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COUNTRY PORTFOLIO EVALUATION

INDONESIA

Synthesis Report



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ACRONYMS AND ABBREVIATIONS

ASEAN	Association of Southeast Asian Nations
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPE	Country Portfolio Evaluation
CSO	Civil Society Organization
HIV/AIDS	Human Immunodeficiency Virus, Acquired Immunodeficiency Syndrome
IEAS	UN Women Independent Evaluation Service and Audit Services
IES	UN Women Independent Evaluation
ILO	International Labour Organization
LGBTQI+	lesbian, gay, bisexual, transgender, queer, intersex
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
SDG	Sustainable Development Goal
SOGIESC	Sexual Orientation, Gender Identities and Expressions, and Sex Characteristics
SWAP	United Nations System-Wide Action Plan
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women

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Executive Summary

This report presents the main evaluation findings, conclusions and recommendations of the Country Portfolio Evaluation (CPE) of the UN Women Indonesia Country Office conducted between January and August 2023. A CPE is a systematic assessment of the normative, coordination and operational aspects of UN Women's contribution to development results relating to gender equality and the empowerment of women at the country level.

Purpose, objectives, and scope

The UN Women Independent Evaluation Service (IES) conducted this evaluation to provide an independent and systematic assessment of UN Women's contributions to advancing gender equality and the empowerment of women in Indonesia over the course of 2019-2023, which covers the first Strategic Note period for the Country Office (2019-2020) and the current Strategic Note period (2021-2025). The purpose of the evaluation is to support enhanced accountability for development effectiveness and learning to inform the next Strategic Note. The CPE covered the previous Strategic Note and was conducted at the midpoint of the current Strategic Note to ensure it was available in time to feed into the United Nations Sustainable Development Cooperation Framework (UNSDCF) Indonesia evaluation.

Objectives and intended audience



Assess the Country Office's effectiveness and organizational efficiency in progressing towards the achievement of gender equality and the empowerment of women results.



Assess the relevance and coherence of the UN Women programme, including its liaison function with the Association of Southeast Asian Nations (ASEAN), vis-à-vis the UN system; the added value of UN Women; and to identify contributions to the Indonesia UNSDCF 2021-2025 outcomes.



Analyse how a human rights approach and gender equality principles are integrated in the design and implementation of UN Women's work in Indonesia and contribute to transformative change and sustainability of efforts.



Provide lessons learned and actionable recommendations to support UN Women's strategic positioning moving forward and to feed into the development of the next Strategic Note.

Intended users

The primary intended users of this evaluation are the UN Women Indonesia Country Office and its key stakeholders, including the government, civil society organizations, development partners and other UN agencies, as well as the UN Women Regional Office for Asia and the Pacific, UN Women headquarters (including the Senior Management Team) and IES. The UN Country Team in Indonesia may also use the findings of this evaluation as key inputs to the new UNSDCF. The primary intended uses of this evaluation are to:

- Support decision-making regarding development of the next Country Office Strategic Note.
- Ensure accountability for the development effectiveness of the existing Strategic Note.
- Inform learning from effective, promising and innovative strategies and practices.
- Support capacity development and mobilization of national stakeholders to advance gender equality and the empowerment of women in the country.

Methodology

This CPE employed a non-experimental, theory-based, gender-responsive approach. In consultation with the Country Office, a reconstructed theory of change was developed and used as the basis for contribution analysis. Evaluation questions were developed using the theory of change and assessed against the criteria of the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD/DAC), comprising relevance, coherence, effectiveness, sustainability, gender equality and human rights, and organizational efficiency. UN Women evaluations are gender-responsive and apply key principles of a human rights-based approach: they are inclusive, participatory and transparent; ensure fair power relations; and analyse the underlying structural barriers and sociocultural norms that impede the realization of women's rights. Multiple sources of data were obtained, and 207 stakeholders from across stakeholder groups were consulted

(147 women and 60 men).

The CPE followed UN Women's procedures to ensure high-quality evaluation processes and products and ethical conduct as outlined in the UN Women Evaluation Policy and Evaluation Handbook. All evaluation products were subject to quality review by IES management, a peer reviewer, the Evaluation Reference Group and the Evaluation Management Group.

Background on UN Women in Indonesia

Indonesia is a diverse and geographically dispersed country, with the largest economy in the Southeast Asia region and the tenth largest economy globally. The country has achieved major gains in social, political and economic development over the last few decades. This is evident in the country's Gender Development Index rating, which rose from 0.921 in 2015 to 0.941 in 2021, ranking 110 globally in 2021.¹ Gender equality achievements include the establishment of national gender equality machinery; adoption of quotas for women's representation in political parties' lists of candidates; legislation against certain forms of gender-based violence; and gender parity in education enrolment. In 2020, the National Statistical Body estimated that 43.3 per cent of the population lives in rural areas.² Women comprise 40.7 per cent of the total population and are more likely to suffer increased vulnerability due to compounded discrimination. The Human Development Index 2021 for women was 0.681 and 0.723 for men.³

The UN Women Indonesia Country Office was established in 2019 and previously operated as a programme presence with oversight from the Regional Office. Due to the location of the ASEAN secretariat in Jakarta, the Country Office also functions as a liaison office to ASEAN and, therefore, performs both (sub) regional and country-level functions. The Strategic Note is the main planning tool for the Country Office to articulate how it will implement UN Women's triple mandate across normative, coordination and operational work in Indonesia. UN Women aligned the Strategic Note to the four country-level outcomes of the UNSDCF 2021-2025 for Indonesia, which is the main planning tool for the UN system

in the country. The Country Office's budget between 2019 and 2022 was US\$ 12.6 million with a focus on three key outcome areas: Women Peace and Security, with a budget of US\$ 8.9 million; Ending Violence Against Women with a budget of US\$ 1.5 million; and Women's Economic Empowerment, with a budget of US\$ 1.7 million.

¹ Gender Development Index: <https://hdr.undp.org/gender-development-index#/indicies/GDI>

² Proportion of population that lives in rural areas 2010-2035: <https://www.bps.go.id/statictable/2014/02/18/1276/persentase-penduduk-daerah-perkotaan-hasil-proyeksi-penduduk-menurut-provinsi-2015---2035.html>

³ Human Development Index: https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fhdr.undp.org%2Fsites%2Fdefault%2Ffiles%2F021-22_HDR%2FHDR21-22_Statistical_Annex_GDI_Table.xlsx&wdOrigin=BROWSELINK

Key findings

Indonesia has many policies and frameworks aimed at empowering women and promoting the protection of women's rights. However, rising conservatism has translated into a narrowing of civic space and increasing structural and social barriers to achieving gender equality. Entrenched patriarchal systems, social norms, stigmatization of marginalized groups and harmful interpretations of religious doctrine are all factors affecting progress on gender equality. This context must be considered when reflecting on UN Women's ability to contribute to progress on gender equality and women's rights in Indonesia and the way forward.

UN Women in Indonesia has made key contributions to the policy arena, strengthening gender-responsive policies and frameworks, which are important tools for achieving gender equality. The Country Office has also worked at the grassroots level to make progress towards social cohesion and peaceful communities; ending violence against migrant workers and persons with HIV; and providing tools for women entrepreneurs aimed at economic empowerment. The next Strategic Note provides an opportunity for the young Country Office to become proactive in identifying its key priority areas and strategies for achieving this work. Stakeholders expect the Country Office to be a voice for the most marginalized and systematically engage with civil society to build a movement for gender equality. A stronger focus on the promotion of positive social norms and the dismantling of discriminatory and harmful norms will be fundamental to progress on gender equality and the empowerment of women, including for the most marginalized in Indonesia.

As an upper middle-income country, Indonesia is currently adapting its industries to climate change; adopting technologies; and preparing its workforce and youth for the critical adjustments that will be needed to ensure its economy remains healthy and dynamic. It is critical that the Country Office considers this context and what this will mean for its work and plans accordingly, remaining abreast of trends and building in responsiveness to shifting priorities. The Country Office should balance the need for a focused programme in the areas of its expertise and operational capacity, and strategize for the future to ensure it leverages

the UN system and influences the gender responsiveness of the broader development agenda.

UN Women's ASEAN work (embedded in the Country Office's Strategic Note) has demonstrated how dedicated capacity can be catalytic for strategic work and has made key contributions to normative, coordination and operational areas for gender equality at both subregional and national levels. It will be important for UN Women to determine the way forward with the ASEAN liaison function to ensure a clear strategy behind intergovernmental work in the region, including clearly distinguishing between the ASEAN and Country Office-level work outlined in the Strategic Note, and clearly defining ASEAN roles and responsibilities between the Regional and Country Office.

Conclusions

Conclusion 1: The Country Office has established a strong reputation in Indonesia as the gender expert within the UN system, particularly in Women, Peace and Security, which has exemplified how UN Women's triple mandate across normative, coordination and operational spaces can be leveraged. To remain relevant, the Country Office will need to balance a focus on its areas of expertise with expansion into emerging priority areas for Indonesia and beyond the island of Java, while being mindful of its limited operational capacity. This could be achieved by demonstrating its ability to partner with other UN agencies and influence government programming to ensure scale-up.

Conclusion 2: UN Women's ASEAN work has effectively leveraged the Entity's triple mandate through its normative, coordination and operational work and demonstrated how a small investment in dedicated capacity can be catalytic. Internal coherence should be strengthened given that the ASEAN liaison function work is embedded in the Country Office's Strategic Note, which does not properly capture the breadth and depth of work and lacks linkages to the UNSDCF. Formalization of the ASEAN liaison function would support improved clarity on roles and responsibilities; and operational efficiencies, particularly as the work of the ASEAN liaison function has grown financially and in scope.

Conclusion 3: Efforts to promote gender equality and the empowerment of women require leadership and

commitment. This has been exemplified in Indonesia where key progress by the UN Country Team on accountability to gender equality has been amplified thanks to the high-level leadership and vocal commitment of the UN Resident Coordinator. The Country Office has collaborated in this effort and made key contributions; there is opportunity to leverage this high-level support more strategically, particularly through the Gender Theme Group which it co-chairs and through Joint Programmes.

Conclusion 4: The Country Office has made significant contributions to advancing the WPS agenda in Indonesia, with some key contributions to advancing WEE and EVAW. There is scope to better integrate the Country Office's efforts from the individual to national level; across stakeholder types (government, CSOs and the community); and across every level, fostering connections between them, with the aim of developing a more inclusive and collaborative movement for gender equality in Indonesia.

Conclusion 5: There is opportunity for the Country Office to ensure responsiveness to the principle of leaving no one behind by expanding the inclusivity of its partnerships, which will be fundamental in movement building and facilitating an enabling environment for progress on gender equality. The Country Office could then focus on how these efforts address the underlying factors contributing to inequality, including access to power, opportunities, voice and agency.

Conclusion 6: The Country Office has the essential elements required for a programme approach, which provides the potential for enhancing organizational efficiency and longer-term results. There is a need to focus on enhanced oversight, capturing results through monitoring, evaluation and knowledge exchange. This will enable the Country Office to build an understanding of what works to achieve its objectives and communicate these findings with a view to scaling up or shifting its approach as appropriate. An enhanced understanding of results would also support a communications and advocacy strategy to build visibility and potentially be a driver for resource mobilization. As the Country Office matures, it is important to establish a strategy for resource mobilization that ensures sustainable support for the office's operations and programming.

Recommendations

• Recommendation 1:

Co-create the Strategic Note with partners based on joint analysis to inform priorities; and clarify the vision for the selected thematic areas (WPS, WEE, EVAW), while clearly defining the Country Office's role in advocacy and programming for the most marginalized persons in Indonesia.

• Recommendation 2:

The Regional Office, in cooperation with the Indonesia Country Office, should decide whether the ASEAN liaison function is best placed at regional or country level to best reflect the strategic nature of ASEAN work at regional, subregional and country levels; cost-efficiency; and to define roles and responsibilities between the Regional and Country Office.

• Recommendation 2A:

(For headquarters): Review the Presence Governance Policy and Guidance and/or related programming guidance with respect to Liaison functions that are focused on intergovernmental support, coordination, and programming.

• Recommendation 3:

Utilize the coordination platforms established more strategically, including Joint Programmes, to enhance coordinated planning and mobilize actors around policy advocacy messages as a critical voice for the “no one left behind” agenda.

• Recommendation 4:

Co-create strategies with UN partners for each thematic area that build concrete ways of ensuring an integrated programme approach across thematic areas, teams and partners with the aim of deepening understanding of holistic programming models.

• Recommendation 5:

Establish a strategy for civil society engagement that prioritizes representation of marginalized groups through convening and capacity building to amplify the leave no one behind principle.

• Recommendation 6:

Fine tune the programme approach by integrating planning, monitoring and reporting across initiatives and ensure results and lessons learned are integrated through knowledge exchange between both personnel and partners.

• Recommendation 7:

Establish a strategy and dedicated support for resource mobilization.

• Recommendation 8:

Establish a communications and advocacy strategy and clearly articulate priority target groups, messages and enhance tracking of how these efforts are being utilized by the target audience to influence attitudes, behaviours and actions linked with positive social norms.



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LESSONS LEARNED



1. Achieving systems-level change involves working across various levels from individual to institutional change and ensuring effective interaction between these levels. By recognizing these interdependencies and actively playing a role in facilitating interaction, organizations can drive systems-level change.
2. Proactively supporting civil society that is represented by and for marginalized groups through convening and capacity building is a means to address politically sensitive issues where civic space is shrinking and can ensure human rights principles are upheld in sensitive ways.
3. LGBTIQ+ persons, indigenous communities, and persons with disabilities are among the most marginalized groups in Indonesia, yet without recognition, engagement and a strategy on how to work to protect and promote their rights, the work will remain ad hoc.
4. Partnerships with regional or subregional intergovernmental mechanisms demonstrate the potential for leveraging UN Women's triple mandate and influencing a normative, coordination and operational agenda on gender equality.
5. A programme approach presents opportunities for ensuring a coherent, holistic, long-term approach and efficiency gains. However, there is high potential for diluting coherence when multiple projects of varying scope are retrofitted to a pre-existing project.



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INTRODUCTION

1. Indonesia country context

Indonesia is the world's largest island country with more than 18,000 islands spread over more than 5,000 km East to West.⁴ The country is Southeast Asia's largest economy, with a population of 276 million. Indonesia has achieved major gains in social, political and economic development over the last few decades. This is evident through the country's Gender Development Index rating which rose from 0.921 in 2015 to 0.941 in 2021, with the country ranking 110 globally in 2021.⁵ Gender equality achievements include the establishment of national gender equality machinery; adoption of quotas for women's representation in political parties' lists of candidates; legislation against certain forms of gender-based violence; and gender parity in education enrolment. Women are more likely to suffer increased vulnerability due to compounded discrimination. The Human Development Index 2021 for women was 0.681 and 0.723 for men.⁶

Regardless of the progressive changes at policy level, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Committee Concluding Observations of November 2021 note deep concern about the persistence of adverse cultural norms, patriarchal attitudes and deep-rooted stereotypes regarding the roles, responsibilities and identities of women and men in the family and society.⁷ A surge in gender-based violence, particularly domestic violence, was reported during the COVID-19 pandemic as women found themselves trapped with abusive partners.⁸ A survey conducted by UNFPA in 2022 on the prevalence of violence against women in Indonesia reported one in four women having experienced violence in the past year, and 1 in 11 women having experienced violence in their lifetime.⁹ The violence was reported to be higher among urban women and unemployed women.

The COVID-19 pandemic also contributed to exacerbating vulnerabilities in social, political and economic systems, deepening pre-existing inequality particularly gender inequality that amplified its impacts. This has had far reaching implications for groups considered to be the most marginalized, such as people with disabilities, migrant workers, persons with diverse Sexual Orientation, Gender Identity, Gender Expression and Sex Characteristics

(SOGIESC) and rural populations. The Intercensal Population Survey 2015 recorded that 8.5 per cent of the Indonesia population aged 10 and above were considered as people living with disabilities.¹⁰ There are no official statistics on diversity in SOGIESC; however, a research report on public perception towards LGBTIQ+ status on gender equality and human rights published by KemenPPA (Ministry of Women Empowerment and Child Protection) in 2015 estimated that there are one to three million persons of diverse SOGIESC in Indonesia.¹¹

Progress on economic opportunities for women remains stagnant. Income disparity between women and men is reflected in the Gross National Income per capita where women earn US\$ 4,842 - half of what men earn (US\$ 8,845).¹² Persistent gender-based occupational segregation exists among women concentrated in low-skill and low-paid jobs characterized by poor working conditions, and weak legal and social protection.¹³ The COVID-19 pandemic also disproportionately affected women in the domestic and care work industry as they experienced loss of employment and increased burden of home schooling and care duties.

The rise of intolerance and conservatism in Indonesia has threatened progress in gender equality and is undermining the gains made. The enactment of the revised Indonesian Criminal Code (Kitab Undang- Undang Hukum Pidana) on 2 January 2023 through law no. 1/2023 challenges the work of the UN because certain provisions appear to be incompatible with laws and international conventions to which Indonesia is a signatory, including CEDAW. The statement by the UN in Indonesia¹⁴ prior to the enactment of the code highlighted that some articles have the potential to discriminate, or have a discriminatory impact on, women, girls, boys and persons of diverse SOGIESC, and could exacerbate gender-based violence.

Security challenges such as terrorism and violent extremism, and challenges pertaining to disasters in Indonesia have contributed to the vulnerability of women and girls.¹⁵ Indonesia is among the 25 countries most affected by terrorism, as ranked by the 2023 Global Terrorism Index.¹⁶ In Asia and the Pacific, Indonesia ranked third most impacted by terrorism. Women have been

⁴ UN Common Country Analysis:

https://minio.dev.devqube.io/uninfo-production-main/a3c5376f-2872-475d-b9f5-b738b2ef8d16_CCA_Final_December_2019_UN_Indonesia.pdf

⁵ Gender Development Index: <https://hdr.undp.org/gender-development-index/#/indicies/GDI>

⁶ Human Development Index:

https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fhdr.undp.org%2Fsites%2Fdefault%2Ffiles%2F2021-22_HDR%2FHDR21-22_Statistical_Anex_GDI_Table.xlsx&wdOrigin=BROWSELINK

⁷ Committee on the Elimination of Discrimination Against Women (2021). Concluding observations on the 8th periodic report of Indonesia. Accessed from: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N21/353/89/PDF/N2135389.pdf?OpenElement>

⁸ National Commission on Violence Against Women – Komnas Perempuan (2020). Study on the dynamics of changes in a household during COVID-19 in 34 Provinces of Indonesia. Accessed from:

[https://komnasperempuan.go.id/uploadedFiles/webOld/file/pdf_file/2020/Eksekutif%20Summary%20KAJIAN%20DINAMIKA%20PERUBAHAN%20DI%20ALAM%20RUMAH%20TANGGA%20\(English%20Version\).pdf](https://komnasperempuan.go.id/uploadedFiles/webOld/file/pdf_file/2020/Eksekutif%20Summary%20KAJIAN%20DINAMIKA%20PERUBAHAN%20DI%20ALAM%20RUMAH%20TANGGA%20(English%20Version).pdf)

⁹ UNFPA factsheet: Violence Against Women - Regional Snapshot (2022) – kNowVAWdata available at: [kNowVAWdata regional VAW map September 6 2022 \(unfpa.org\)](https://www.knowvawdata.org/region/vaw-map-september-6-2022)

¹⁰ Infographic of disability data based on SUPAS 2015: <https://jakarta.bps.go.id/news/2023/01/05/828/disabilitas-dalam-angka.html>

¹¹ Report on analysis on public perception of LGBTIQ+ status on gender equality and human rights, 2015:

<https://www.kemenppa.go.id/lib/uploads/list/8cd37-3-laporan-lgbt-lgb.pdf>

¹² GNI per capita 2021, available at: [Gender Development Index | Human Development Reports \(undp.org\)](https://data.un.org/Data.aspx?ds=Gender+Development+Index+Human+Development+Reports)

¹³ Indonesia Country Gender Assessment: Investing in Opportunities for Women: available at

<https://openknowledge.worldbank.org/server/api/core/bitstreams/24982c5b-b539-5298-8fab-8ace4cefaa0/content>

¹⁴ UN statement on new Indonesian criminal code available at: <https://indonesia.un.org/en/210620-statement-new-indonesian-criminal-code>

¹⁵ Country Brief: Women, Peace and Security in Indonesia *WPS Country Brief_Indonesia_20230328.pdf (unwomen.org)

¹⁶ Economics and Peace, Global Terrorism Index, 2023: <https://www.economicsandpeace.org/wp-content/uploads/2023/03/GTI-2023-web-170423.pdf>

increasingly involved as perpetrators of violent extremism in recent years.¹⁷ A multi-country study cited that hostile sexist attitudes and support for violence against women were strongly associated with violent extremism.¹⁸

Indonesia is also highly vulnerable to disasters, including climate-induced disasters and the impact of climate change. Between 2000 and 2019, the Global Climate Risk Index 2021 ranked Indonesia 72nd for the countries most affected by climate-related disasters.¹⁹ In Southeast Asia, Indonesia is the country most affected by floods.²⁰ Underlying gender inequality increases the impact of these challenges on women and girls, who often become “shock absorbers” when crises hit. They often lack equal information and disaster preparedness.

2. UN Women in Indonesia

Background

The Country Office was established in 2019 and previously operated as a programme presence with oversight from the Regional Office. Due to the location of the ASEAN secretariat in Jakarta, the Country Office serves as a Liaison function to ASEAN and, therefore, performs both (sub) regional and country-level functions.

Strategic Notes 2019-2020 and 2021-2025

The Strategic Note is the main planning tool for the Country Office to articulate how it will implement UN Women’s triple mandate across normative, coordination and operational work in Indonesia. UN Women aligned the Strategic Note to the four country-level outcomes of the UNSDCF 2021-2025 for Indonesia, which is the main planning tool for the UN system in Indonesia. The Strategic Note aims to ensure that women and girls in Indonesia, including the most marginalized, fully enjoy their rights and realize their potential in a fair, prosperous and gender equal society. The Strategic Note aims to contribute to accelerating implementation of key normative frameworks, including CEDAW and the Beijing Platform for Action. Although the UNSDCF does not include work related to ASEAN, the Strategic Note includes an output to promote peace and tolerance within the ASEAN region, focusing on subregional-level interventions in the ASEAN framework.

Coordination efforts

UN Women is a member of the UN Country Team (UNCT) in Indonesia, which includes 22 resident agencies. The Country Office works in coordination with other UN agencies,

central and decentralized government bodies, civil society, the private sector and funding partners on joint implementation of the UNSDCF and the Country Office’s Strategic Note. The Country Office has played an important role in coordination and fostering partnership with ASEAN, which has entailed engagement in subregional efforts beyond Indonesia.

Financial and human resources

The Country Office’s actual annual budget reached a high of US\$ 4.5 million in 2022, including work dedicated to ASEAN (see Figure 1). The Country Office has 29 personnel, comprising 12 staff with Fixed-Term Appointments and 17 other personnel including Service Contracts, Consultants and UN Volunteers.

Financial resources during the Strategic Note period were mobilized from the Multi-Donor Trust Fund Office, Australian Department of Foreign Affairs Trade and Development, Government of Japan, European Union, Government of Republic of Korea, UNAIDS-UBRAF, Unilever Plc, the Swedish International Development Cooperation and the European Commission.

Key partners

A mapping of stakeholders was undertaken as part of the inception phase of the evaluation, identifying key duty bearers and right holders. The document review identified several UN agencies, CSOs and duty bearers, including the government. Organizations led by or focused specifically on marginalized groups, such as LGBTIQ+ individuals and persons with disabilities were identified as more ad hoc collaborations/participants of UN Women events.

¹⁷ Country Brief: Peace villages initiative: strengthening women’s leadership through a community based approach to prevention of violence extremism in Indonesia:

<https://asiapacific.unwomen.org/sites/default/files/2022-03/Peace%20Village%20Review%20and%20Scoping%20Study%20-%20Policy%20Brief%20-%20Final.pdf>

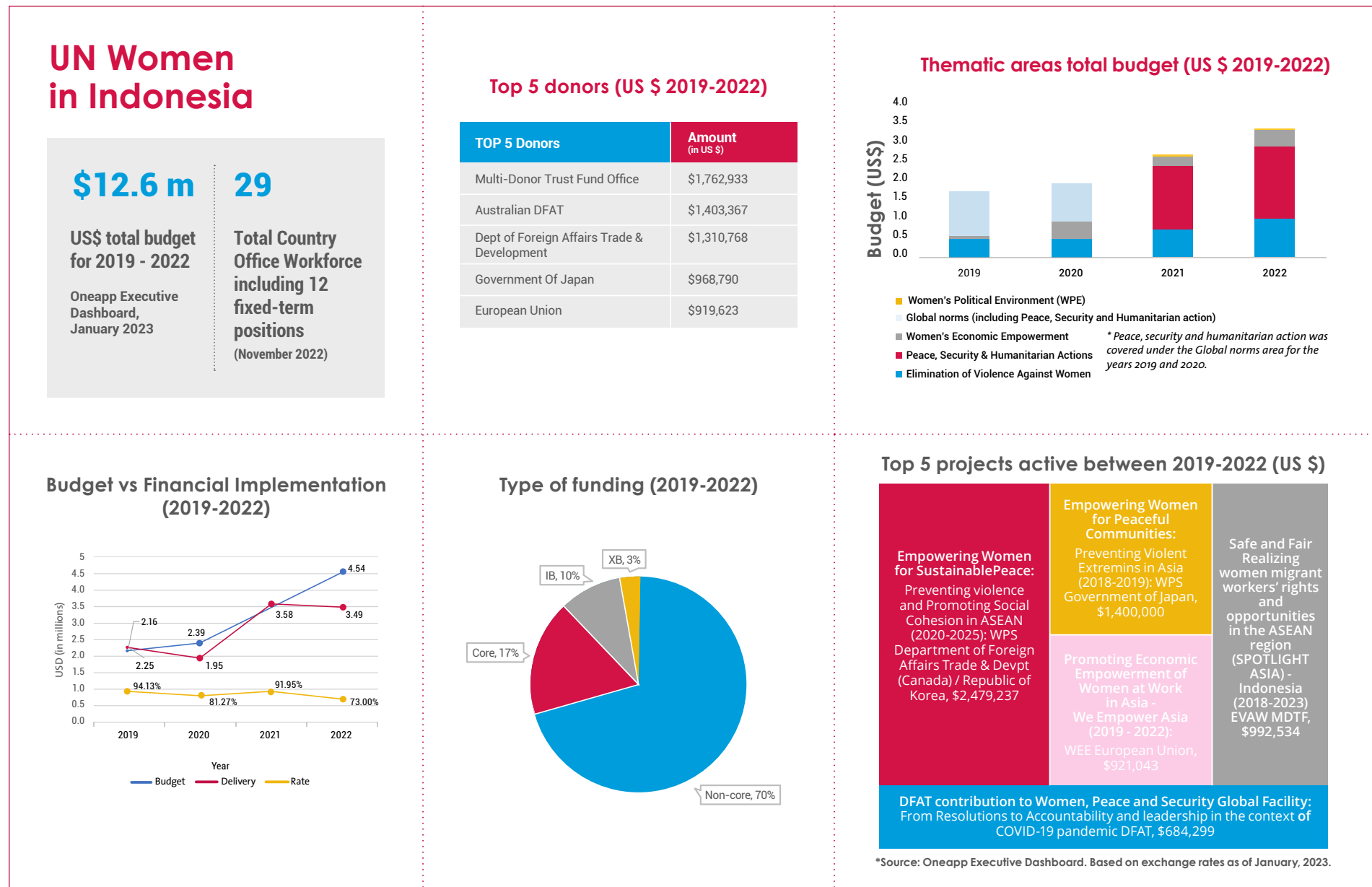
¹⁸ Monash University and UN Women (2020). *Misogyny and violent extremism in Indonesia, Bangladesh and the Philippines. Implications for Preventing Violent Extremism*. Accessed from:

<https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEA/Docs/Publications/2020/05/BL520099UNWMMisogynyVEMonashWEB0062b.pdf>

¹⁹ Global Climate Risk Index 2021 https://www.germanwatch.org/sites/default/files/Global%20Climate%20Risk%20Index%202021_2.pdf

²⁰ Over 57 million affected by climate disasters across Asia Pacific in 2021 | IFRC

FIGURE 1. Indonesia Country Office Overview (source: IES evaluation team, based on UN Women RMS and Atlas data)



3. Evaluation purpose, objectives, scope and methodology

Purpose

IES conducted this CPE to provide an independent and systematic assessment of UN Women's contributions to advancing gender equality and the empowerment of women in Indonesia over the course of 2019-2023, which covers the first Strategic Note period for the Country Office (2019-2020) and the current Strategic Note period (2021-2025). The purpose of the CPE is to support enhanced accountability for development effectiveness and learning to inform the next Strategic Note. The CPE was conducted at the midpoint of the current Strategic Note to ensure it was available in time to feed into the UNSDCF Indonesia evaluation.

Evaluation scope

UN Women's entire programme of work and integrated mandate was assessed, including its contributions in the normative, coordination and operational spheres. The CPE also included work related to ASEAN liaison function given it is embedded in the Country Office's Strategic Note. The geographic scope included all locations where the Country Office has operated, which include East, West and Central Java, Special Region of Yogyakarta, Jakarta, Banda Aceh, North and South Sulawesi, East and West Nusa Tenggara, Kepulauan Riau, Palu, North Sumatra, Bali and West Kalimantan. However, site visits were limited to Java and Central Sulawesi.

Methodology

The evaluation was carried out in accordance with the UN Women Evaluation Guidance, which is in line with the United Nations Evaluation Group Norms and Standards for evaluation in the UN system and related guidance.²¹ The CPE employed a non-experimental, theory-based and gender-responsive approach. Explicit emphasis was placed on the integration of gender equality and human rights principles in the evaluation process. The evaluation answers key questions and sub questions as defined in the evaluation matrix (Annex 4). After consultation with the Evaluation Reference Group, the evaluation team reviewed the questions to ensure they reflected the priorities of key stakeholders. The evaluation team applied OECD/DAC evaluation criteria (relevance, coherence, effectiveness, organizational efficiency, and sustainability) and a human rights and gender equality and disability inclusion criterion. The use of participatory methods was carefully considered based on the local context and all health and security guidelines were followed. Methodological limitations are included in Annex 6. The literature review was primarily conducted through the lens of the case study areas, grounded in an analysis of the key external factors identified in the inception report and how they affect the

realization of women's rights in Indonesia. The evaluation methods were discussed with the Evaluation Reference Group and IES senior managers for feedback, and adapted as appropriate.

The CPE was transparent and participatory, involving relevant UN Women stakeholders and partners. The analysis applied a human rights and gender-responsive lens by integrating the United Nations Evaluation Group guidance on Human Rights and Gender Equality in Evaluation²² that suggests analysing links with guiding normative frameworks (e.g. CEDAW, Beijing Platform for Action), underlying power dynamics, institutional structures and barriers to gender equality, and reflecting on who has voice in the evaluation.

Data collection and analysis

Data collection was driven by the key evaluation questions and selected with the aim of providing the most useful information possible to the Country Office. Primary data collection was largely qualitative, with some quantitative data collected (the evaluation matrix is available in Annex 4; sample data collection tools are also included in Annex 6.4). Multiple sources of data were obtained: 207 stakeholders from across stakeholder groups were consulted (147 women and 60 men); three surveys were conducted: (1) a UN Women personnel survey with an 82.7 per cent response rate (N=24/29) - 19 female, 4 male and 1 non-binary; (2) coordination group partners with a 32 per cent response rate (N=17/53) - 14 female and 3 male; and (3) Cash-Based Initiative recipients with a 10.9 per cent response rate (N=21/182) - 19 female, 1 male and 1 non-binary. At village level, the evaluation team conducted participatory most - significant change discussions with 10 villages related to the Peace Village programme, including the Access to Justice, and Safe and Fair initiatives. Participants were split into pairs to empower them as data collectors, facilitating reflection on changes in their lives at the individual, family and community level. They could then choose to share their story with the larger group.

In the potential case that the subject of violence against an individual being interviewed was raised, the evaluation was guided by the World Health Organization's Ethical and Safety recommendations for intervention research on violence against women (2016) and UN Women's Safe consultations with survivors of violence against women and girls (2022) (Annex 6.5). Before collecting any data, an explanation of the purpose and use of the evaluation and assurances about the confidentiality of the information was provided. Rights holders were consulted about whether they were in a safe space to speak, and their oral consent was requested in their local language. Stakeholders were given the opportunity to opt out of participation or skip any questions.

Multiple methods of analysis were carried out using both primary and secondary data to triangulate evidence,

²¹ UN Women Country Portfolio Guidelines, revised 2022: [UN Women country portfolio evaluations: Revised guidelines](http://www.uneval.org/document/detail/3050) Guidance on integrating disability inclusion in evaluation, UN Evaluation Group, Mar, 2022: <http://www.uneval.org/document/detail/3050> and Integrating Human Rights and Gender Equality in Evaluations, UN Evaluation Group, 2014: <http://www.uneval.org/document/detail/1616>

²² United Nations Evaluation Group, Integrating Human Rights and Gender Equality in Evaluation, (2016), available from: <http://www.unevaluation.org/document/detail/1616>.

including desk review, case studies (integrated programming approach, supporting civil society to strengthen women's voice, leadership and agency, and the ASEAN liaison function), quantitative and qualitative analysis (see Annex 6.1) using NVivo software (data analysis tool), and UN Women's financial and human resource analysis.

Gender analytical frameworks were employed to analyse the extent to which a gender transformative approach was applied. This included the Gender@Work framework²³ to identify dimensions of gender equality and underlying strategies for transformative change and frameworks for analysing the principle of leaving no one behind. The principle recognizes that women and girls may face multiple and intersecting forms of discrimination, dependent on the local context, including people that identify as disabled, LGBTQIA+²⁴, black, indigenous, as well as migrants and refugees. A tool based on the diverse SOGIESC spectrum was tested to support the analysis (Annex 6.1).²⁵

Limitations

The Strategic Note is mid-way and although covering two periods, it should be noted that progress is still ongoing towards delivering the current Strategic Note and COVID-19 impacted the overall progress. Overall, the CPE consulted a large and diverse range of stakeholders. The main limitation was that the rights holders consulted at village level were identified by the programme partner, which may present a responder bias, as they may speak more favourably about the programme given their potential desire to continue receiving funds. To avoid bias, the information obtained was focused on rights holders' life experiences before and during the project to bring forth stories of change, rather than solely assessing their perspective on the performance of project implementers. With respect to ASEAN-related work, the perspectives of Member States were not obtained, although the evaluation team requested more contacts to understand the stakeholder's perspective. Data collection was triangulated between sources and methods and validated with the Country Office and the Evaluation Reference Group to ensure validity and reliability.

4. Evaluation governance and quality assurance

The UN Women Evaluation Report Quality Assurance (GERAAS) criteria²⁶ is used to assure quality. All products are subject to quality review by the Evaluation Reference Group and the senior management of the IEAS. The Evaluation Reference Group for this evaluation included UN Women

Programme personnel, national government partners, civil society representatives, development partners/donors, UN and Resident Coordinator's Office representatives. The Evaluation Reference Group was engaged to review the inception report, preliminary findings and the draft evaluation report. Its feedback was important to ensure the factual accuracy and accurate interpretation of contextual information and to identify gaps in the analysis. All feedback obtained was tracked for transparency.



Photo©UN Women Indonesia

²³ See the framework here: <https://genderatwork.org/analytical-framework/>

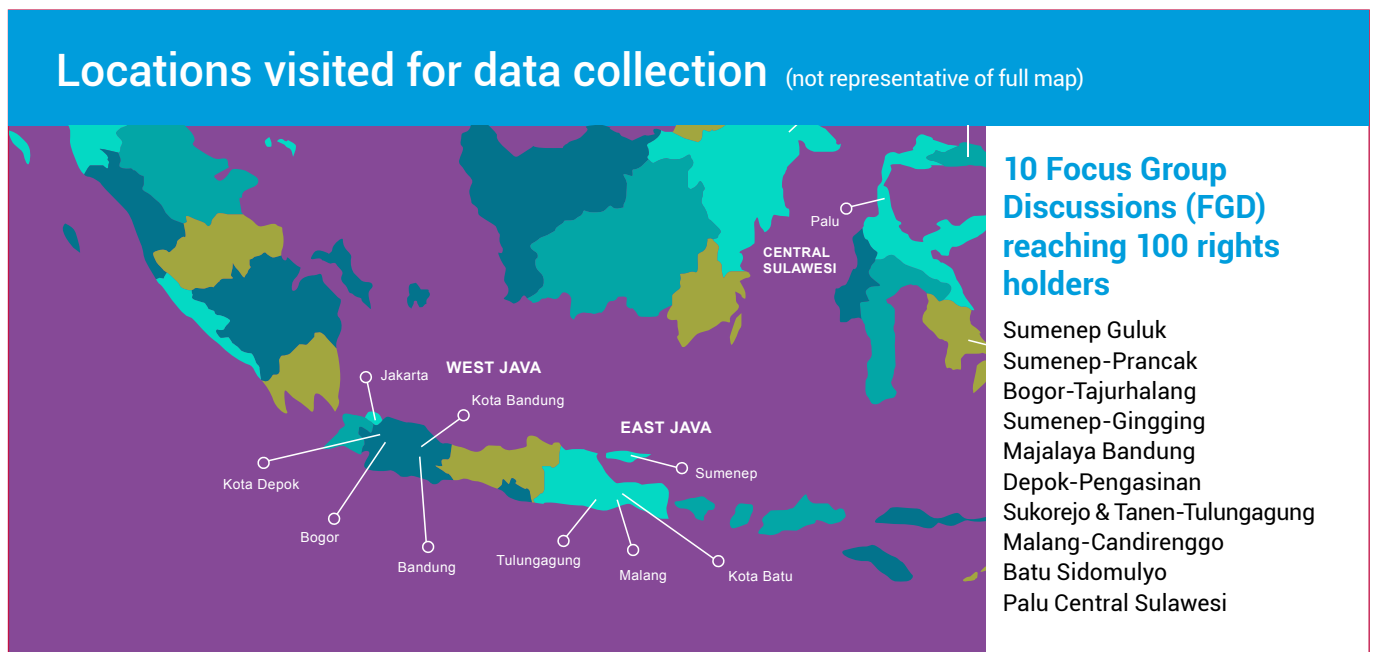
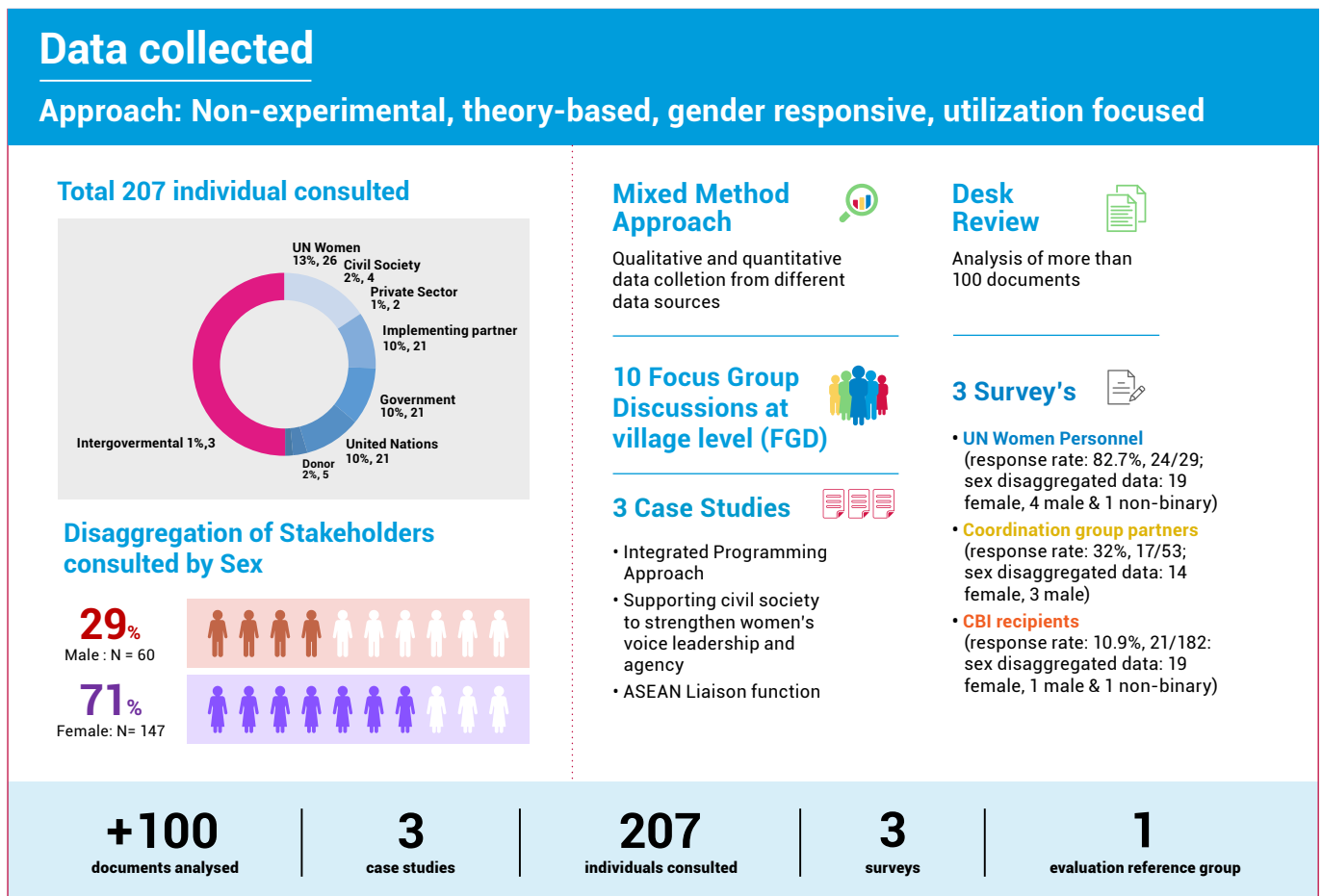
²⁴ LGBTQIA+ is an acronym for lesbian, gay, bisexual, transgender, intersex and queer people. The plus sign represents people with diverse SOGIESC who identify using other terms or none. UN Women uses both 'LGBTQIA+' and 'diverse SOGIESC' where appropriate in global contexts, while respecting their distinctions. We note that neither term is universally applicable nor reflects the full diversity of sexual and gender formations, practices and identities that exist, that terms and their usage are constantly evolving, and that SOGIESC applies to all people. In practice, various culturally, linguistically and context specific terms may be used, where appropriate.

²⁵ Edge Effect and UN Women, THE ONLY WAY IS UP: Monitoring and Encouraging Diverse SOGIESC Inclusion in the Humanitarian and Disaster Risk Reduction Sectors; January 2021;

https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEA/Docs/Publications/2021/03/ap-TheOnlyWaysUp_Public_FINAL.pdf

²⁶ Available at https://gate.unwomen.org/resources/docs/SiteDocuments/GERAAS%20Guidance%20Note_Aug%202019%20final.pdf

FIGURE 2. Country Portfolio Evaluation overview of data collected



The boundaries and names shown and the designations used on the maps in this report do not imply official endorsement or acceptance by the United Nations.



Photo©UN Women Indonesia

FINDINGS

RELEVANCE

Is UN Women's thematic focus and strategy for implementation the most relevant and coherent for advancing gender equality and women's empowerment in Indonesia considering its added value vis-à-vis other development and coordination actors and its response to challenges such as the COVID-19 pandemic?

FINDING 1

The Country Office was established in 2019 and previously The Country Office's technical expertise and advocacy on gender equality in key normative and policy spaces is recognized as its added value in Indonesia. Stakeholders see opportunities to formalize engagement with key government ministries to build ownership and capacity of key government entities and strengthen the Country Office's advocacy for those left furthest behind.

The Country Office provided technical expertise in normative spaces, and facilitated convening and awareness raising of government, civil society and development partners on Indonesia's progress against the recommendations of CEDAW, Beijing Platform for Action and the Universal Periodic Review of Human Rights in Indonesia.

For example, in close collaboration with UNFPA and Gerakan Perempuan Peduli Indonesia, the Country Office supported more than 30 organizations and more than 100 participants to facilitate inputs to an alternative CEDAW report in 2020.²⁷ The Country Office and UNFPA also collaborated to support the UNCT Indonesia Confidential Report to the CEDAW committee in 2021,²⁸ which was presented by the UN Resident Coordinator before the CEDAW Committee.

In support of the Beijing +25 review in 2019, the Country Office supported the country's gender machinery, including the national human rights institution, the National Commission on Violence Against Women, with three technical reports²⁹ and advocated for multilevel stakeholder participation in the review process. However, the Country Office may need to enhance its visibility and tracking of efforts linked to its technical support to the government given that the stakeholder survey identified that most respondents were not sure about the effectiveness of the Country Office's technical support to international processes such as CEDAW, the Commission on the Status of Women and Universal Periodic Review.³⁰

The persistence of discriminatory laws in Indonesia was identified as a key concern in the civil society report in the Universal Periodic Review on Human Rights submitted in March 2022, despite Indonesia's ratification of CEDAW.³¹ With the support of the Country Office, the National Commission on Violence Against Women (Komnas

Perempuan/National Commission on Violence Against Women) has undertaken reviews of discriminatory laws in Indonesia, identifying over 400 discriminatory laws and local regulations enacted by local governments. The review recognizes the need to mobilize support at provincial level to counteract these laws. While the Country Office has attempted to influence policies and regulations at local levels, it does not have the capacity to do so at scale.

The Indonesian Government has debated changes to the criminal code (RKUHP) for decades. Despite vocal advocacy over the years from individuals, human rights organizations, including the UN, and bilateral partners, the bill was passed on 6 December 2022. Under the leadership of the UN Resident Coordinator, along with several UN entities, the Country Office provided key analysis and advocacy on the implications of the changes to the criminal code (RKUHP) on the human rights of women and girls, and diverse SOGIESC people. Human rights groups argue that the updated Criminal Code violates international human rights law and standards, with serious implications for women and LGBTIQ+ people.³² Stakeholders consulted praised the Country Office's joint advocacy on this issue and expect UN Women to continue amplifying the voice of those who will be affected by this law, while maintaining a sensitive approach.

Several stakeholders noted that the social conflict in Papua requires greater attention from the Country Office and more broadly the UN system if it is to ensure the "leave no one behind" principle. In March 2022, the United Nations Office of the High Commissioner on Human Rights (OHCHR) reported allegations of extrajudicial killings, including of young children, torture and inhuman treatment, and forced displacement of at least 5,000 indigenous Papuans by security forces. The estimated number of displaced persons since December 2018 is between 60,000-100,000. The report calls for urgent humanitarian access and independent review by the Government of Indonesia.³³

The stakeholders consulted as part of this evaluation expect the Country Office to continue to play a leadership role not only in supporting key stakeholders with reporting against key international human rights instruments, but also in following up on implementation of the CEDAW recommendations, for example, and advocacy with the government against discriminatory laws and actions. Most respondents to the stakeholder survey (75 per cent, N=12/17) agreed or fully agreed that UN Women is a strong advocate for gender equality and the empowerment of women and human rights. The stakeholder and personnel survey and interviews also identified the need to strengthen advocacy with the government (33.4 per cent, N=6/17 identified this as very or somewhat ineffective). The civil society and development partners consulted identified

²⁷ UN Women Annual Report 2020

²⁸ UN Women Annual Report 2021

²⁹ UN Women Annual Report 2019 and KII's validated

³⁰ Across all categories related to international agreements and processes, between 47.7 per cent and 58.8 per cent chose the option "not sure".

³¹ Marriage Law No 1/1974, article 4 paragraph 2 concerning polygamy and article 31 concerning gender role division which is gender biased.

³² Human Rights Watch, December 8, 2022: <https://www.hrw.org/news/2022/12/08/indonesia-new-criminal-code-disastrous-rights>

³³ OHCHR, March 2022: <https://www.ohchr.org/en/press-releases/2022/03/indonesia-un-experts-sound-alarm-serious-papua-abuses-call-urgent-aid>

the need for the Country Office to be “braver” in its advocacy with the government and to engage with civil society more systematically to strengthen its advocacy on key policy issues.

While UN Women and its key government partner, the Ministry of Women Empowerment and Child Protection, have established areas of cooperation for 2021-2024, one of the key issues identified by government stakeholders was that the lack of an officially endorsed workplan with UN Women affects its ability to work at scale and convince key government officials of the necessity to act. Government ministries’ formal endorsement of several UN entities’ country workplans allows them to have an official budget line with these agencies and therefore work in a more strategic and sustainable way. UN Women has established a partnership with the National Commission on Violence Against Women through a partnership agreement (October 2021-October 2023), where financial resources are provided to the commission to implement work. Stakeholders consulted encouraged the Country Office to continue strengthening the capacity of Ministry of Women Empowerment and Child Protection, while also expanding reach and engagement with other key line ministries such as the Ministry of Finance, which could take a stronger role in promoting gender-responsive budgeting.

Box 1. UN Women Indonesia’s contributions to global normative processes

In close coordination with the Regional Office and headquarters, the Country Office capitalized on Indonesia’s role as President of the G20 in 2022 by supporting Indonesian government counterparts in this key global normative space. The Country Office reported providing technical expertise and advice to integrate gender equality and the empowerment of women concerns into formal deliberations of sectoral working groups Business 20 (B20), representing the private sector and business community, and Women 20 (W20),³⁴ representing women leaders and CSOs, and to the G20 Leaders’ Summit.³⁵ UN Women’s Global Goodwill Ambassador, Anne Hathaway, delivered a speech to the B20/G20 focused on “unlocking the full potential of women in the economy”.³⁶ Through these forums, the role of women’s leadership in economic empowerment, unpaid care work and COVID-19 recovery were highlighted.

UN Women Regional and Country Office personnel noted that better coordination between headquarters, Regional Office and the Country Office could be enhanced in terms of conceptualizing and taking forward support and advocacy related to key global normative processes.

FINDING 2

The Country Office proactively worked with partners to pivot programming and advocacy in the face of key challenges, including COVID-19, such as through rapid gender analyses. The Country Office’s expertise in the humanitarian area could be strengthened given the high risk of disasters, including climate-induced disasters in Indonesia.

The Country Office stakeholder survey identified the office’s ability to adapt to shifting dynamics, including COVID-19, as one of the most positive areas.³⁷ Stakeholders identified research and advocacy in relation to the COVID-19 pandemic as the value added by the Country Office.

Working with the UN Women Regional Office Gender Statistics team Women Count programme with financial support from Indonesia’s UN Multi-Partner Trust Fund, two key reports were produced in response to the COVID-19 pandemic. Indosat Ooredoo, one of the largest telecommunication companies in Indonesia partnered with UN Women to send a survey through SMS messages on the socio-economic impact of the COVID-19 pandemic on women and men, while the survey responses came straight to the UN Women server to protect access and confidentiality. The report, “Counting the Costs of COVID-19: Assessing the Impact on Gender and the Achievement of the SDGs in Indonesia” also utilized the National Statistics Bureau’s national social-economic survey as part of the analysis.³⁸ Another report in partnership with Pulse Lab Jakarta focused on “Leveraging Digitalization to cope with COVID-19: An Indonesia case study on women-owned micro and small businesses”. The stakeholders consulted from the UN system and government noted that these timely reports identified women’s vulnerabilities to economic shocks and the deepening of pre-existing inequalities caused by the COVID-19 pandemic in Indonesia; and provided useful evidence-based policy recommendations.

Stakeholders also highlighted the relevant support the Country Office provided to the government with the production of guidelines on the protection and empowerment of women and marginalized groups. For example, in 2020, the Country Office³⁹ in partnership with the Ministry of Women Empowerment and Child Protection supported the development of a Guideline on the Protection of Women Migrant Workers during COVID-19 and the Protocol for Handling Gender-Based Violence and Trafficking during COVID-19.

The Country Office pivoted programmes to the COVID-19 context by moving to online platforms for engaging stakeholders, technical support to partners, distribution of personal protective equipment (PPE) kits and/or providing

³⁴ Women20 (W20), is a G20 Engagement Group that forms a women’s empowerment network to encourage the adoption of G20 commitments in women’s issues. <https://www.w20indonesia.org/news/g20-empower-dan-women20-dimulai>

³⁵ UN Women Annual Report 2022

³⁶ <https://asiapacific.unwomen.org/en/stories/speech/2022/11/unlocking-the-full-potential-of-women-in-the-economy>

³⁷ 70.6 per cent found the Country Office response to be “somewhat effective” (58.8 per cent; N= 10/17) or “very effective” (11.8 per cent; N= 2/17).

³⁸ During April and July 2020, a survey was conducted.

³⁹ Safe and Fair: Realizing women migrant workers’ rights and opportunities in the Association of Southeast Asian Nations (ASEAN), a UN Women and ILO joint regional programme funded by the European Union.

direct goods or cash. For example, through the Peace Villages initiative, the Country Office reported, and the villages visited confirmed, that the villages applied for grants based on community needs. In most cases, villages proposed utilizing the funds to purchase food items for families in quarantine, a generator, school packages and other items. In two villages, funds were used to purchase an ambulance, which was observed by the evaluation team in Candirenggo. At the time of visit, the ambulance was reported to be utilized by the village leader for transportation to meetings (not as an ambulance); the bed and emergency equipment that should go in the back of the ambulance was observed to be outside of the vehicle, and it had been reported by the persons consulted in the village to have been used only a couple of times for emergencies (some unrelated to COVID) during the COVID-19 lockdown period. This raises questions about the value for money of such a purchase.

However, the personnel surveyed and consulted recognized the Country Office's contributions to humanitarian action as one of its weakest areas of work, noting that they do not have sufficient technical capacity.⁴⁰ With respect to Disaster Risk Reduction, the Country Office intended to develop programming in this area as outlined in its Strategic Note; however, it was not able to mobilize resources until recently with the new Korea International Cooperation Agency funded work that will expand the Peace Village concept to include Disaster Risk Reduction work.

With respect to operational capacity to deliver humanitarian response, lessons can be learned from the Country Office's experience with cash-based initiatives (see Box 2). The Country Office partnered with Yayasan CARE Peduli to pilot a cash-based initiative that could feed insights into the Government's broader social protection approach given that generally cash for work initiatives in Indonesia are related to infrastructure projects mainly employing men. Recognizing COVID-19 was a challenging time for everyone where "business as usual" was disrupted, the Country Office supported the immediate needs of the target group, and lessons were learned with respect to ensuring the initiative is better linked with broader social protection efforts. In future cash-based initiatives, the Country Office should take into consideration the recommendations of the UN Women Independent Evaluation and Audit Services (IEAS) rapid assessment on the organization's preparedness for cash-based initiatives.⁴¹

The Country Office does not have capacity to provide rapid technical support in the case of humanitarian emergency as there are no dedicated humanitarian personnel in the office; and UN stakeholders noted that the Country Office's contributions to the Humanitarian Coordination Team could be strengthened. In the past, the Country Office has worked with partners on rapid gender assessments that promoted enhancing gender mainstreaming,⁴² such as in

the aftermath of the Sulawesi earthquake and tsunami.⁴³ Such analyses provide timely and necessary inputs to the broader humanitarian response, ensuring the priorities and needs of women and the most vulnerable groups are prioritized.



Photo©UN Women Indonesia

⁴⁰ Personnel survey level of value added by the Country Office to humanitarian action considering the work of other UN agencies and development partners: 8.7 per cent (N= 2/24) as "very low", 8.7 per cent (N= 2/24) rated it as "low" and 47.8 per cent (N=11/24) as "medium".

⁴¹ UN Women, Independent Evaluation and Audit Services, 2020: Rapid Assessment of UN Women preparedness for cash-based assistance; [Briefing-note-Rapid-assessment-of-UN-Women-preparedness-for-cash-based-interventions-en.pdf](https://www.unwomen.org/en/stories/2020/11/briefing-note-rapid-assessment-of-un-women-preparedness-for-cash-based-interventions-en.pdf) (unwomen.org)

⁴² UN Women Country Office Annual Report 2019

⁴³ In September 2018, an earthquake of 7.4 magnitude rocked Central Sulawesi, triggering a near-field tsunami, major liquefaction and landslides. UN Women, Oxfam, UNFPA and partners, 2018: Gender and Inclusion Report, Sulawesi Earthquake and Tsunami. https://wrds.unwomen.org/sites/default/files/2021-11/GENDER-2_o.PDF

Box 2. Lessons from humanitarian operational initiatives can inform future humanitarian action: cash for work.

Regional Project: Women and Girls at the Center of COVID-19 prevention supported by the Government of Japan

Timeframe: 1 June 2020- May 2021 (12 months)

Total Budget: US\$ 1.8 million

UN Women Indonesia budget for WEE component: US\$ 157,725 (US\$ 127,725 from the Government of Japan and US\$ 30,000 from the UN Joint Programme on Social Protection with UNDP and UNICEF)

The initiative focused on supporting gender-responsive cash for work and entrepreneurship development to support women who lost their jobs due to the COVID-19 pandemic. Yayasan CARE Peduli delivered the initiative in Sukabumi and Purwakarta Regency, West Java, where CARE had previous engagement with garment factory workers. The initiative provided support to several hundred garment factory workers for three months between January and March 2021. Some received about 1.5 million Indonesian Rupiah for cloth mask production while others received cash voucher assistance for essential items.

The evaluation team attempted to reach the recipients of the cash based on the records provided by the Country Office and the programme partner. The team randomly selected 182 names from the list and called the phone number listed at least two times. Of the 182 individuals that the team attempted to call, only 21 were reached – a response rate of 10.9 per cent. Most of the phone numbers were not in service or reached an individual with a different name. This may be due to frequent changes to mobile phone plans in Indonesia, where phone numbers quickly become obsolete. Therefore, future initiatives should consider how to validate receipt of funds/goods; track beneficiary feedback; and ensure ways of contacting individuals given the challenges with mobile numbers.

Of the 21 individuals reached through the phone survey, all were satisfied, reporting that the financial resources were received and utilized primarily for immediate household needs; at least three reported saving some money as input to a small business. However, questions were raised about why some had to work for the cash, while others received cash voucher assistance without preconditions.

One key lesson identified by the stakeholders involved was the need to better plan for the marketing of the products: they could not identify a market for most of the masks, and therefore they were primarily utilized by the CSO. Plus, a model that

could be “sold” to the government for future initiatives was not developed as envisioned. The stakeholders involved noted that this was due to the need to quickly design the initiative without proper reflection on the “how” and staff turnover, which made oversight and learning from the initiative challenging

UN Women reported data from management

**Target group
610 total women
beneficiaries:**

- 321 women received cash assistance
- 60 women trained as mask producers and received cash for work
- 209 women marketers received marketing incentives
- 20 women trained as health ambassadors received incentives

Support provided:

- Machine and supplies for mask production
- Cash for work (US \$ 96 per month for 3 months)
- Cash assistance (US \$ 32 per month for 3 months)
- Marketing initiative (US \$ 25 per month for 3 months)
- Health ambassadors (US \$ 19 per month for 3 months)



Former garment workers who lost their jobs during COVID-19 participate in cloth mask-making training, as part of a cash-for-work programme organised by UNWomen. ©UN Women

COHERENCE

To what extent have interventions achieved internal and external coherence, including within the UN Women portfolio and vis-à-vis the UN Country Team's work and efforts of other development partners?

FINDING 3

The Country Office's thematic focus on Women, Peace and Security (WPS) has proven to be relevant to the context and is aligned with UN Women's mandate across normative, coordination and operational areas. However, there is a need to review internal coherence, including the placement of ASEAN work under this impact area.

The Country Office's WPS work is aligned with key UN Women Strategic Plan (2022-2025) actions related to WPS and UN Security Council resolutions on WPS, including resolutions 1325 and 2242, CEDAW General Recommendation No. 30⁴⁴ and Sustainable Development Goal (SDG) 16. The Country Office's WPS work is also aligned with national commitments, the previous and current five-year National Action Plan for the Protection and Empowerment of Women and Children in Social Conflict (2020-2025); and the National Action Plan on Preventing and Countering Violent Extremism.

In 2023, according to INFORM, Indonesia was ranked as medium risk for humanitarian crisis, i.e. likely to require international assistance.⁴⁵ Therefore, the Country Office could revisit how to position itself with respect to humanitarian action and Disaster Risk Reduction based on its previous experience (see Finding 2). Within the Disaster Risk Reduction area, the Country Office could also revisit how to work collaboratively with UN system partners and the National Statistical Office to support strengthening gender statistics related to the environment/climate change and disaster in Indonesia, an area that has been explored by the Country Office since 2019.

At the time of this evaluation, the Country Office was finalizing a new project with funding from the Korea International Cooperation Agency. The project will focus on deepening and expanding the Peace Village concept to strengthen community resilience and reduce vulnerabilities in emergency and conflict-affected areas. Important lessons articulated under Finding 5 should be integrated into the project to ensure the Peace Villages initiative is effectively implemented within this broader approach.

The placement of ASEAN-specific work (subregional projects) under the Country Office WPS area and the Organizational Effectiveness and Efficiency Framework

does not accurately represent the contribution of this work to other thematic areas and makes it difficult to distinguish subregional work from Country Office-specific work.

Given the lack of formal guidance from headquarters on liaison functions and the unique test case of managing a regional project from a Country Office, the ASEAN work was placed under the WPS impact area and the Country Office's Organizational Effectiveness and Efficiency Framework. Currently, ASEAN programme funding is linked with WPS and Disaster Risk Reduction; however, the work of ASEAN spreads across other thematic areas and countries (including Cambodia, Philippines, Thailand and Viet Nam) and includes some broader regional work (led by the Regional Office). Therefore, placing ASEAN work under the WPS outcome of the Indonesia Country Office does not accurately represent the breadth of work. This will be explored further under Finding 13. The linkages between ASEAN and Country Office efforts could also be better articulated to ensure internal coherence.

FINDING 4

The UN Resident Coordinator's leadership and vocal commitment to gender equality and human rights has facilitated a platform for advocacy and support for enhancing the UNCT's gender responsiveness. Country Office engagement with development partners has been strategic, yet there is room to improve systematic engagement with CSOs.

The Country Office has made important contributions to coordination for gender equality and women's empowerment through three primary means: (1) coordination groups; (2) technical support to UN system-wide accountability mechanisms; and (3) Joint Programmes. The stakeholder survey indicated that over half of respondents believe UN Women has effectively fulfilled its coordination role 50 per cent (N=8/17) agree and 12.5 per cent (N=2/17) fully agree; 37.5 per cent (N=6/17) were unsure, leaving room to clarify or increase the visibility of the Country Office's contributions to coordination. The stakeholders (UN system, civil society and donors) surveyed and interviewed expect UN Women to be a proactive voice for those left furthest behind and noted some areas for improvement around engagement with civil society, which is addressed under Finding 10.

Coordination groups have supported a more coherent gender response from the UN system and development partners in Indonesia.

During the period under review, the Country Office was a very active member of the UNCT Results Groups, which are

⁴⁴ UN Women: "CEDAW General Recommendation 30 is a landmark document giving authoritative guidance to countries that have ratified CEDAW on concrete measures to ensure women's human rights are protected before, during and after conflict. It also affirms CEDAW's linkages with the Security Council women, peace and security agenda."

<https://asiapacific.unwomen.org/en/digital-library/publications/2015/08/guidebook-on-cedaw-general-recommendation-no-30#:~:text=CEDAW%20General%20Recommendation%2030%20is,women%2C%20peace%20and%20security%20agenda>.

⁴⁵ INFORM is a collaboration of the Inter-Agency Standing Committee Reference Group on Risk, Early Warning and Preparedness and the European Commission. The INFORM Risk Index is an open-source risk assessment for humanitarian crises and disasters based on risk concepts published in scientific literature and envisages three dimensions of risk: Hazards & Exposure, Vulnerability and Lack of Coping Capacity. Access at: <https://drmkc.jrc.ec.europa.eu/inform-index>

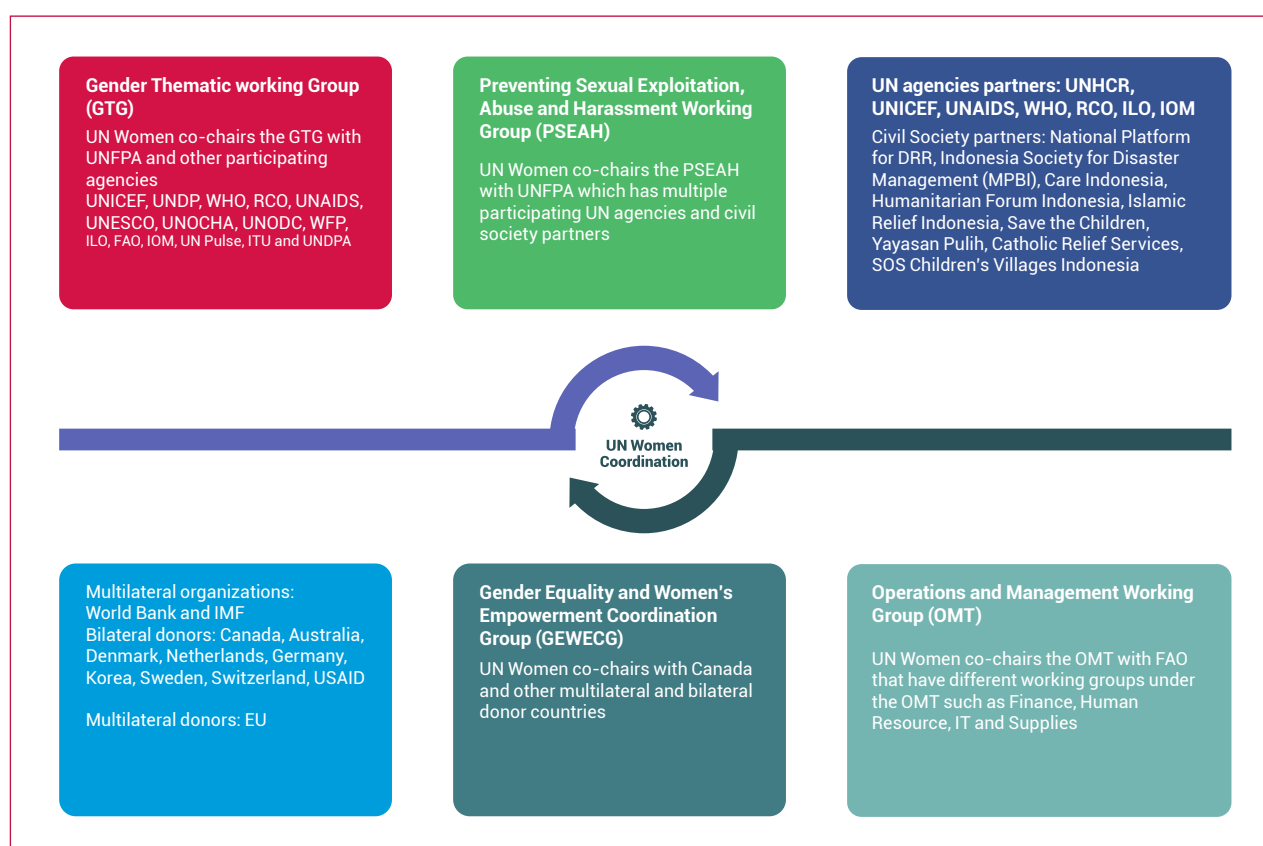
aligned with the UNSDCF's four outcome areas. Cross-cutting thematic working groups and joint teams covering gender, HIV/AIDS, human rights and youth, as well as monitoring and evaluation supported the Results Groups ensuring that the themes were mainstreamed throughout. The Country Office reported contributing gender-related data (including joint activities and joint programming) to the UNINFO system, which captures information about UN programmes in Indonesia.

The Country Office co-led the Gender Theme Group, Prevention of Sexual Exploitation and Harassment, and Operations Management Team working groups. Stakeholders consulted through interviews and surveys noted that the Gender Theme Group has not been leveraged as a strategic mechanism for coordination in Indonesia. The group only met⁴⁶ twice in 2022 (in January and October) and during the evaluation team's visit in March 2023, the stakeholders consulted questioned why there had not yet been a meeting in 2023, or any active engagement of the group around International Women's Day (8 March). Stakeholders engaged in the group suggested that the Country Office should take a more proactive approach to organizing meetings with a focus on mobilizing the UNCT around specific policy issues and mapping efforts of different agencies and partners in the gender equality and empowerment of women space. The

lack of personnel dedicated to coordination was a key challenge for the Country Office with respect to active engagement and leadership of the coordination groups. The coordination role is shared by individuals who wear multiple hats, which affects the amount of time that personnel can dedicate to these groups.

The stakeholders consulted pointed to the external facing Gender Equality and Women's Empowerment Coordination Group as a platform that has been utilized strategically to build partnerships, strengthen capacity and links between stakeholders. The Country Office co-chairs the group with the Government of Canada. Participation in this group goes beyond the UNCT to multilateral organizations such as the World Bank and IMF; bilateral donor countries such as Canada, Australia, Denmark, Netherlands, Germany, Korea, Sweden, Switzerland, US Agency for International Development; and multilateral donors such as the European Union. Key informant interviews with the Gender Equality and Women's Empowerment Coordination Group participants indicated that the meetings, although not frequent, were a very useful space for dialogue on key policy issues pertaining to gender equality in Indonesia, such as the Bill on the elimination of sexual violence, the Criminal Code, and engagements around Indonesia's G20 presidency.

FIGURE 3. The Country Office leadership of coordination groups

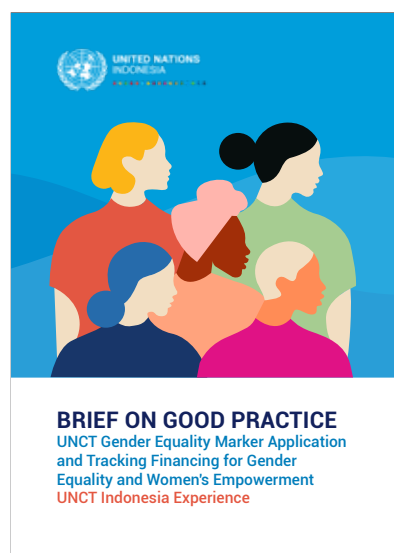


⁴⁶ Based on Gender Theme Group meeting minutes provided to the evaluation team.

Technical and advocacy support to UN system-wide accountability mechanisms has stimulated action on gender equality.

Between 2019 and 2022, the UN Resident Coordinator's Office led the annual UNCT-SWAP Gender Scorecard process in close collaboration with Gender Theme Group co-chairs and gender focal points, also utilizing the Gender Equality Marker to track UN resources on gender equality and the empowerment of women.⁴⁷ The UNCT-SWAP Gender Equality Scorecard is a globally standardized monitoring and accountability framework that promotes adherence to minimum gender mainstreaming requirements in the work of the UN system at the country level (see Picture 1). The Country Office contributed to coordination and data collection ensuring the Scorecard Report was completed in a timely manner.

Picture 1: Brief on good practices



The UNCT established a target of 60 per cent of UNSDCF budget allocation to gender equality and women's empowerment and developed a monitoring tool to track Gender Scorecard indicators, which will be utilized on a six-monthly basis.⁴⁸ To build UNCT capacity and support implementation of its gender commitments, in 2022 UN Women's Regional and Country Office collaborated with the Resident Coordinator's Office to develop a good practice brief⁴⁹ and a series of training courses on application of the Gender Equality Marker and tracking financing for gender equality. The Country Office also played an important role in the UN campaign to put an end to the all-male-panel in conferences or meetings by launching a "no-manels" pledge in May 2021. UN officials and ambassadors representing more than 40 countries, as well as senior officials from the private sector, civil society and the government made the pledge to not join a "manel"

The stakeholders consulted credit the high-level leadership of the Resident Coordinator for progress at the UNCT level, yet also note that the Country Office has contributed at a technical level. Stakeholders involved in the process

The Resident Coordinator noted: "All-male panels may draw incorrect or at least incomplete conclusions...and they reinforce sexist and exclusionary stereotypes of men commanding authority or superior expertise because "they imply women are not capable of contributing to the discussion."

Source: *United Nations in Indonesia: Country Results Report 2021*

suggested there should be clarity around the role of the Resident Coordinator's Office vis-à-vis UN Women and the Gender Theme Group to ensure that attention is consistently given to regular engagement, planning, monitoring and supporting implementation of UNCT commitments to a gender-transformative approach.

There is room to strengthen UNCT efforts to mainstream gender in Joint Programmes, with the Peace Hub an example of a promising practice that supports coordination in a common thematic area.

There is a clear move towards more Joint Programmes by the UNCT in Indonesia as indicated in the UNCT annual report for 2022, which identified 19 Joint Programmes, with the UN Women Country Office participating in four such programmes (see Table 1 in Annex 5.2). The Country Office also engaged in pooled funds, including UNAIDS-UBRAF and Multi-Partner Trust Funds on COVID-19 and the UN Trust Fund for Human Security.⁵⁰

Most stakeholder survey respondents (66 per cent, N=11/17) rated the Country Office's contribution to strengthening coherence of UN gender interventions as effective or very effective. It was also one of the categories in the survey with the highest percentage rating "very ineffective" (16.7 per cent [N=3/17] identified as very ineffective), yet numerically a low number. The stakeholder survey also identified a need to clarify responsibilities for the gender agenda between UN agencies: 12.5 per cent (N=2/17) disagreed that there was clarity; 68.8 per cent (N=11/17) were not sure; and 18.8 per cent (N=3/17) agreed that there was clarity. Several CSOs consulted also noted that they are working with multiple UN entities, yet communication and planning could be enhanced between the entities.

The Gender Scorecard (2021) found that while some joint UNCT programmes in Indonesia had mainstreamed gender, some had not and at least one project was gender blind. Therefore, there is still a need to enhance gender

⁴⁷ United Nations Country Team in Indonesia. (2022) UNCT-SWAP Gender Equality Scorecard. Annual Progress Assessment Report and Action Plan

⁴⁸ UN Women Annual Report 2022

⁴⁹ UNCT Gender Equality Marker Application and Tracking Financing for Gender Equality and Women's Empowerment UNCT Indonesia Experience | United Nations in Indonesia

⁵⁰ Missing from this list is the joint UN Women and OHCHR regional Access to Justice Programme (implemented through Peace Villages) because OHCHR does not have presence in Indonesia.

mainstreaming in Joint Programmes. In 2022, along with the Resident Coordinator's Office, the Gender Theme Group adapted a Joint Programme Gender Screening Tool to identify the extent to which key gender equality and the empowerment of women considerations are addressed in Joint Programmes.⁵¹ The tool should be used during the programme planning stage by agencies leading the design; it is also intended to be utilized by peer reviewers from the Gender Theme Group to provide an external assessment. In 2022, the UNCT SWAP Action Plan⁵² related to Joint Programmes also committed to undertaking an inter-agency needs assessment of gender equality and gender mainstreaming capacities. It suggested that this should be carried out with the support of the Gender Theme Group to inform a capacity development plan. The Country Office should ensure that this is followed up on through the Gender Theme Group.

The "Peace Hub" (which included UN entities, national security forces and non-governmental organization partners sharing resources and expertise in peace and security) supported more coherent action. Stakeholders noted that while this had worked effectively in the past by facilitating in-person meetings between agencies, the COVID-19 pandemic changed the dynamics and fewer meetings had taken place during 2021 and 2022. The Peace Hub represents a good practice in building a sustainable mechanism that can outlive the lifetime of individual Joint Programmes in a thematic area of relevance to the UNCT. It also opened opportunities to influence other areas, for example, the Country Office is working with partners to mainstream gender within the Youth, Peace and Security agenda and the emerging Climate and Security agenda. The stakeholders consulted identified opportunities for the Country Office to facilitate more interactions between civil society and rights holders working on the WPS agenda and with national policy makers to stimulate ownership and sustainability.

Joint Programmes are an important means for the Country Office to promote gender-responsive programming in the UNCT. There is room to strengthen the design of the joint approach by ensuring concrete linkages between agencies' outputs and activities.

Joint Programmes have been a relevant match of expertise on paper and have been implemented smoothly. In the future, attention is needed to ensure the activities/outputs of Joint Programmes are leveraging the value added of a joint approach: the evaluation team observed they are often implemented in a siloed manner. The evaluation field visits identified a lack of awareness by programme partners and rights holders about what the other Joint Programme partners were doing and opportunities for synergy across efforts. For instance, within the Safe and Fair initiative, implementing partners expressed their willingness to engage in the International Labour Organization (ILO) Migrant Resource Centre's workplan to

enhance integrated service delivery on labour migration case management and referral of violence cases.

The UN partners consulted identified a willingness and opportunities for the Country Office to engage in more Joint Programmes but identified a lack of technical capacity within the office to articulate programmatic actions in technical areas as one of the main challenges to making this happen. For example, the SDG Fund-backed Accelerating SDG Investment in Indonesia (ASSIST) Joint Programme engages four UN agencies to scale up proven and new financial instruments that can be used to leverage public and private financing for the SDGs. The programme mobilized a total of US\$ 1.68 billion of resources in Indonesia in 2021. The Country Office could request support from the Regional Office or headquarters to position itself within such a Joint Programme.

Box 3. Joint Programme lessons learned

Good practice

- UNCT coordination mechanisms allows for coordination beyond the programme life cycle. For example, the Peace Hub in Indonesia not only facilitated the GUYUB Joint Programme coordination, but also coordination at a higher level related to peace and security in Indonesia.

Opportunities for the future

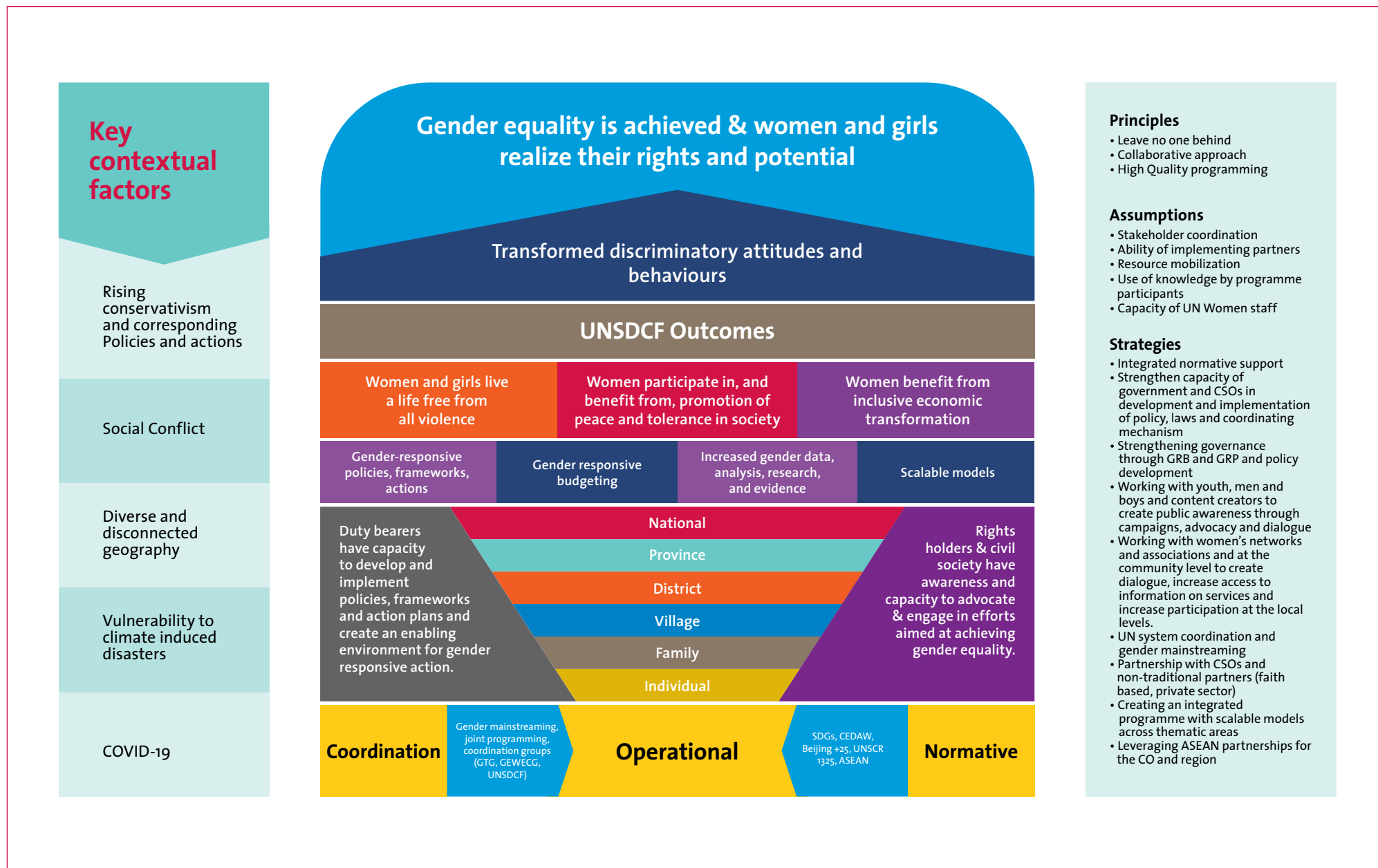
- During the programme planning stage, build in joint activities under each output area to ensure linkages between outputs, rather than assigning one output area per agency.
- Identify opportunities for joint production of training modules or events between programme partners (e.g. CSOs and/or government).
- Plan for learning events between programme partners (e.g. CSOs and/or government).
- Facilitate cross-fertilization between rights holders in the diverse geographical locations targeted.

Source: Developed by the evaluation team

⁵¹ As of 30 May 2023, the tool was pending adoption by the UNCT.

⁵² UNCT-SWAP Gender Equality Scorecard Annual Progress Assessment Report and Action Plan, United Nations Country Team in Indonesia 2022

FIGURE 4. Reconstructed Theory of Change (Source: developed by the evaluation team based on desk review and consultations)



EFFECTIVENESS

To what extent have the Country Office’s contributions across UN Women’s integrated mandate advanced gender equality and the empowerment of women in Indonesia, including through the outcomes of the UNSDCF 2021–2025?

The reconstructed Theory of Change shown in Figure 4 was developed during the evaluation’s inception phase. Triangulation of data (field data collection and desk review) provided evidence that this Theory of Change was an accurate reflection of the pathways of change envisioned by the Country Office.

It is important to recognize and consider how the social norms impeding the progress of women influence UN Women and its partners’ efforts. Examples of enabling and constraining factors for contributions to results are outlined in Box 4.

Box 4. Enabling factors and constraining social norms affecting achievement of gender equality and the empowerment of women in Indonesia		
Thematic Area	Enabling Factors	Constraining Factors
WPS	Village Law (Law 6/2014) established villages as stand-alone administrative units with decision-making powers and budgets.	Prevailing social norms: hostile sexism and support for violence against women are the factors most strongly associated with support for violent extremism. ⁵³
EVAW	Passage of the Elimination of Sexual Violence Bill to enable survivors of sexual violence to seek justice and hold perpetrators accountable.	Passage of the new penal code which criminalizes sex outside marriage and cohabitation and is discriminatory, in particular against women and the LGBTIQ+ community.
WEE	Structural changes to the economy, gains in education, declining early marriage rates and lower fertility.	Female labour participation rate is low at 53 per cent and has remained unchanged for over two decades. Persistent gender-based occupational segregation, exacerbated unpaid care work burden on women due to COVID-19. The gap between men and women in the labour force participation rate is one of the largest in the region at around 30 percent. ⁵⁴

Source: Developed by the evaluation team

FIGURE 5. Summary of WPS efforts undertaken by the CO (2019–2022) (source: developed by the evaluation team)



Key streams of work: (outputs 4.2.2 – 4.2.9)

- National and local governments have increased capacity to promote tolerance through normative technical support, including through the development and socialization of National Action Plans
- Enhancing capacities of communities to promote social cohesion and counter violent extremism through the peace village model



Total investment of approximately US \$ 8.9 million as part of the peace village initiative (*between 2017–2022, the total investment from six funding streams amounted to approximately US \$13 million)

Key initiatives



- Six initiatives (figure 8) implemented to enhance socialization of National Action Plans through Peace villages
- Efforts range from Training on PVE/social cohesion, building women’s leadership, providing economic empowerment support and relief during COVID-19, paralegal training and developing knowledge on WPS/PVE

FINDING 5

The Country Office effectively leveraged its triple mandate to influence normative, coordination and individual level action aimed at engaging and empowering women in building a more peaceful society. The Country Office’s work at village level in theory has high potential to serve as a model. However, moving forward, site selection; deepening a holistic approach; and regular engagement and monitoring will need to be prioritized to capture and understand outcome-level change on peacebuilding and social cohesion.

The stakeholders consulted identified WPS as the Country Office’s most visible and well-known area of work.⁵⁵ Indonesia’s commitment to WPS was established through the 2014 National Action Plan for the Protection and Empowerment of Women and Children in Social Conflict and was reaffirmed with the second National Action Plan (2020–2025). The National Action Plan on Preventing and Countering Violent Extremism was signed as a Presidential Decree on 6 January 2021 after several years of deliberations to inform its development. The Country Office has made contributions across UNSDCF outcomes, with most results concentrated under Outcome 1 related to WPS and Ending Violence Against Women (EVAW).

The Country Office partnered with the Asian Muslim Action Network Indonesia to provide technical support to the respective ministries with the development of the National Action Plan on Social Conflict and on Preventing and Countering Violent Extremism. The Asian Muslim Action Network’s extensive network of grassroots organizations facilitated socialization and supported the subnational level to localize the National Action Plan on Preventing and Countering Violent Extremism, for example in Central Sulawesi.

⁵³ <https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEA/Docs/Publications/2020/05/BL520099UNWWMisogynyVEMonashWEB0062b.pdf>

⁵⁴ The World Bank, Indonesia Gender Equality Brief, 2021: Gender Equality for Growth Research and Analytical Program in Indonesia (worldbank.org)

⁵⁵ The Peace Village initiative was publicly recognized as a successful model for peaceful and just communities by the Indonesian Ministry of Women’s Empowerment and Child Protection, the Ministry of Foreign Affairs and the Counter-Terrorism agency. It was also recognized across stakeholder groups as the most visible UN Women programme.

The Country Office reported and government stakeholders confirmed that the support provided to the Ministry of Women Empowerment and Child Protection as the Secretariat for the National Action Plan and the Coordinating Ministry for Human Development and Cultural Affairs has facilitated the ministry's ability to support the plan's socialization,⁵⁶ coordination, technical assistance and monitoring, reporting and evaluation framework. The National Counter Terrorism Agency led development of the National Action Plan on Preventing and Countering Violent Extremism with technical advice from the Country Office and UNDP.⁵⁷ Key government stakeholders, such as National Counter Terrorism Agency, have also emphasized that the Country Office's technical advice and research, for example, the Gender Analysis of Violent Extremism and the Impact of COVID-19 on Peace and Security in ASEAN, have contributed to enhancing the gender perspective of the National Action Plan on Preventing and Countering Violent Extremism, with gender-responsive preventing violent extremism strategies embedded across all pillars.

There may be an opportunity for the Country Office to partner with the National Task Force of Local Action Plans for the Protection and Empowerment of Women and Children in Social Conflict (RAD P3AKS) to build capacity of local governments and support the finalization and implementation of local action plans, which are in draft form in eight provinces. Civil society partners requested that the Country Office strengthen its localized approach by empowering civil society to take the lead while the Country Office focus on facilitating knowledge management (such as documenting best practices, creating knowledge sharing

platforms and creating a repository of relevant tools and resources), convening of key partners, and supporting government capacity and accountability.

As identified under Finding 4, the Country Office contributed to coordination on peace and security with other UN agencies through the establishment of the Peace Hub.

In 2017, initially through regional funds dedicated to preventing violent extremism, the Country Office initiated the work on Peace Villages with programme partner the Wahid Foundation. This initiative has since continued under six funding streams (i.e. six prodocs)(Figure 8). To become a Peace Village, the village must agree to a set of commitments designed to prevent violence, promote tolerance and advance social cohesion. The intervention model of the activities spanning across these projects is presented in Figure 5. The Country Office reported that 21 Peace Villages have been established since 2017, reaching approximately 6,000 individuals, with plans for their expansion with new funding received from the Government of the Netherlands and the Korea International Cooperation Agency.⁵⁸

Stakeholders across government, UN and civil society recognized the Peace Villages as a highly visible, relevant and promising model for Indonesia. The concept of the Peace Village was aligned with the national government's approach and is also culturally responsive as it links religious concepts and teachings with gender equality and women's empowerment.

The Peace Village is a novel approach in a complex area of work with little research and understanding on what works, with key gains documented after five years of programming (see Box 5). Peace Village Pokjas (village working groups or task forces) have been established to develop and implement Peace Village Action Plans. The evaluation team identified the Pokja as a key driver towards the outcome-level contributions achieved by the Peace Village initiative to date, as it has brought together and empowered a group of women and men to mobilize around community issues and planted seeds of awareness around gender equality and power dynamics.

There is room to strengthen monitoring and the capturing of results to establish clear linkages between project activities and the programme's goal of social cohesion and peace. One key reason for this was site selection - all seven villages visited by the evaluation team reported that they did not have a history of social conflict, and the extent to which increased peace and tolerance have been achieved is therefore unclear. This was also identified in the Review and Scoping Study of the Peace Villages Initiative in Preventing Violent Extremism in Indonesia published in 2022.⁵⁹ While it was appropriate to

Box 5. Sample of UN women's reach in Peace Villages (as reported by the Country Office)

21 Peace Villages declared. In these villages, UN Women reported:*

- 6,000 people (4,000 women) participated in preparation, implementation, and monitoring & evaluation of Peace Village action plans.
- As a result of training provided to Pokja members, 11 regulations relating to the Peace Village Action Plan have been developed.
- 261 people (166 women) trained on preventing violent extremism/social cohesion.
- Business capital support provided to 89 women-owned small businesses.
- In-kind food staple support provided to 1,088 women.

* Source: Annual Reports 2020 – 22

⁵⁶ <https://youtu.be/lw4mePvrkp8>

⁵⁷ "Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity (PROTECT) project, financed by the European Union.

⁵⁸ The Government of Netherlands is funding Outcome 1 of the UN Women Indonesia Strategic Note 2021-2025, i.e. "People living in Indonesia, especially those at risk of being left furthest behind, are empowered to fulfil their human development potential as members of a pluralistic, tolerant, inclusive, and just society, free of gender and all other forms of discrimination" with a total agreement value of US\$ 1,254,613 between 2023 and 2025. During the drafting of this report, the Country Office was in final stages of signing an agreement with Korea International Cooperation Agency to potentially invest US\$ 4 million between 2023 and 2025 under the project Empowered Women for Sustainable Peace: Addressing the Peace-Humanitarian Nexus to Enhance Community Resilience in Indonesia with a focus on the Peace Villages.

⁵⁹ The research analysis notes "In terms of weaknesses of the initiative, while there is a strong attention to WEE, there was a weak conceptual link with the peace aspect of the initiative, which participants found confusing. This disconnect is related to people's views in the majority of locations that their villages were already peaceful and violent extremism was not a concern or priority for them, which meant they viewed training on extremism as difficult to understand."

initially pilot the initiative in areas that may be less prone to social conflict, moving forward the Country Office has indicated it will identify communities at risk of conflict and that it will be critical to link this with the localization, implementation and monitoring of National Action Plans.

While the Pokja members consulted referred to the Peace Village Action Plans, the action plans were not documented on paper. Focus group discussions and the desk review revealed that many of the activities under these plans stimulated innovative actions via social media;⁶⁰ however, many were ad hoc and linkages with promoting peace and tolerance, or community resilience were unclear (e.g. one day without gadget, tourism). The extent to which the Peace Village Action Plans have enhanced peace and social cohesion remains to be fully understood.

The Pokja members consulted shared how their engagement in the Pokja and training had positively affected their self-confidence, awareness of gender equality concepts and tolerance, most noting that they now felt empowered to engage in community activities and speak up with men in the room. However, the evaluation team also observed that power dynamics between men and women in the Pokja remained largely patriarchal. Only two of the seven Pokja's visited were led by women, and the men were introduced first in the context of leading the Peace Village.

Women reported having benefitted from the economic empowerment activities under the projects, such as business capital support and skills training. The [Review and Scoping Study of the Peace Villages Initiative in Preventing Violent Extremism in Indonesia](#) also identified the focus on women's economic empowerment (WEE) as an entry point, which was relevant to women's interests and accepted in communities. However, as also noted in [the Evaluation of Regional Office for Asia and the Pacific Contributions to Women, Peace and Security](#),⁶¹ while economic empowerment is a good entry point to convene members of the community, key informants of the evaluation suggested that the direct link between economic empowerment and preventing violent extremism was unclear, and that they believed there may be other, more significant factors that contribute to radicalization, such as social exclusion, discrimination, disturbed family relationships and unaddressed grievances.

The Regional Project on Enhancing Access to Justice for Women in Asia and the Pacific was implemented primarily through capacity building efforts of Peace Village Pokjas, which aimed to increase the capacity of community-based justice mechanisms (e.g. Pokja) and link these with formal justice mechanisms (e.g. police, legal system). The Pokjas'

awareness of violence within the community and the need to support these cases has been enhanced as identified through discussion groups with rights holders. Moving forward, tracking how the community is handling these cases and whether Pokja members can effectively address violence against women and girls by using appropriate reporting, mediation and referral mechanisms will be important. During the consultations with Pokja members, patriarchal attitudes were expressed in at least five of the seven villages visited, even by women, which may negatively affect how they handle disputes. Additionally, among the Pokja members consulted, there was limited awareness of, and weak linkages between the informal justice mechanisms through the Pokja at the community level with formal justice mechanisms. Assessment of training participants' understanding of informal and formal justice mechanisms pre/post-training (including within six months) and how participants' knowledge was applied should be collected.

The mid-term review of the Access to Justice project in Indonesia⁶² recommended clear criteria to demarcate cases that could be handled through mediation at community level and cases that should not. The report also highlighted the risk involved with Pokjas operating based on a project cycle (and therefore on/off operations) rather than being an institutionalized part of the village structure, which could affect village members' trust in its ability to provide community-based justice.

The Peace Villages have been formally recognized through a village regulation in 14 villages,⁶³ as reported by the Country Office. However, in the seven Peace Villages visited by the evaluation team, while Pokjas were established on the physical grounds of the local village government, limited engagement with the local village took place to support implementation of the Peace Village Action Plans. Enhancing integration of these groups within the village and allocation of village budget within the village governance structure would support the sustainability of their efforts. Additionally, as identified in the mid-term review of the Access to Justice Project in Indonesia, strategic partnerships, including with the Ministry of Villages and the Ministry of Home Affairs will be necessary to ensure sustainability. No sustainability or exit strategy exists for the Peace Village initiative and, given the large amount of money invested by the Country Office in the Wahid Foundation, diversifying partners may be needed in the future (see Finding 10).

⁶⁰ UN Women reported in its final donor report for the GUYUB project that 130 people (12 male and 118 female) from four villages were involved in peace and equality campaigns which resulted in four social media accounts created by the four villages.

⁶¹ The IES-led Evaluation of Regional Office for Asia and the Pacific Contributions to Women, Peace and Security was completed in July 2021. One of the two case studies was on a regional initiative focused on preventing violent extremism in Indonesia.

⁶² Mid-term Review Enhancing Access to Justice Project, Indonesia; August 2022.

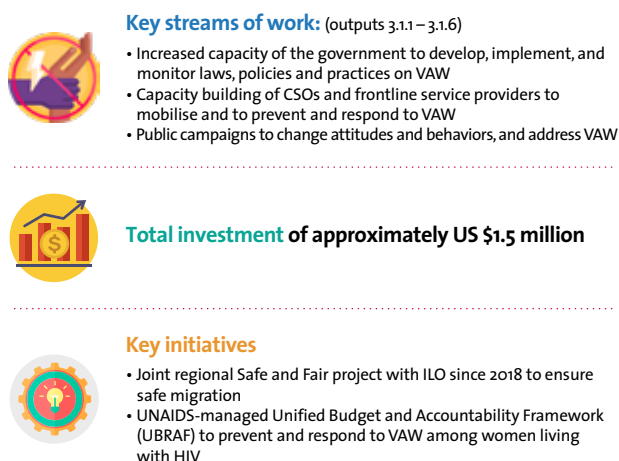
⁶³ The 14 villages include: Duren Seribu, Pengasinan, Tajur haling, Gembengan, Jetis, Nglingsi, Telukan, Gunungrejo, Candirenggo, Gunungsari, Guluk-Guluk, Sidomulyo, Prancak and Payudan.

Box 6: Testing Outcome 1 (Output cluster 1: WPS) Theory of Change assumptions

The Theory of Change assumes that the WPS agenda continues to be seen as key to sustaining peace, tolerance and social cohesion; there continues to be demand among duty bearers and rights holders to promote localization of the WPS global normative framework; that the WPS agenda continues to be a clear government priority; and there is continued political will to advance the WPS agenda at the national and ASEAN regional level.

Government stakeholders and implementing partners expressed that localization of the National Action Plan, and its translation to the field through the Peace Village model is a key contribution of UN Women.

FIGURE 6. Summary of EAW efforts undertaken by the CO (2019-2022) (source: developed by the evaluation team)



FINDING 6

Technical and capacity building support contributed to Ending Violence Against Women and Girls-related policies and guidelines at both the national and local government level. Programmatic efforts have been focused on migrant workers and persons living with HIV, which has enabled the Country Office to reach key populations left behind. While these are relevant target groups, a clear rationale for targeting specific groups and strategy for sustaining these efforts will be needed.

Since 2018, the Country Office has focused its EAW efforts on two primary target groups driven by the receipt of

project resources: migrant workers as part of the regional Joint Programme with ILO focused on Safe and Fair migration, which is ending in 2023; and UNAIDS-UBRAF resources focused on persons living with HIV. This has allowed the Country Office to leverage synergies between the two areas despite not being coherent with the UN Women Strategic Plan categorization of these topics. Historically, the UN Women Strategic Plan has placed HIV-related work under the Governance and Participation in Public Life thematic area, and work related to migration is placed under the Women's Economic Empowerment thematic area. However, in line with the regional approach, the Country Office has placed the Safe and Fair migration programme funding under the EAW area. Given that the Country Office had no funds under the Governance and Participation in Public Life thematic area, HIV-related work has been placed under EAW. Although this approach is not aligned with the global Strategic Plan and may have reporting implications, it has been allowed for synergies to be leveraged between the areas in several cases and could be a model for integrated programming moving forward.

The Country Office worked closely with the National Commission on Violence Against Women as a programme partner and has supported the convening of diverse stakeholders to raise awareness of key policies and the changes required to ensure alignment with CEDAW obligations. The Bill on Elimination of Sexual Violence Against Women was adopted in April 2022 after ten years of advocacy and technical support from the National Commission on Violence Against Women, women's rights organizations, the Country Office and other development partners. The Country Office has also supported the data collection infrastructure on violence against women to increase the National Commission on Violence Against Women's capacity to respond to complaints/reports. However, the new Criminal Code may challenge this progress given the potential regressive effects on fundamental rights and autonomy of women, and persons of diverse SOGIESC.

Box 7: Sample of UN women reported reach with respect to EAW- related efforts:*

- Increasing knowledge and skills of **100+** officials from cross-sector ministries in preventing and responding to violence against women migrant workers and trafficking.
- Capacity building of **200** partners to increase knowledge and skills to influence policies and advocate for the elimination of violence against women in public spaces.
- Increased awareness of almost **9,000** migrant workers and their families on violence against migrant workers and trafficking.

Source: UN Women Annual Reports 2019–22

At provincial and local government levels, the Country Office provided support for the development and amendment of local policies, regulations (e.g. Riau Islands and Lampung Province and in Central Java for Women Living with HIV) and standard operating procedures (e.g. in the P2TP2A of Cirebon District) related to essential service provision and referral mechanisms for survivors of violence against women and trafficking, including women migrant workers and women living with HIV. While it may be premature to assess the impact of these new or updated standard operating procedures, these steps represent a positive move towards enhancing and standardizing service provision. The local level government stakeholders consulted noted that district regulations will be needed to formalize the standard operating procedures.

In the pursuit of fostering safe and inclusive urban spaces for women, the Country Office conducted the After Dark: Encouraging Safe Transit for Women Travelling at Night study, which was accompanied by comprehensive training sessions and discussions involving key government partners, law enforcement agencies and the public. As a result of the recommendations of the study, Gojek initiated the creation of Zona Aman or safe zones to create safe waiting spaces for women travelling at night. Continued production of knowledge products on ending violence against women and girls and related harmful practices could have the potential to improve government policies at the national and subnational level and encourage change among key stakeholders (government, CSOs, community organizations and religious leaders).

At the community level, enhancing the capacity of frontline service providers has, to a limited extent, enhanced access to services for women migrant workers. Strengthening partnerships and developing linkages with national level EVAW work may sustain these efforts.

One of the objectives of Safe and Fair was to enhance CSOs' overall capacity to deliver high-quality coordinated services, thereby improving support for women migrants who have experienced violence and trafficking. The Country Office conducted awareness-raising initiatives among women on EVAW, trafficking, women's rights and safe migration procedures. Some survivors of violence and trafficking, upon returning to their communities, received psycho-social support and referral services from frontline CSO workers. Although it remains unclear whether women migrant workers accessed shelter homes in the locations visited by the evaluation team, gender-based violence survivors did benefit from these facilities as evidenced through the focus group discussions conducted by the evaluation team. The evaluation team noted that some of the locations chosen for implementation of the Safe and Fair project (for example in Sumenep) were not areas with a

high concentration of women migrant workers. Enhanced site selection is required in the future to ensure alignment with project objectives. For example, the Country Office reported that the shelter in Batam (run by partner Yayasan Embun Pelangi) has supported hundreds of women migrant worker victims of gender-based violence and trafficking, given that Batam is a transit area for migrant workers who migrate to Singapore and Malaysia.

Task forces (*satgas*) have been established to assist village governments in collecting migration-related data; facilitating information sharing; and conducting campaign activities to promote safe and fair migration. These task forces have gained recognition from village governments through heads of village decrees for all six villages, as reported by the Country Office and observed by the evaluation team in the Tanen village of Tulungagung. This presents a valuable opportunity for the Country Office to work towards institutionalizing task forces by securing formal recognition from district governments. Engaging these task forces in national policy level advocacy on safe and fair migration is important to reflect grassroots concerns of women migrant workers.

Given the regional Safe and Fair project is coming to an end in 2023, stakeholders emphasized the importance of the Country Office expanding its network of partners and engaging directly with the local government organizations overseeing shelter homes to provide capacity-building support in gender-based violence case management. The BERANI II project,⁶⁴ expected to be signed in 2023, has the potential to sustain the Country Office's EVAW efforts.

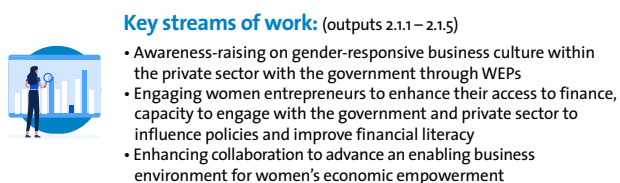
Box 8: Testing Outcome 1 (Output cluster 2: EVAW) Theory of Change assumptions

The Theory of Change assumed that there would be continued support for EVAW among key government stakeholders. This has been validated by UN Women's close relationship with the National Commission on Violence Against Women and Ministry of Women Empowerment and Child Protection in terms of technical inputs and capacity building on legislation and protocols. However, a government-endorsed workplan could pave the way for more systematic engagement and ownership.

The Theory of Change also assumed the capacity of non-state actors to continue effective engagement on EVAW. While partners have strong informal networks to implement projects at the grassroots level, the stakeholders consulted noted the need for a formalized platform that the Country Office could convene to establish partnerships to sustain efforts.

⁶⁴ The "Better Reproductive Health and Rights for All (BERANI) II" project is a joint project between UNFPA, UNICEF, and UN Women with the key aim to enhance the sexual and reproductive health and rights (SRHR) of women and girls throughout Indonesia. The project focuses on addressing maternal mortality, gender-based violence, child marriage, and female genital mutilation/cutting (FGM/C) issues.

FIGURE 7. Summary of WEE efforts undertaken by the CO (2019–2022) (source: developed by the evaluation team)



FINDING 7

The Country Office research, key partnerships and advocacy around the Women's Empowerment Principles have provided momentum to an enabling environment for women's economic empowerment. To deepen and scale efforts, the Country Office will need to partner with the UN system and the government, and build expertise in emerging priority areas, such as financing the SDGs and green economy.

The Country Office engaged the private sector to increase its commitment to advancing gender equality in the workplace, marketplace and the community, which resulted in an increase in the number of Women Economic Empowerment signatories (Box 9). The Country Office has also facilitated the participation of Indonesian companies in sharing good practices in developing gender-responsive policies and encouraging women's leadership (e.g. Telkom Telstra at the ASEAN Women Entrepreneur Network summit). The Country Office's partnership with Gojek, formalized through a *Memorandum of Understanding*, has resulted in joint research efforts such as the report "*Leveraging Digitalization to Cope with COVID-19*" and campaigns, such as on safe public spaces for women and girls. These have demonstrated the potential for translating dialogue into action. While there have been scattered examples of cross-fertilization across different private sector actors (for example, partnership with Gojek and WeLearn, which was funded by Unilever), there is potential for future

collaborations with companies that uphold the same values on gender equality and the empowerment of women.

There is a perception among the stakeholders consulted of a lack of awareness about the Country Office's work with the private sector and potential areas of collaboration, and an opportunity may exist to bring the private sector together to reinforce collective action on gender equality and the empowerment of women.

Box 9: Sample of UN women's reach with respect to WEE related efforts (as reported by the Country Office)

- **7,300 women entrepreneurs** equipped with entrepreneurial skills in Indonesia through the online learning platform, WeLearn.
- **850+ entrepreneurs** and prospective entrepreneurs were engaged in learning, exchange and/or deeper engagement through training, bootcamps and mentorship opportunities.
- The number of Women's Empowerment Principle **signatories increased to 177** (from 9 in 2019) – increased commitment for gender equality and the empowerment of women in the private sector

Source: (UN Women Annual Reports 2019–22)

The Country Office has also partnered with the government on individual projects. For example, in collaboration with the Coordinating Ministry for Economic Affairs and state-owned banks, the Country Office provided information on access to finance and microlending for WeLearn trainees. The Memorandum of Understanding with Pusat Investasi Pemerintah is aimed at enhancing the Investment Centre's personnel capacity to serve women entrepreneurs. The Ministry of Women Empowerment and Child Protection has developed a national Guideline for Gender Responsive Business,⁶⁵ the Prevention of Harassment or Violence in the Workplace based on ILO Convention 190, and Guideline on Gender Reporting in Indonesia through the Country Office's support in advocacy, capacity building, lobbying and awareness-raising efforts.

However, Country Office efforts in Indonesia have not yet demonstrated the capacity of UN Women to deliver on the broader WEE agenda.⁶⁶ While the WEE Theory of Change refers to enhancing the capacity of women entrepreneurs to influence policy-level change,⁶⁷ there is a need to better link programmatic initiatives with policy-level influence. Further, while output 2.6 on climate smart agriculture⁶⁸ was dropped from the Strategic Note, the stakeholders

⁶⁵ The Guideline is developed based on UN Women and UN Global Compact's Women's Empowerment Principles.

⁶⁶ Also highlighted in the UN Women *Regional evaluation of women's economic empowerment through private sector engagement in Asia and the Pacific*

⁶⁷ Output 2.3: Women-owned businesses and entrepreneurs have increased capacity to engage with the government and private sector to influence policies and hold dialogues for advancement of women's economic empowerment

⁶⁸ National counterparts have increased capacity to analyse, design, and implement gender-responsive policies and plans on climate-smart agriculture and food production systems development.

consulted suggested the Country Office position itself for the future in line with priorities identified in the UNSDCF, such as the Green Economy and innovative financing for the SDGs, through collaboration with UN partners, such as through the ASSIST Joint Programme.

The Country Office's capacity-building efforts in support of women entrepreneurs could be consolidated in the longer term for stimulating access to and control over financial tools and market access for women, which could provide a basis to scale up efforts.

Through initiatives such as WeLearn and TogetherDigital, the Country Office is working towards building women-led businesses, market access and digital skills among women entrepreneurs. The TogetherDigital project and the WeLearn project both engaged similar partners including the Pusat Investasi Pemerintah (PIP) and Gojek, yet there were opportunities to leverage synergies between the partners and for sharing resources.⁶⁹ As noted in the Regional evaluation of women's economic empowerment through private sector engagement in Asia and the Pacific, there is a need to move beyond skill-building to help women entrepreneurs scale up in partnership with others, particularly the UN system, build capacity and network with the aim of connecting to finance.

Box 10: Testing Outcome 2 (WEE) Theory of Change assumptions

One of the key assumptions of the WEE Theory of Change is the willingness of public, private sector and women entrepreneurs to cooperate. Public institutions have collaborated with the Country Office to support the delivery and design of projects such as WeLearn and TogetherDigital, which are funded by the private sector and aim to enhance the skills of women entrepreneurs.

Other key assumptions include the willingness of private and public companies to commit to the Women's Empowerment Principles and that relevant ministries are committed to driving the standardization of gender-responsive business culture within their sphere of influence. The increase in the number of signatories to the Women's Empowerment Principles and the development of the national Guideline for Gender Responsive Business partially validate the assumptions. This is because it is still unclear how companies have used the Women's Empowerment Principles framework as a guide for developing their gender equality policies and practice.

FINDING 8

The Country Office has initiated steps towards a programme approach with the potential to create more coherent and sustainable long-term results. Recognizing this is a long-term endeavour, leveraging synergies between projects and at the various levels of intervention could be strengthened in the future green economy.

The Strategic Note outlines the Country Office's programme approach, and projects (as defined in prodocs) make up the components of the programme and should align with the Strategic Note, contributing to the related outcomes in alignment with the UNSDCF (see Box 11). The Strategic Note 2021-2025 committed to a programme approach, and identified "Peace Villages" as an example. However, the inherited regional and global programmes did not always align clearly with the country-level Strategic Note and several prodocs were retrofitted to align with the Peace Village initiative (See Figure 8). This resulted in a lack of clarity on the achievements linked to specific prodocs and potential double reporting on efforts.

Box 11. UN Women definition for "programme approach"

"UN Women uses a programme approach. A programme is an integrated set of activities, implemented over a period of time, to produce a number of inter-connected outputs and outcomes. ... Compared with projects, programmes take a wider view, aim for higher level results ... and bring together more and inter-related elements in the pursuit of those results. This enables more holistic and cross-thematic responses which are necessary to achieve gender equality and women's empowerment."

Source: UN Women Programme Formulation Policy (2017)

The Country Office has undertaken initiatives to enhance synergies within thematic areas, which will help to realize the benefits of a programme approach. For example, the Country Office has implemented measures to prevent and respond to violence against women and human trafficking, targeting marginalized groups of women migrant workers and women living with HIV, and their families.

Stakeholder consultations and the IES desk review highlighted the importance of fostering collaboration among implementing partners and their networks working within the same project and other Country Office initiatives. Efforts to stimulate interactions between the

⁶⁹ The WeLearn project ended in March 2021. TogetherDigital project started in December 2021.

grassroots and policy level could enhance the potential for systems-level change on gender equality and the empowerment of women in Indonesia. For example, strengthening the linkages between WPS partners, such as connecting pokjas under the Wahid Foundation with Lembaga Bantuan Hukum APIK networks, would further enhance peer-to-peer learning, movement building and economies of scale.

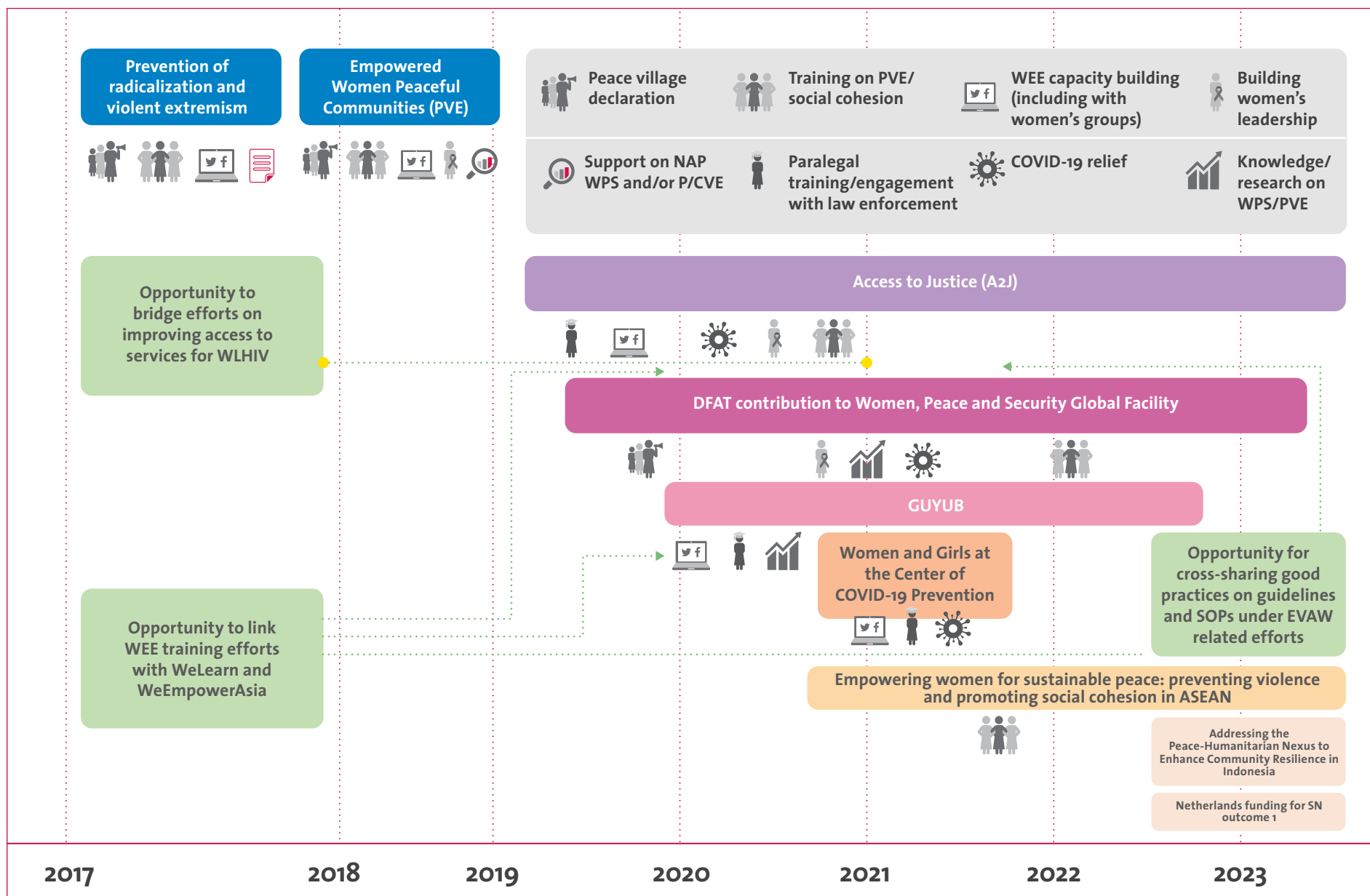
Overall, there is an opportunity to better link Country Office projects with each other. Figure 8 identifies the entry points for efforts that could be linked to the Peace Village initiative. The Country Office is starting to capitalize on synergies by proposing the integration of WEE components into the Migration Multi-Partner Trust Fund (MPTF) and BERANI II (EVAW) projects.

Ideally, the Country Office would engage donors in funding the Strategic Note, which allows for the most flexibility; develop a prodoc for a specific outcome area of the Strategic Note, or for a specific initiative, such as Peace Village; and utilize the prodoc as a fundraising mechanism to pool funds from multiple donors. Headquarters has been working on enhancing flexibility in programming guidance from headquarters to support the dynamic nature of resource mobilization through the Strategic Note period.



Photo©UN Women Indonesia

FIGURE 8. Programme approach of different projects implemented as part of the Peace Village model (source: developed by the evaluation team)



FINDING 9

UN Women's significant investment in its ASEAN Secretariat work demonstrated a strong example of the Entity leveraging its triple mandate. This work led to clear contributions to subregional normative advancement of gender equality and the empowerment of women, as well as funding opportunities to translate these normative gains into national action with progress in several countries.

The stakeholders consulted identified the work of ASEAN⁷⁰ as pivotal to ensuring peace and stability in the region and vital for influencing normative change, given that collectively the regional bloc has strong political and economic weight at regional and global levels.

The UN system's work with ASEAN has been led by the Department of Political and Peacebuilding Affairs with an initial statement made in 2011, followed by two dedicated ASEAN-UN Action Plans which guide the work between the organizations. Stakeholders credited UN Women as having contributed to enhancing the gender responsiveness of the Second Action Plan.⁷¹

UN Women has primarily engaged with ASEAN under the Socio-Cultural Community with the ASEAN Committee on Women and the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children, which are the main bodies focused on promoting the mainstreaming of women's rights and gender equality. UN Women also actively engages with other bodies, such as the ASEAN Committee on Disaster Management and increasingly on cross-pillar initiatives between all three Community Pillars.

UN Women's engagement with ASEAN dates prior to 2019 and has strategically built upon the visible dedication of ASEAN to promoting gender equality and women's empowerment throughout its work.⁷² UN Women personnel have built trusted relationships over the years, which have contributed to the stakeholders consulted identifying UN Women as a credible partner for advancing ASEAN priorities. UN Women has tapped into the momentum built around key priorities for ASEAN, such as the WPS agenda, which culminated in the adoption of the ASEAN Regional Plan of Action on WPS in 2022,⁷³ and Disaster Risk Management, which culminated in the ASEAN Regional Framework on Protection, Gender and Inclusion in Disaster Risk Management 2021-2025.⁷⁴ In the earlier years, minimal financial resources were dedicated to this work; however, the ASEAN liaison team identified strategic entry points for joint production of research and advocacy efforts, which were pursued as partnerships rather than donor engagements. For example, the stakeholders

consulted pointed to the jointly produced ASEAN Regional Study on Women, Peace and Security, which was launched in 2021 through a partnership between ASEAN, the US Agency for International Development and UN Women where each agency brought their own expertise to the table. ASEAN credits this study as key to the development of the Regional Plan of Action on WPS.⁷⁵ Partners consulted valued these initial engagements and noted that they demonstrated UN Women's commitment to working with ASEAN and UN Women's technical capacity and ability to deliver high-quality products. This initial investment on behalf of UN Women is likely to have been a key lever and catalytic to further engagement and mobilization of financial resources.

Although UN Women's ASEAN work spreads across thematic areas, the WPS agenda has gained momentum over the past few years and exemplifies the work across UN Women's triple mandate (see Box 12).

Box 12. Example of how UN Women's triple mandate has been leveraged for ASEAN work in support of WPS

UN Women mandate	Effort	Contributions towards key actions
Normative	ASEAN Regional Study on WPS	ASEAN Regional Plan of Action on WPS (adopted November 2022)
Coordination	ASEAN-UN Joint Plan of Action 2021-2025 Joint ASEAN-UN Women workplan for 2021-2025	UN Women and UN Department of Political and Peacebuilding Affairs established a regular UN coordination meeting on WPS in the ASEAN region
Operational	Joint ASEAN and UN Women project: "Empowering women for sustainable peace: preventing violence and promoting social cohesion in ASEAN" funded by Global Affairs Canada and the Republic of Korea (Launched Feb 2021)	Contributions to national level National Action Plans on WPS (Thailand, Viet Nam, The Philippines and Indonesia) and implementation in ASEAN Member State countries.

Source: Developed by the evaluation team

⁷⁰ ASEAN is an intergovernmental mechanism formed in 1967, with an agreement by the five original founding nations – Indonesia, Malaysia, the Philippines, Singapore and Thailand.

⁷¹ ASEAN-UN Plan of Action 2021-2025, <https://asean.org/storage/2020/10/ASEAN-UN-POA-2021-2025-final.pdf> More than 30 UN departments and UN regional agencies in New York, Bangkok and Jakarta work closely with ASEAN across all areas of technical cooperation to implement the ASEAN-UN Comprehensive Partnership.

⁷² Gender, Rights, of Women and Children - ASEAN Main Portal

⁷³ 32-ASEAN-Regional-Plan-of-Action-on-Women-Peace-and-Security.pdf

⁷⁴ id-211028_PGI_Framework-ro2.pdf (unwomen.org)

⁷⁵ The website clearly states: "The development of a Regional Plan of Action on WPS was one of the key recommendations of the ASEAN Regional Study on Women, Peace and Security, which was launched in 2021 with the support of the U.S. Agency for International Development (USAID) and UN Women." ASEAN Regional Plan of Action on Women, Peace and Security - ASEAN Main Portal

A stakeholder engaged in the ASEAN work noted that a formula for successful engagement has emerged based on following the lead of ASEAN, ensuring joint production and ownership of initiatives. The formula for engagement includes (See Figure 9):

1. Formal engagement through technical expertise to Joint Statement.
2. Coordination mechanisms established with key partners ensuring joint actions.
3. Joint advocacy, research production and capacity building.
4. Formal engagement through technical expertise to development of an action plan or framework.
5. Operationalizing the action plan or framework through programmatic efforts that can be adapted or replicated.

UN Women should be mindful of how engagement with ASEAN might potentially affect its ability to meaningfully advocate on sensitive issues within the subregion and how prioritization of ASEAN may be perceived by stakeholders (both internal and external). For example, ASEAN has not taken a stand on the human rights violations by the de-facto authorities in Myanmar.

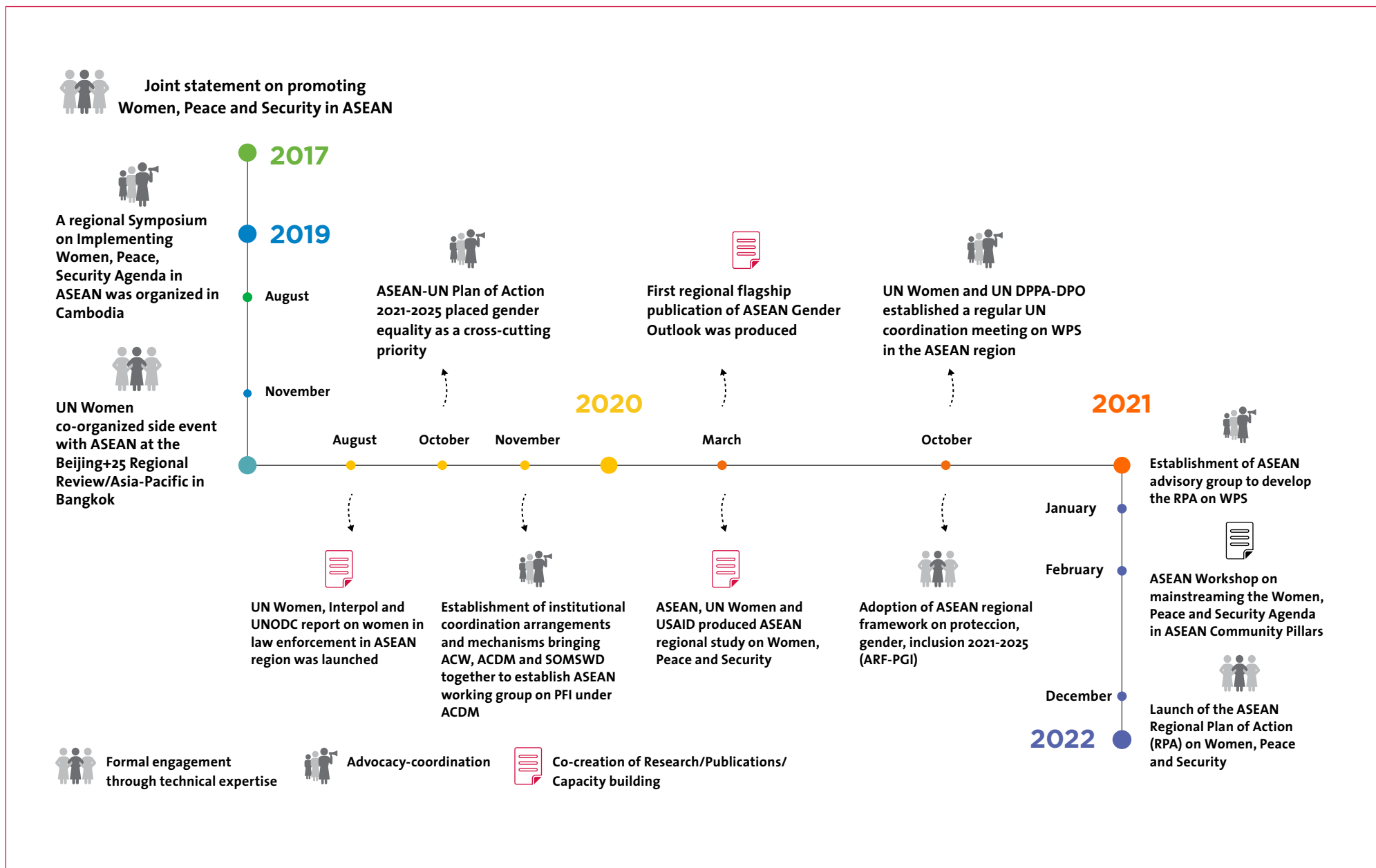
Establishing regular knowledge exchange within UN Women with respect to lessons learned through engaging with ASEAN is necessary so that other subregions in Asia and the Pacific may benefit from these lessons and support for intergovernmental mechanisms (e.g. Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation in South Asia and the Pacific Forum).

It is necessary to enhance understanding on the relationship between ASEAN engagement and action at national level and outcome level change. In Indonesia (the ASEAN chair in 2023), the key government partner leading efforts within ASEAN on Preventing and Countering Violent Extremism is the National Counter-Terrorism Agency of Indonesia, which also leads the ASEAN Working Group of Senior Officials Meeting on Transnational Crime and Indonesia's efforts on the National Action Plan on the Prevention and Countering Violent Extremism. Better articulation of the theory of change and indicators for tracking how UN Women's efforts are translating normative-level action at the national level would strengthen the case for continued engagement and lessons on sustainability.



Photo©UN Women Indonesia

FIGURE 9. A “formula” for engagement with ASEAN has emerged as evident through the WPS work (Source: developed by the evaluation team)



HUMAN RIGHTS AND GENDER EQUALITY AND SUSTAINABILITY

Have the Country Office's programmes been designed and implemented according to human rights and Leave No One Behind principles, including disability inclusion, social and environmental safeguards and development effectiveness principles (ensuring national ownership and sustainability of programming efforts)?

FINDING 10

The Country Office has engaged with civil society in various ways through convening and capacity building. A strategy for engaging women's groups, women-led organizations and women's rights organizations, especially those represented by and for marginalized groups, is necessary to strengthen contributions to an enabling environment for advancing inclusive gender equality and women's empowerment.

Indonesia has a vibrant civil society, yet the space for organizing, particularly for socially marginalized groups, is increasingly constrained by rising conservatism. In 2022, Amnesty International reported that although Indonesia is party to key human rights treaties, which have been translated into local legislation protecting civil rights, statutory provisions within other legislation have been misused to suppress freedom of expression, with human rights defenders and CSOs increasingly reporting threats to their safety.⁷⁶ The civil society and development partners consulted by the evaluation team confirmed this situation and highlighted that the most marginalized persons in Indonesia are affected significantly by this constrained space, including LGBTIQ+ and indigenous communities, such as in Papua. They also highlighted that this is an area where they look to UN Women to support through its advocacy and engagement with CSOs, including women-led, women's rights organizations, including organizations that represent marginalized groups in Indonesia.

UN Women's critical role in convening partners from different sectors (government, CSOs and grassroots organizations, business organizations, international development partners) was recognized by the government, CSOs and development partners consulted. However, stakeholders and Country Office personnel identified this as an area in need of strengthening. The stakeholder survey respondents' level of satisfaction with the Country Office's work engaging with the most marginalized and vulnerable populations received the lowest scores across categories for this question with 5.9 per cent (N=1/17) reporting they were "very unsatisfied" and 17.6 per cent (N=3/17) reporting they were "unsatisfied"; while 47 per cent were unsure (8/17), 23.5 per cent (N= 4/17) "satisfied" and 5.9 per cent (N=1/17) "very satisfied".

The government and UN partners particularly appreciated the Country Office's ability to directly partner with CSOs or

establish platforms at national and local levels that provide space for voicing their perspectives. The CSOs consulted also highlighted the opportunities provided to them through these platforms or engagements as critical for amplifying the key issues related to gender equality and women's empowerment from their perspectives. CSOs representing marginalized groups also requested further support.

The Country Office has recognized the importance of engaging non-traditional actors in its work, such as faith-based organizations. For example, the Wahid Foundation, which has been the largest recipient of programme funds, is an organization working on "upholding pluralism, multiculturalism and human rights inspired by Islamic values.... By developing a tolerant and moderate view of Islam..."⁷⁷ The Asian Muslim Action Network Indonesia, receiving the second highest amount of programme resources, has been a key CSO partner and has a vision "to create a religious culture that is non-violent and gender-just."⁷⁸ The Country Office also engaged Indonesian women Ulamas (Islamic religious leaders) through their support to the second Congress of Women Ulama in Indonesia in November 2022 with the Asian Muslim Action Network. This approach is culturally responsive and promotes an approach that is embedded in the local realities of how positive change for gender equality and women's empowerment happens.

The Country Office's engagement with organizations that represent or are represented by socially marginalized groups was minimal (see Finding 11). The Country Office's efforts included providing capacity development to non-governmental organizations working with women living with HIV and migrant workers, and persons with disabilities, and networks representing LGBTIQ+ persons were reportedly reached through these partners.

The Country Office engages with CSOs as programme partners to implement activities. The Country Office also provided capacity-building activities and technical assistance for these CSOs. Consultations with programme partners identified their satisfaction with the partnership and noted that these efforts have contributed to their institutional capacities related to mobilizing funding; project management including monitoring and reporting; how to engage with government actors; and how to strengthen their own internal organization standard operating procedures. For example, women-rights CSOs such as Perkumpulan Damar Lampung, Yayasan Embun Pelangi Batam, Yayasan SAPA Bandung, Mawar Balqis Cirebon, KPI Jatim, and the Lembaga Bantuan Hukum APIK network, have been supported to update their internal standard operating procedures for service provision. The partnership with the Wahid Foundation, for example, has included significant investment by the Country Office in capacity development of the Wahid Foundation's personnel

⁷⁶ Amnesty International, "Silencing Voices, Suppressing Criticism the Decline in Indonesia's Civil Liberties", 2022. [ASA2160132022ENGLISH.pdf \(amnesty.org\)](https://www.amnesty.org/en/documents/ASA2160132022ENGLISH.pdf)

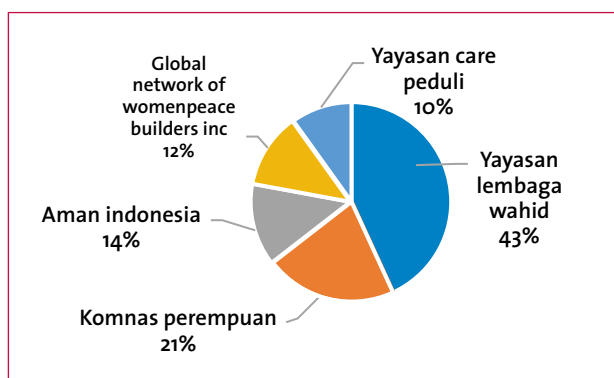
⁷⁷ Vision Mission (wahidfoundation.org)

⁷⁸ About Us - Safe Indonesia (amanindonesia.org)

as a local delivery partner and was cited as instrumental in allowing the Wahid Foundation to meet the initiative’s output targets within tight timelines.

However, a significant amount of funding has been concentrated on one partner since 2019, as seen in Figure 10. While this was due to the need for a very specific skillset in a new and highly unique area of work, diversification of partnerships is now under way and should continue. This will help leverage new ideas and opportunities, spread risks and reduce dependency, building ownership and sustainability among a larger group of partners.

FIGURE 10. Top 5 implementing partners (as % of total budget for implementing partners US \$ 1,749,359)



Source: UN Women Atlas financial report

Box 13. Good practices and areas for strengthening the Country Office’s engagement with CSOs

Good practice	Areas for strengthening
<ul style="list-style-type: none"> • Culturally sensitive approaches, such as the strategic alliance with Indonesian Women Ulama’s (Islamic religious leaders). • Engaged networks of women CSOs to raise awareness and feed into international normative processes such as CEDAW and Beijing Platform for Action. • Building capacities of individual CSOs, women’s groups and networks. • Co-creation of approaches at village level. 	<ul style="list-style-type: none"> • Engagement and establishment of platform/s for groups that are marginalized within Indonesian society and experiencing repercussions of regressive policy (e.g. LGBTQ+). • Facilitation of linkages/ peer learning between CSO implementing partners. • Meaningful engagement of gender equality advocates in decision-making forums for gender transformative policies. • Opportunity to enhance CSO connections between village and policy-making spaces (e.g. Pokjas/Satgas) • Ensuring diverse range of programme partners to ensure building a sustainable movement of gender equality advocates.

Source: Evaluation team, based on evaluative evidence

FINDING 11

The Country Office has reported that its interventions have reached some marginalized and hardest to reach groups; however, a more systematic approach is necessary, including strong analysis and understanding from the grassroots recognizing intersecting forms of discrimination experienced by different groups and those who are “furthest behind” to inform prioritization of efforts and strategize how to ensure transformative change.

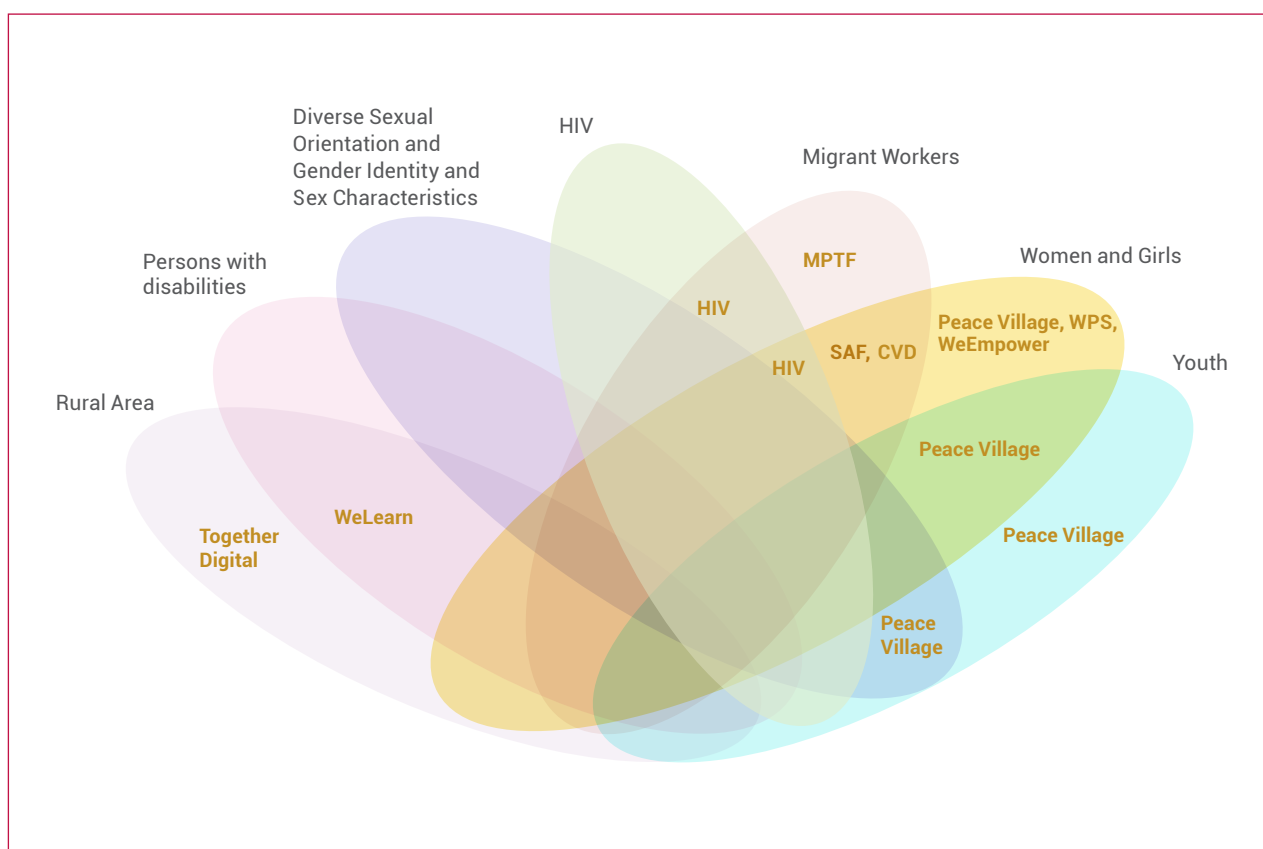
The UN principle of “Leave No One Behind” is embedded within each outcome area of the UNSDCF and guides the Country Office’s Strategic Note. The commitment to Leave No One Behind is contingent on assessing the degree of marginalization. However, the stakeholders consulted and surveyed identified the Country Office’s ability to reach the furthest behind through its work as one of the office’s weakest areas.⁷⁹ Systematic analyses of the degree of marginalization of key target populations was missing from project documents (see Figure 11).⁸⁰



Photo©UN Women Indonesia

⁷⁹ 47.1 per cent (N=8/17) were not sure, 17.6 per cent (N= 3/17) somewhat unsatisfied and 5.9 per cent very unsatisfied with UN Women’s ability to engage with the most marginalized and vulnerable population in line with the principle of “leave no one behind”

⁸⁰ 47.1 per cent (N=8/17) were not sure, 17.6 per cent (N= 3/17) somewhat unsatisfied and 5.9 per cent very unsatisfied with UN Women’s ability to engage with the most marginalized and vulnerable population in line with the principle of “leave no one behind”

FIGURE 11. Project target groups according to an intersectional lens⁸¹

Source: based on the evaluation team's analysis of Strategic Note products, and annual reports

The Country Office undertook some ad hoc efforts to engage populations that are marginalized within society. For example, an intersectional approach was apparent when the Country Office engaged with women in rural areas with disability via the online WeLearn platform; and women living with HIV and migrant women who were subjected to violence. In the Peace Villages, although not explicitly identified as the primary beneficiaries and very limited in numbers, the Country Office engaged with four transgender youth (two trans men and two trans women) at the Youth Forum on Peace and Security. The Country Office provided limited disaggregated reporting about those who are categorized as marginalized, including persons with disability and LGBTQI+ persons. Opportunities were also identified: for example, the HIV programme could have enhanced engagement with transgender persons.

In 2020, the Country Office reported linking once with Organasi Harapan Nusuntara, a woman-led organization for women with disabilities; engagement with Ikatan Perempuan Positif Indonesia, a network initiated by and for women who live with and are affected by HIV including, LGBTQI+ persons; and Organisasi Perubahan Sosial Indonesia a female sex workers network. As a result, very few people from marginalized groups have accessed the services or engaged in events organized by the Country Office and its programme partners.

The stakeholders consulted recommended expanding the focus on marginalized groups, such as the inclusion of persons with disability, LGBTQI+ persons, and indigenous communities (e.g. Papuan) across thematic areas.

⁸¹ Based on the diverse SOGIESC spectrum, a tool developed to support the analysis of leave no one behind principle, projects highlighted in orange are moving towards "aware" as their initiatives target and engage with the most marginalized groups; whereas projects highlighted in yellow are unaware and engage with the marginalized groups through an intersectional lens but these efforts are smaller in scale and are yet to lead to any substantive efforts in challenging social norms.

ORGANIZATIONAL EFFICIENCY

Does UN Women Indonesia have appropriate governance, capacity and capability to ensure good use of resources (personnel and funding) to deliver results?

FINDING 12

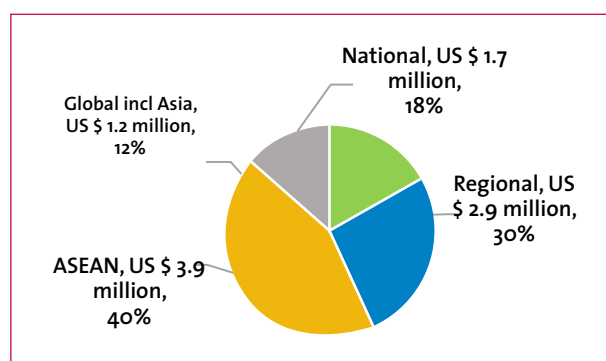
Overall, the Country Office has experienced growth since 2019 through successful resource mobilization efforts despite lack of a formal strategy and recognizing the challenges for mobilizing resources in middle-income countries. The current trajectory of moving away from overreliance on regional and global programmes may support coherence and Country Office sustainability, yet Country Office reliance on ASEAN-related work and associated cost efficiencies and sustainability will need to be explored.

The Country Office has gone from US\$ 1.7 million in Country Office-driven programme funding during 2019-2022 to US\$ 4.9 million for the period 2023-2025 (agreements with the Korea International Cooperation Agency, Canada, and the Netherlands have been finalized during the evaluation), which demonstrates donor interest in UN Women Indonesia and a shift from reliance on regional programmes (Figure 12 and 13). Between 2019 and 2022, ASEAN-related work represented 40 per cent (or approximately US\$ 3.9 million) of total funding; and mobilized funding for ASEAN-related work has increased to almost 60 per cent (or approximately US\$ 7 million for the period 2023-2025) of total funding based in Indonesia, yet this also serves the subregion (see Figure 13, noting the end of regional programme funds and that the figure does not include new BERANI II programme funds, which are expected to bring in additional resources under national programme funding).

According to the Country Office, the absence of dedicated institutional resources for core functions, including the Operations Manager and Finance Associate, pushed the Country Office to rely on cost-sharing for these core functions to support programme operations. For example, the Operations Manager is funded 50 per cent by core resources and 50 per cent by non-core (ASEAN WPS) resources. While cost-sharing is a good strategy given that the Country Office must support ASEAN operations, given efforts are based in Indonesia, reliance on non-core resources for these positions may present a risk to the stability and potentially diverts attention away from core Country Office functions.

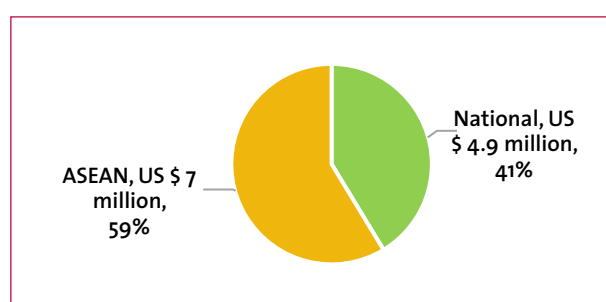
The UN Women Presence Governance Guidance⁸² was issued in 2021 as part of the global change management process. The Guidance indicates that UN Women offices in the “Small - Tier 3” category, should mobilize US\$ 1.8 million annually. The latest UN Women Quarterly Business Review (February 2023) indicated that the Country Office had not met this target in terms of revenue (incoming resources). The Country Office noted during the drafting of this report

FIGURE 12. Indonesia CO funding by type (2019-2022)



Source: based on LEADS and verified by the Country Office. Data extracted in June 2023. *Projected funds include those funding streams which have a high probability of being received by the office (between 80 to 100 per cent) **Figure does not include funds from the BERANI II joint project as the donor agreement was not signed at the time of finalizing this evaluation.

FIGURE 13. Total Indonesia CO funding, by CO or other type (Projected for 2023-2025)*



Source: based on DAMS and verified by the Country Office. Data extracted on 21 February 2023.

that donor agreements were in progress and funds will be available as planned to ensure the office meets the minimum requirements for a “small office”. However, the office is hovering just around the financial resources required to be maintained as a “small office”.

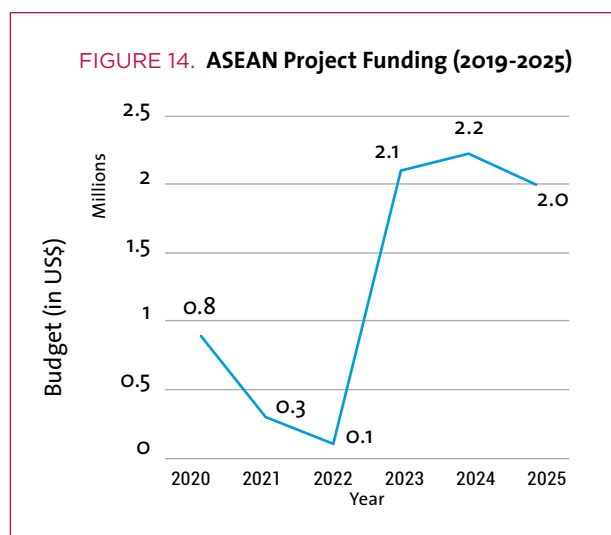
FINDING 13

In the early days of the ASEAN liaison function, a fluid approach may have been appropriate, but as the team has grown both financially and in personnel, formalization of the ASEAN liaison function roles and responsibilities between the Regional and Country Office may contribute to enhanced organizational efficiency.

The ASEAN liaison function has grown significantly since 2019 in both financial terms (see Figure 14) and personnel, from one personnel in 2018 to nine in 2023. One key issue identified through consultations and the personnel survey is that roles and responsibilities between the Country and

⁸² UN Women Presence Governance Guidance, Issued in 2021. Policy, Procedure and Guidance Framework - Presence Governance Guidance - All Documents (sharepoint.com)

Regional Office with respect to ASEAN engagement have not yet been formalized. “Implicit” roles and responsibilities have worked in the past but as personnel and resources have increased, so has the complexity of efforts.



Source: based on Donor Agreement Management System (DAMS) and verified by the Country Office. Data extracted on 21 February 2023.

Consultations with UN Women personnel identified three primary levels at which the ASEAN liaison function works and where roles and responsibilities could be clarified:

- **Political engagement:** With respect to when the Regional Director should represent UN Women or intervene versus the Country/ASEAN Liaison Representative. Some perceived regional representation to have the potential to be more flexible in representing UN Women, given that some issues may be sensitive at a country level and have potential implications for country-level relationships.
- **Coordination with the UN system:** Coordination occurs at both the Asia-Pacific regional level and ASEAN subregional levels and with respect to the ASEAN Secretariat. While there is clarity in terms of ASEAN – UN Women coordination, personnel identified the need to spell out the roles more clearly for regional-level coordination efforts.
- **Programmatic work:** The ASEAN team has mobilized specific funding for WPS and Disaster Risk Reduction, which is being implemented in countries outside of Indonesia. Most of these countries do not have delegation of authority and are under Regional Office oversight (e.g. Cambodia, Philippines and Thailand). Personnel noted that the workflow between the Regional and Country Office needs to be reviewed and clarified so that delays in operations (e.g. procurement,

payment issuance, etc.) are avoided. Currently, ASEAN-related programmes are funding both Country Office and Regional Office personnel, yet it may not be an accurate representation of the time they dedicate to ASEAN programme-related issues. For example, the Regional Adviser on Governance, Peace and Security in the Regional Office is funded 40 per cent by an ASEAN funded programme, and as indicated in the previous finding, the Indonesia Country Office Operations Manager and Finance Associate are also 50 per cent funded by ASEAN WPS resources despite having core functions dedicated to the Country Office. Several personnel consulted indicated that the reporting lines included in the prodoc need to be revisited to ensure clarity on oversight roles and responsibilities.

Although most UN agencies⁸³ have placed their ASEAN liaison function in their regional offices in Bangkok, UN Women has placed this function in Indonesia with the aim of leveraging its proximity to the ASEAN Secretariat based in Jakarta. It may be worthwhile for the Regional Office to assess the efficiency gains of placing the ASEAN function in Indonesia, which also supports Country Office operations, versus with the Regional Office given the operational bottlenecks identified above. Opportunities for co-locating with the Regional Office could also be explored, such as facilitating a broadening of the scope of work to encompass support to other intergovernmental mechanisms, as identified in Finding 9. Currently, the UN Women Presence Governance Policy and Guidance and Strategic Note guidance do not cover Liaison functions, such as the ASEAN Liaison function, and therefore guidance on the institutional set-up is at the discretion of the Regional Office. The headquarters change management team noted that a Liaison Office typology policy is under development, yet decision-making on office presence and regional programming lies with the Regional Office.

FINDING 14

The Country Office’s move towards a programmatic approach, rather than being project driven, is a positive step. This is an ongoing process, and much can be learned from the experience of how it has been operationalized. Three key aspects require attention: monitoring, reporting and knowledge exchange.

Monitoring

Lack of focus on results-based management has resulted in monitoring at the activity level, leaving little room to understand and track the long-term contributions of interventions (e.g. monitoring the application of knowledge and skills, implementation of policies and guidelines). The Country Office has made efforts to increase the capacity of personnel and partners, which included training on monitoring, and annual, quarterly and after-action reviews

⁸³ The evaluation team consulted with UNDP, UNPFA, UNICEF, ILO and the UN Department of Political and Peacebuilding Affairs.

on programme implementation and operational support, with the aim of assessing how they work together to create an optimal working environment and achieve results. The Country Office also worked in close collaboration with the Regional Office to enhance the quality of programme-operation linkages.

However, there is an overreliance on programme partners to monitor and provide accurate reporting (even considering COVID-19 restrictions). A total of 44 missions were carried out between 2019 and 2022, of which only seven missions (one HIV, two Safe and Fair, and four WPS) were related to monitoring or evaluation, with six in 2022 and one in 2019.⁸⁴ Most monitoring and evaluation related missions (five of seven missions) were related to evaluation and baseline data collection instead of monitoring the project. Given that partners are the front line in terms of ensuring the quality of the data that will feed into the country programme results framework, it is important to also provide continuous support to partners on monitoring and reporting requirements, such as through regular coaching and refresher training and data quality assessment visits.

The lack of monitoring visits by the Country Office also means limited engagement with rights holders and visibility of UN Women in the intervention area. More direct contact is required, or a third party could be engaged to provide more objective assessments. The Country Office has a dedicated Monitoring & Reporting Officer, which is good practice. However, given the variety of thematic interventions, it is also important to strengthen the project/programme officers focus on monitoring and evaluation, and pending resource availability, including more thematic or project-level monitoring and evaluation personnel (as has been done for the ASEAN WPS project), who could coordinate with the M&R Officer to ensure a consistent and coherent approach for monitoring and reporting across the office.

Reporting

Reporting is still project and activity driven, which has resulted in difficulties tracking and compiling results in a coherent manner across funding streams. The evaluation team reviewed 26 programme partner reports submitted by five programme partners across four projects.⁸⁵ There was no clear standard in terms of the structure and quality of the reports submitted by the programme partners across different projects. Lack of common tools and oversight means that programme partner reports are inconsistent. Of 26 reports, 14 reports from four partners do not include outcome statements; none of the reports include outcome indicators; 10 reports from three partners do not include output statements; and all the reports show weak output indicators that do not allow for understanding changes at the output level, and only include activity indicators, such

as the number of people trained. From the 26 reports, only 12 reports from one programme partner include brief stories of change. However, they are not documented systematically or linked to the overall approach to measure change. The stories were not systematically verified by the Country Office.

Knowledge exchange

As noted under the effectiveness findings, programme partners and personnel identified the need to strengthen exchange between internal teams and to facilitate peer learning within projects (between partners). Partners are working on the same area, sometimes developing training modules for the same issue (e.g. Sapa and Kalyanamitra) yet had minimal interaction with each other. By facilitating these linkages, the Country Office can operate more efficiently, support movement building and enhance the potential for sustainability of efforts.

FINDING 15

The Country Office led several successful communications efforts with a focus on mobilizing the wider population to end violence against women. Collaboration with non-traditional actors, such as influencers, musicians and comedians were effective in amplifying messages. Enhancing linkages with programmatic efforts would support understanding of the effectiveness of communications efforts.

Advocacy and communications were identified as priorities within the Country Office's Organizational Effectiveness and Efficiency Framework as a strategy for advancing its mandate, resource mobilization, and strengthening partnerships and visibility.⁸⁶ Around half of stakeholder survey respondents "agreed" or "fully agreed" that the Country Office uses creative ways to communicate its message (46.7 per cent agreed, N=7/17 and 6.7 per cent, N=1/17 fully agreed). However, 40 per cent (N=7/17) of stakeholder respondents were not sure and 6.7 (N=1/17) per cent disagreed.

The Country Office leveraged UN Women's global campaigns, such as the 16 days of activism, an annual campaign to end violence against women. This campaign has consistently ranked among top performing content based on its engagement rate with wider and newer audiences on social media and recognition by stakeholders consulted. Top performing content was part of joint efforts with partners, which amplified advocacy and increased the engagement rate. The video "Through the Ages", published in 2019 as part of the "orange day challenge" was identified as the best performing content thanks to the engagement of Indonesian actress and influencer Velove Vexia in spreading the message that although times have changed,

⁸⁴ The evaluation team conducted an analysis of Country Office submitted mission reports between 2019 to early 2023.

⁸⁵ Guyub (WF), A2J (AMAN, Komnas Perempuan, WF), Safe and Fair (Kalyanamitra, SAPA), Covid-19 (WF)

⁸⁶ The Strategic Note's Organizational Effectiveness and Efficiency Framework contains two outputs related to communications and advocacy: Output indicator 2.3: UN Women advances its mandate and supports resource mobilization through effective communications and advocacy. Output indicator 2.1 UN Women builds and maintains strong partnerships within the country to support effective delivery of its mandate.

sexual harassment has not. The video reached 188,957 views on Velove Vexia’s Instagram account, and 5,266 on UN Women Indonesia Instagram post. The “Comedy for Equality Campaign”, a stand-up comedy workshop that took place in 2021 as part of a UN joint campaign led by UN Women and UNFPA also had a high number of views. The final event aired on Kumparan (local media platform) had generated 37,750 views as of January 2022. One key lesson learned by the Country Office was the need to ensure more comprehensive vetting of partners, particularly influencers given that in one case issues were raised by social media users about the behaviour of an influencer engaged by the Country Office that did not align with the values and principles of UN Women.

The Peace Innovation Academy Film Festival was one of the

few events clearly linked with WPS programmes and where the Country Office and partners were able to engage young transpersons in a creative way through films created by them to strengthen the Youth and WPS agenda.

The Country Office tracked its communication efforts by collecting disaggregated data on participants in workshops and competitions. However, while most respondents to the stakeholder survey agreed that UN Women tailored its messages to different audiences; 13.3 per cent (N=2/17) disagreed and 26.7 per cent (N=4/17) were not sure. Current Organizational Effectiveness and Efficiency Framework indicators do not adequately track engagement and use of advocacy and communications. The partners consulted recommended that the Country Office clarify its target audiences and key advocacy messages.

Picture 2: Analysis of 14 communication reports from 2019 to 2022



Source: Evaluation team based on CO reporting.



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LESSONS LEARNED

The evaluation has brought the following key lessons into focus:



1. Achieving systems-level change involves working across various levels from individual to institutional change and ensuring effective interaction between these levels. By recognizing these interdependencies and actively playing a role in facilitating interaction, organizations can drive systems-level change.



2. Proactively supporting civil society that is represented by and for marginalized groups through convening and capacity building is a means to address politically sensitive issues where civic space is shrinking and can ensure human rights principles are upheld in sensitive ways.



3. LGBTIQ+ persons, indigenous communities, and persons with disabilities are among the most marginalized groups in Indonesia, yet without recognition, engagement and a strategy on how to work to protect and promote their rights, the work will remain ad hoc.



4. Partnerships with regional or subregional intergovernmental mechanisms demonstrate the potential for leveraging UN Women's triple mandate and influencing a normative, coordination and operational agenda on gender equality.



5. A programme approach presents opportunities for ensuring a coherent, holistic, long-term approach and efficiency gains. However, there is high potential for diluting coherence when multiple projects of varying scope are retrofitted to a pre-existing project.



Photo©UN Women Indonesia

CONCLUSIONS

UN Women in Indonesia has made key contributions to the policy arena, strengthening gender-responsive policies and frameworks, which are important tools for achieving gender equality. At the same time, the Country Office has worked at the grassroots level with communities to make progress towards social cohesion and peaceful communities, ending violence against migrant workers and persons with HIV, and providing tools for women entrepreneurs aimed at economic empowerment. The next Strategic Note provides an opportunity for the young Country Office to be proactive in identifying its key priority areas and strategies for achieving this work. Stakeholders expect the Country Office to be a voice for the most marginalized and systematically engage with civil society to build a movement for gender equality.

UN Women's ASEAN work embedded in the Indonesia Country Office's Strategic Note has demonstrated how dedicated capacity can be catalytic for a strategic area of work and has made key contributions to normative, coordination and operational areas for gender equality at both the subregional and national level. It will be important for UN Women to determine the way forward with the ASEAN liaison function to ensure a clear strategy behind intergovernmental work in the region, including clearly distinguishing between ASEAN and Country Office-level work outlined in the Strategic Note, and clearly defining roles and responsibilities between the Regional and Country Office.

The presentation of the preliminary findings and discussion on the way forward took place with members of the Evaluation Reference Group in May 2023 and fed into the final recommendations presented below. The recommendations were reviewed by the Evaluation Management Group and the Evaluation Reference Group, and subsequent changes were integrated as appropriate. The bullet points below the recommendations represent potential key actions for consideration by the Country Office, based on feasibility within its current programme of work and available resources. The level of priority and suggested time frame for implementation are indicated below the recommendation. Feedback from the Evaluation Management Group and Evaluation Reference Group on factual errors in the evaluation report was tracked for transparency.

Conclusion 1: The Country Office has established a strong reputation in Indonesia as the gender expert within the UN system, particularly in Women, Peace and Security, which has exemplified how UN Women's triple mandate across normative, coordination and operational spaces can be leveraged. To remain relevant, the Country Office will need to balance a focus on its areas of expertise with expansion into emerging priority areas for Indonesia and beyond the island of Java, while being mindful of its limited operational capacity. This could be achieved by demonstrating its ability to partner with other UN agencies and influence government programming to ensure scale-up.

Based on: Findings 1 and 2

The next phase of work will allow the Country Office to deepen its holistic approach in the WPS area and build an understanding of what works, while recognizing contextual considerations.

The Country Office must also continue to stand up for those left furthest behind and ensure that a systematic approach to engaging and mobilizing the most marginalized is integrated throughout its Strategic Note.

With a view to the future, the Country Office should consider developing expertise to ensure it remains relevant and responsive to the current and future priorities of Indonesia in Disaster Risk Reduction and Humanitarian Action, given the high risk of disasters, including climate-induced disasters in Indonesia; and building expertise in gender financing, and the green and care economy, exploring avenues for engaging with broader efforts in this area led by development partners which have galvanized support and mobilized significant financial resources.

Conclusion 2: UN Women's ASEAN work has effectively leveraged the Entity's triple mandate through its normative, coordination and operational work and demonstrated how a small investment in dedicated capacity can be catalytic. Internal coherence should be strengthened given that the ASEAN liaison function work is embedded in the Country Office's Strategic Note, which does not properly capture the breadth and depth of work and lacks linkages to the UNSDCF. Formalization of the ASEAN liaison function would support improved clarity on roles and responsibilities; and operational efficiencies, particularly as the work of the ASEAN liaison function has grown financially and in scope.

Based on Findings, 3 and 13

Working with ASEAN has proven to be a key mechanism for influencing ASEAN's gender-responsive approach at subregional level. UN Women's work with ASEAN has attracted funding for national-level efforts that will demonstrate how to translate subregional agreements into action.

UN Women's work with ASEAN covers multiple thematic areas, even though it is placed under the WPS area and Organizational Effectiveness and Efficiency Framework in the Country Office's Strategic Note. Its ASEAN work is much more expansive than the Country Office work, given it covers multiple countries, subregional and regional level work, which is currently not captured by being placed under the Country Office. Internal coherence would be optimized by clearly separating the work of the ASEAN liaison function from the Country Office. However, whether to keep ASEAN liaison operations based in the Indonesia Country Office or move them to the Regional Office needs to be explored to consider the efficiency gains in both scenarios. Lessons learned from intergovernmental liaison functions in Africa could be useful, while recognizing that the African Union is

much broader in scope than ASEAN. For example, the African Union Liaison Office used to be embedded in the Ethiopia Country Office, but was subsequently separated through the establishment of an Africa Liaison Office Strategic Note.

Conclusion 3: Efforts to promote gender equality and the empowerment of women require leadership and commitment. This has been exemplified in Indonesia where key progress by the UN Country Team on accountability to gender equality has been amplified thanks to the high-level leadership and vocal commitment of the UN Resident Coordinator. The Country Office has collaborated in this effort and made key contributions; there is opportunity to leverage this high-level support more strategically, particularly through the Gender Theme Group which it co-chairs and through Joint Programmes.

Based on Findings 1,2 and 4

The UN Resident Coordinator has spearheaded institutionalization of UNCT commitments on gender equality in Indonesia. These actions will help to ensure budget is committed by the UNCT and awareness is raised on how to ensure commitments are followed through with action. The Gender Theme Group is a critical for supporting this effort. Moving forward a more strategic use of the Group would be to support better planning, more streamlined messaging of the UNCT on gender equality and the empowerment of women and ensure that capacity is built. The Gender Equality and Women's Empowerment Coordination Group has exemplified how coordination platforms can be leveraged to mobilize actors around common messaging; it should be continued and its approach of focusing on current policy issues can provide inspiration for future Gender Theme Group efforts.

Joint Programmes are a critical means for the UN system to demonstrate coherence and provide the potential to work more efficiently. Joint Programmes also offer UN Women an opportunity to demonstrate its ability to leverage its triple mandate and influence impact for gender equality and women's empowerment at a much larger scale. Partnerships with UN agencies will be critical for the Country Office moving forward. For example, the ILO in Indonesia (ILO-UK Skills for Prosperity Programme) has significant resources⁸⁷ and expertise and an increasingly strong emphasis on women's economic empowerment and gender mainstreaming; and UNDP has been leading innovative financing for SDGs, e.g. through the ASSIST Joint Programme. Lessons learned from Joint Programme implementation in Indonesia will be critical in informing a new round of jointly designed and implemented efforts under the next UNSDCF that leverage the synergies between partners and agencies in the country.

The Country Office must assess how to ensure it is leveraging its personnel's time in the best way to support these critical coordination efforts. The Country Office has spread coordination responsibility across different

personnel; however, dedicated support may ensure timely and more strategic efforts. The Country Office could explore whether funds could be mobilized for a coordination and partnerships officer.

Conclusion 4: The Country Office has made significant contributions to advancing the WPS agenda in Indonesia, with some key contributions to advancing WEE and EVAW. There is scope to better integrate the Country Office's efforts from the individual to national level; across stakeholder types (government, CSOs and the community); and across every level, fostering connections between them, with the aim of developing a more inclusive and collaborative movement for gender equality in Indonesia.

Based on findings 5, 6, 7 and 8

Key results achieved by the Country Office include contributions to gender-responsive National Action Plans that will ensure accountability for progress; at village level, action plans and regulations that will ensure the office's work is embedded in the reality at the ground level; and capacity building of CSOs and collectivization of community members around gender equality is contributing to an enabling environment for women's empowerment.

While key contributions to advancing gender equality have been made, the Country Office needs to build a stronger understanding of what works. Three key issues were identified: normative efforts were disjointed with field (village/subnational) level efforts; site selection in the field was not clearly linked with project objectives; and synergies within and between individual projects and partners were not leveraged.

The next Strategic Note and new programmes present a valuable opportunity for the Country Office to establish clear strategies for each thematic area that articulate its actions with a view to the longer-term and provide clarity on how future endeavours will align with the Country Office's overarching vision. Moving away from a projectized and piecemeal approach holds the most promise for catalysing scale up. By deepening strategies that allow for cross-fertilization, the Country Office can continue to advance towards a more inclusive and empowering environment for achieving gender equality in the context of Indonesia's emerging priorities.

Conclusion 5: There is opportunity for the Country Office to ensure responsiveness to the principle of leaving no one behind by expanding the inclusivity of its partnerships, which will be fundamental in movement building and facilitating an enabling environment for progress on gender equality. The Country Office could then focus on how these efforts address the underlying factors contributing to inequality, including access to power, opportunities, voice and agency.

Based on Findings 10 and 11

⁸⁷ The ILO project budget exceeds US\$ 5 million, which covers Indonesia, Malaysia and the Philippines.

Among marginalized groups, Country Office engagement was primarily focused on women living with HIV and migrant workers, with opportunities to expand scope to cover other marginalized groups in the Indonesian context, such as LGBTIQ+ individuals and women with disabilities. The Country Office's limited diversification of partners has hindered its ability to target a wider range of initiatives and to collaborate effectively with women's groups, especially those representing marginalized voices. The narrowing civic space should provide incentive to the Country Office to identify and engage civil society in sensitive yet systematic ways. Leveraging UN Women's role in convening partners (e.g. through Civil Society Advisory Group) from across government, CSOs and grassroots organizations (including women's groups, women-led organizations and women's rights organizations, especially those represented by and for marginalized groups), business organizations and international development partners, the Country Office can enhance its strategic alliance with partners from marginalized groups.

A strong analysis and understanding from the grassroots about how intersecting forms of discrimination are experienced by different groups and those who are "furthest behind" is necessary to inform prioritization of efforts and strategize on how to contribute to an enabling environment for advancing gender equality and the empowerment of women. The Resident Coordinator's Office has led an analysis of leave no one behind in Indonesia, which reportedly provides details on marginalized groups. The Country Office could leverage this research and potentially expanded upon it for its own target groups.

While directly engaging with members of the LGBTIQ+ community may come with political risks, stronger action on the leave no one behind principle could be taken as outlined in the UN Women Strategic Plan: through capacity building and convening power; and by investing in grassroots organizations led by and representing marginalized groups, women-led and women's rights organizations and social movements that challenge existing norms to bring transformational change.

Enhancing the Country Office's approach to leave no one behind will also require a more explicit strategy on how the Country Office will tackle social norms to break down barriers to equal inclusion and participation in society.

Conclusion 6: The Country Office has the essential elements required for a programme approach, which provides the potential for enhancing organizational efficiency and longer-term results. There is a need to focus on enhanced oversight, capturing results through monitoring, evaluation and knowledge exchange. This will enable the Country Office to build an understanding of what works to achieve its objectives and communicate these findings with a view to scaling up or shifting its approach as appropriate. An enhanced understanding of results would also support a communications and

advocacy strategy to build visibility and potentially be a driver for resource mobilization. As the Country Office matures, it is important to establish a strategy for resource mobilization that ensures sustainable support for the office's operations and programming.

Based on Findings 12, 13, 14 and 15

UN Women recognizes the importance of a programme approach and now has operational tools to support this. The Country Office can now build one programme that is multi-faceted as a vehicle for fundraising from multiple donors rather than multiple projects that support one initiative, which decreases efficiency and makes it more difficult for reporting purposes.

Moving forward, the Country Office should build a better understanding of results by proactively providing oversight of its efforts through monitoring field visits (or remote monitoring) and coordinate across projects to improve efficiency. This will also require continuing to support programme partners to build capacity to ensure monitoring is carried out in a consistent manner. Enhanced understanding of results will enable the Country Office to make difficult decisions about whether to scale up or down, or shift its approach based on lessons learned. Enhancing knowledge exchange between personnel and partners would also support learning from experience.

The Country Office has employed successful communications initiatives and tested different approaches which have demonstrated the importance of engaging influencers and utilizing video and comedy to communicate difficult messages. Establishing a communications and advocacy strategy which ensures linkages with programmatic efforts, clarifies messaging, target audience and better tracks engagement would ensure the Country Office has information on the relevance and usage of the content and provides an opportunity to fine tune the content according to diverse audiences. Linking these efforts with positive social norms aspects of Country Office programming would allow for enhanced linkages with its objectives. This could additionally contribute to showcasing the credibility and responsibility of UN Women to both local partners and donors, ultimately supporting the mobilization of resources.

As the Country Office has matured, the need for diversification of resources to support its operations has become a priority. Overreliance on regional and ASEAN funds creates a risk to the sustainability of the Country Office and may divert attention away from the core priorities for Indonesia, it may also have potential accountability and transparency implications if UN Women's ASEAN programming is subsidizing the Indonesia Country Office. The move towards funding Strategic Note outcome areas is a positive step, as it supports the programme approach and can provide more flexibility to the Country Office compared to a project driven focus.



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RECOMMENDATIONS

RELEVANCE AND COHERENCE

Based on conclusion 1

Recommendation 1: Co-create the Strategic Note with partners based on joint analysis to inform priorities; and clarify the vision for the selected thematic areas (WPS, WEE, EVAW), while clearly defining the Country Office's role in advocacy and programming for the most marginalized persons in Indonesia.

Priority: High

Time frame: Q1 2024

To be led by: Country Office senior management, programme and operations personnel

The following key actions can be considered by the Country Office:

- Continue dialogue with government partners on how to formalize relationships with concrete deliverables in the key areas of the Strategic Note.
- Convene civil society partners to dialogue and clearly articulate strategies in the Strategic Note for amplifying the voices of the most marginalized through UN Women's work.
- Conduct joint analysis with key partners on emerging priority areas for Indonesia and establish a strategy on how to build expertise in these areas with Regional Office support.
- Continue proactively supporting normative work, including CEDAW, as a means to ensure accountability for gender equality and the empowerment of women through supporting monitoring and assessments of gender strategies.

Impact

The Country Office's commitment to remaining relevant and responsive to the country context, strategically partnering and fostering ownership of its work among key stakeholders ensures its continued value added in driving positive outcomes for gender equality in Indonesia.

Difficulty: Medium

If not implemented: It could hinder the Country Office's ability to make meaningful and sustainable change in the country and potentially hinder its capacity to address pressing human rights issues through a collaborative approach.

RELEVANCE AND COHERENCE

Based on conclusion 2

Recommendation 2: The Regional Office, in cooperation with the Indonesia Country Office, should decide whether the ASEAN liaison function is best placed at regional or country level to best reflect the strategic nature of ASEAN work at regional, subregional and country levels; cost-efficiency; and to define roles and responsibilities between the Regional and Country Office.

Priority: High

Time frame: Q1 2024

To be led by: Regional Office and Country Office senior management, ASEAN and operations personnel

The following key actions can be considered by the Country Office:

- Conduct internal discussion on and assessment of effectiveness and efficiency gains for establishing a stand-alone Strategic Note with operations remaining in the Country Office, or moving ASEAN work under the Regional Office Strategic Note and potentially establishing clear linkages with broader intergovernmental support (e.g. Economic and Social Commission for Asia and the Pacific, Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation, Pacific Forum).
- In Terms of Reference for the liaison function, clearly define the roles and responsibilities of the various personnel engaged (or potentially engaged) in ASEAN work at the various levels based on political, coordination and operational engagement.
- Build into the ASEAN approach a **knowledge management component** to facilitate knowledge sharing on engagement with intergovernmental mechanisms and strategize on how to expand support to other efforts to engage in intergovernmental mechanisms in the region.

Recommendation 2A (For headquarters): Review the Presence Governance Policy and Guidance and related programming guidance with respect to Liaison Offices that are focused on intergovernmental support and programming.

Priority: High

Time frame: Q1 2024

To be led by: Headquarters Change Management Unit in consultation with the Strategic Planning Unit.

The following key actions can be considered by the Country Office:

- Review the current institutional set-up of Liaison functions and Offices.
- Update the appropriate policy and guidance related to Liaison functions Offices that have a normative, coordination and programmatic lens.

Impact

A more strategic and coordinated engagement with intergovernmental bodies such as ASEAN would enable UN Women to enhance its overall partnerships, optimize resource allocation, foster collaboration and facilitate knowledge sharing in a more systematic manner.

Difficulty: High

If not implemented: It could lead to valuable missed opportunities for regional collaboration and networking which could potentially limit UN Women's influence and ability to effectively engage with such bodies to address cross-cutting gender issues in regional forums.

RELEVANCE AND COHERENCE

Based on conclusion 3

Recommendation 3: Utilize the coordination platforms established more strategically, including Joint Programmes, to enhance coordinated planning and mobilize actors around policy advocacy messages as a critical voice for the “no one left behind” agenda.

Priority: High

Time frame: Q1 2024

To be led by: Country Office senior management, programme and operations personnel

The following key actions can be considered by the Country Office:

- Strengthen the ability of the Country Office to provide strategic support to coordination efforts, including strategic support to the Gender Theme Group, and continuing strategic support to the Gender Equality and Women’s Empowerment Coordination Group.
- Clearly articulate the role of UN Women vis-à-vis the Resident Coordinator’s Office and co-chairs, and establish a calendar of regular meetings; engage Heads of Agencies in some meetings.
- Map the various gender programming efforts of partners (internal to the UN and external) to identify and facilitate synergies between these efforts and opportunities for Joint Programmes.
- Ensure Joint Programme design efforts embed cross-collaboration across outputs and build in knowledge sharing mechanisms to ensure sharing between agencies and partners.
- Identify key policy advocacy messages, including for the upcoming elections and against regressive policy measures that partners can mobilize around.
- Coordinate capacity building for partners (government, civil society) to ensure their meaningful engagement in and ownership of coordination platforms.

Impact

Strengthened partnerships would enable the Country Office to take more coordinated action, amplifying the voice for the “no one left behind” agenda; improving gender-related programming; and promoting meaningful policy change.

Difficulty: Low

If not implemented: It could compromise the Country Office’s ability to influence the gender agenda within and beyond the UN system.

EFFECTIVENESS

Based on conclusion 4

Recommendation 4: Co-create strategies with UN partners for each thematic area that build concrete ways of ensuring an integrated programme approach across thematic areas, teams and partners with the aim of deepening understanding of holistic programming models.

Priority: Medium

Time frame: Q3 2024

To be led by: Country Office senior management, programme and operations personnel.

The following key actions can be considered by the Country Office:

- Collaborate on research to inform strategy development with partners and, with UN system partners, co-create strategies for each thematic area to facilitate Joint Programme development. The Country Office should consider how diversifying strategic partnerships could provide an avenue for strengthening its ability to create impact at scale.
- Ensure robust inception phase research that leads to transparent selection of implementation sites aligned with programme objectives.
- Ensure all project documents articulate how synergies between outputs, including those led by other agencies, thematic areas and partners will be leveraged through concrete actions.
- Establish cross-functional teams to enable horizontal programme planning and implementation.
- Facilitate systematic exchange and common approaches between partners across levels (grassroots to national) for development of training modules, standard operating procedures and peer exchange.
- Facilitate systematic exchange between villages/rights holders to learn about the efforts of others and spread ideas about concrete actions.

Impact

Implementation of a more strategic and coherent approach to programming enhances the sustainability, potential scale of initiatives, and positive outcomes at both local and systemic levels.

Difficulty: Medium

If not implemented: continued operation in siloes could lead to piecemeal efforts which could potentially limit the Country Office's ability to create impact at scale.

SUSTAINABILITY AND HUMAN RIGHTS AND GENDER EQUALITY

Based on conclusion 5

Recommendation 5: Establish a strategy for civil society engagement that prioritizes representation of marginalized groups through convening and capacity building to amplify the leave no one behind principle.

Priority: Medium

Time frame: Q3 2024

To be led by: Country Office senior management, programme and operations personnel

Key actions to consider include:

- Building on the leave no one behind analysis led by Resident Coordinator's Office, identify how the Country Office can leverage this information or identify gaps in data and work on filling these gaps through research and partnerships.
- Conduct an assessment and mapping of potential strategic partners (including potential implementing partners and grassroots organizations) who are champions of the women's movement at grassroots level and could take forward Strategic Note programming.
- Based on identified marginalized groups and potential partners, incorporate explicit criteria in project designs to identify the marginalized group targeted, rationale for partnership selection and sensitized implementation, including data collection and monitoring and reporting.
- Invest in civil society through convening, capacity building and providing space for their voices to be heard.

Impact

A comprehensive and inclusive approach in responding to the "leave no one behind" principle, fostering meaningful participation of those left furthest behind results in movement building and significant advancements towards gender equality.

Difficulty: Low

If not implemented: It might cause the Country Office's efforts to become disconnected from the broader gender equality and the empowerment of women movement in the country and may decrease UN Women's credibility.

ORGANIZATIONAL EFFICIENCY

Conclusion 6 informs recommendations 6, 7 and 8

Recommendation 6: Fine tune the programme approach by integrating planning, monitoring and reporting across initiatives and ensure results and lessons learned are integrated through knowledge exchange between both personnel and partners.

Priority: Medium

Time frame: Q2 2024

To be led by/Relevant to: Country Office senior management, programme and operations personnel

The following key actions can be considered by the Country Office:

- Ensure relevant budget for monitoring and reporting activities in all new donor proposals and ensure project level monitoring and reporting coordination with the Country Office Monitoring & Reporting Officer.
- Establish an integrated monitoring framework across initiatives.
- Establish common tools for systematically collecting outcome/impact-oriented baseline data, monitoring and reporting for use across initiatives and conduct joint (across initiatives) capacity building for programme partners on how to use these.
- Strengthen knowledge sharing by building synergies across thematic areas into programme plans, establishing regular knowledge sharing activities, and cross- thematic teams to ensure personnel work together.
- Coordinate a plan for regular in-person and remote monitoring across initiatives, ensuring regular field visits where programme managers engage directly with rights holders including in hard-to-reach locations. As necessary, engage a third party. When monitoring results demonstrate key challenges to progress towards results, ensure follow-up and plans for shifting strategy or scaling down as appropriate.

Impact

The implementation of an integrated programme approach fosters improved collaboration both within and across thematic areas, which allows for greater synergies and potential impact.

Difficulty: Low

If not implemented: A weak integrated monitoring and planning framework could lead to missed learning opportunities about what works, ineffective resource allocation and limited understanding of results.

Recommendation 7: Establish a strategy and dedicated support for resource mobilization.

Priority: High

Time frame: Q1 2024

To be led by: Country Office senior management, programme and operations personnel

The following key actions can be considered by the Country Office:

- In cooperation with the Regional Office, finalize and implement a resource mobilization strategy with realistic targets as part of the Country Office's advocacy, vision and strategy.
- Regularly monitor the strategy for effectiveness, revise if necessary and address any related implications.
- Advocate for Strategic Note funding as a means for the Country Office to support a programmatic approach and allow for flexibility.

Impact

Adoption of a resource mobilization strategy has the potential to enhance the sustainability of Country Office efforts.

Difficulty: High

If not implemented: A limited pool of resources and challenges in expanding partnerships may result in reliance on a donor-driven or project-based approach and reduce the Country Office's operational flexibility.

ORGANIZATIONAL EFFICIENCY

Recommendation 8: Establish a communications and advocacy strategy and clearly articulate priority target groups, messages and enhance tracking of how these efforts are being utilized by the target audience to influence attitudes, behaviours and actions linked with positive social norms.

Priority: Medium

Time frame: Q3 2024

To be led by: Country Office senior management, programme and operations personnel

The following key actions can be considered by the Country Office:

- Develop a communications strategy and explore a Communication for Development (C4D) approach⁸⁸ to bring about positive social norms change for advancing gender equality.
- Through the strategy, clearly identify innovative and creative approaches to amplify the voices and reach marginalized groups in Indonesia. This could be done by carrying out a target audience analysis, developing sensitive messaging and using a mix of communication channels which are most relevant and accessible to diverse groups.
- Track the type of audience and the results of advocacy on awareness, attitude and behaviour change. This could be done by making better use of in-built tools such as Q&A and polls on social media platforms that are not only interactive but also cost-effective solutions.
- When engaging influencers, ensure a comprehensive background check to ensure alignment of the individuals' actions with UN Women's values.

Impact

Successful communications initiatives drive social norms change for gender equality in Indonesia and visibility of the Country Office. A strategic communications and advocacy approach ensures relevance, clear messaging, better tracking and credibility to support resource mobilization.

Difficulty: Low

If not implemented: Limited outreach and engagement, inadequate tracking and missed linkages with programming could potentially hinder the Country Office's ability to garner the necessary support for its initiatives and result in missed opportunities for influencing positive social norms.

⁸⁸ The approach seeks to build understanding of people, their beliefs and values and the social and cultural norms that shape their lives. It involves directly engaging with people to identify their problems; empower them to be able to propose possible solutions/alternatives; and build their capabilities to take action to bring desired changes for positive new social norms.