs** was inevitably by default rather than by design, as at the time of the UNPDF the 2030 Agenda was yet to be formalized and the finalization of the SDGs could not be pre-empted. As in many other countries, there is however the tendency to decide on priorities and then see which SDGs these could possibly cover. For an SDGs-centred programmatic framework the approach should be reversed and, most importantly, synergies and trade-offs across SDGs targets in the given context should be soundly analysed.

8. UNPDF design and implementation has not considered fully the support that could have been provided by common **operations** and **communication**. UN partners are not familiar with the UNPDF, which is not a problem in itself, but this means that they do not know what the UN as a whole does in the country (which is what the UNPDF should communicate). The impression, in spite of recognized attempts to increase coherence, is still fragmented and patchy, with knowledge of specific agencies and projects but no understanding on how these fit in a bigger picture. There is a missed opportunity to make the work of the UN more visible and show results. Furthermore, Speaking with One Voice on issues increases legitimacy and weight.

4.2   Recommendations

Recommendations arising from this evaluation naturally follow the above lessons-learned:

1. *Continue and build on the well-functioning coordination of humanitarian work and of the UNCT, under the clear **leadership**, and now further empowered (and resourced), UN Resident Coordinator.*

The UNCT in Indonesia is well-functioning. Division of labour is by and large clear and accepted, and the spirit of cooperation and collaboration in line with UN Reform is there. This should be nurtured building on it for the next programming cycle. The RCO is now getting staffed with M&E, partnership and strategic planning skills and the RC is now fully dedicated to her coordination function. These resources will need to be fully dedicated to support the implementation of the following recommendations.

2. *The new **UNPDF will need to provide a clear strategic direction** for UN entities in Indonesia to design their country plans.*

The new UNPDF should describe clearly 'how' and 'why' UN entities should contribute to national priorities and the SDGs at national and sub-national level to ensure both horizontal and vertical coherence (see lessons learned). Without being prescriptive and boxed in at output level (this would be the role of the different agencies' programmatic documents) it should provide the framework within which all UN entities need to align their interventions. To the extent possible, UN agencies' country plans should show how, in line with their mandates and expertise, they will contribute to the achievement of the UNPDF outcomes and hence to the SDGs and national priorities adopting the strategies indicated in the UNPDF.

At the same time the UNPDF will become the "**manifesto**" for the UN/GoI partnership, a live document to be used for advocacy on the role of the UN in Indonesia.

3. *Identify **SDGs "accelerators"** for collective action as backbone of the UNPDF and elaborate the underpinning **theory of change***

Complementary to point 2, this means undertaking a thorough, participatory, analytical process exploring the underlying causes of Indonesia's outstanding development challenges that could hinder the achievement of the SDGs and an honest analysis of UN's comparative advantages. This should

include an assessment of SDGs targets interlinkages and trade-offs in Indonesia. Such analysis will help Identify a few key 'pressure points' or 'accelerators' for collective action, that could exercise a multiplier effect on most SDGs targets. UN agencies, in their individual programmes will spell out how their offices will work on each relevant accelerator in synergy with other UN entities' contributions. It will be important that this process will elaborate and document the shared theory of change (i.e. what needs to change in order to have an impact on those accelerators and how UN's contributions are expected to lead to that change).

4. Analyse the **humanitarian**/development nexus in the Indonesian context and incorporate it in the next UNPDF.

Reflect more clearly in the next UNPDF the nexus between the humanitarian and the development work of the UN in Indonesia, not only from an analytical point of view, but also operationally, i.e. acknowledging the support to be provided under emergencies by the UN system to government's relief and recovery efforts.

5. Place more emphasis on joint **cross-sectoral** initiatives leveraging UN agencies' comparative advantages

Capitalise on specialized agencies' bilateral special relations with individual line ministries, as well as UN's credibility and convening power, to build **cross-sectoral** alliance for the achievement of the SDGs. This should be used as a means for the UN to work on the above-mentioned accelerators. There are some good examples of this type of work, for example on nutrition in Indonesia, but more can be done on issues like gender, youth employment (working on skills mismatch, private sector engagement, etc), data and information for SDGs monitoring and policy-making.

6. Include a **common budgetary framework** in the next UNPDF

This will support exploring innovative financing mechanism and will provide commitments of individual UN entities to results. The UNCT should build on the already significant work carried out on innovative financing for sustainable development and make it a system-wide platform to mobilise resources to advance the 2030 agenda in the country.

7. Consider a **monitoring framework** which can capture UN contributions

While aligning the UNPDF monitoring framework to national plans is crucial, the UNCT should also consider introducing a concise sub-set of indicators that would speak to the type of contribution that the UN plans to provide, including consideration for specific populations in the spirit of leaving no-one behind. This, of course, needs careful reflection ensuring that data is and will be consistently available and/or resources are allocated for its collection.

8. Engage the **Operations** and **Communications** arms of the UN system in the preparation and design of the next UNPDF to ensure synergies and collaboration

Operations and Communications are often only informed of UN programmes once these have been designed and ready for implementation. However, these should be considered as key components of the UNPDF and how they can support the efficient and effective achievement of UN results should be explored during the design stage of the framework. For example, as the UNCT will consider how they can also engage synergistically at the sub-national level, operations colleagues will explore feasibility of establishing common offices and determine cost-efficiency of joint operations. Likewise,

as SDGs accelerators are being identified, opportunities to engage with the media to push the agenda and to reach out to stakeholders need to also be defined and considered.

9. **Coordination** *structure needs to be streamlined, made more efficient and results-oriented*

Whereas feasible and realistic, the coordination mechanisms should be integrated with those of the government[14], while maintaining internal UN groups to ensure coherence and synergies during implementation, both around specific results and for cross-cutting issues. Dedicated resources to coordination are needed both within the RCO and in each individual agency. In the latter case the contribution of UN staff to UN-wide efforts need to be acknowledged as part of the internal performance appraisal system.

10. *Consider establishing some light form of* **donor** *coordination*

This should be led by the RC and will also be an opportunity to keep abreast the international community with the work of the UN system, especially in light of UN reform, avoiding silos approaches and exploring synergies and collaborations around specific issues and areas.

11. *Operationalise the meaning of "**Partnership**" as key feature of the UNPDF*

In line with the definition of the framework as a "Partnership", the next document should more specifically cover opportunities for the UN to facilitate south-south cooperation, supporting Indonesia as an emerging donor, as well as clearly indicate government's commitment to complement UN efforts in the realization of the UNPDF outcomes. This should include provisions for the GoI to co-fund the implementation of the UNPDF. The UN in Indonesia is not expected to bring funding. It is looked at for its international network, its expertise, its brand and international norms and standards. The partnership with the government implies for Indonesia to be able to tap into these UN's resources matching it with their human capital and budget, while for the UN to benefit from Indonesia's development and humanitarian experience bringing it to other countries.

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[14] Consideration should be given to the interface with the national SDGs strategic and implementation structure coordinated by Bappenas and in particular with the four pillar groups on Environmental Development, Social Development, Economic Development, and Law and Governance as per the Presidential Regulation No 59 of 2017 and Bappenas Minister Regulation no: KEP. 127 / M.PPN /HK/11/2018

5 Annexes:

5.1 Bibliography

5.1.1 Publications and Report

ACT for Performance, Formative Evaluation of UNICEF Indonesia's Partnership Strategies (2016–2020), 2018

FAO, Country Programme Framework, 2016-20

FAO, Programme Annual Report 2018

ILO, Decent Work Country Programme 2012-15

IOM Factsheet 2019

Republic of Indonesia, National Voluntary Review 2017

UNDP, Country Programme Document 2016-20

UNDP, Safer Communities through Disaster Risk Reduction (SC-DRR) Phase II Project Evaluation, 2018

UNESCO, Indonesia Country Strategy, 2016-2021

UNFPA, Country Programme Document 2016-20

UNFPA, Indonesia Key Achievements 2016

UNICEF, Country Programme Action Plan 2016-20

UNICEF, Country Programme Document 2016-20

UNICEF, Mid-Term Review Conclusions 2018

UNIDO, Mid-Term Review of the UNIDO Country Programme in Indonesia, 2016-2020, 2019

UNOCHA, 2018 Annual Update

UNODC Country Programme 2017-20

UNPDF 2016-20

UNPDF Report 2016-17

WFP, Annual Country report 2017

WFP, Annual Country report 2018

WFP, Country Strategic Plan 2017-20

WHO, Indonesia Country Cooperation Strategy 2014-19

5.1.2 Working documents

Bappenas-UN Forsum, Summary Report 2018

Bappenas-UN Forum on Development Cooperation, Draft Terms of Reference 2018

CCEDRM Working Group Terms of Reference

Draft UNPDF Annual Report 2018

Gender Working Group, Terms of Reference

GoI-UN Consultative Forum, Terms of Reference 2013

H6+ Working Group, Terms of Reference

Human Rights Working Group, Terms of Reference

Joint UN Team on AIDS in Indonesia Terms of Reference

Kemenlu 20 maret 2019_Bappenas – ppt

Nutrition Working Group, Terms of Reference

Overview of UNDAF and gender equality – ppt

Paparan Ringkas RPJMN 2015-2019 Januari 2015 (draft English Version) – ppt

Tango International, Indonesia Humanitarian Country Team After-Action Review, 2019

UN Joint Programme on AIDS, Country Summary Report

UNCT Common Country Analysis, 2014

UNCT Retreat Report 2017

UNCT Retreat Report 2018

UNFPA-UN Women- UNV, project proposal to HSTF "Protecting Human Security through Engaging Men and Boys in the Prevention of Sexual Gender Based Violence (SGBV) in Papua"

UNICEF, Annual Report 2018

UNODC, UNDP, UN Women, project proposal to HSTF "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"

UNPDF Steering Group, Terms of Reference

5.2 Evaluation Matrix

The primary questions indicated below are taken from the ToR and further elaborated in sub-questions.

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
Relevance /efficiency	• How well does the UNPDF generate a coherent UNCT response to the RPJMN 2015-2019?	• Is the UNPDF document being used by UN agencies in their programming processes?	UNPDF document CPDs/country programmes Interviews with GoI Interviews and survey with UN reps and results groups staff	Evidence that individual UN agencies programmes were informed by the overall strategic focus set in the UNPDF. Stakeholders (UN and GoI) are well familiar with the UNPDF document and its scope and recognise its value to enhance UN development operations' effectiveness.
		• Do the UNPDF outcomes address key issues, their underlying causes, and challenges identified by the national development plans?	Desk review of UNPDF results matrices, RPJMN and related documents	Clear correlation between the UNPDF outcomes, and underlying ToC, and the provided situation analysis.
		• To what extent has the UNPDF implementation facilitated a joint UN contribution to national priorities?	Interviews with key national partners (GoI and other stakeholders)	Key stakeholders acknowledge UN's coherent and coordinated response to the priorities set in the RPJMN
	• To what extent does the UNPDF promote effective partnerships and strategic alliances of the UN with key stakeholders around the national's SDGs and UNPDF outcomes areas (e.g. within Government, with national partners, International Financial Institutions and other external support agencies)?	• To what extent the UNPDF supported the building of multi-stakeholders' partnership for the achievements of its priority outcomes?	Interviews and survey to UNCT, development partners and gov't counterparts	Examples of strategic and effective partnerships provided by the UN and confirmed by stakeholders Overall perception that the UN has been successful in fostering partnerships across sectors and institutions
		• Have partnerships been established around the national SDGs with the facilitation of the UN? How effective are they?	Interviews and survey to UNCT, development partners and gov't and non-gov't counterparts	Examples of how the UNPDF facilitated partnerships for the achievement of the SDGs Overall perception that the UN has been successful in fostering partnerships across sectors and institutions for the achievement of national SDGs
	• What factors contributed to the realisation or non-realisation of the UNPDF outcomes?	• To what extent is progress being made towards the achievement of the outcomes set in the UNPDF?	Annual progress reports, Data on monitoring indicators defined in the UNPDF M&E framework (if available) Survey and interviews with key stakeholders	Recorded change in value of indicators in the intended direction Validate with key stakeholders that progress made in outcome indicators can be linked to UN's contribution
		• What has hindered or facilitated progress in each outcome area?	Interviews and surveys to UNCT, development partners, gov't counterparts, other key national stakeholders FGDs with results groups and NGOs	Indication of elements that characterise the implementation of each outcome areas

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
		• Were assumptions made during the planning phase confirmed during implementation?	Review of UNPDF, annual reports, workplans Interviews and surveys to UNCT, development partners, gov't counterparts, other key national stakeholders FGDs with results groups and NGOs	UN staff and stakeholders acknowledge coherence between the ToC underpinning the UNPDF and the results being achieved under each outcome areas
		• To what extent UN implementation modalities influenced the achievement of results?	Interviews and surveys to UNCT, development partners, gov't counterparts, other key national stakeholders FGDs with results groups and NGOs	Stakeholders can describe existing implementation modalities and acknowledge that these facilitated (or not) the achievement of results
		• Are there external factors that hindered progress in some areas? If so, which ones? Could they have been foreseen and mitigation measures put in places?	Interviews and surveys to UNCT, development partners, gov't counterparts, other key national stakeholders FGDs with results groups and NGOs	UN staff indication of factors that hindered achievement of results and how these were dealt with Stakeholders/counterparts acknowledge the occurrence of external factors beyond UN control and how the UN dealt with them
	• To what extent have UN agencies successfully facilitated the mainstreaming of provisions to advance gender equality and human rights during UNPDF implementation?	• To what extent results groups and agencies consider the gender and human rights dimensions in developing their workplans? Is the principle of Leaving No-one Behind adequately considered in the UNPDF and its implementation?	Results groups workplans, agencies programmes, UNPDF results matrices and annual reports,	Disaggregation of data in the M&E framework and its annual reporting. Evidence in the work plans that due consideration has been given to contributing to gender equality and human rights in the planned interventions
		• Is the UNPDF implementation facilitating the advancement of gender equality and human rights in the country?	Interviews and survey to key stakeholders	Stakeholders perceive the work of the UN as contributing to the advancement of the gender equality and human rights in all their areas of intervention

5.3 List of people interviewed and FGDs

United Nations	
1	UNFPA Representative **Ms. Melania Hidayat (Ibu Mela)**
2	Resident Coordinator **Ms. Anita Nirody**
3	Chair Human Rights Working Group (via Skype) **Mr. Irakli Khodeli (UNESCO)**
4	Chair of Operations Management Team (OMT) **Ms Oemi Praptantyo + Ms. Dian Angeline**
5	Country Director ILO **Ms. Michiko Miyamoto**
6	FGDs with **UNCT**
7	Pulse Lab Jakarta **Ms. Maesy Angelina**
8	FGDs with **Gender Working Group**
9	FGDs with **Climate Change, Environment, and Disaster Management WG (CCEDRM)**
10	UNDP Resident Representative a.i. **Mr. Christophe Bahuet**
11	WHO Representative **Dr. Paranietharan**
12	UNIC Director a.i. **Ms. Francyne Harrigan**
13	UNESCO Representative (via Skype) **Mr. Shahbaz Khan**
14	Representative WFP (via Skype) **Ms. Anthea Webb**
15	FAO Representative **Mr. Stephen Rudgard**
16	UNICEF Representative **Ms. Debora Comini**
17	Country Director UNAIDS (via Skype) **Ms. Krittayawan Boonto (Tina)**
Government of Indonesia	
18	Special Staff for Institutional Relationship (Co-Chair of Outcome 4) **Dr. Diani Sadia Wati, SH, LLM**
19	National Statistics Bureau (via Skype) **Mr. Gantjang Amanullah**, Director of People Welfare Statistics and his team
20	Bappenas (written inputs) **Dra. Rd. Siliwanti,** MPIA, Director Multilateral Funding,
21	Ministry of Foreign Affairs **Mr. Satryo Bramono Brotodiningrat**, Head of Sub Directorate Sustainable Development and Climate Change
NGOs, Private Sector, Universities, Independent Institutions	
22	Chair of Ikatan Perempuan Positif Indonesia (*Indonesia Women Positive Association*) **Ms. Baby Rivona**
23	President Indonesia Global Compact Network (IGCN) **Mr. Yaya W. Junardy**
24	Komnas HAM

	Yuli Asmini	
25	SDGs Center UNPAD (via Skype) **Ms. Suzy Anna**	
26	Chair of Indonesia Society for Disaster Management (MPBI) **Mr. Dandi Prasetia**	
27	International NGO Forum for Indonesia Development (via Skype) **Mr. Sugeng Bahagijo**, Executive Director	
International Development Partners		
28	Australian Embassy **Mr. Allastar Cox, Ms. Kirsten Bishop and Ms. Rebecca Devitt**	
29	Embassy of Canada **Amb. MacArthur** **Mr. Pierre-Yves Monnard** **Mrs. Diane Briand**	
30	European Union **Mr. Hans Farnhammer** First Counsellor/Head of Development Section	

5.4 Summary analysis on the online survey by questions

5.4.1 Relevance

TABLE 1 - RELEVANCE OF UNPDF BY TYPE OF RESPONDENT (FROM 1 TO 4)

	HOW FAMILIAR ARE YOU WITH THE UNPDF?	DO YOU THINK THE 4 OUTCOME AREAS OF THE CURRENT UNPDF ADEQUATELY RESPOND TO NATIONAL PRIORITIES?	TO WHAT EXTENT IS THE UNPDF BEING USED AS A GUIDE TO YOUR ORGANISATION'S WORK AND COLLABORATION?
UN PARTNERS	2.48	3.14	2.67
UN ORGANISATIONS	3.00	3.25	2.70
TOTAL	2.81	3.21	2.69

5.4.2 External Factors hindering progress towards UNPDF outcomes
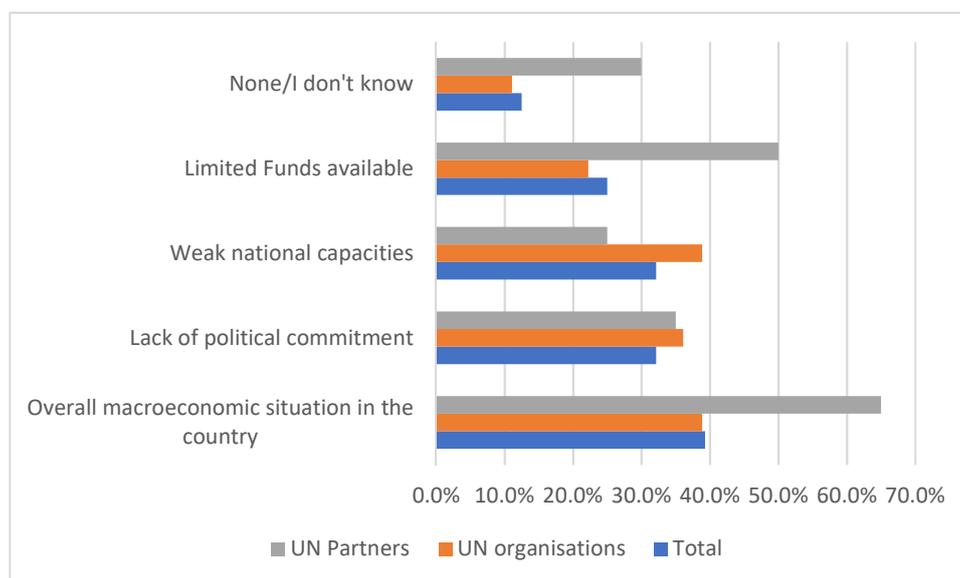
FIGURE 10 - EXTERNAL FACTORS HINDERING PROGRESS - OUTCOME 1, BY CATEGORY OF RESPONDENT
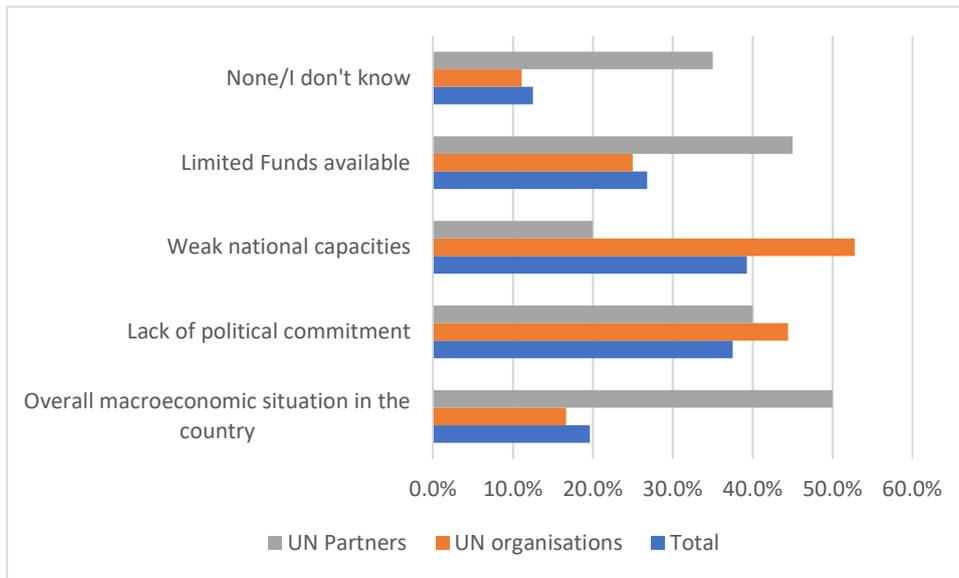
FIGURE 11 - EXTERNAL FACTORS HINDERING PROGRESS - OUTCOME 2, BY CATEGORY OF RESPONDENT
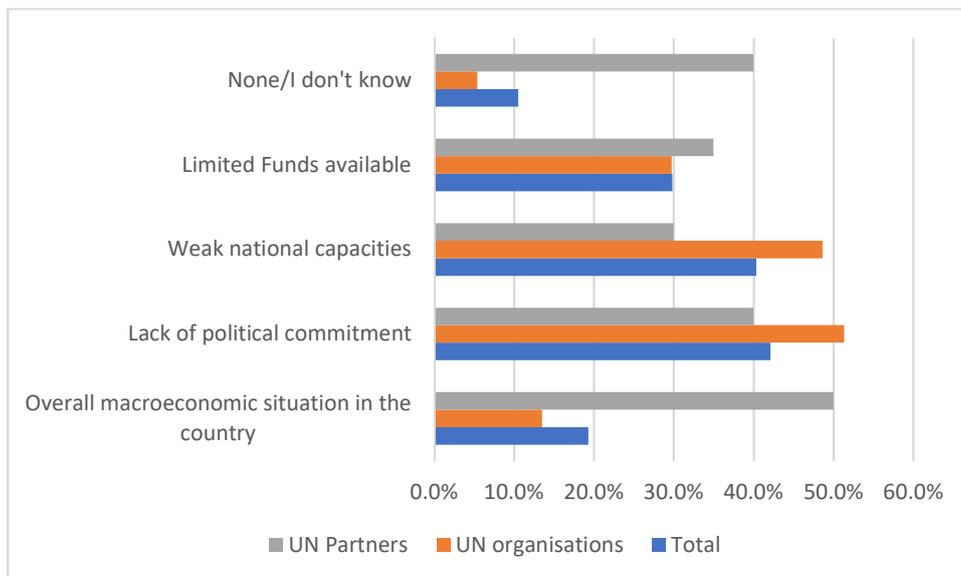
FIGURE 12 - EXTERNAL FACTORS HINDERING PROGRESS - OUTCOME 3, BY CATEGORY OF RESPONDENT
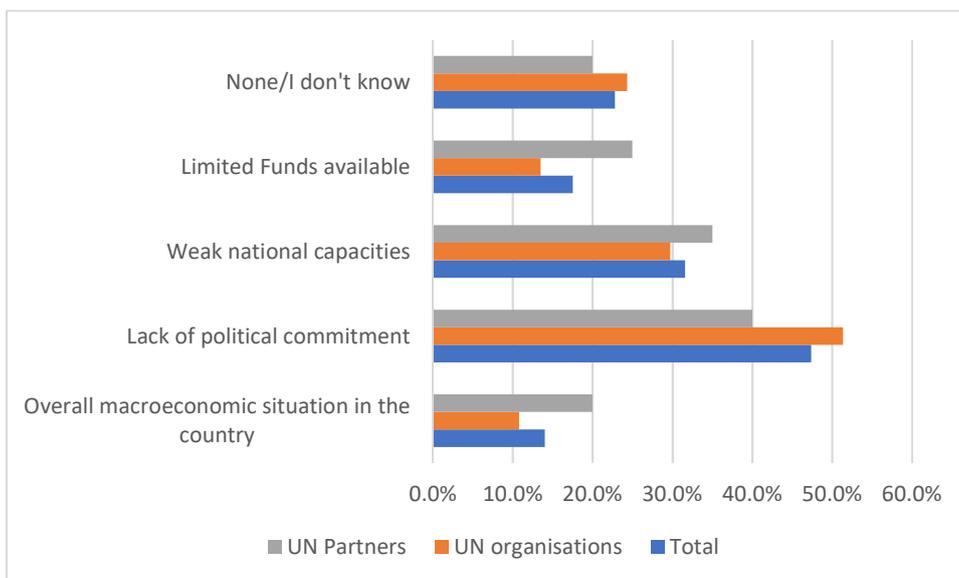
FIGURE 13 -EXTERNAL FACTORS HINDERING PROGRESS - OUTCOME 4, BY CATEGORY OF RESPONDENT

### 5.4.3 Internal factors hindering progress towards UNPDF outcomes
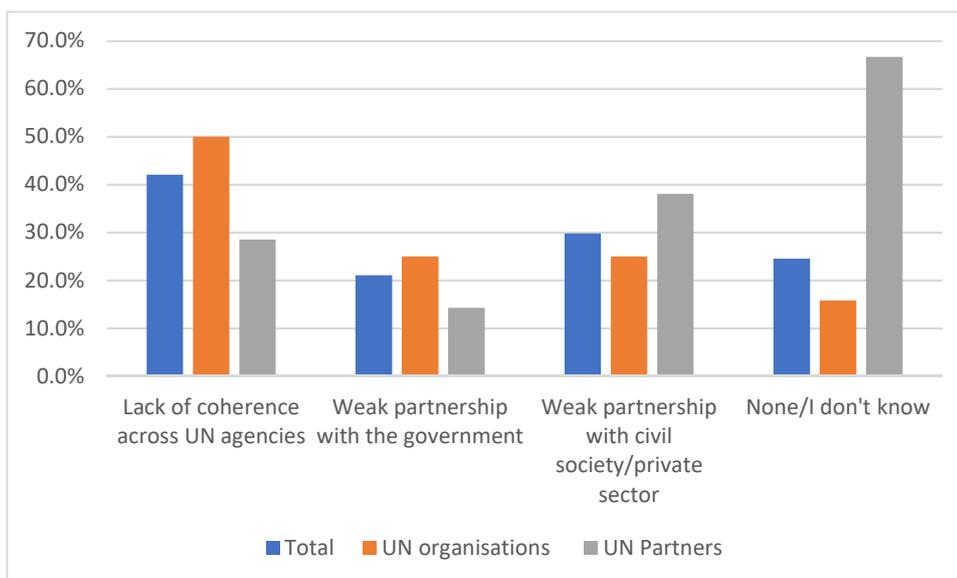
FIGURE 14 - INTERNAL FACTORS HINDERING PROGRESS - OUTCOME 1, BY CATEGORY OF RESPONDENTS
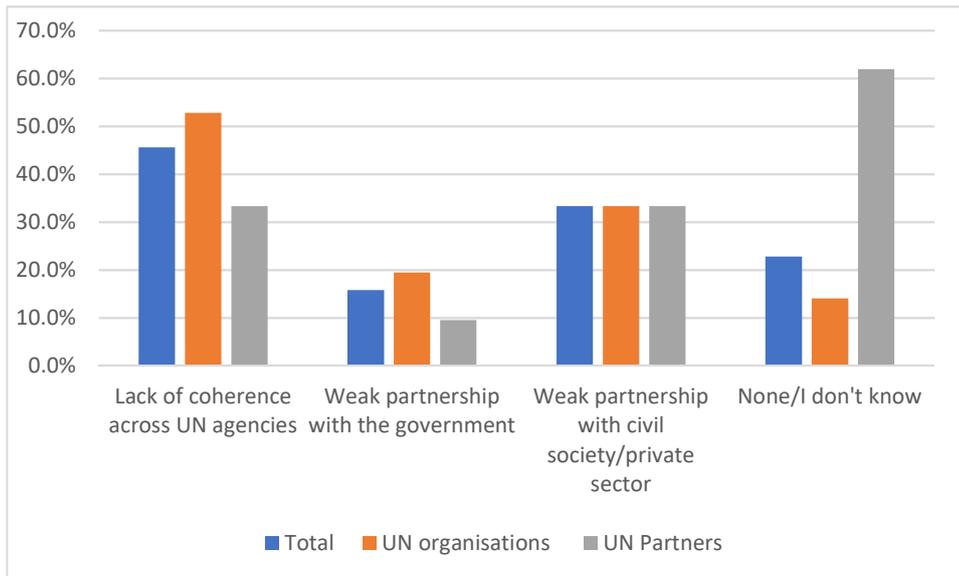
FIGURE 15 - INTERNAL FACTORS HINDERING PROGRESS - OUTCOME 2, BY CATEGORY OF RESPONDENTS
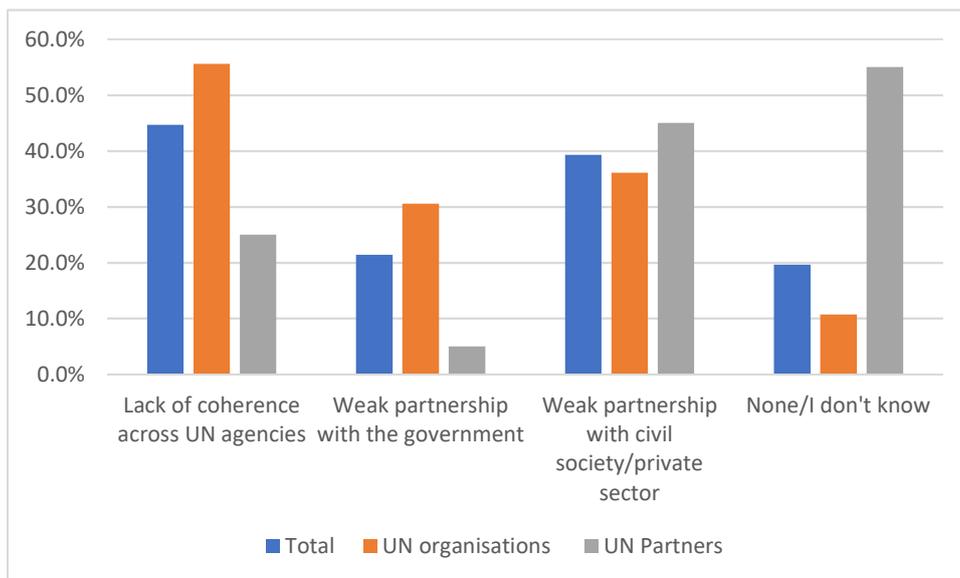
FIGURE 16 - INTERNAL FACTORS HINDERING PROGRESS - OUTCOME 3, BY CATEGORY OF RESPONDENTS
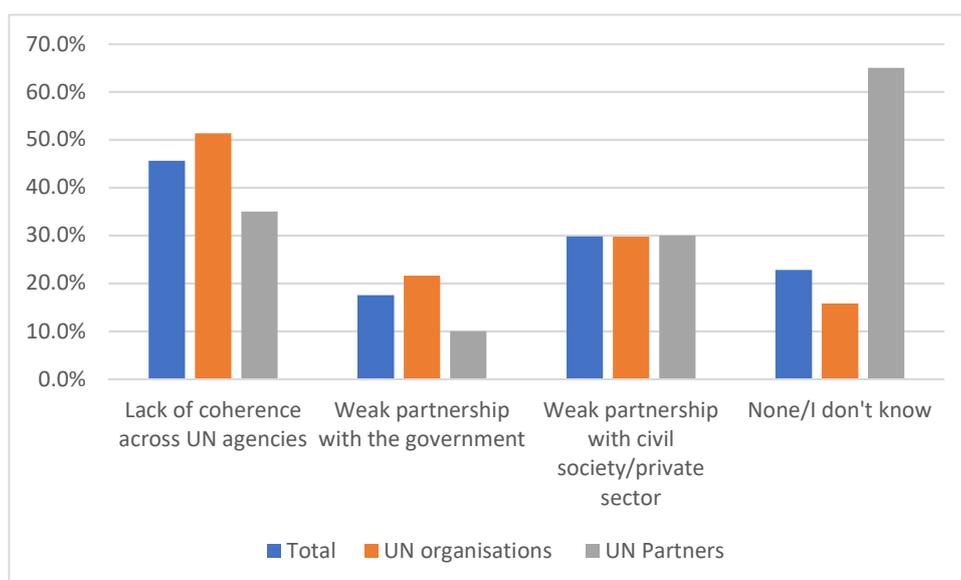
FIGURE 17 - INTERNAL FACTORS HINDERING PROGRESS - OUTCOME 4, BY CATEGORY OF RESPONDENTS

5.4.4   Partnerships

TABLE 2- EFFECTIVENESS OF UN PARTNERSHIPS BY CATEGORY OF RESPONDENTS

Respondents/Responses	Central Government/Line Ministries	Local Government	Civil Society	Private Sector	International Development Partners
UN partners					
Not at all	0.0%	0.0%	0.0%	0.0%	0.0%
Slightly	23.8%	45.0%	21.1%	26.3%	0.0%
Somewhat significantly	28.6%	30.0%	47.4%	36.8%	70.0%
Very Significantly	47.6%	15.0%	26.3%	15.8%	25.0%
I don't know	0.0%	0.0%	5.3%	15.8%	5.0%
UN Organisations					
Not at all	0.0%	0.0%	0.0%	0.0%	0.0%
Slightly	0.0%	25.0%	16.7%	47.2%	2.8%
Somewhat significantly	25.0%	44.4%	50.0%	30.6%	44.4%
Very Significantly	75.0%	30.6%	33.3%	11.1%	52.8%
I don't know	0.0%	0.0%	0.0%	0.0%	0.0%

5.5 Outline of interviews

Interviewee:

_____Date_____Time_____

Organization:_____

Type: Government ☐UN☐International Bilateral Development Partner ☐ Other_____

Explain background to the evaluation and its principles: i.e. confidentiality (no statement will be attributed not in the report nor communicated to the commissioner), independence of the consultant and overall review process and criteria, i.e. the evaluation is aimed mainly at assessing the UNPDF's effectiveness and relevance in contributing to national priorities and the SDGs and its efficiency in ensuring coherence of the UN system's support to the country. The evaluation will result in a set of recommendations to inform the next programming cycle.

According to the type of interviewee, questions will be adapted and might focus just on one of the five priority areas of the UNPDF.

1. How **relevant** is the UNPDF to Indonesia's national priorities?
    Possible sub-questions:
    *   Is the document being used by UN agencies and their counterparts to strategically guide their activities?
    *   Do the outcomes address key issues and their underlying causes as identified by the national development plans?
2. How **effective** is the UNPDF in contributing to its stated outcomes?
    Sub-questions:
    *   To what extent do you feel the UN manages to contribute to the results set in the UNPDF and is progress being made? (recall the four priority areas set in the UNPDF – i.e. Poverty reduction, equitable sustainable development, livelihoods and decent work; Equitable access to social services and social protection; Environmental sustainability and enhanced resilience to shocks; Improved governance and equitable access to justice for all – ask on which area is the interviewee more familiar with and focus the discussion on that area(s))
    *   What are the past, current and foreseen challenges that have or could hinder progress in this area?
    *   Do you think the UNPDF manages to promote effective partnerships with the gov't, civil society, INGOs, other development partners?
    *   How effective is the UNPDF in promoting gender equality? Is the drive to reach gender equality properly addressed in each outcome area? Are there opportunities being missed?
    *   How effective is the UNPDF in promoting the protection and fulfillment of human rights? Is the promotion of human rights properly addressed in each outcome area? Are there opportunities being missed? (reference to the principle of leaving no one behind)
    *   (specific questions on data collection and analysis and HIV will be posed to relevant UN and government counterparts)
3. Is the implementation of the UNPDF **efficient** in terms of building partnerships and ensuring a UN coherent contribution?
    Sub-questions:

- [recall the UNPDF governance structure] How effective is the UNPDF in ensuring a minimization of transaction costs for the UN and its partners (in terms of funds, expertise, time, administrative costs, etc.)? in what ways could these be further reduced?
- Do UN implementation modalities and coordination structures allow for a coherent response to national priorities by the UN system?
- How could the UN reform agenda be better reflected in the UNPDF design and implementation?
- Do you see the UN as successful in building partnerships around the SDGs and other national development priorities? Can you please provide examples? Are there missed opportunities?

4. Concluding questions:
   - Last, but not least, do you have any suggestions on how the next UNPDF should be designed and implemented?
   - What could be the strategic interventions for the next partnership framework, taking into account the national SDGs, emerging issues, and UN's comparative advantage?

5.6 Online survey form

UNPDF Evaluation - Indonesia

Welcome to the questionnaire for the evaluation of the UN Development Partnership Framework 2016-2020 (UNPDF).
The UNPDF is the overall framework outlining the UN- Government of Indonesia partnership for development and the contribution of UN system to address national priorities.

Confidentiality: The results of this survey will be viewed ONLY by the independent evaluator and will not be shared with anyone. Aggregate results will be used to inform the independent evaluation and reference will be made only to the category of respondents.

Results: The inputs gathered in this review process will inform recommendations on how to improve the UN's contribution and alignment to the country's priorities.

It should take you no more than 10 minutes to fill this in! Thanks for taking the time. It is highly appreciated. Please note that there are some questions that might be not relevant to you, kindly just mark the "I don't know" option in these cases. Thank you.

1. **How familiar are you with the UNPDF?**
   Mark only one oval.

	1	2	3	4	
Not at all	◯	◯	◯	◯	Extremely Familiar

2. **In which areas of the UNPDF were you primarily involved?**
   Check all that apply.

   ☐ In particular area 1 on Poverty reduction, equitable sustainable development, livelihoods and decent work

   ☐ In particular area 2 on Equitable access to social services and social protection

   ☐ In particular area 3 on Environmental sustainability and enhanced resilience to shocks

   ☐ In particular area 4 on Improved governance and equitable access to justice for all

   ☐ None in particular

3. **Do you think the 4 outcome areas of the current UNPDF adequately respond to national priorities?**
   Mark only one oval.

	1	2	3	4	
Not at all	◯	◯	◯	◯	Extremely adequate

4. **To what extent is the UNPDF being used as a guide to your organisation's work and collaboration?**
   Mark only one oval.

	1	2	3	4	
Not at all	◯	◯	◯	◯	Extremely useful in guiding our work

5. **To what extent is progress being made towards the achievements of the outcomes set in the UNPDF?**

Mark only one oval per row.

	Not at all	Slight progress	Somewhat significant progress	Very Significant progress	I don't know
Poverty reduction, equitable sustainable development, livelihoods and decent work	◯	◯	◯	◯	◯
Equitable access to social services and social protection	◯	◯	◯	◯	◯
Environmental sustainability and enhanced resilience to shocks	◯	◯	◯	◯	◯
Improved governance and equitable access to justice for all	◯	◯	◯	◯	◯

6. **How effective is the UNPDF in promoting gender equality across all its programmes?**
Mark only one oval.

	1	2	3	4	
Not at all	◯	◯	◯	◯	Very effective

7. **How effective is the UNPDF in promoting human rights across all its programmes?**
Mark only one oval.

	1	2	3	4	
Not at all	◯	◯	◯	◯	Very effective

8. **What are external factors that might have hindered progress in some areas?**
   Check all that apply.

	Overall macroeconomic situation in the country	Lack of political commitment	Weak national capacities	Limited Funds available	other	None/I don't know
Poverty reduction, equitable sustainable development, livelihoods and decent work	☐	☐	☐	☐	☐	☐
Equitable access to social services and social protection	☐	☐	☐	☐	☐	☐
Environmental sustainability and enhanced resilience to shocks	☐	☐	☐	☐	☐	☐
Improved governance and equitable access to justice for all	☐	☐	☐	☐	☐	☐

9. **If you indicated 'other', please qualify the factor that you think hindered progress in some UNPDF areas**

_____

_____

_____

_____

_____

10. **What are internal (to the UN system) factors that might have hindered progress in some areas?**

Check all that apply.

	Weak partnership with the government	Weak partnership with civil society/private sector	Lack of coherence across UN agencies	Inefficient programme implementation modalities	other	None/I don't know
Poverty reduction, equitable sustainable development, livelihoods and decent work	☐	☐	☐	☐	☐	☐
Equitable access to social services and social protection	☐	☐	☐	☐	☐	☐
Environmental sustainability and enhanced resilience to shocks	☐	☐	☐	☐	☐	☐
Improved governance and equitable access to justice for all	☐	☐	☐	☐	☐	☐

11. **If you indicated 'other', please qualify the factor that you think hindered progress in some UNPDF areas**

_____

_____

_____

_____

_____

12. **Is the UNPDF promoting effective partnerships and strategic alliances around the main UNPDF priority areas?**

Mark only one oval.

	1	2	3	4	
Not at all	◯	◯	◯	◯	Significantly

13. **Can you please elaborate on your assessment regarding the previous question? Why do you think the UN has been/has been not able to promote strategic alliance? In which areas?**

_____

_____

_____

_____

_____

14. **With whom is the UN most effective in building partnerships?**
   Mark only one oval per row.

	Not at all	Slightly	Somewhat significantly	Very Significantly	I don't know
Central government/Line Ministries	⬭	⬭	⬭	⬭	⬭
Local government	⬭	⬭	⬭	⬭	⬭
Civil Society	⬭	⬭	⬭	⬭	⬭
Private Sector	⬭	⬭	⬭	⬭	⬭
International Development Partners	⬭	⬭	⬭	⬭	⬭

15. **To what extent outcomes are being achieved with the appropriate amount of resources and maintenance of minimum transaction cost (e.g. funds, expertise, time, administrative costs, etc.)?**
   Mark only one oval.

	1	2	3	4	
Not at all	◯	◯	◯	◯	Significantly

16. **In what ways could the UN system improve its efficiency and effectiveness in line with UN reform? (please check all that you feel the UN in Indonesia is not doing enough of)**
   Check all that apply.

   ☐ Speaking with "One Voice"

   ☐ Joint (involving 2 or 3 UN agencies as relevant) programmes/advocacy

   ☐ Joint missions/monitoring

   ☐ More effective coordination mechanisms at national level

   ☐ More effective coordination mechanisms at sub-national level

   ☐ Common business operations (including common UN premises and back-offices)

   ☐ I don't know

   ☐ Other: _____

17. **Respondent Profile - Where do you work?**
Mark only one oval.

- ( ) Government of Indonesia
- ( ) UN Organisation
- ( ) National Civil Society Organisation/NGO
- ( ) International NGO/Organisation
- ( ) Private Sector
- ( ) International Development Partner
- ( ) Other: _____

18. **Respondent Profile - What is the name of the organisation you work for?**

_____

19. **Respondent Profile - What is your position in the organisation? (optional)**

_____

Thanks for taking the time to answer to this questionnaire!