



Enhancing Local Development Performance:

Practical tools from Indonesia





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The National Development Planning Agency (BAPPENAS)

and

United Nations Development Programme (UNDP)
Indonesia

April 2010

Foreword



It is our pleasure to present this publication, which brings together a wide range of practices across Indonesia in enhancing local development performance. Indonesia has reached a critical period in the achievement of the 2015 Millennium Development Goals (MDG) targets. The country has made significant progress in meeting a number of targets in the areas of education, gender equity, malnutrition, and poverty reduction. There are concerns, however, over lack of progress on maternal health, child nutrition, and environment, including access to safe drinking water. Moreover, these national averages and aggregates conceal considerable regional disparities across the archipelago. For example, while the poverty rate in 2009 was as low as 14.2 percent at the national level, in Papua, more than half the population lived in poverty - in West Papua the poverty rate was 39 percent and in Maluku as much as a third of the population was poor.

Human development and MDG related tools are being adopted in innovative ways to operationalise the vision and mission of local governments through planning, budgeting, monitoring, and evaluating development performance. However, greater efforts are needed to upscale good practices across Indonesia for better targeting of resources and tracking of human development indicators in order to meet the 2015 MDG targets.

Against this backdrop, in October 2009, The National Development Planning Agency (BAPPENAS) and the United Nations Development Programme (UNDP) conducted a policy workshop entitled 'Strengthening Development Planning and Performance Evaluation in Support of Local Government Practices' in Jakarta. This workshop enabled a dialogue between central

policy-makers and provincial level governments on incorporating human development and MDG-related approaches in data collection, analysis, and planning and budgeting.

The seminar tapped into a growing body of knowledge and practice across Indonesia, and also brought in international experiences from India and Central and Eastern Europe. Representatives from the provinces of Papua, West Papua, Aceh, Nusa Tenggara Barat (NTB), Nusa Tenggara Timur (NTT), Gorontalo, South East Sulawesi, East Java and West Java shared the experiences of their local governments in applying these approaches in practice in Indonesia. India shared experiences of research on financing for human development and mainstreaming the human development approach into government economic surveys, training and introduction of courses in universities. Central and Eastern Europe shared their experience in mainstreaming MDGs into policy making and utilising other indices, such as the social exclusion index, used to complement MDG and human development tools.

The experiences, lessons learned, and recommendations that emerged from this seminar inspired this publication. However, this paper goes beyond the seminar and presents a compendium of tools for practitioners, who can use these practices to inform their work for better targeting of resources and tracking for human development goals. We are optimistic that this publication will promote knowledge sharing among provinces and between the central and local levels to consolidate lessons learned and promote good practices at the local level in the final push towards achieving Indonesia's MDG targets by 2015.

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¹ See Appendix 1 for a list of the speakers, discussants, and moderators at the seminar.

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Table of Contents

Foreword	ii
Acknowledgements	v
Acronyms and Abbreviations	ix
Executive Summary	xi
1. Introduction	1
2. The Human Development Approach	5
3. The Indonesian Context	13
Pro-Poor Planning Budgeting and Monitoring-Evaluation (P3BM)	13
District/Municipality Situation Analysis on Women and Children (ASIA)	18
with a Human Rights Based Approach to Programming (HRBAP)	18
Community-Led Assessment and Planning Process – Gender and Poverty Inclusive (CLAPP)	21
4. Case Studies from Indonesia	26
Wakatobi District: An Example of Implementing P3BM	27
Polewali Mandar (Polman) District: An Example of Applying ASIA HRBAP	31
CLAPP-GPI Implementation in 16 Districts in Eastern Indonesia	35
Gorontalo: An Example of Applying the Human Development Index	39
5. Conclusion: The Way Forward	42
6. Bibliography	46
7. Appendices	47
Appendix 1: List of speakers, moderators, and discussants at the policy seminar entitled ‘Strengthening Development Planning and Performance Evaluation in Support of Local Government Prac- tices’, Jakarta, 13-14 October 2009	47
Appendix 2: Indicators included in the Social Exclusion Index used in Poland	48
Appendix 3: Themes in different Focus Group Discussions as part of the CLAPP process	56
Appendix 4: Annual Village Development Implementation Plan (RKPdes) for Bonto Jai village, Bissau sub-district, Bantaeng district, South Sulawesi	52

8. Tables

Table 1	: An example of an evaluation exercise from Slovakia	11
Table 2	: Percentage of direct and indirect budget expenditure for 2009 and 2010 in nine P3BM targeted districts	17
Table 3	: Log Frame for ASIA	19
Table 4	: ASIA Programme Monitoring Framework	20
Table 5	: ACCESS Phase II agreements with local governments to develop Five Year Village Development Plan (RPJMdes) and train village facilitators	24
Table 6	: MDG achievement in Wakatobi, 2006	28
Table 7	: Budget reallocation in key sectors in Wakatobi district following the <i>Musrenbang</i> in April 2009	30
Table 8	: Situation Matrix for maternal and infant mortality	33
Table 9	: Weights assigned to indicators chosen to identify the poor	37
Table 10	: Grades given to a house based on its condition	38
Table 11	: Assigning scores to families by distinguishing features	38

9. Figures

Figure 1	: Social Exclusion Index at <i>voivodeships</i> (province) level, Poland	7
Figure 2a	: Net Enrolment Ratio (Junior Secondary), Lombok Barat, NTB	9
Figure 2b	: Infant Mortality Rate (AKB), Bau Bau, South East Sulawesi	9
Figure 3	: Poverty map (budget allocation for poverty alleviation), Belu district, NTT, 2008	10
Figure 4	: Map showing locations of the P3BM programme	14
Figure 5	: Changes in budget allocation by sector in 2010 relative to 2009 in nine targeted districts following the introduction of P3BM (percentage of total budget)	17
Figure 6	: Changes in budget allocation by MDGs in 2010 relative to 2009 in nine targeted districts following the introduction of P3BM (percentage of total budget)	17
Figure 7	: Pentagon depicting the Child Rights Index	21
Figure 8	: Socio-economic map from Tarowang village, Jeneponto district, South Sulawesi	23
Figure 9	: Sub-districts with HDI lower than 68 in Gorontalo (pink and blue shading)	40

10. Boxes

Box 1	: Four essential components of the human development paradigm	1
Box 2	: General Allocation Fund (DAU) formula incorporating the HDI	9

Acronyms and Abbreviations

ACCESS	Australian Community Development and Civil Society Strengthening Scheme	EDOB	Evaluation of a New Autonomous Region
AIP	Australia-Indonesia Partnership	EKPOD	Evaluation of the Performance of Regional/Local Autonomy
APBD	Anggaran Pendapatan dan Belanja Daerah (Local Government Budget)	EKPPD	Evaluation of the Performance of Regional/Local Governance
APBN	Anggaran Pendapatan dan belanja Negara (National Budget)	ELCA	Education, including leisure and cultural activities
ASIA-HRBAP	Analisi Situasi Ibu Dan Anak (District/Municipality Situation Analysis on Women and Children using a Human Rights Based Approach to Programming)	FEAC	Family environment and alternative care
BAPEKO	Badan Perencanaan Pembangunan Kota (City Development Planning Agency)	FGDs	Focus Group Discussions
BAPPEDA	Badan Perencanaan Pembangunan Daerah (Regional Development Planning Agency)	HD	Human Development
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Development Planning Agency)	HDI	Human Development Index
BPS	Badan Pusat Statistik (National Statistical Agency)	HDRs	Human Development Reports
BRR	Badan Rehabilitasi dan Rekonstruksi (Agency for Rehabilitation and Reconstruction)	HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
CIDA	Canadian International Development Agency	HNWES	Health, nutrition, water, and environmental sanitation
CLAPP-GPI	Community Led Assessment and Planning Process - Gender and Poverty Inclusive (CLAPP-GPI)	IFRC	International Federation for the Red Cross
CRF	Civil rights and freedom	IKK	Indeks Kemahalan Konstruksi (Construction Price Index)
CSO	Civil Society Organisation	IP	Indeks Jumlah Penduduk (Population Index)
DAU	Dana Alokasi Umum (General Allocation Fund)	IPDRB/kap	Indeks pendapatan domestik regional bruto per kapita (Index of Gross Domestic Revenue per capita)
DAK	Dana Alokasi Khusus (Special Allocation Fund)	IPM	Indeks Pembangunan Manusia (Human Development Index)
DBH	Dana Bagi Hasil (Revenue Sharing Fund)	IW	Indeks Luas Wilayah (Geographic size index or area index)
DPRD	Dewan Perwakilan Rakyat Daerah (Local Council)	Kbf	Kebutuhan Fiskal (Fiscal needs)
		Kpf	Fiscal capacity
		KPM	Kader Pembangunan Masyarakat (Village Development cadres)
		KEK	Kekurangan Energi Kronis (Chronic Energy Deficiency)
		KEP	Kekurangan Energi Protein (Protein Energy Malnutrition)
		KTP	Kartu tanda Penduduk (Citizenship card)
		MoHA	Ministry of Home Affairs
		MDGs	Millennium Development Goals

MSS	Minimum Service Standards	RASUPEDE	Reaksi Aksi Usaha Pembangunan Desa (Reaction, Action, and Effort for Development of the Village)
Musrenbang	Musyawarah Perencanaan Pembangunan (Multi Stakeholder Consultation Forum for Development Planning)	RPJMD	Rencana Pembangunan Jangka Menengah Daerah (Provincial Five Year Development Plan or Mid Term Development Plan)
Musrenbangdes	Musyawarah Perencanaan Pembangunan Desa (Multi Stakeholder Consultation Forum for Development Planning at Village Level)	RPJMdes	Rencana Pembangunan Jangka Menengah Desa (Five-year Village Development Plan)
NGO	Non-Governmental Organisation	RKPdes	Rencana Kerja Pembangunan Desa (Annual Village Development Implementation Plan)
NTB	Nusa Tenggara Barat (West Nusa Tenggara)	Renja KUA	Rencana Kerja Umum Anggaran (Budget General Work Plan)
NTT	Nusa Tenggara Timur (East Nusa Tenggara)	Renstra SKPD	Rencana Strategis Satuan Kerja Pembangunan Daerah (Strategic Plan for Sectoral Ministries)
NAD	Nanggroe Aceh Darussalam	RKA	Rencana Kerja Anggaran (Budget Work Plan)
P3BM	Pro-poor, Planning, Budgeting, and Monitoring-Evaluation	RKPD	Rencana Kerja Pembangunan Daerah (Annual Work Development Plan)
PAUD	Pendidikan Dasar Usia Dini (Early Child Education)	SK	Surat Keputusan (Decree)
PDMT	Program Desa Mandiri Terpadu (Integrated Self Reliant Village Programme)	SKPD	Sectoral Ministries
PDPM	Program Daerah Pemberdayaan Masyarakat Agropolitan (Local Agropolitan Community Development Programme)	SP	Special protection
PEMDA	Pemerintah Daerah (Province and/or district government)	SUSENAS	Survey Sosial Ekonomi Nasional (The National Socio-economy Survey)
PERAK	Pemberdayaan Ekonomi Rakyat (People's Economic Empowerment)	TBR	Total Belanja Rata-rata APBD (Average total expenditure of the local government budget)
PKITM	Program Kecamatan Inovasi Terpadu Mandiri (Self Reliant Integrated Innovation Programme)	TDMRC	Tsunami & Disaster Mitigation Research Center
PNPM	Program Nasional Pemberdayaan Masyarakat (National Programme for Community Empowerment)	TUGI	The Urban Governance Initiative
PP	Peraturan Pemerintah (Government Regulation)	UNDP	United Nations Development Programme
PPAS	Plafond Pagu Anggaran Sementara (Provisional Budget Ceiling)	UNICEF	United Nations Children's Fund
PUSKESMAS	Pusat Kesehatan Masyarakat (One-Stop Service Clinics at Community Health Centres)	UNORC	United Nations Office of the Resident Coordinator
		UNRCO	United Nations Resident's Coordinator's Office

Regional and local governments in Indonesia have the autonomy to conceptualise, build, and implement their own development planning frameworks to suit the local context. However, opportunities to share information across and within provinces, as well as between local and central levels are limited. Sharing of good practices and lessons learned in utilising various methodologies and frameworks can help to improve development performance at the local level and can help to ensure policy design at the central level is relevant, supports local processes and promotes up-scaling of good practices.

At the central level, the Government of Indonesia is committed to the human development approach through its regular publication of country-level Human Development Reports, annual publications of Millennium Development Goal reports, and the incorporation of human development indicators into the medium and long term development plans of the country. In addition, since 2006, the central government allocates a part of the general allocation fund

(DAU) towards expenses for improving the human development index.

At the local level, the Millennium Development Goals (MDGs) and the Human Development Index (HDI) are being used as flexible and innovative tools to place people at the centre of development efforts for better targeting of resources and better tracking of development performance. The development targets to be met differ across the provinces in Indonesia to reflect the particular needs and conditions of each region and to help reduce regional disparity. In pursuing development targets, regional development plans need to be consistent with the broad targets and priorities of the country's Medium Term Development Plan (RPJMN). Application of the human development approach and sharing between provinces and districts in application of the approach can also help to reduce regional disparities.

This publication presents a range of user-friendly methodologies adopted by local governments across Indonesia to support their

planning, budgeting, monitoring, and evaluation of development performance. Some of these methodologies are supported by international partners, others are the initiatives of local champions. All feature the same key factors to their success - one of which is strong political will and commitment from government and communities to improve people's welfare.

Pursuing human development goals is not new to Indonesia, and there has always been an emphasis on meeting the goals of imparting universal education, improving health, and eradicating poverty. This is reflected in the President's mission outlined in the National Medium Term Development Plan (RPMN) 2010-2014 and subsequently in each Provincial Medium Term Development Plan. Embracing the human development (HD) approach and MDG framework in practice, however, provides local governments with a systematic and effective way of pursuing these goals through their development plans.

The Governments of Gorontalo, West Java, and Aceh use the HDI as a tool to inform the allocation of funds to different districts. Other districts are adopting methodologies such as Pro-poor Planning, Budgeting, and Monitoring-Evaluation (P3BM), District/Municipality Analysis of Situation of Women and Children (ASIA) with a Human Rights Based Approach to Programming (HRBAP), and Community-Led Assessment and Planning Process – Gender and Poverty Inclusive (CLAPP-GPI). There are a range of methodologies available to local governments, which are tailored to local contexts and used at different times for different purposes. All of these processes are pro-poor and address the essential aspect of

participation, which is deeply rooted in the HD philosophy, and enables people to participate in their own development. This paper discusses the three methodologies and the case of Gorontalo. We summarise here their salient features, which indicate how these initiatives pursue the HD approach.

P3BM, currently being piloted in 18 districts in the provinces of Nusa Tenggara Barat (NTB), Nusa Tenggara Timur (NTT), and Southeast Sulawesi, enhances planning and budgeting processes at the district level to include the priorities of the poor. Successful implementation hinges upon the availability of reliable data facilitated through data coordination forums. This methodology employs poverty maps, MDG score-cards and pivot tables to plan, budget, and monitor progress on MDGs, and government staff are trained to fulfill these tasks. Further, these tools are also used to advocate planning and budgeting issues in the *Musrenbang*³ and to inform civil society, as well as the legislative and the executive. As a result of using these tools, in 2010 the amount of direct expenditure (versus indirect) in these districts was averaged at 60 percent, compared with 48 percent in 2009. In this publication we have drawn on the case of Wakatobi district, Southeast Sulawesi, to detail the various steps in implementing P3BM.

Yet another initiative, ASIA HRBAP, brings in the human rights element and promotes the use of available data, evidence and analysis on children's and women's rights in development planning at the district level, as well as in the *Musrenbang* process. This method involves an assessment of the situation of women and children in the district by presenting the key

³ Following decentralisation, the Government of Indonesia introduced the *Musrenbang* (Musyawarah Rencana Pembangunan) or Multi Stakeholder Consultation Forum for Development Planning. Musrenbang is a deliberative multi-stakeholder forum that identifies and prioritises community development policies. It aims to be a process for negotiating, reconciling and harmonising differences between government and nongovernmental stakeholders and reaching collective consensus on development priorities and budgets. There is a hierarchy of these forums for synchronising between 'bottom up' and 'top down' planning through consultation at the community, sub-district and district levels (USAID, 2007).

problems faced by them. It then identifies the causes of these problems followed by indicating key actions by various stakeholders in terms of five types of interventions – capacity development; advocacy and social mobilisation; information; training and education; and service delivery. Both primary and secondary data are used to assess the situation of women and children in the district. These are complemented with participatory tools to obtain information from key informants, duty bearers and people in positions of authority. A number of regulations relating to mother and child rights issues have also been passed, including allocating free birth certificates, imparting free education, and providing free medical consultations (District Regulation 5, 2004; District Regulation 4, 2009, and District Regulation 5, 2009, respectively). As an example, we have presented the case of Polewali Mandar (Polman) district, West Sulawesi in this publication; while still in its pilot phase, it demonstrates a number of best practices.

An even more grass-roots approach deeply rooted in the concept of participation and empowerment is CLAPP-GPI. This was initially presented as a tool to address poverty and gender issues in community planning and was expanded to become a full-fledged process. It is currently implemented in hundreds of villages spread over sixteen districts in Nusa Tenggara Barat, South Sulawesi, South East Sulawesi, and Nusa Tenggara Timur. The community assesses and plans for its village with the help of Civil Society Organisation (CSO) facilitators who are trained and, in turn, train and mentor village facilitators. The approach ensures that there is involvement of all strata in the community, and in particular women and the poor, so as to prioritise development activities according to their needs. Tools used in the process include socio-economic mapping and the ranking of people's welfare, focus group discussions, and the *Musrenbangdes*. The process ensures

engagement with the government at different levels, particularly through the Five Year Village Development Plan and Annual Village Development Plans (RPJMdes and RKPdes, respectively). CLAPP-GPI has developed the Five Year Village Development Plan (RPJMdes) with reference to a number of government regulations, including the MoHA Decree 66/2007 on Village Development Planning. Results of recent monitoring in one of the villages (Bonto Jai in Bantaeng district, South Sulawesi) where this process has been applied, shows that the plans debated in the *Musrenbangdes* in 2007 and included in the Five Year Village Development Plan (RPJMdes) have been almost 50 percent realised, well before the five-year target.

Finally, in addition to the above three approaches, there are a number of 'home-grown' initiatives in the provinces of Gorontalo, Aceh and West Java, which are all using the HDI. We have focused on Gorontalo in this publication for its extraordinary political will in employing an HD focus in policy making. Even though the commitment to improve performance on different human development indicators began in 2002, the province received a strong impetus to accelerate its commitment through the personal involvement of the Governor of Gorontalo in convincing the *Bupatis* (Heads of Districts) and *Walikotas* (City Mayors) as well as the local councils (DPRDs) to adopt the HDIs as the main reference point for development planning and budgeting, which resulted in imparting a more systematic focus on human development. The HD focus is reflected in the annual development plan and the budget (Annual Work Development Plan, RKPd and Local Government Budget, APBD) of 2009 and 2010. The adoption of the HDI helped in identifying 15 sub-districts, which were then allocated 30 percent of the provincial budget concomitant with a clear identification of programmes that would improve the HDI.

The publication takes us through a number of promising examples emerging in Indonesia in applying the HD approach in different ways and in different contexts. Continued success and up-scaling depends on the availability of valid and relevant data, the exercise of strong political will and commitment both from local governments and communities. It also requires enhancing regional capacities to handle data collection and analysis, planning and budgeting, as well as monitoring and response.

In this way, these processes can go beyond up-scaling and replication to becoming more closely embedded in national and sub-national processes. Approaches should continually focus on empowering people and using participatory methods. Further, it is integral that these experiences should be shared among the different regions within Indonesia, as well as with other countries, to promote learning from these best practices in enhancing local development performance.

“Human development combines the capabilities and basic needs approaches with a greater emphasis on the ability of human beings to lead the lives that they aspire to and the enhancement of the substantive choices that they have. The human development framework is anchored in the idea that while economic prosperity may help people lead freer and more fulfilling lives, education and health, among other factors, influence the quality of people’s freedoms. Human development helps people to lead more healthy, lengthy and knowledgeable lives.” UNDP (2007), *Measuring Human Development*. New York: United Nations

The above quotation conveys the core of the human development approach: forming human capabilities (health, knowledge, and skills) and using these capabilities to enjoy fulfilling lives. To ensure that the ideas captured in this approach are realised, the *Human Development Report, 1995*, defines the human development paradigm as

encompassing four main components – productivity, equity, sustainability, and empowerment (see Box 1).

Indonesia has shown commitment to the human development (HD) approach, placing people at the centre of development planning, analysis and reporting on development performance. It has

Box 1: **Four essential components of the human development paradigm**

Productivity. People must be enabled to increase their productivity and to participate fully in the process of income generation and remunerative employment. Economic growth is, therefore, a subset of human development models.

Equity. People must have access to equal opportunities. All barriers to economic and political opportunities must be eliminated so that people can participate in, and benefit from, these opportunities.

Sustainability. Access to opportunities must be ensured not only for the present generations but for future generations as well. All forms of capital – physical, human, environment – should be replenished.

Empowerment. Development must be by the people, not only for them. People must participate fully in the decisions and processes that shape their lives.

Source: (UNDP 1995) *Human Development Report*.

produced three National Human Development Reports (1996,⁴ 2001, and 2004), which help to track the progress of human development across key sectors and sharpen the focus of efforts on the most enduring human development issues. Millennium Development Goal (MDG) reports have been published annually since 2007 to track progress towards the Millennium Development Goals and targets. The 2010 Indonesia Human Development Report and Indonesia's first provincial Human Development Report on Aceh will be launched in the first half of 2010. The government's medium and long-term development plans also incorporate the human development and MDG frameworks. The Medium Term Development Plan 2010-2014 (RPJMD) has human development as a key theme and it adopts almost all of the MDGs targets and indicators. It ensures that the MDGs are mainstreamed into the national development agenda and also gives a strong mandate to local governments to pursue those goals achievable by 2015.

Since 2007, the National Development Planning Agency (BAPPENAS) has been evaluating regional development performance, including human development achievements, in all 33 provinces of the country. BAPPENAS is currently in the process of making available the data on the different indicators that track performance in a web-based user friendly database. These indicators refer to development achievements and gaps as well as constraints met by the local government in achieving the set goals. These data can be used by local governments to accelerate their efforts in improving development performance. Results of the evaluation make evident regional disparity and disparities within regions. For example, in 2008 DKI Jakarta had the highest HDI value at 71.5, whereas Papua had the lowest HDI value at 55.8.

The government is also in the process of setting up a crisis impact and vulnerability tracking system in response to the global financial crisis. This system, once established, will make data on human development related indicators available in an online database. The system will facilitate the identification of vulnerability trends in order to improve the targeting of social safety nets and other response mechanisms and to ensure the efficient allocation of budget resources.

The implementation of the human development approach in policy and practice is challenging, given the broad themes it encompasses – productivity, equity, sustainability, and empowerment. Thus, even though the Human Development Index (HDI) and the MDGs have been effective in tracking progress on human development in different countries, and provinces within countries, one needs to look beyond these basic tools. Essential elements not captured in these indicators are the concept of empowerment and people's participation in the betterment of their own lives. An important step in this direction in the Indonesian context is the country's move from a highly centralised form of government to a decentralised structure since the advent of democracy in 1998, empowering district governments and, at the same time, increasing the accountability of the local governments to their local constituents (NHDR 2004, UNDP 2009a).

In 2001 the responsibility for the development sector was devolved to the district governments, and was accompanied with an increase in the allocation of funding from the national budget to the provincial and district governments. At the same time, minimum service standards (MSS) for basic services were introduced in 2002, and the responsibility of the regional government in health, education, general administration, and

⁴ The 1996 report was a general HDR that provided a summary on the state of human development. Aside from human development it explored such themes as religious faith and devotion, morality, and value systems.

roads and water supply was made mandatory. Further to this, Government Regulation 6/2008 on the Evaluation of the Implementation of Regional/Local Governance⁵ uses the HDI along with other indicators to evaluate a region that has been performing poorly for three consecutive years. This assessment focuses on people's welfare, public services, and competitiveness. The results of this assessment potentially form the basis for dissolving a particular region or merging it with another one.

The above efforts are intended to enhance regional development by increasing the capacity of the local governments to provide various services to the community and to effectively manage their economic resources. At the same time, regional development is expected to empower communities to create an environment of good governance, following democratic principles, which allow improvement in social welfare. The achievement of these objectives requires balanced participation of three entities, in accordance with the features of good governance: the government, the private sector, and society. The government in its capacity as the legislative, the executive, and the judiciary, is expected to create a political and legal environment conducive to meeting these objectives and also ensure synchronisation and coordination among the different levels of government. The private sector is responsible for creating jobs and generating income. Society plays a role in enabling social, political, and economic interactions among the various constituents.

The shift towards decentralisation does not come without challenges. While the increase

in fiscal decentralisation provides the potential for district governments through increased resources to improve the performance of various development indicators, many district governments lack the capacity to translate this potential into action through effective planning, budgeting, monitoring, and evaluation. For example, more than 60 percent of the district budgets have been found to be allocated to indirect expenditures, such as wages and salaries for civil servants, leaving a mere 40 percent for direct development expenditure (World Bank 2007; UNDP 2009a).

Despite these challenges, a number of provinces have been successfully applying the human development approach. Even though the inception of this approach is in its early stages, there are some success stories as well as lessons to be learned, giving insights to the way forward. For example, in West Java the government's strategy is to achieve a provincial HDI of 80⁶ by 2015. This strategy, *Jabar 80* (West Java HDI 80), prioritises programmes that promote HDI improvement. Districts are encouraged to submit proposals to BAPPEDA, and it is intended that programmes or projects will be approved on a competitive basis if they contribute to raising the HDI of the districts. In Aceh, the government is in its early stages of using the HDI to inform funding allocations in order to target under-developed regions and set sector priorities.

Communities are taking initiatives to monitor and track MDG progress—a number of civil society organisations have adapted the Citizen's Report Card (CRC) developed by UNDP-TUGI (The Urban Governance Initiative) as a tool for community-based monitoring on MDG-related

⁵ The regulation actually consists of three parts: the Evaluation of the Performance of Regional/Local Governance (EKPPD), the Evaluation of the Performance of Regional/Local Autonomy (EKPOD) and the Evaluation of a New Autonomous Region (EDOB). The EKPPD is carried out annually and applied to all provinces, cities and districts. The EKPOD is then applied to those provinces, cities, or districts that receive a poor rating in the EKPPD for three consecutive years. The EDOB, on the other hand, is applicable to newly established regions at six month intervals. The EKPPD review is intended to focus on technical regulations on governance, compliance to regulations, achievement of MSS, institutional arrangements, civil service management, development planning, public finance management, asset management, and facilitation for public participation. It is the EKPOD that would then focus on the regional performance of people's welfare, public services, and the region's competitiveness.

⁶ This target is above the national HDI average in 2008 of 71.5.

issues. In fact, several civil society groups have used the CRC in selected areas of ten provinces of Indonesia, including West Sumatra, Jambi, South Sumatra, Lampung, Bali, West Kalimantan, South Kalimantan, Central Kalimantan, West Sulawesi and West Papua. The outputs of the local monitoring on MDG service delivery are then used to advocate for changes in policy and practice.

This paper discusses the human development approach and a framework for its implementation in the next section. This section also points to some emerging methodologies currently adopted in Indonesia that enable the implementation of this framework and broader, more meaningful participation by communities in local governance processes. These include Pro-poor Planning, Budgeting, and Monitoring-Evaluation (P3BM), District/Municipality Situation Analysis on Women and Children or ASIA (Analisi StuasI Ibu Dan Anak) using a Human Rights Based Approach to Programming (HRBAP), and Community-Led Assessment and Planning Process - Gender and

Poverty Inclusive (CLAPP-GPI). Even though various methodologies are now being piloted in Indonesia, as noted by Ir. Hugua, the district head of Wakatobi, "MDGs are not just a global commitment, it's what we do in Wakatobi...", indicating that these global goals were always integrated into local development initiatives. However, the use of the new tools employed as a result of adapting the HD framework sharpens the focus on human development and enables a comparison to assess where a district/province/country stands with respect to others.

The subsequent section of this publication moves on to discuss selected case studies from Indonesia which are applying the above three processes, as well as the case of Gorontalo province, where the HDI is used to identify districts with poor development performance. The final section concludes by pointing to good practices and how these examples can be replicated or up-scaled, lessons learned, and the various ways in which support from the central government can strengthen implementation in practice at the local level.

The concept of human development was first introduced in 1990 in an attempt to overcome the limitations of the income approach to development, but not exclude income as a measure of welfare. The intrinsic difference between the previous income-oriented approaches and the human development approach lies in the latter's emphasis on putting people at the centre of development. The concepts encompassed by the human development approach are productivity, equity, sustainability, and empowerment, which are challenging to capture in an index. Nevertheless, in order to quantify and measure progress of human development across different countries, one of the first initiatives included the introduction of the Human Development Index (HDI). This index uses the measures of life expectancy, educational attainment, and income. Currently the HDI, along with the 48

development indicators included within the Millennium Development Framework, are the most commonly used parameters to measure human development.⁷

The MDGs⁸ were adopted by 189 countries at the Millennium Summit held in September 2000. The MDGs are, in fact, human development goals. They translate human development into simple and meaningful objectives (UNDP 2002). Despite the fact that the MDGs do not encompass all the dimensions of human development, they include a comprehensive set of human development goals and targets adopted by UN member states. The MDGs capture the different dimensions of poverty, but the goals differ from the human development approach, in that they are a quantifiable and measurable set of 18 targets to be achieved by 2015, as opposed to the long term efforts towards constantly improving

⁷ Other development indices include: the Human Poverty Index (HPI) a composite which measures deprivation in the three basic dimensions captured in the HDI - short life expectancy, knowledge and a decent standard of living; the Gender Development Index (GDI) - a composite measuring average achievement in the human development index - life expectancy, levels of educational attainment and the distribution of earned income - adjusted to account for inequalities between men and women; and the Gender Empowerment Measure (GEM) - a composite measuring gender inequality in three basic dimensions of empowerment - economic participation and decision-making, political participation and decision-making and power over economic resources.

⁸ The eight MDGs are: eradicating extreme poverty and hunger; achieving universal primary education; promoting gender equality and empowering women; reducing child mortality; improving maternal health; combating HIV/AIDS, malaria, and other diseases; ensuring environmental sustainability; and developing a global partnership for development.

human capabilities, which is the ultimate aim of the human development paradigm (Millennium Project 2006; UNDP 2007).

The central government has an important role to play in promoting and guiding the implementation of the human development approach, as well as MDGs, at the local level. First, the central government provides policy guidance through evaluating, monitoring and measuring regional/local-level performance and providing oversight on the different methodologies⁹ used to implement the framework. Second, the central government compiles data at the national level, which enables comparison of Indonesia's development performance at the international level and within the country, among provinces and districts. In this role, the centre is also expected to guide the refinement of statistical instruments and data collection techniques and encourage better disaggregation of data. Finally, to enable success in implementing the human development framework, the centre could also play a crucial role in promoting dialogue between central and decentralised levels of governance on such critical issues as financial flows and resource allocations.

To promote and support the application of human development and MDG related frameworks at the regional and local levels, the National Development Planning Agency (BAPPENAS) is currently producing a series of practical manuals. The manuals aim to provide guidance to regional and local governments on the use of human development and MDG instruments for planning, budgeting, monitoring, and evaluation of development performance. The first manual, to be published in early 2010, outlines how to use MDG related data and indicators for district level budgeting and planning, drawing on tools such as the MDG scorecards and poverty maps.

The second and third manuals, to be published in mid-2010, focus on the development and maintenance of databases and on monitoring and evaluation, respectively.

For regional/local governments, the main utility of the human development and MDG frameworks is the sharpening of policy formulation to include a clear focus on human development in parallel with better targeting of budgetary resources. As a part of this effort, regional/local governments can use the framework to identify development gaps and target these to accelerate efforts. Further, the governments would also be responsible for communicating progress and results in promoting human development to citizens, enabling their engagement and encouraging a public dialogue on key issues.

There are several interlinked steps involved in using the HD approach. We discuss these briefly in turn below.

Identifying indicators: The first step in using the HD approach is to identify development indicators and to collect and compile the data which is then required. Those commonly used include the HDI and the MDG indicators, as mentioned above. In Indonesia, the provinces of Aceh and Gorontalo use the HDI to inform budgeting and planning, aiming to target development efforts to districts with a lower HDI. However, the HDI and MDGs do not reflect the entire wealth of the human development paradigm. Human development is broader than HDI and, thus, it is important to complement it with other indicators reflecting people's opportunities and capabilities.

An important issue to be looked into here is whether the indicators should be chosen to enable comparison across countries, across provinces, or whether these should be province

⁹ Some of these methodologies in use in Indonesia as already mentioned include P3BM, ASIA, and CLAPP, discussed in the next section of this paper.

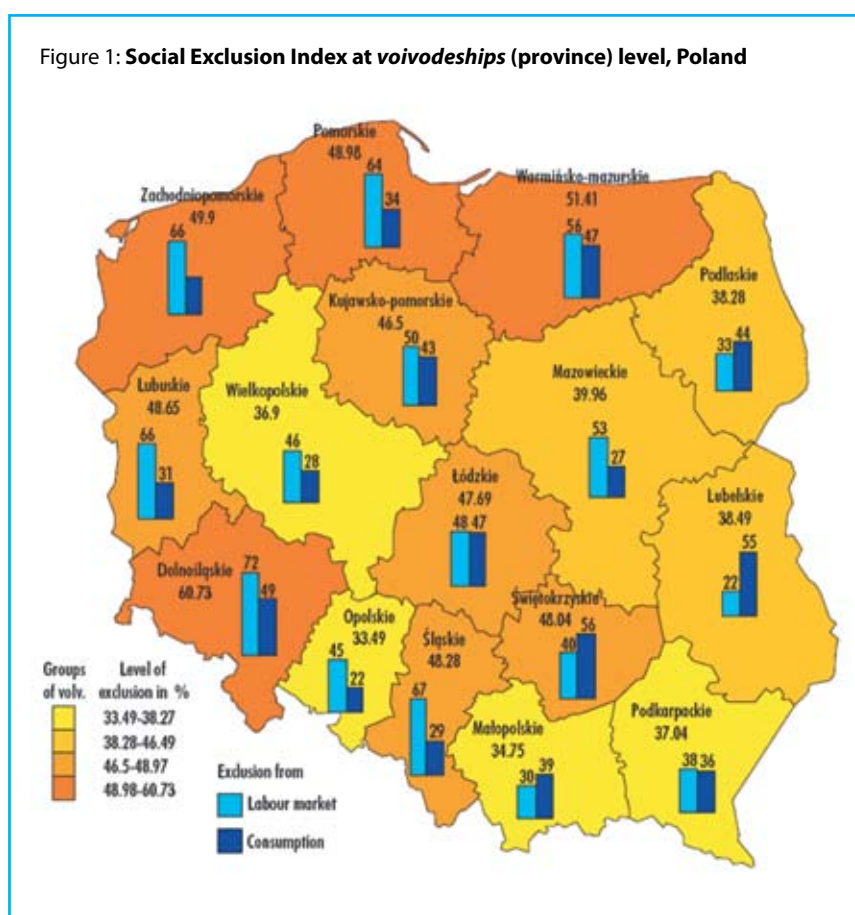
and country-specific. An obvious answer to this question is to have both. Comparative indicators across countries and provinces are important to allow the channeling of funds both globally as well as at the country level. However, additional indicators should complement these to incorporate country or province-specific problems and areas that need greater attention. At the same time, the development targets across different provinces and countries would need to be different. Indonesia, for example, has 33 provinces with wide differences in conditions and characteristics and each province needs different development targets to address these differences.

The Government of Moldova carries out disaggregation of the HDI by vulnerable groups and Poland, in addition to the HDI, has developed indicators to address social exclusion in order to reach those groups of people who are most vulnerable. This exercise involves disaggregating poverty data and indicators by vulnerable groups and low administrative levels. The composite social index represents exclusion from the labour market and the goods and services market (or consumption).¹⁰ Constructed in this manner, the social exclusion index reflects the symptoms or the objective status of exclusion. This index

is then complemented with a subjective exclusion index, which measures the consequences of social exclusion encompassing wealth, social, and psychological exclusion.¹¹ Figure 1 presents the social exclusion index by different voivodeships (provinces) in Poland (UNDP 2006).

Compiling data on indicators: Having decided on the set of indicators that need to be targeted within a country, there is the issue of data collection and compilation and ensuring that the data are of good quality. The National Statistical

Figure 1: **Social Exclusion Index at voivodeships (province) level, Poland**



¹⁰ The indicators selected to measure labour market exclusion are unemployment, economic inactivity, exclusion due to discrimination, low education levels or lack of professional experience, and disability. The indicators used to measure exclusion from the goods and services market are financial poverty, property-related poverty, and deficits in an apartment's equipment, access to medical services, recreation and cultural services, and access to communication and social communication services (also see Appendix 2).

¹¹ Wealth or material subjective exclusion is measured by assessment of wealth-related living standard, satisfaction with the financial standing of the family and with its income, satisfaction with the living conditions and the level of accessible goods and services. The social exclusion component is measured by number of friends, feeling of being loved and trusted, feeling of loneliness, and perception of being discriminated against. Finally, psychological ill-being is reflected in such indicators as feeling of happiness, suicidal tendencies and the will to live.

Agency (BPS) collects and compiles a wide range of data on related indicators through the National Socio-economic Survey (SUSENAS). Collection can be particularly difficult in more remote areas, post-conflict areas, and disaster affected areas. The challenges associated with collection of data in these areas can compromise the data quality. At the human development seminar in October, the issue of data availability and reliability was discussed at length. It is important to ensure close involvement of both statistical agencies and people from local communities from the very beginning of the planning stage to ensure the data are reliable and readily accessible. Local participation has dual benefits. It provides ownership of the process and the results (data and indicators) and prepares the ground for effective usage of the future indicators by the local actors. Issues of data and statistics are often seen as a matter of “data production” but, in fact, they are equally a matter of “data usage”. Unless both sides of the process (data producers and data users) speak the same language and are equally involved, local level monitoring will be impaired.

Another essential input at this stage is the identification of funding sources for collecting and collating the data. Aceh is leading the way in data collection and maintenance through a database called AcehInfo.¹² The Regional Development Planning Agency (BAPPEDA) in Aceh maintains AcehInfo, a comprehensive database of development-related data for all sectors.¹³ Officials from provincial and district line ministries have been trained in using AcehInfo, which contains updated government figures on priority indicators, including those from the provincial Mid Term Development Plan (RPJMD) and Aceh’s Accelerated Development

Plan, as well as the MDGs. In provinces such as Gorontalo, the provincial office of BPS publishes ‘Gorontalo in Figures’ an annual booklet of statistics that compiles and makes readily available official provincial data for all sectors. A number of other districts prepare these statistical booklets compiled from the national ‘Data in Figures’ from BPS at the national level.

Planning and budgeting: This stage involves setting targets and goals for the selected indicators to include these in the planning documents. It also involves the identification of funding sources and the disbursement of funds to different areas to ensure successful implementation. In Indonesia, these sources are the Specific Allocation Fund (DAK), General Allocation Fund, (DAU), and Revenue Sharing Fund (DBH) from crude oil and natural gas mining in Nanggroe Aceh Darussalam (NAD) and Papua. Twenty five percent of the net domestic revenue (total domestic revenue less revenue sharing) in the central budget is allocated to the General Allocation Fund (DAU). Of this, 10 percent is allocated to the provincial government and 90 percent to the district/municipal governments. The human development indicators in Indonesia have been included in the short and long term development plans at the provincial level and are linked up to planning at the central level. In fact, the allocation of DAU is based on a formula that takes into account expenses towards improving the human development index (see Box 2).

Implementation: Following planning and budgeting, actual implementation requires specific interventions from the government to target poor and vulnerable groups. For example, in

¹² AcehInfo is modeled on DevInfo a powerful database used to compile and disseminate data on human development. DevInfo was developed by UNICEF in cooperation with the UN System to assist the UN and Member States in tracking progress toward the Millennium Development Goals (MDGs).

¹³ AcehInfo was initiated and developed by the United Nations Office of the Recovery Coordinator (UNORC) with financial support from United Nations Children’s Fund (UNICEF) and International Federation of Red Cross (IFRC), with the backing of the Indonesian Reconstruction Agency (BRR). Since late 2009, AcehInfo is owned and run by BAPPEDA, supported by the AcehInfo Steering Committee (with members including the provincial office of BPS, Provincial Agency for Information and Communication (Dinas Infocom), the Tsunami & Disaster Mitigation Research Center (TDMRC), and the United Nations Resident’s Coordinator’s Office (UN RCO).

Box 2: **General Allocation Fund (DAU) formula incorporating the HDI**

DAU = Basic allocation + Fiscal gap

Where,

Fiscal gap = Fiscal needs (Kbf) - Fiscal capacity (Kpf)

Fiscal needs are, in turn, given as:

$KbF = TBR (\alpha_1 IP + \alpha_2 IW + \alpha_3 IPM + \alpha_4 IKK + \alpha_5 IPDRB/kap)$

where,

TBR = Average total expenditure of the local government budget (APBD)

IP = Population index (that is, the total population of the district)

IW = Geographic size index (that is, the district area)

IPM = Human Development Index

IKK = Construction Price Index

IPDRB/kap = Index of Gross Domestic Regional Product per capita

order to achieve the target of a zero school dropout rate in the province of Nusa Tenggara Barat (NTB), scholarships have been extended to poor students. In Gorontalo, in order to target poverty reduction by providing support to poorer farmers, a local agropolitan community development programme was developed by the government (PDPM). A number of other examples of implementation will be presented in the next section, which provides a series of case studies.

Monitoring and Evaluation: Monitoring involves tracking progress on the achievement of different indicators. Currently the two commonly used tools in Indonesia are the MDG score cards and poverty maps. While these two tools have primarily been used to track progress on the MDGs, they can also be used to monitor HDI performance. The MDG score cards present a pictorial view of the progress of different indicators in three different colours – red indicates that the indicator is far from the target, yellow indicates movement in the direction of achievement, and green represents achievement of the target.

Figure 2a: **Net Enrolment Ratio (Junior Secondary), Lombok Barat district, NTB**

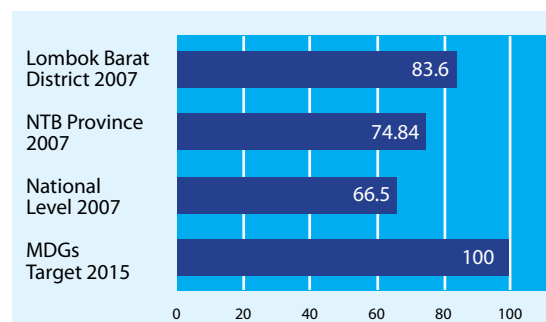
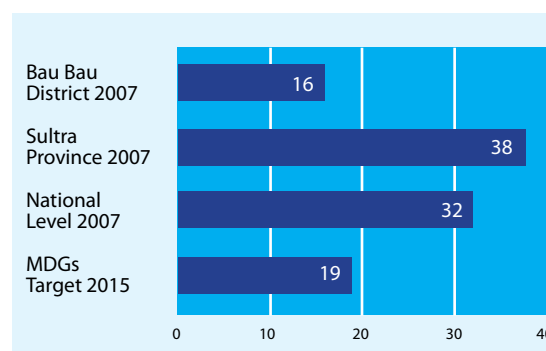


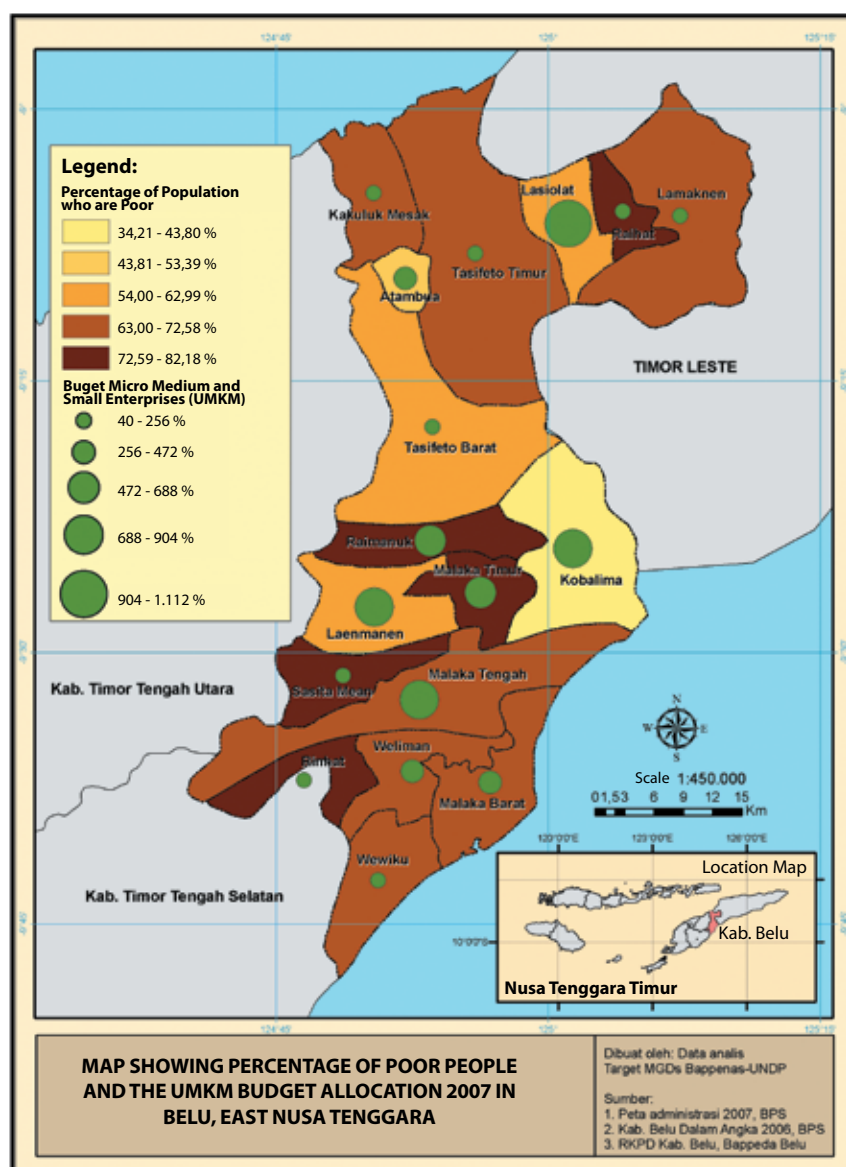
Figure 2b: **Infant Mortality Rate (AKB), Bau Bau district, South East Sulawesi**



Figures 2a and 2b present examples of MDG score cards.¹⁴ Figure 2a shows the net enrollment ratio at the junior secondary level for Lombok Barat district in NTB. This is marked in yellow, indicating that the district is on track in achieving the 100 percent target, whereas the red marking on the corresponding level of achievement for

the province of NTB as a whole, as well as the country, reflects that they are lagging behind in meeting the target. Figure 2b, on the other hand, presents an example for the infant mortality rate (IMR) in Bau Bau district in Southeast Sulawesi, which has already achieved the IMR target and is, therefore, marked in green.

Figure 3: **Poverty map (budget allocation for poverty alleviation) for Belu district, NTT, 2008**



¹⁴ The MDG score cards are available for different target indicators, which can also be summarised in one single table using both the actual target achieved as well as the colour scheme indicating where the district stands in terms of its achievement. The next section presents such a table for the district of Wakatobi, the case study presented as an example of P3BM implementation.

In a poverty map, the indicator performance of different districts is presented on the map of the province to give a quick pictorial assessment of the performance of a district. Poverty maps are powerful tools for analysing both the extent and spread of poverty and in combination with budgetary allocation, can give clear insights into gaps between achievement and funding within a certain area. For example, in Belu district in NTT (see Figure 3), such a pictorial representation clearly shows that the budgetary allocation is larger in sub-districts with lower poverty levels as represented by larger circles overlapping on lighter areas. This has been used as a tool to argue for the reallocation of the budget so that poorer areas get a larger share. In fact, such maps are not only available for depicting poverty, but also to reflect the status of education, malnutrition, and other such human development indicators.

In addition to the tools used to track progress, progress of the MDGs, HDI, and other development indicators must also be monitored through the collection of information. In India, for example, 'monitoring cells' are dedicated to this job. These are the Human Development Research and Coordination Units set up in

project states. The units are located within the planning departments of the state governments and are primarily staffed by state government personnel. These units play a key role in mainstreaming human development concerns in state plans and policies, act as resource centres for human development issues in the state, and actively liaise with line departments to ensure coordination across departments on different HD issues. Further, they are also responsible for following up on the state human development reports by ensuring that their impact is documented and disseminated. They also provide inputs to ensure that human development issues are reflected in the annual plans and budgets and are also responsible for strengthening the state statistical systems (UNDP 2009b).

Evaluation: Following monitoring, evaluation plays a crucial role in understanding the gaps and to assess if what is being done is relevant and effective, including whether targets have been achieved and where should funding be directed. An example of such an evaluation exercise can be obtained from Slovakia (see Table 1 below), where a set of indicators for quality of life are analysed once a year to assess progress.

Table 1: **An example of an evaluation exercise from Slovakia**

<i>Indicator</i>	<i>Measurement unit</i>	<i>Source of data</i>	<i>Relationship to sustainable development</i>
Economic performance of the city	Total turnover of enterprises	Statistical-Office, Enterprises	+
	Turnover per capita		
Structure of jobs	Share of tertiary and secondary sectors employees	City, Enterprises	+
Migration for work	Number of people,	City, Statistical Office	-
	% of economically active population		
Satisfaction of citizens with the city as the place for work	% of citizens	Survey	+
Loss of agricultural land	Change of area (in hectare)	Cadastre, City	-
Social excluded citizens – below the poverty level	Number	City, Office for Labour, Social Affairs and Family	-
	% of citizens		

These include the economic performance of the city as a whole and the percentage of people below the poverty line to assess the extent of socially excluded citizens.

To address the concept of empowerment, evaluation also involves the participation of the public in assessing the implemented programmes to target different indicators. In Indonesia this is done through the *Musrenbang*, which involves engaging people down to the village level in prioritising their needs. These are then discussed at the sub-district and district levels, with the goal of being included in planning documents.

Feedback: The evaluation of performance should then feed back into the planning documents for the next year. In India, a chapter on progress on human development achievements is included in the annual Economic Survey. Further, the Tenth Finance Commission,¹⁵ incorporated in 1995, used the HDI for resource allocation, and the Eleventh Five Year Plan (2007-2012) focuses on inclusive

growth using an HD approach. Moreover, the HD approach is now integrated into the curriculum of the national training academy for government officers. At the state level, human development chapters have been included in eight state level Five Year Plans and courses on human development have been introduced in three universities. At the same time, 15 state training institutes deliver HD modules¹⁶ on a regular basis for state and district staff (UNDP 2009b).

It may be noted, though, that in order to succeed in adopting the HD approach and to be able to apply the above steps, a strong commitment from the government is essential. In India this commitment came from the Planning Commission by way of strong ownership of the different HDRs, consistent monitoring through the monitoring cells, and integrating the use of the HD approach in state plan discussions. At the same time, political commitment was derived through legislators' forums in the different states and by having a continuous dialogue with parliamentarians.

¹⁵ The Finance Commission provides recommendations to the President of India on matters related to the distribution of the net proceeds of taxes between the Centre and the State, among other matters.

¹⁶ These modules provide training on HD issues over five days, and cover reporting, measurement, policy, and financing of human development. (For details see: http://www.undp.org.in/index.php?option=com_content&task=view&id=35&Itemid=392).

In the Indonesian context, some of the methodologies used to enable the application of the human development approach include Pro-poor Planning, Budgeting, and Monitoring-Evaluation (P3BM), District/Municipality Situation Analysis on Women and Children (ASIA - Analisa Situasi Ibu Dan Anak), Human Rights Based Approach to Programming (HRBAP), and Community-Led Assessment and Planning Process – Gender and Poverty Inclusive (CLAPP-GPI). We briefly discuss these below.

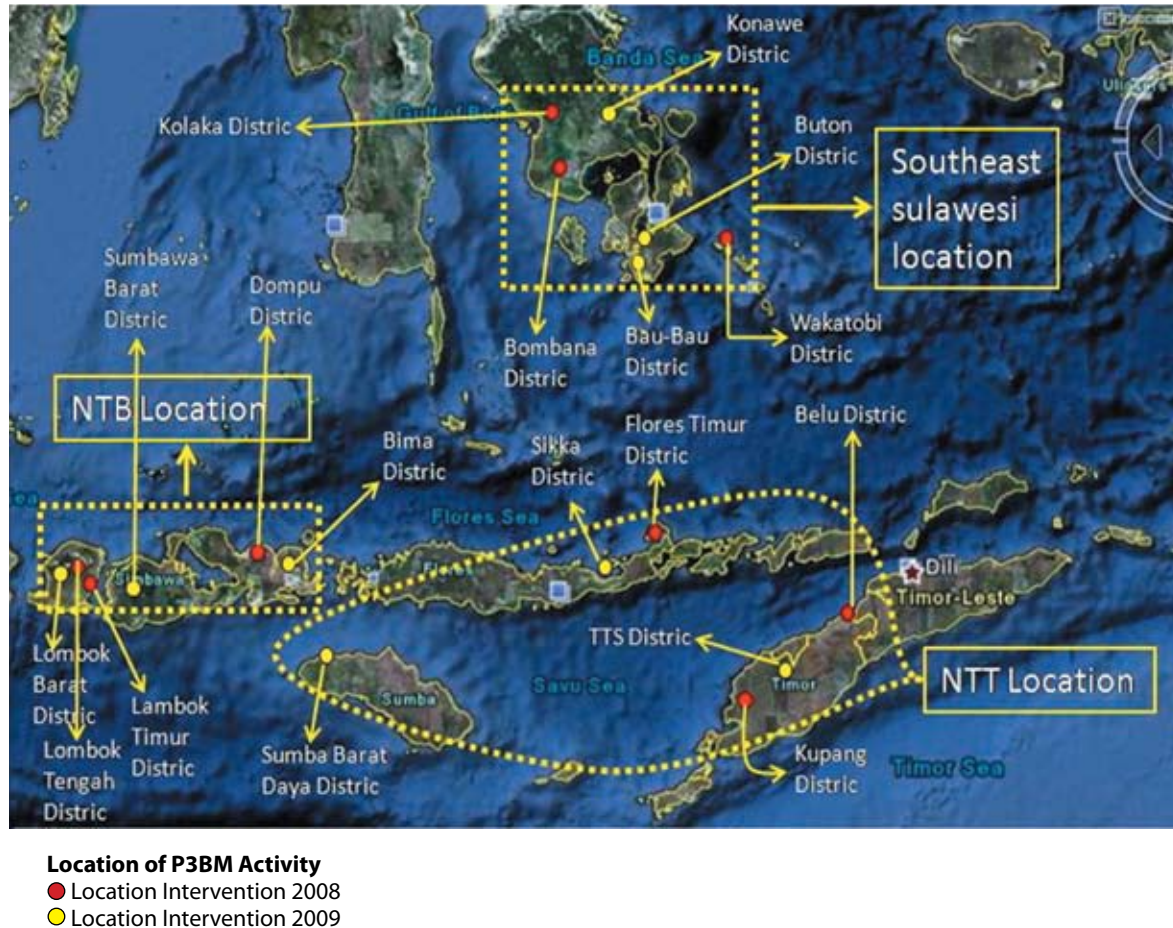
Even though not explicitly stated, these methodologies adhere to the principles of human development. P3BM aims to meet the MDG targets, and in doing so follows steps similar to those discussed in the previous section. The objective of ASIA HRBAP, on the other hand, is to improve the status of women and children to help them lead freer and more fulfilling lives, a basic tenet of the HD approach, as stated in the quotation at the beginning of

this paper. The CLAPP-GPI process, by being gender and poverty inclusive in addressing the development needs of the community through a participatory approach, addresses three principles of HD – productivity, equity, and empowerment.

3.1 Pro-Poor Planning, Budgeting, and Monitoring-Evaluation (P3BM)

P3BM was initiated in July 2008 with the aim of enhancing the planning and budgeting processes at the district level to include the priorities of the poor. It is currently being run as a pilot programme in 18 districts in three provinces, including Nusa Tenggara Barat (NTB), Nusa Tenggara Timur (NTT), and South-east Sulawesi. Figure 4 presents those locations where the programme is being implemented. The programme is run by the Government of Indonesia (BAPPENAS) with UNDP support.

Figure 4: Map showing locations of the P3BM programme



The specific objectives of P3BM include improving the sub-national capacities (local government, the parliament, and NGOs) in analysing and managing data on poverty and the MDGs and to strengthen the capacity of the local governments to identify needs, problems, and priorities of the poor in regional development. It also aims to strengthen planning, budgeting, and monitoring by facilitating the mainstreaming of the MDGs into regional development policies and plans and to facilitate the development of pro-poor policies and pro-poor budgets. Finally, it supports coor-

dination activities necessary for addressing poverty alleviation and achieving the MDGs through improving sectoral coordination of various planning documents¹⁷ and the *Musrenbang*.

P3BM undertakes a systematic approach in meeting its objectives, which include the following steps:

1. **Site selection:** P3BM first involves selecting districts in which to pursue the programme. The selection of these sites is based on

¹⁷ These documents are the Mid Term Development Plan (RPJMD), Strategic Plan for Sectoral Ministries (Renstra SKPD), Annual Work Development Programme (RKPD), Budget General Work Plan (Renja KUA), Provisional Budget Ceiling (PPAS), and Budget Work Plan (RKA).

the level of poverty (number and percentage of poor in the district), the HDI, and the fiscal capacity of the district.¹⁸ Priority is given to those districts that have high poverty, low HDI, and low fiscal capacity. Further to this preliminary selection, the provincial government and other stakeholders at the local level, including local parliaments and civil society organizations (CSOs) are consulted before finalising the selection. Following this, local commitment towards implementing the P3BM methodology is ensured from the local (district) government (PEMDA), the local parliament and CSOs.

2. **Data preparation, analysis, and socialisation:** The next step involves collecting data on the MDG indicators from different *dinas* (sectoral ministries at the district level) and National Statistical Agency (BPS), as well as collecting the different planning, budget, and other supporting documents from BAPPEDA and related sectoral ministries, university publications, and other relevant sources.¹⁹ P3BM experts then conduct an analysis of the MDG data with the objective of identifying the level of MDG achievement in the district and of the planning and budget documents to assess their quality in terms of consistency and relevance to the actual problems existing in the district. The results of these analyses are then socialised to various stakeholders, including local government entities, the legislative, sectoral ministries at the district level, CSOs, local universities, mass media, and

the private sector. The socialisation serves to fulfill two objectives, including: (a) providing an understanding of the main issues in the district and discussing the steps required to address the problems in terms of priority, and (b) introducing the P3BM tools so that these can be synchronised with the local government planning and budgeting frameworks. In the case of Belu district in NTT, the tools were also synchronised with the conflict sensitive planning supported by the Peace through Development programme.²⁰

3. **Capacity building in planning and budgeting:** This phase constitutes training the local planners in: (a) utilising the basic P3BM tools, namely the score cards and poverty maps, to analyse the MDG data and pivot tables²¹ in order to analyse the budget, (b) preparing the MDG and programme²² database to ensure good organisation of data, and (c) monitoring and evaluation.
4. **Sharing best practices, framing the action plan, and budgeting:** In this phase, a series of thematic workshops are delivered to the aforementioned stakeholders from all the targeted districts. This encourages the sharing of best practices from the different districts, in order to strengthen the process of formulating the action plans, and discussing development programs and activities relating to MDG achievement. These workshops are followed by a regional budget workshop, with the aim of ensuring that all the programmes and activities that

¹⁸ The source of poverty & HDI data is BPS, while information regarding fiscal capacity data comes from the Ministry of Finance at the national level.

¹⁹ The documents here include results of research and other studies on the planning and budget documents conducted by various institutions, including universities.

²⁰ Peace through Development (PTD) is a five-year programme, which commenced in late 2005. It aims to enable all stakeholders, in particular government and civil society (including the private sector, higher education institutions and local parliamentarians) to manage and reduce potential for conflict. PTD Programme addresses gender mainstreaming in areas of conflict and conflict sensitive planning.

²¹ The pivot table is a tool available in the Excel Software package.

²² The MDG and programme data-base refers not only to a collection of data on MDG indicators from the district level sectoral ministries, but also from programmes not funded by the government in the district. It assembles information on thematic issues, location, actors, and the source of funds for all the different activities taking place in the districts in one place, thus avoiding replication of information.

have been formulated at the sub-regional or district level are mentioned in the Local Government Budget (APBD) draft.

5. **Implementing an action plan:** The final step in the implementation of P3BM constitutes improving the planning documents, namely the Mid Term Development Plan (RPJMD) and the District Level Strategic Plan for Sectoral Ministries (Renstra SKPD), in order to reflect existing problems in the district which is based on actual evidence; facilitating and closely assisting the local government in ensuring that the P3BM concepts will be applied during the *Musrenbang*; ensuring that the budget is allocated to the identified issues; and ensuring that the management and updating of data are institutionalised.²³ Other activities contained in the action plan vary from one district to another.
6. **Monitoring:** The final stage of the P3BM process consists of monitoring (and evaluation), involving an assessment of the situation of the district at the end of the financial year in terms of its achievements on the MDGs. This information is to be made available to the general public as well, so that they can assess the extent of improvement in indicators in their district.

As is obvious from the above steps, an important pre-requisite for achieving the objectives of P3BM is the availability of reliable data. To this end, a data coordination forum has been established, wherein BAPPEDA assumes the role of data manager. Within this forum, bi-annual meetings between sectoral statistical agencies and heads of the districts are held. At the same time, there has also been an increased allocation of funds to improve the availability and quality of sectoral

data. Thirty-five people across five districts have been trained in developing and maintaining the MDG and programme database. The regional and district government staff is given training on using the different tools to analyse the MDG data and the planning documents. As noted above, the tools currently being employed for analysing the MDG data are score cards and poverty maps (discussed in Section 2 above; also see Figure 2a,b) and the tool used to analyse the budget is the pivot table.

Local government staff need to be well versed in preparing and understanding these tools and be able to apply and assess them. As a result of P3BM efforts, over 552 government personnel in 18 districts and 62 people in NGOs in nine districts have been trained so far in analysing MDG score cards, poverty mapping, planning documents, and budgets. Further, P3BM also uses the *Musrenbang* to improve the understanding of the civil society on these processes, and thereby help the civil society, the legislative, and the executive to develop the same perspective on different issues. The P3BM has also been used to develop the regional development plans in nine districts through the *Musrenbang* for the 2010 budgeting period.

In the 2009 regional budget allocation, a larger percentage of funds was allocated to indirect expenditures (52 percent), while 48 percent went to direct expenses. Following the P3BM intervention, the 2010 budget allocation for direct expenditure allowance has been increased to 60 percent (Table 2). Figure 5 presents a summary of the average increase in the 2010 regional budget allocation for key sectors, relative to the allocation in 2009 in nine targeted districts. Figure 6 shows the change in allocation by MDGs. Both figures show a reduction in the total budget allocation for education.

²³ This is institutionalised at the local government level, where BAPPEDA acts as the hub supported by the decree of the Head of the District (Bupati).

Many of the districts allocated a high budget for education, ranging from 20 to 40 percent of the total budget. P3BM investigation revealed this lopsided disbursement of funds and the subsequent change was encouraged in order to reduce the budget in this area, and to increase other areas, such as poverty reduction. As demonstrated in Figure 6, the budget allocation for poverty reduction has increased to 62 percent of the total budget.

Table 2: **Percentage direct and indirect budget expenditure for 2009 and 2010 in nine P3BM targeted districts**

Budget Expenditure	Year	
	2009	2010
Indirect Expenditure	52.18	39.70
Direct Expenditure	47.82	60.20

Figure 5: **Changes in budget allocation by sector in 2010 relative to 2009 in nine targeted districts following the introduction of P3BM (percentage of total budget)**

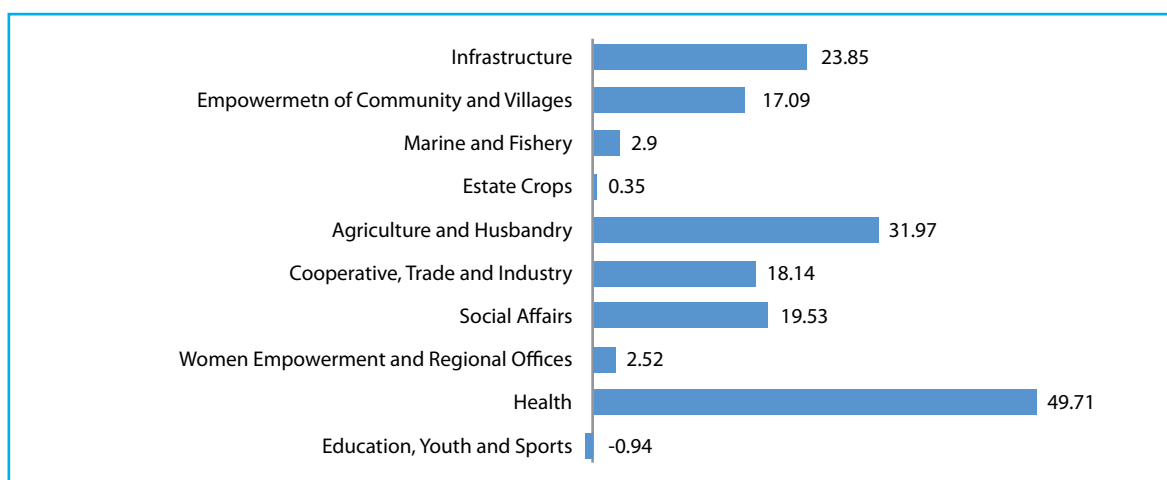
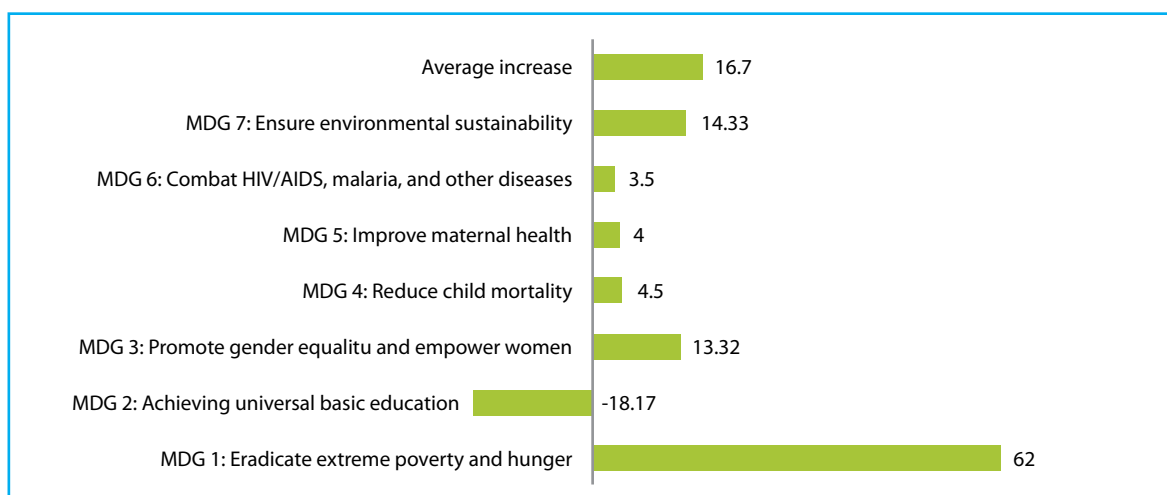


Figure 6: **Changes in budget allocation in 2010 relative to 2009 by MDGs in nine targeted districts following the introduction of P3BM (percentage of total budget)**



Even though P3BM is a relatively new programme, and has met with some success, to sustain its achievements, it faces an important challenge in reconciling the technocratic process of tracking quantitative measures with planning and budgeting, which is a political process. An important forum in bridging this gap would be the *Musrenbang*, which has the concept of participation, an essential element of the HD approach, deeply entrenched in it. In a later section of this paper, a case study is provided of the implementation of the P3BM approach for the district of Wakatobi in South East Sulawesi, which has begun to integrate the HD approach in the planning process, including the *Musrenbang*.

3.2 District/Municipality Situation Analysis on Women and Children (ASIA) with a Human Rights Based Approach to Programming (HRBAP)

The District/Municipality Situation Analysis on Women and Children or ASIA (Analisi Situasi Ibu Dan Anak) uses a Human Rights Based Approach to Programming (HRBAP), thus focusing on the rights of women and children to improve their capacity to claim their rights, as well as improving the capacity of duty bearers in order to fulfill, respect and protect the rights of children and women. This methodology has been developed by the Government of Indonesia through the Ministry of Home Affairs (MoHA) and BAPPENAS, in collaboration with the United Nations Children's Fund (UNICEF). The ASIA HRBAP initiative began in 2007, when a facilitator manual was developed and several pilot districts received training in the approach. However, converting the manual into a national government guideline for all districts in Indonesia only began in January 2009, and was piloted in Polman and Surakarta districts in West Sulawesi and Central Java, respectively.

The ASIA HRBAP methodology has evolved from the previous ASIA methodology, which was developed in 1998, and used the life cycle approach. The introduction of the HRBAP approach is intended to promote the use, at all levels, of available data, evidence and analysis on children's and women rights in development planning at the district level. This is in line with Regulation No. 8 (2008) in Articles 32 and 33, regarding conducting local analysis and, consequently, selecting a framework and instrument for analysis based on field research. Thus, ASIA HRBAP is a tool that enables district planners to strengthen their capacity in better understanding the unique situation of children and women in their districts to inform the subsequent district planning processes.

There are seven steps of HRBAP used in the ASIA methodology. The first step is a situation assessment, presented in a 'situation matrix.' This introduces the key problems faced by women and children, indicates what age groups are most affected by these problems (specifically in the case of children), provides information on the magnitude of the affected population, states which rights of the target groups are being violated by making reference to legal frameworks/specific articles and, finally, identifies the indicators used to measure the magnitude of the problem as well as the progress in addressing the problem. For example, indicators related to analysing the situation of children can be identified with reference to their different rights—indicators corresponding to the right to life include the infant mortality rate, whereas the literacy rate and presence of educational infrastructure address the right to education.

The next step involves identifying the causes of key problems (causality analysis) and how they are related to the capacity of human and economic resources, as well as organisations and structures, including policy and institutional

arrangements (role pattern and capacity gaps analysis) that are required to address these problems.

Following the situation and causality analysis, the ASIA methodology also indicates how it can be used as a guide to development planning in preparing programmes for implementation. Programme development is conducted by first identifying key actions, which can be grouped into five generic types of interventions. These include: capacity development, advocacy and social mobilisation, information, training, education, and service delivery. Capacity development aims to improve capacities to deliver services in the medium and long term. Service delivery calls for specific short term interventions to make the changes necessary to deliver services, such as providing more birth attendants in a particular district to target the maternal mortality rate. Similarly,

advocacy has a longer term impact, with the goal of changing opinions, views and behaviours, such as about educating girls.

Further, the methodology takes steps to identify stakeholders who have an interest in the programmes and are likely beneficiaries, thereby also identifying clear responsibilities for different stakeholders – institutions as well as individuals in the community – along with possible overlaps in functions among these stakeholders.

To help in identifying key actions, ASIA adopts the concept of ‘Results Based Management and Planning’ and presents the expected results, the corresponding indicators to track these results, the time frame for achieving these, and the different agencies and partners involved in bringing about these results in a log frame (see Table 3).

Table 3: **Log Frame for ASIA**

Level of Result	Indicators	Timeframe				Means of verification	Key Agencies	Other partners	Risk and assumptions
		Y E A R 1	Y E A R 2	Y E A R 3	Y E A R 4				
Strategic Result									
Outcome statement (1)									
Output Statement (1.1)									
Output Statement (1.2)									
Outcome Statement (2)									
Statement (2.1)									
Output Statement (2.2)									

Table 4: ASIA Programme Monitoring Framework

Expected Result	Indicators	Baseline	Target	MOVs	Collection Methods	Key Agencies	Risk Assessment	Assumptions

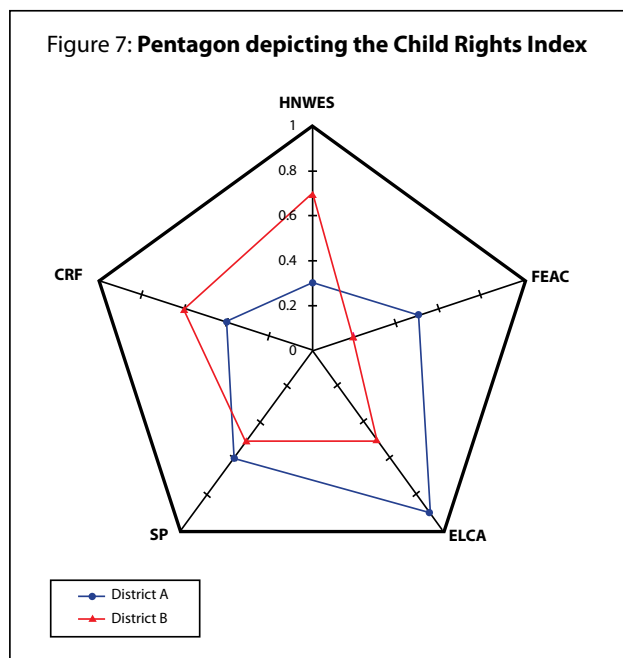
The final stage of the ASIA process involves monitoring and evaluation, as in the case of P3BM. Monitoring tracks implementation through the data collected on the different indicators, as well as by participatory research appraisals, asking the people affected what they feel about the programmes. This is an example of where the *Musrenbang* process can be utilised, and can assist in identifying positive and negative impacts. Finally, evaluation reflects on the implementation of the programmes in order to obtain lessons for the future. Table 4 below gives an example of a monitoring and evaluation plan.

The ASIA HRBAP methodology also introduces the development of the child rights index (CRI). This composite index aims to provide a summary of the fulfillment of children's and women's rights in a district. This is developed in order to support advocacy efforts in promoting children's rights to decision makers.

The CRI²⁴ consists of five clusters, all of which are given equal weight. These clusters are: (1) the right to survival – health, nutrition, water, and environmental sanitation (HNWES), covering indicators such as the proportion of children less than five years of age who have good nutritional status, proportion of children 12-23 months immunised against measles, and births attended by skilled health

personnel; (2) the right to development – family environment and alternative care (FEAC) represented by the proportion of children living with their biological mother and the proportion of children living in a family which is not considered poor (higher than the lowest 20 percent quintile); (3) the right to education, including leisure and cultural activities (ELCA) covered by indicators such as the net enrolment rate and the adult literacy rate; (4) the right to care and protection, including special protection (SP) indicated by such variables as the proportion of children (10-14 years old) who are not working and the percentage of young girls (10-15 years old) who are not currently married; and (5) the right to a national identity and participation – civil rights and freedom (CRF) – represented by the proportion of children aged 0-59 months registered at birth and the proportion of children living in a family with access to electricity. The index is developed using a methodology similar to that used for preparing the HDI. The different clusters can be represented on a pentagon, as shown in Figure 7, and indicate where a particular district may be lagging behind and where it is performing better. For example, District A shows weak performance in HNWES but has a good result in the area of ELCA, and District B is performing poorly in FEAC.

²⁴ The list of indicators in the index is yet to be finalised, as they require further refining. More indicators may be included in order to correctly represent the rights fulfillment conditions in each cluster on the basis of further discussions with all stakeholders.



3.3. Community-Led Assessment and Planning Process – Gender and Poverty Inclusive (CLAPP-GPI)

The CLAPP-GPI process has emerged as a tool within the Australian Community Development and Civil Society Strengthening Scheme (ACCESS)²⁵ to specifically address poverty and gender issues in community planning. This resulted from initial discussions among ACCESS programme staff and CSOs in eight districts in Eastern Indonesia (Jeneponto and Bantaeng in South Sulawesi; Central and West Lombok in NTB; East and West Sumba in NTT and Buton and Muna districts in South East Sulawesi), who identified the need for intensive support in improving the understanding of and approaches to gender and poverty inclusive community planning. Although many CSOs in the target areas were aware of, and had previously used a variety of participatory approaches when working with communities,

few had experience or understanding of strategies for ensuring the involvement of the traditionally marginalised in the community – the poor and women. This was essential to ensure that the community plans were not mere reflections of the views of the community elites.

The process is divided into a number of steps in order to help the community undertake an assessment and planning exercise in their village, focusing on the poorest and women. A master training team is used to enhance the capacity of selected CSO facilitators, who in turn train the village facilitators and mentor them in the process. The aim is to build the capacity of individuals within the community, thus empowering them to take the development of the village in their hands and constructively engage with the government at different levels — the Five Year Village Development Plan (RPJMdes) and the Annual Village Development Implementation Plan (RKPdes) are two instruments that facilitate this interaction. The participants include the village head, the village council representatives and selected village representatives appointed by the poor and women. The steps in the process are as follows:

Social preparation and designing: This step ensures that facilitators have a good understanding of the village dynamics and specific conditions in the village. It also ensures support from the village head and village leadership for the process. Secondary information about the village is then gathered and the team ensures that the villagers are clear about the purpose of the process and the process itself. Following this, the facilitating team (the CSO mentor and the village facilitators) agree on the process and the strategies to apply.

²⁵ ACCESS and ACCESS Phase II is an Australian Government funded programme under the Australia-Indonesia Partnership (AIP) and is implemented in cooperation with MOHA (under the Directorate General for Community and Village Empowerment).

Mapping the village: The objective of this exercise is to deepen people's understanding of their situation and condition. Aside from a general history timeline, additional information is included to reflect the particular focus that the team has decided on. Thus, for example, a focus on poverty alleviation would also draw information on periods of abundance and periods of poverty. Following this, a livelihoods mapping and wealth ranking is conducted by the villagers. As a part of this, local poverty indicators are developed. The team then agrees on the weight of the indicators. This exercise is complemented with (limited) household surveys focusing on specific issues agreed by the facilitators and villagers, such as those related to income, education and health access. The facilitators then categorise the households by economic status – rich, medium, poor or very poor. Finally, all the socio-economic data collected are then put on a village map with the houses colour-coded according to their welfare status, thereby resulting in a socio-economic mapping of the village. The process requires a minimum of data collection and data analysis capacity, and the role of the facilitator is therefore crucial.

Analysis of the village assets: This stage aims to provide a deeper understanding of the assets (human resources i.e., capacities, skills and knowledge) available in the village, as well as social and natural resources, and financial or economic resources. It is important to know what can be used to initiate and support the development of the village – especially focusing on the poor, women, and other disadvantaged groups.

Deepening the information and mobilising community support: At this stage, a broader community meeting is held to mobilise support from village leaders (both formal and informal). If additional information is required, it is sourced from focus group discussions

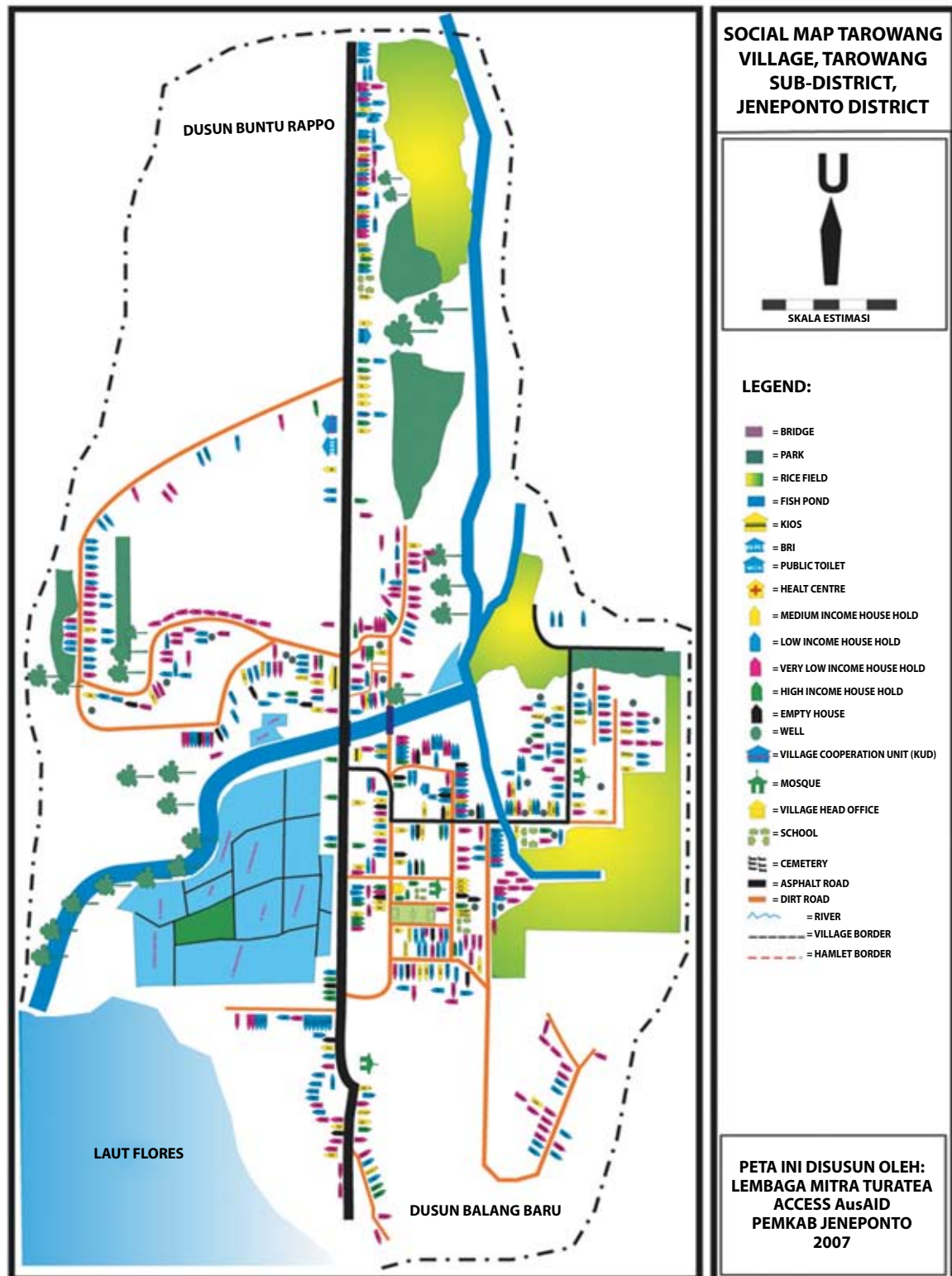
(FGDs). This process ensures that village leadership, informal leaders and better-off households are on board and supportive of development efforts focusing on the disadvantaged groups.

Musrenbangdes: Following from the above steps, the village is then ready to conduct the *Musrenbangdes*, which builds on the five-year village medium term development plan. The draft of the Annual Village Development Implementation Plan (RKPdes) can then be developed. The final steps constitute the village gathering to endorse the RKPdes and ensuring commitment from all stakeholders for the implementation of the plan and agreeing on monitoring of the implementation and development efforts.

Post Musrenbangdes: The final CLAPP step involves documenting the different processes and results, preparing the village representatives/delegation for the sub-district meetings, and supporting village groups to start resource mobilisation from within. Support for the capacity building of the facilitators and the assessment that follows is provided by ACCESS. However, it does not support the activities that emerge from the planning process. Instead, village and district governments are asked to commit to funding a part of the implementation of the plan that emerges through local/village resources and direct support from the district government through the *Musrenbang* process.

In order to enable the integration of participatory planning into regular planning, CLAPP-GPI has developed the Five Year Village Development Plan (RPJMdes) with reference to a number of government regulations. This, for example, harmonises and implements a village planning process in the districts which is in line with Ministry of Home Affairs (MoHA) Decree 66/2007 (on Village Development

Figure 8: Socio-economic Map from Tarowang village in Jeneponto district, South Sulawesi



Planning); the participatory poverty indicators developed are those recognised by the local government (contributing to the implementation of MoHA Regulation 67/2007 on Inventorisation of Village Development Activities); and village facilitators selected are advocates for the involvement of women and the poor, in accordance with MoHA Decree 7/2007 (on Village Empowerment Cadres).

These socio-economic maps highlighting the incidence and spread of poverty are now being used by a number of local governments in the allocation of district funds for poverty alleviation and in the allocation of funds by sectoral ministries (SKPDs). An example of such a map is presented in Figure 8.

While the CLAPP process was originally trialed in a limited number of villages spread over eight districts in four provinces, it is now recognised by a number of stakeholders as contributing to the participatory planning process. In a number of the original eight districts local governments are allocating substantial amounts to the training of the village cadres and the development of the Five Year Village Development Plan (RPJMdes).

Through the expansion of ACCESS Phase II to another eight districts, the application of the process is expanding with considerable inputs from the local governments. In Jeneponto district, South Sulawesi, all 113 villages have socio-economic maps and about half of the villages have developed Five Year Village Development Plans (RPJMdes) using a CLAPP approach; more than 300 village cadres have been trained to use this approach. A number of the eight original districts have also allocated funds to replicate what is described above in the Jeneponto example.

Besides the agreements in the original districts as mentioned above, ACCESS Phase II has an

agreement with a number of the eight new districts (Bima and Dompu in NTB Province; Takalar and Gowa in South Sulawesi; North Buton and Bau-Bau in South East Sulawesi and Kupang and South Central Timor in NTT) to help them with the training of village cadres and the development of Five Year Village Development Plans (RPJMdes). For example, the local government of Buton Utara (South East Sulawesi), has allocated one billion Rupiah for this exercise over the next two years, focusing on village facilitator training, participatory poverty indicator development, village mapping and the development of the Five Year Village Development Plans (RPJMdes). Table 5 shows the total planned RPJMdes by district in ACCESS Phase II.

Table 5: **ACCESS Phase II agreements with local governments to develop Five Year Village Development Plan (RPJMdes) and train village facilitators**

Province	District	RPJMDes
	Jeneponto	82
	Bantaeng	46
	Takalar	25
	Gowa	54
S. Sulawesi		207
	Buton	63
	Muna	25
	North Buton	49
	City of Bau-Bau	16
S. E. Sulawesi		153
	Central Lombok	6
	West Lombok	18
	Bima	20
	Dompu	20
W. Nusa Tenggara		64
	East Sumba	32
	West Sumba	21
	Kupang	23
	TTS	16
E. Nusa Tenggara		92
	Total	516

ACCESS is currently discussing a request from Sumba Barat Daya and Sumba Tengah (new districts evolving from West Sumba district in NTT) to help support their vision to have village development plans in all their villages.

These examples are proof that local governments value, appreciate and recognise the added-value of the contribution of CSOs to the government processes. It is also proof that local governments are listening to the voices of the

people (including the poor, the women, and other marginalised groups) as funds for poverty alleviation programs in different technical sectors (including health, education as well as agriculture, among others) are provided. Local governments are proving that the process, as well as the results of the participatory process, are instrumental in implementing poverty alleviation programmes and targeting the groups that need most support.

Presented here is a case study from Gorontalo province in applying the HD approach and an account of how the three processes/methodologies discussed in the previous section – P3BM, ASIA HRBAP, and CLAPP-GPI – are being implemented. For P3BM, a case study from Wakatobi district in Southeast Sulawesi is presented, and for ASIA a case from Polewali Mandar (Polman) district in West Sulawesi details the different steps in implementing the HD approach. A slightly different approach is taken in presenting a CLAPP example, given the nature of this process. Thus the process and tools used are described, and the discussion is extended from the previous section while drawing examples from one village or district.

The main outcome expected from P3BM is to meet the MDG targets. However, as was clear from the narrative in the previous section, and will become obvious from the Wakatobi case study presented below, the approach goes beyond meeting targets to ensuring that the process is sustainable by improving data collection and management systems, analysis, planning

and budgeting processes, and involving the public and the local councils in understanding the results of the P3BM analysis to implement, monitor, and evaluate progress and continually improve programme formulation to reflect HD focus. The availability of the results of the data analysis in the form of user-friendly score cards and poverty maps, centralising data collection and management with the regional development planning agency (BAPPEDA) acting as a data hub, ensuring that the local councils understand the results of the MDG analysis to integrate these in programme formulation, and change in budget allocation to reflect MDG focus, are but a few of the outcomes of the P3BM process.

The main outcome visualised in the ASIA HRBAP methodology is an improvement in the status of women and children by integrating their rights into planning and programme formulation. As discussed in the previous section, the five main children's rights contained in the Child Rights Index are (a) right to survival addressed by nutritional indicators, extent of immunisation, and births attended by skilled

health personnel; (b) right to development reflected in such indicators as the proportion of children not living in poverty; (c) right to education realised in such indicators as net enrolment rate and adult literacy rate; (d) right to care and protection indicated by, for example, percentage of children not working; and (e) the right to a national identity and participation or civil rights and freedom visible in such indicators as births registered and having an identity card. The example from Polman that we will discuss in this section, although still in its pilot phase, already shows some progress towards addressing these rights through actions taken in passing different laws.

The main outcome of CLAPP-GPI is poverty and gender sensitive community planning. To this end, a number of village facilitators have been trained in participatory poverty indicator development, village mapping, including the ranking of people's welfare, and the development of the village plan. The facilitators are selected by the people, particularly the poor and the women, so as to reflect their needs. The ultimate aim here is to build the capacity of members from the community to take charge of their own development – both by way of identifying their problems and engaging with the government in preparing village development plans. The success of this process is seen not only in the expansion of CLAPP activities to other districts but also in the realisation of financial support through various sources to enable implementation of the village plans formulated by the community, as discussed below.

In the case of CLAPP as well as ASIA, the involvement of local actors in data collection provides ownership of both the process and results by local actors to allow their effective usage, as noted in Section 2 on the HD approach.

Finally, in Gorontalo, using the HDI as the main indicator in guiding development resulted in the need to collect relevant and quality data on the various indicators embedded in this index and involved different local government and other offices. Fifteen low HDI sub-districts were also identified for increased development focus and a third of the provincial government budget was directed to these sub-districts for this purpose. The funds are being channeled into poverty and income generation programmes, among others. This was but a brief introduction to some of the outcomes of having a human development focus in Gorontalo. Below are the detailed case studies on Gorontalo and the three processes discussed above.

4.1 Wakatobi: An example of implementing P3BM

1. Choosing indicators and compiling and analysing data

Wakatobi draws on the Millennium Development Goal indicators to track its performance on human development. Its commitment to improving performance on such indicators is not new, but has received a strong impetus through the application of the P3BM methodology that was initiated in July 2008. As a part of this effort, the Bupati (district head) of Wakatobi issued a *Surat Keputusan* (SK) or decree, *Bupati Wakatobi* 176 on 17 May 2008, on the development of a team of writers to produce the MDG report for Wakatobi, which is expected to be completed in early 2010.

Following the introduction of the P3BM methodology, a diagnostic study was conducted to assess the availability and quality of the data on different indicators. This study was based on 2006 data. Data on 13 of the 48 MDG indicators was available, and was sourced from the district office of the BPS, based on

household sample surveys. The sampling intensity of these surveys was not sufficient to represent the district. Following this assessment, the P3BM team re-initiated the compilation of secondary data on the different indicators for 2008 from different sectoral ministries/entities at the district level. The resulting database was operationalised in April 2009. This database is hosted by BAPPEDA that, as mentioned earlier,

serves as a coordination forum and hub to collate and analyse the MDG data.

Assistance and training on analysing the MDG data and documents such as the Mid Term Development Plan (RPJMD), the Strategic Plan for Sectoral Ministries (Renstra SKPD), and the Annual Work Development Plan (RKPD) was provided in May-July 2008. This was followed

Table 6: **MDG achievement in Wakatobi, 2006**

GOAL	TARGET	MDGs Indicators	MDGs Target 2015	National 2006	SE Sulawesi 2006	Wakatobi 2006
Goal 1	Target 1.1	Poverty Headcount Ratio	7.5	17.75	23.37	22.94
Goal 1	Target 1.8	Child's Malnutrition	18.0	28.70	29.38	30.00
Goal 2	Target 2.1	Net Enrollment Ratio (Elementary)	100.0	94.70	96.87	92.04
Goal 2	Target 2.1a	Net Enrollment Ratio (Junior Secondary)	100.0	66.50	86.52	59.75
Goal 3	Target 3.1a	Ratio of Girls/Boy in Elementary School	100.0	100.00		
Goal 3	Target 3.1b	Ratio of Girls/Boys in Junior Secondary	100.0	99.40		
Goal 3	Target 3.3	Women in Legislative	30.0	11.00	6.66	6.66
Goal 4	Target 4.	Child Mortality Rate (per 1,000)	32.0	40.00	41.00	6.18
Goal 4	Target 4.2	Infant Mortality Rate (per 1,000)	19.00	32.00	38.00	5.00
Goal 5	Target 5.1	Maternal Mortality Range (Per 100.000)	110.0	228.00	312.00	177
Goal 5	Target 5.2	Births attended by Birth Assistant	90.0	70.89	71.63	65.42
Goal 6	Target 6.1	HIV/AIDs prevalence (per 100.000)		0.10	0.35	0.00
Goal 6	Target 6.6	Prevalence of Malaria (per 1.000)/API		13.40	14.95	7.30
Goal 6	Target 6.9	Prevalence of TB (per 100.000)		136.98	224.64	174.14
Goal 7	Target 7.1	Forest Cover (%)	30	49.50	66.03	13.33
Goal 7	Target 7.8	Safe Water coverage (%)	67.0	52.10	54.00	62.21
Goal 7	Target 7.9	Access to Safe Sanitation (%)	65.0	68.00	64.20	47.40

by training on P3BM tools, including the MDG scorecards, poverty maps and budgeting analysis using pivot tables in August 2008, based on the 2006 data. These tools were used by the provincial and/or district government (PEMDA) for undertaking an MDG assessment of Wakatobi and in the district *Musrenbang* in April 2009.

Note: For Goals 2 and 3 Indonesia collects data on junior high school net enrollment rate and female to male ratio, in addition to the corresponding globally accepted indicators for the elementary school level.

The 2006 analysis (Table 6) on which the training was based revealed that more than half the indicators were off track, marked in red in the MDG score cards. While less than a tenth were on track (yellow), more than a quarter had achieved, or were close to fulfilling the set targets (green).

Following the training on MDG analysis, the district officials are in the process of preparing a similar MDG assessment based on the 2008 data.²⁶

2. Planning and budgeting

Planning and budgeting for 2010 is based on the 2008 MDG analysis. While the planning documents specify the sectoral allocation of funds, the geographic allocation based on the needs of the different sub-districts is not yet defined. This results in the lopsided disbursement of funds. The analysis of the Local Government Budget (APBD) and particularly the Budget General Work Plan (Renja KUA), Provisional Budget Ceiling (PPAS), and Budget Work Plan (RKA) noted that even though the total allocation towards direct expenditure is as high as 70 percent, the problem remains that districts with lower poverty ratios may get a larger allocation of funds. An analysis of the other planning

documents found that this is often a result of a lack of synchronisation or compatibility across the different development documents, that is, the vision and mission defined in the Mid Term Development Plan (RPJMD) is not necessarily incorporated in the Strategic Plan for Sectoral Ministries (Renstra SKPD) and the Annual Work Development Plan (RKPD). Wakatobi also lacked a regional poverty alleviation strategy and an analysis of the underlying causes of poverty. Following from the district *Musrenbang* held in April 2009, the budget was reallocated to reflect the needs of the district. Increases in sectors related to economic growth, poverty alleviation, and health are shown in Table 7, which presents the budget allocations for 2009 and 2010. The high budget allocated to the transportation and construction sector in 2010 reflects an effort towards improving the rural infrastructure including providing roads, bridges, facilities for clean water, and a local airport. The outcomes are expected to positively affect local economic growth and poverty alleviation in the rural areas. Table 7 also shows a 10 percent decline in the budget allocation to the education sector. The budget allocated to this sector was very high in 2009, at 99.9 trillion Rupiah (as compared to half the amount for health in that year) and was reduced to 65.3 trillion in 2010. Thus, the decline in allocation does not reflect a lack of emphasis to the education sector, but rather shows a diversion of funds to other areas given the previously high allocation to education.

3. Implementation

Although the actual implementation of the plans discussed in the April 2009 district *Musrenbang* is yet to begin, this section looks at the plan to address some of these issues by drawing upon the work done in the previous year as an example. This relates to the People's Economic Empowerment (PERAK) programme.

²⁶ The updated MDG table similar to Table 6 drawing on 2008 data was not available at the time of writing this paper.

Table 7: Budget reallocation in key sectors in Wakatobi district following the *Musrenbang* in April 2009

Category	Sector	2009		2010	
		Amount (IDR)	Percentage	Amount (IDR)	Percentage
Increase	Transportation	66,485,092,931	153	89,723,775,200	18.1
	Construcion, Mining and Energy	37,465,170,259	8.6	66,847,500,000	13.5
	District Secretary	43,817,519,261	10.1	59,000,000,000	11.9
	Health Sector	44,187,967,082	10.2	58,806,068,150	11.9
	Planning Board	6,598,325,661	1.5	16,135,740,000	3.3
	Trade, Cooperative and Industry	8,987,909,511	2.1	13,962,225,000	2.8
	Agriculture, Estate and Forestry	8,674,847,677	2.0	10,618,496,000	2.1
	Tourism and Culture	6,119,287,774	1.4	8,659,950,000	1.7
	Etsc (7 entities)*	20,499,072,343	4.7	34,324,847,000	6.9
Unchanged	Office of Services	902,049,148	0.2	1,051,815,500	0.2
	Officer in charge of Regency	367,521,034	0.1	367,521,034	0.1
Decrease	Education	99,922,794,644	23.0	65,359,031,200	13.2
	Financial Assistance	18,106,800,000	4.2	18,106,800,000	3.6
	Subdistrict	14,294,528,576	3.3	14,294,528,576	2.9
	Fishery and Marine	10,958,264,835	2.5	10,958,264,835	2.2
	Etc (7 entities)*	47,117,169,503	10.8	28,010,100,023	5.6
Total		434,477,320,239	100	496,226,662,518	100

The People's Economic Empowerment (PERAK) programme was intended to support micro to medium-sized business in Wakatobi. It particularly aims to improve the living conditions of the people by enlarging the scale of existing businesses, particularly micro ²⁷ and small ²⁸ enterprises. Through the provincial and/or district government (PEMDA) programme, Wakatobi made an agreement with the Regional Development Bank to allocate 2 billion Rupiah per year to PERAK. This primarily aimed to improve access of the people to financial institutions by PEMDA's guarantee to cover the incurring bank interest on these loans. The funds

are given to a group of individuals who already have a micro, small or medium sized business. Under this programme, a micro-scale business could apply for a maximum loan of Rp. 10 million per group and the small and medium businesses could apply for a maximum of Rp. 2.5 million and Rp. 100 million respectively.

Initially, the location of the programme was stated as '*tersebar*' (widespread across Wakatobi district). However, since the implementation of P3BM in 2008/2009, the PEMDA focused on some of the 'darkest' sub-districts. The MDGs scorecards and poverty maps have also been

²⁷ Micro enterprise is defined as an individual or group business with maximum current asset holdings (excluding fixed assets) of Rp. 50,000,000.

²⁸ Small-scale enterprise is defined as an individual or group business with current assets (excluding fixed assets) of more than Rp. 50,000,000 but less than Rp. 500,000,000.

utilised to facilitate discussion between the legislative and the executive, which resulted in a further agreement to increase the total funds for this initiative to 2.5 billion Rupiah from 2009. PEMDA also worked with a non-governmental organisation (NGO) to facilitate the development of a proposal for groups of individuals in some of the least developed sub-districts (for example Wangi-Wangi, Wangi-Wangi Selatan and Kaledupa). According to the 2008 PERAK programme monitoring report, 26 groups (constituting 132 individuals) have been developed in Wangi-Wangi and Kaledupa and 132 million Rupiah have been channeled to these groups. In 2009, the coverage was extended to Wangi-Wangi Selatan. Until October 2009, 36 groups were formed and 374 million Rupiah has been channeled to them.

4. Monitoring and evaluation

A direct realisation of the implementation of the HD approach using the P3BM methodology is seen in increased transparency of data, planning and budgeting processes, and development performance. Since the operationalisation of the HD approach is still in its inception, in 2009 the district undertook specific steps to further enable better monitoring and evaluation processes. These included the establishment of a community radio on three (of four) islands, which broadcast the district *Musrenbang* live in April 2009. There are further plans to develop Wakatobi TV for this purpose for the next year.

The access to development documents is also open, while in the past this was restricted to government officials. In order to enable ease in understanding the main points in these documents, a summary is now published for more general access. Furthermore, the results of the district *Musrenbang* and the MDG achievements were posted in strategic locations in Wakatobi, including the post office, the one-stop service clinics at community health centres (PUSKESMAS), and the main market

(*Pasar Sentral*), thereby opening the monitoring of development performance to the public. An evaluation of the work done in Wakatobi also showed an immediate improvement in terms of the specific indication of the locations to which funds must be disbursed rather than stopping short at sectoral allocation.

5. Feedback

In view of the need to continually improve data collection mechanisms, avoid duplication, and obtain good quality data, in August 2009, the District Head (*Bupati*) issued a decree on data coordination, *Surat Keputusan* (SK) Bupati Wakatobi No. 279.A-2009, which legalises the ongoing data coordination mechanism between BAPPEDA and the sectoral ministries (SKPD) in Wakatobi and is expected to enable more systematic data collection taking into account quality concerns. A data coordination forum, which consists of all data producers, who meet twice annually to update the MDG and development data²⁹ has also been established. BAPPEDA coordinates this forum and the District Head (*Bupati*) has allocated a budget for its operation in 2010. The first meeting of this forum is scheduled to take place in February/March 2010. Since budgeting is not merely a technocratic, but also a political process, a budget has also been allocated for training and providing assistance to the newly elected local council members (DPRD) on P3BM.

4.2 Polewali Mandar (Polman) district: An example of applying ASIA HRBAP

The ASIA process was introduced in Polman in 1998 when UNICEF, in cooperation with the Government of Indonesia, developed the national guidelines for district governments to assist in applying ASIA. It was intended to guide districts, in the context of decentralisation, in identifying, analysing, and prioritising the main problems of children and women. In 2000 the

ASIA guideline, with support from Ministry of Home Affairs (MoHA) and UNICEF, became the basis for the Polman District Cooperation Agreement (DCA) with UNICEF. The 'new' ASIA with HRBAP was introduced in 2007 in Polman as a pilot programme. It was intended to strengthen the analysis further by streamlining human rights concepts and approaches into the decentralised planning process. However, from 2007 to 2009, ASIA was still operating in its pilot phase and served mainly to test the applicability and acceptance of all stakeholders to the human rights concept and approach. While in 2007, ASIA was applied using the UNICEF manual, in 2009, MoHA produced the national guideline, revising the previous guideline produced in 2000 by translating and adapting the UNICEF manual to the Indonesian context and experience, gathered from implementation in several pilot districts, of which Polman was one. The guideline addresses one additional concept, which is on integrating the ASIA development process into the government planning mechanism (the *Musrenbang* process) at the district level. This concept will also be piloted in Polman in 2010.

The choice of Polman as a pilot district was also driven by the fact that it has been implementing the MDG monitoring project since 2007.³⁰ This project has been very useful in improving the availability of sectoral, as well as survey and community based data at the sub-district level. The district can, therefore, utilise these data to improve ASIA and its use in district planning. Below is a discussion of the application of ASIA in the context of the HD framework.

1. Choosing indicators and compiling and analysing data

Choosing indicators and compiling data is the first among the seven steps of HRBAP, and is called the Situation Assessment. It seeks to iden-

tify the issues or problems that are a manifestation of the violation of the children's and women's rights. It draws on both primary and secondary data sources. It also employs participatory tools in seeking information from key informants, duty bearers, and people in positions of authority. Aside from gathering information, it also serves as a learning exercise strengthened and deepened through consultation with various partners and the community.

The key issues that have been identified in Polman through a series of workshops and research and agreed upon by all members of the ASIA team and key stakeholders are presented in a situation matrix. Table 8 below presents an example for infant and maternal mortality.

ASIA development activities began in October 2009 before the 2010 planning cycle (Phase 1) and will be continued during the planning cycle or *Musrenbang* in 2010 (Phase 2). The Polman ASIA team, composed of government staff from different sectors, BPS, the Family Planning office, and BAPPEDA, as well as NGOs and the academia, is responsible for implementing Phase 1. A series of activities have taken place until December 2009. The process has been fully participatory and the principle of partnership has been taken into account by involving representatives from NGOS, the media, children's groups, community leaders, and sub-district governments, among others. The data are drawn from the MDG survey, sectoral data, and community based surveys, which are a part of the MDG monitoring project. In addition, qualitative data were collected through a series of FGDs, workshops, and interviews with key informants. These have been done as a part of the causality, role-pattern, and capacity gaps analysis. At this stage, the Polman ASIA team

³⁰ This project is funded by the Canadian International Development Agency (CIDA) and is technically led by BPS. The main objective of the project is to strengthen the data systems at the district level to help districts in monitoring MDG achievement.

Table 8: **Situation matrix for maternal and infant mortality**

No.	Main Problem	Target group	Magnitude of the problem (coverage/severity/affected population)	Rights not being met	Indicator
1	Maternal mortality	1. Pregnant mother 2. Delivery mother 3. After delivery mother 4. Breastfeeding 5. Fertile-aged couple	Number of maternal death 2006: 22 2007: 15 2008: 17 Main cause of maternal mortality too much bleeding before delivery. No. of maternal deaths from 7 months to post-partum: 5 No. of maternal death safter delivery (0-7days): 7	Right to health and welfare	1. Maternal mortality rate
2	Infant mortality	1. Pregnant mother & the foetus 2. Newborn 3. Nursing mother & breast-fet infant	Number of foetusdeaths in 2008: 53 Number of infant deaths in 2008: 61 Main causes on infant mortality: - Low weight: 53.2% - Asphyxia: 19.1% - Diarrhoea and Acute Respiratory Infencions 27.7%	1. Right to health and welfare 2. Right to child protencion 3. Right to get alternative care for the family	Infant mortality rate

also identified villages or sub-districts that have a high prevalence of cases/problems to be investigated further the following year. However, the results of ASIA still need to be validated through integrating these into the *Musrenbang* process in 2010. The validation will be carried out through a small sample of villages and sub-districts.

During the district planning mechanism that will commence in January 2010, the ASIA team will facilitate further assessment (and validate the results of the initial assessment referred to

in the previous paragraph) in the *Musrenbang* for the selected villages and sub-districts. This could also serve as an exercise for the village and sub-district community to redefine development to encompass social development, rather than merely infrastructural development.

2. Planning, budgeting, and implementation

Since ASIA is in its pilot phase, the findings have not been included formally in the planning process. However, ASIA's analysis is expected to feed into the cross sectoral planning meeting (Forum SKPD),³¹ a critical

point where the technocratic and participatory planning processes meet. The sectoral ministries (SKPD) and the community need to be able to assess their actual problems regarding the fulfillment, protection and respect of the rights of the children and women in their area.

The result from the discussion at the Forum SKPD would in turn feed into devising an action plan. For this, key actions are formulated, in addition to identifying partnerships and designing a programme. These would then be distributed to the relevant SKPDs, and the ASIA team members of the respective SKPDs are expected to submit it as an input to their Budget General Work Plan (Renja KUA), which would then need to be linked with the Mid Term Development Plan (RPJMD) and Strategic Plan (Renstra) documents. This work plan will then be discussed cross sectorally at the district/municipality sectoral ministries (SKPD).

The ASIA team will also attend the district/municipality *Musrenbang* to argue for including programmes suggested as a result of the ASIA process. After the *Musrenbang*, the ASIA team members from the respective sectoral ministries (SKPD) will negotiate to ensure that these programmes are integrated into the Annual Work Development Plan (RKPD). After the RKPD is formulated, the head of the ASIA team (i.e. head of BAPPEDA) will play a major role in ensuring that programmes resulting from the ASIA process are taken up for budgeting.

While the above paragraphs refer to how the ASIA HRBAP process is intended to feed into the planning process in 2010, improvement in the knowledge and an increased understanding of children's and women's issues as a result of this pilot programme has already influenced the Mid Term Development Plan (RPJMD) for 2009-

2014, combined with the data from the MDG monitoring project. The attachments to the RPJMD document include a large number of the indicators produced by the MDG project³² and will be used to monitor the performance of the government in the next five years. For example, the RPJMD specifically includes reducing the infant mortality rate, using the following targets: (a) 85 percent of children aged one year to be immunised against measles in 2008 and 95 percent by 2014 and (b) lower the proportion of low birth weight babies in 2008 from 2.2 percent to one percent in 2014.

In addition, a number of regulations on mother and child issues have been passed to enable the fulfillment of the rights of women and children. These are:

- District Regulation (*Perda*) Number 5 (2004), which enforces that no fee be charged for making a birth certificate for all children in the age group 0-18 years in order to encourage people to register births;
- District Regulation Number 4 (2009) on population administration and civil registration, which enforces that every citizen should be able to get a free citizen identification card (KTP) and access to other civil services (such as marriage and divorce);
- District Regulation Number 5 (2009) on imparting free education to increase participation in Early Child Education (PAUD) at the elementary school level as well as in junior and senior high school and to reduce the drop-out rates at the different levels; and
- *Bupati* Regulation (*PerBup*) Number 16 in 2008 on providing community health services (through PUSKESMAS) and free medical consultations to poor families.

³¹ Forum SKPD are a series of planning meetings held at the district level (*Musrenbang* meetings), usually conducted before the District *Musrenbang*. These are cross sectoral meetings that discuss the results of the *Musrenbang* at the sub-district level. The main purpose is to synchronise development activities at the sub-district level with those at the sectoral level and to identify development priorities that are included in the sectoral planning document.

³² Details set out in the development plans of Polman district drawing on the MDG sectoral data sources are available from: www.mdgspolman.org

The Government of Polman has also committed to fund the development of the ASIA process in 2010 and the activities recommended by the MDG monitoring project, such as the MDG survey and sectoral data collection, with the local government budget (APBD) in 2010.

Even though ASIA was being run as a pilot programme in Polman until 2009, as mentioned earlier, the process has already helped in identifying some programmes for implementation in 2010. One such programme is the Programme for Community Nutrition Improvement, intended to provide food supplements and vitamins to under-five children who suffer from Protein Energy Malnutrition (KEP) and pregnant mothers who suffer from Chronic Energy Deficiency (KEK) in the district.

3. Monitoring and evaluation

Specific monitoring and evaluation activities have not yet been undertaken in the district. However, in order to assist in monitoring and evaluation, there has been yearly updating of the MDG sectoral data. This would help to evaluate the performance of the sectoral ministries (SKPD) as a basis for formulating programmes and activities.

4. Feedback into planning process

Based on Law 25/2004, the development of the planning documents at the district level constitutes several phases, one of which is the *Musrenbang*, a community consultation on development planning. The *Musrenbang* process starts at the village level and moves up to the sub-district and district levels. It is meant to be conducted in a participatory manner by involving all development stakeholders, including professional associations, academia, NGOs, community and religious leaders, as well as the business community. With the involvement of various parties, stakeholders can express their aspirations and opinions in the process of formulating development plans so that

the programmes developed and implemented with the budget allocated in their areas will address their unique problems and issues.

The ASIA process does not aim to create another mechanism for district planning. Rather it is designed to strengthen the district planning process to make it more evidence based, participatory, and to stimulate social learning. It strengthens targeting by focusing on the most vulnerable groups, developing the capacity of rights holders as well as duty bearers, and improving coordination, cooperation and partnership between governments, other stakeholders, communities, and families in solving their own problems.

The ASIA process will be continued in 2010 through integration into the 2010 planning process. The result of ASIA can then feed into the development of the 2011 Annual Work Development Plan (RKPD) and its budgeting exercise.

4.3 CLAPP-GPI implementation in 16 districts in Eastern Indonesia

As indicated earlier, CLAPP GPI is an approach used to improve the capacity of the community in making an assessment or analysis of their needs and to set the priorities of development activities. The CLAPP process ensures the involvement of all parties, regardless of gender and social class (male and female, the poor and the elite) to play a role in formulating a village development plan. When implementing the CLAPP approach, in order to have maximum involvement from all strata in the community, its facilitation uses a set of review tools to evaluate the situation and develop the most appropriate plan in the effort to determine their priorities. The process is being applied in 16 districts in Eastern Indonesia (see previous section for details).

The application of gender and social inclusiveness in the CLAPP approach is not only in the context of participation by women's groups and marginalised groups in the activities, but also to ensure that they will be able to voice their aspirations, become actively involved in the process of decision making, and are able to determine the priority of development activities, as well as providing benefit for their respective groups. Examples of three important tools in the CLAPP-GPI process are elaborated in this section – ranking of people's welfare, FGDs, and the *Musrenbangdes* – drawing on general examples from the 16 districts where it is being implemented.

Ranking of People's Welfare

The 'Ranking of People's Welfare' is an important exercise in the CLAPP-GPI process that aims to identify the poor, who can then be involved in the process. This is a series of steps that form a part of the village mapping exercise discussed in the previous section. We present below the steps to take in studying the levels of welfare, with a number of examples.

1. *Identifying the indicators/aspects that have an influence on the welfare of the people:* From past experience it has been found that generally, the following indicators are most helpful:
 - 1.1 Conditions of the house
 - 1.2 Livelihood
 - 1.3 Ownership of land, vehicles, and livestock
 - 1.4 Education
 - 1.5 Health (ability to seek medication)
 - 1.6 Lighting (electricity, oil lamp)
 - 1.7 Eating pattern (how many times a day, types of food)
 - 1.8 Clean water facility
 - 1.9 Fuel (gas, oil, firewood)
 - 1.10 Household appliances
 - 1.11 Clothes
 - 1.12 Family toilet

The number of indicators selected is the result of an agreement among the people in the village/*kelurahan* (urban village). The usual number of indicators chosen lies between 12 and 14.

2. *Assigning weights to the indicators:* After an agreement on the indicators is reached, the community members assign weights to the identified indicators/aspects, according to their assessment. Weighting is affected by giving the highest score (equal to the total number of indicators identified) to the most influential indicator and proceeding to the lowest score (Score 1) for the least influential.

For example, if the community agrees that the indicator or aspect which is most influential on their status of poverty is the ownership of land (more than 90 percent of villages/*kelurahan* in Jeneponto district, for example, declared the ownership of land as the most influential indicator), it will be given the highest score. If 12 indicators have been selected, there will be 12 weights, and the most influential indicator will be given the weight of 12, the second most influential indicator will have a weight of 11, and so forth until the least influential indicator, which will have a weight of one. See the example in Table 9.

3. *Determining the distinguishing factors for each indicator:* This is meant to evaluate and compare the households. Below is an example of the features that can be used to assess the condition of a house.

Condition of the house:

- 3.1 Area/Space of the Floor:
 - 3.1.1 ≥ 8 m² per person
 - 3.1.2 < 8 m² per person
- 3.2 Type of Floor
 - 3.2.1 Soil

Table 9: **Weights assigned to indicators chosen to identify the poor**

No.	Indicator/Aspect	Weight
1	Conditions of the house	8
2	Llveliho	11
3	Ownership of land	12
4	Education	10
5	Health	9
6	Lighting	7
7	Eating pattern	6
8	Clean water facility	5
9	Fuel	4
10	Household appliances	1
11	Clothes	2
12	Family toilet	3

Table 10: Grades given to a house based on its condition

Condition of the house	Grade			
	4	3	2	1
Floor of the house	≥ 8m2 per person	≥ 8m2 per person	< 8m2 per person	< 8m2 per person
Type of floor	Cheap wood	Bamboo	Soil	Soil
Walls of the house	Unplastered brick	Low quality wood	Palm leaves	Bamboo

3.2.2 Bamboo

3.2.3 Cheap wood

3.3 Type of Walls

3.3.1 Bamboo

3.3.2 *Rumbia* (palm leaves)

3.3.3 Low-quality wood

3.3.4 Unplastered brick walls

By observing the above conditions, a villager's house can be given a certain grade or rating. The method of assigning a grade will be agreed upon in advance. The range of grades for each indicator/aspect is from 1 to 6 and may vary depending on the agreement reached.

4. *Determining the grade for each group of distinguishing factors:* For each indicator, the community's discussion group will list the distinguishing factors to determine the level of each indicator put forth. Thus, for example, grade points are given in accordance with the agreement reached regarding the condition of each house (see Table 10).

5. *Determining the range of grades for families that are very poor, poor, moderate and rich:* The grade for each family is calculated by adding up the grades of all the indicators. The grade of an indicator is, in turn, ob-

Table 11: Assigning scores to families by distinguishing features

No.	Indicator/Distinguishing Factor	Weight	Grade by condition	Score
1	Condition of the home	8	4	32
2	Livelihood	11	3	33
3	Ownership of land	12	1	12
4	Education	10	2	20
5	Health	9	2	18
6	Lighting	7	3	21
7	Eating pattern	6	2	12
8	Clean water facility	5	2	10
9	Fuel	4	1	4
10	Household appliances	1	1	1
11	Clothes	2	1	2
12	Family toilet	3	1	3
	Total Score			168

tained by multiplying the weight assigned to the indicator as agreed upon. If a house, according to its condition, is rated 4 and the conditions of the house have a weight of 8, then the score for the house is $4 \times 8 = 32$. Using the same method for each indicator and each family gives the final score. This final score is then used to determine the classification or rank of people's welfare. See the example in Table 11.3

6. *Categorising scores:* With observance to the highest value and lowest value of the total scores of families, the range of scores is divided into four categories. The lowest category is very poor, followed by poor, moderate, and rich.

The process of determining the classification of people's welfare was carried out by Village Development Cadres (KPM) using a census method, thus going to every villagers' house to collect detailed information related to the

indicators and distinguishing factors of each family, including information on the level of education, livelihood, and number of family members. With the available information and the result of social mapping, these data were able to reveal the condition of each family.

For Jeneponto district, the data on ranking people's welfare have been completed and documented in the form of a book, as well as an electronic file, whereas for Bantaeng district, the process is still being completed.

Focus Group Discussions (FGDs)

In addition to the above ranking exercise, FGDs are an important tool used in the CLAPP-GPI process, as indicated in the previous section. As an illustration of the number of FGDs held and who was involved, Appendix 3 provides an excerpt from a report made by the Mitra Turatea Foundation in a proposal for CLAPP III to be implemented in the village of Gunung Silanu, in Bangkala sub-district, Jeneponto district.

Musrenbangdes

Finally, the *Musrenbangdes* (Multi Stakeholder Consultation Forum for Development Planning at Village Level) is another important component of the CLAPP-GPI process. The *Musrenbangdes* discussions focus on reviewing the results of activities conducted in the previous year and discuss activities for the upcoming year and the adjustments that would have to be made based on the outcome of the review, with Village Development Cadres (KPM) acting as a moderator. These feed into the Annual Village Development Implementation Plan (RKPdes) for the villages. As an illustration, Appendix 4 presents the RKPdes from Bonto Jai village in Bissapu sub-district in Bantaeng district, which was produced from the process of preparing the Five Year Village Development Plan (RPJMdes) held in 2007.

The results of recent monitoring in Bonto Jai village revealed that the plans have been almost 50 percent realised through the financial support of various sources, including the National Programme for Community Empowerment (PNPM), the national budget (APBN), and the district budget (APBD), and other organisations that support rural development.

4.4 Gorontalo: An example of applying the Human Development Index

Gorontalo focuses on the Human Development Index (HDI) as the guiding indicator to track development progress. The indicators embedded in this index are life expectancy at birth; adult literacy rate and primary, secondary, and tertiary gross enrollment ratio; and gross domestic product per capita.

Gorontalo is an example of the exercise of immense political will in bringing human development indicators to the centre of policy making. This came from the Governor's

determination to convince the Heads of Districts (*Bupatis*) and Mayors (*Walikotas*, as well as the local councils (DPRDs), to adopt the HDI as the main reference point for development planning and budgeting. A Memorandum of Understanding (MoU) was signed in April 2008 through which the Governor and the *Bupatis* and *Walikotas* reached a principle agreement during the Provincial *Musrenbang* 2008 to reduce the number of poor in the districts, with targeted budget allocations for sub-districts that have HDI score lower than the Provincial HDI. The HDI focus is reflected in the Annual Work Development Plan and the Local Government Budget (RKPD and APBD, respectively) of 2009 and 2010.

Even though an HDI focus was consciously introduced in 2009 following from the April 2008 *Musrenbang*, there was an improvement in indicators even before, with the HDI value registering a rise from 64.13 in 2002 to 68.83 in 2007. This improvement was achieved through existing programmes implicitly addressing the HDI dimension since 2002, which was a result of the provincial government's insistence on using an HD focus to improve the efficacy of programme implementation in education, health, and poverty. However, the focus on HDI became a local issue following specific work on the Gorontalo Human Development Report and the compilation of the HDI, which has been taking place since 2007. The HDI was then explicitly discussed in the province and districts as a key measurement tool for development in Gorontalo and was finally adopted as an official development indicator after the *Musrenbang* in 2008.

A number of working groups were established by the provincial government, with UNDP support, to assist the research team in collecting data on the indicators embedded in the HDI, with particular focus on the data that were not

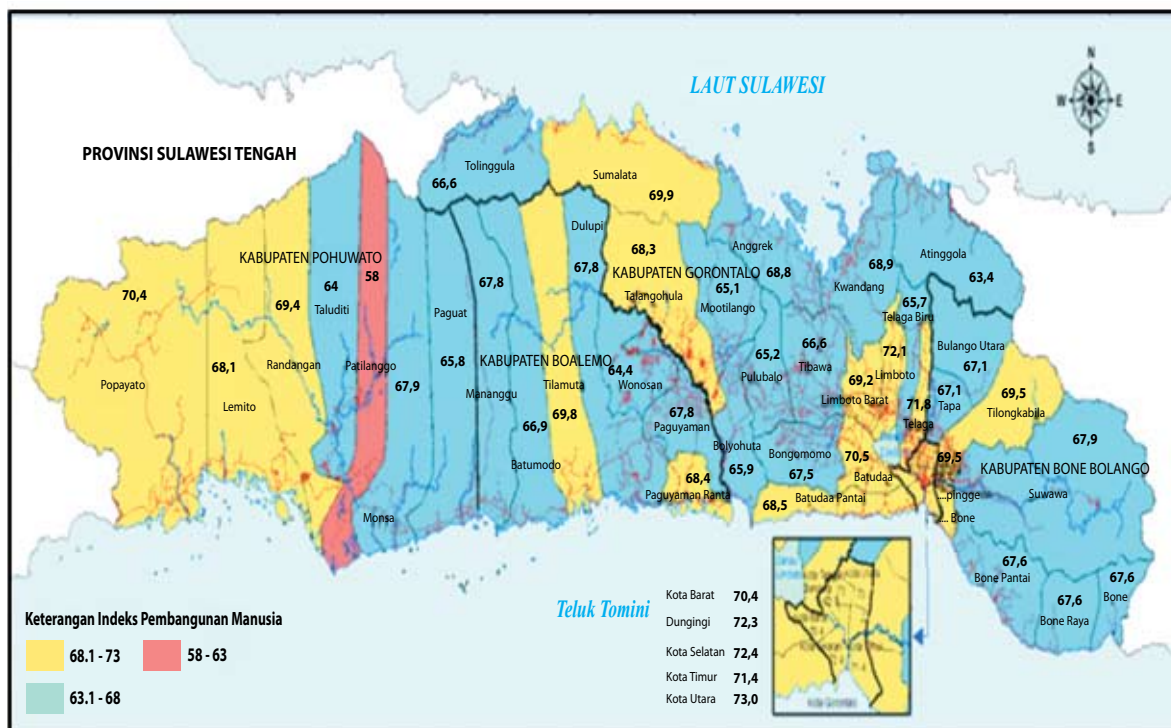
available through BPS, mainly those normally collected by local government offices. The province began compiling the data required to calculate the index for all 47 sub-districts in 2007 and completed this task by 2008. BPS was then contracted to calculate the HDI. Following the collation of data, the province focused on 15 lower HDI sub-districts, that is, those sub-districts that had a human development index value lower than that of the province, which had an index value of 68 in the year 2006, as shown in pink and blue shading in Figure 9 below.

In order to improve performance in the lower HDI sub-districts, the provincial government has allocated 30 percent of the provincial budget to these sub-districts, while at the same time calling on district governments to do the same. This allocation is meant not merely to address poverty issues per se, but to cover all HDI indicators.

Since concern for human development in Gorontalo came as early as 2002, the provincial government has been working continuously since then on adapting HD indicators in local programmes. Following the focus on 15 lower HDI sub districts, the local governments started to internalise the HDI based approach, including an HDI focused budget into their local agendas. Specific efforts include internalising the use of the HD approach and applying the HDI in development planning, including the *Musrenbang*, and identifying, assessing and evaluating programmes of provincial agencies relating to the improvement of the HDI.

To address poverty, income generation specific programmes include the Integrated Self Reliant Village programme (PDMT); Reaction, Action, and Effort for Development of the Village programme (RASUPEDE); the Local Agropolitan Community Development Programme (PDPM), specifically covering farmers; and the Self Reliant

Figure 9: Sub-districts with HDI lower than 68 in Gorontalo in 2006 (pink and blue shading)



Integrated Innovation programme (PKITM) for sub-districts where all sectoral programmes implemented in low HDI sub-districts are adjusted and integrated in order to maintain their efficacy in implementation. At the same time, the government stipulates having a single identity card and number for poor people to help in targeting the poor better without duplication.

The government is also in the process of introducing a micro finance mechanism to help the poor working in the informal sector with limited capital and assets. Aside from extending credit, this mechanism will also help to build their knowledge in management and enhance their skills through training, in order that they are able to utilise the credit effectively. This mechanism will be executed in collaboration with Kadin Indonesia (the Indonesian Chamber of Commerce). At the local level, the provincial government will provide a small amount of the budget in the respective *dinas* (sectoral departments) to be accessible to the poor for micro-scale economic activities. The credit will be extended at low rates with negotiable returns and supported with training on skills and management.

In the education sector, under the programme, IBERMAS (Integrasi Pemberdayaan Masyarakat Bersama Mahasiswa), or Integration of Community Empowerment with Students,

students are assigned to be involved in village-level development projects, normally for three months, as a part of their curriculum in order to obtain a bachelors degree. In addition, the province also has a programme to give scholarships to poor students along with a supplementary feeding programme at the elementary school level where poor students are given a free ration of milk and beans or other nutritious food to supplement their daily meals. Additionally, the provincial government is developing a programme entitled *Semua Bisa Sekolah Program* (All Can Go to School), aimed at helping the poor to have better education services.

A review and update of the implementation of human development was carried out in mid-2009 by dispatching several teams to the 15 lower HDI sub-districts. A set questionnaire was developed and utilised to interview the heads of the sub-districts and other groups of people. The team also made observations on environment, facilities such as the condition of schools, PUSKESMAS, availability of piped water, etc. The team found that there has already been some progress in these districts towards improving the education, health, and economic indicators.

To extend further its work and commitment towards applying the HD approach, the Government is also planning to adopt the P3BM methodology.

Indonesia has embraced the human development and MDG frameworks and incorporates these in the Mid Term Development Plans. Districts governments are applying HD/MDG tools for better targeting of resources and tracking of development performance. This publication has presented a snapshot of some of Indonesia's endeavours in applying the concepts of human development in practice utilising the MDGs and HDI. The focus on some existing approaches – P3BM, ASIA HRBAP, and CLAPP as well as a 'home grown' approach from Gorontalo – incorporate various elements of the human development paradigm in meeting the goal of improving people's welfare. While these approaches follow different processes, they meet the same objective of putting people at the centre of development. They are also helpful in shedding light on some key success factors to implementing the human development paradigm for planning, budgeting, and performance evaluation:

Availability of up to date, relevant and quality data: Aside from tapping into existing sources, there may be a need to adjust and complement

these with new sources to ensure that the data are of good quality and adequate frequency. This has been done both for P3BM as well as ASIA HRBAP in the districts where these programmes have been piloted. Thus, aside from existing BPS data on different human development indicators, data have been sourced from various sectoral ministries and through primary surveys. At the same time, there is a need to have a central database, possibly at the regional level, which should be responsible for updating data at regular intervals, such as the case of AcehInfo managed by BAPPEDA. While such initiatives have been taken up, many are not centrally coordinated. For example, BAPPEDA plays the role of a hub within a data coordination forum in districts that have adopted P3BM. Such central coordination of data helps in monitoring progress on various indicators and in quick sourcing of information. This example could be replicated in other districts to strengthen data systems and could be coordinated with similar initiatives elsewhere, such as the MDG monitoring project, funded by the Canadian International Development Agency (CIDA) and led by BPS, which also aims to strengthen data

systems at the district level in order to help them monitor the MDGs. There is also a need to up-scale these activities and to feed back data collected at the sub-national level to the central level where overall development planning and budget allocations are coordinated. At the central level the establishment of a web-based crises impact and vulnerability tracking system, which will include human development and MDG related data, can assist in the coordination.

Strong political will and commitment: Perhaps one of the best examples of this comes from the province of Gorontalo, where the Governor was personally involved in convincing the district heads, city mayors, and the local councils to adopt the HDI as the main reference point for development planning and budgeting. Districts that have adopted P3BM, on the other hand, provide training on understanding P3BM tools to the local councils, thus encouraging political commitment. Training programmes are, therefore, not limited to technocrats at the district, sub-district, or province level, but extended to the representatives of the people who can influence policy. These practices need to be adopted across the board, with the centre playing a critical role in guiding other provinces and districts in this direction in a coordinated manner.

Regional capacities to handle data collection and analysis, planning and budgeting, as well as monitoring and response: Before initiating any programme – whether P3BM, CLAPP, or ASIA HRBAP – the relevant stakeholders are given training on the different tools necessary to build these capacities. As mentioned above, P3BM training has also been extended to local councils and parliamentary officials to enable them to understand the tools used. This practice could be used in other programmes as well.

Empowering people and ensuring local participation: One of the main themes of P3BM is to bring the facts of the performance of a district or sub-district to the forefront by presenting these in a neat way, through the use of scorecards and poverty maps that can be understood by everyone. These tools are used to raise awareness among the local people and persuade policy makers in such aspects as reallocating the budget in an efficient manner across different sectors and sub-districts. ASIA HRBAP and CLAPP, on the other hand, are centered on engaging people right from the village level in identifying issues and concomitantly formulating an action plan. All three approaches capture the crucial element of empowerment embedded in the human development paradigm and emphasise the importance of using the *Musrenbang* as a forum to implement this concept. Discussions at the *Musrenbang* using the P3BM tools have helped in reallocating the budget to sectors lagging behind in MDG achievements in Wakatobi. As a part of the CLAPP process, in Bonto Jai village in Bantaeng district, 50 percent of the plans discussed in the *Musrenbangdes* that fed into the RPJMdes were realised before the end of the five-year cycle. Both these cases show the potential to engage participation of the people in the process of planning and budgeting, thereby addressing the human development goal of the people taking charge of their own development. While there may not be many such examples yet, the cases that have been presented here are encouraging signs of the realisation of the HD approach and could be replicated in other provinces.

In order to help people participate in decision making, specific attempts need to be made at raising awareness. Bottom-up approaches like CLAPP and ASIA HRBAP, incorporate focus group discussions to enable the participation of different stakeholders at various stages of the process. P3BM shares the results of technical

analysis with the people. For example, in Wakatobi, MDG scorecards and poverty maps are posted in public places such as the post-office, the community health centres, and the central market place. Similarly, broadcasting the *Musrenbang* live on radio is another good practice.

The central government plays an important role in promoting and guiding the implementation of the human development approach and MDGs at the local level. Policy guidance is provided to strengthen implementation through evaluating, monitoring and measuring regional/local-level performance and provision of oversight on the different methodologies used to implement the framework. Compiling data at the national level enables comparison of Indonesia's development performance at the international level and within the country among provinces and districts. Guidance on the refinement of statistical instruments and data collection techniques encourages better disaggregation of data. The manuals produced in 2010 by the National Development Planning Agency aim to further promote and support the application of human development and MDG related frameworks at the regional and local levels. These manuals will become important tools to guide regional and local governments on the use of human development and MDG instruments for planning, budgeting, monitoring, and evaluation of development performance.

The way forward in promoting the human development approach and MDGs at the local level should focus not only on up-scaling, replication and developing local capacities but through these initiatives look at ways to further embed emerging practices in national processes. The Government recently developed National Guidelines on pro-poor planning and budgeting (P3BM) and a strategy for its roll-out, socialisation and institutionalisation in local governance practice. This approach involves

training of government trainers at the national level through the line ministry education and training centres. These centres would then train practitioners at the provincial and district levels so that practitioners nation-wide can utilise the practical P3BM tools. The government notes that P3BM tools can be easily integrated into national planning processes and their strategy to do so aims at building local capacities, effectively reducing reliance on external support.

Local governments are taking steps to further embed the CLAPP methodology into planning and budgeting systems in line with government regulations on village medium term development planning (MoHA Decree 66/2007) and village development and empowerment cadres (MoHA Decree 7/2007). Specifically, CLAPP methodology is being utilised to unify planning and budgeting efforts from the village upwards in line with government regulations, to help government systems better target women and other key groups and is appreciated by other actors as it enhances participatory processes including within PNPM. Local governments are co-financing the up-scaling of ACCESS and are promoting cross-provincial learning and sharing of strategies for working with CSOs on participatory poverty assessments, socio-economic mapping and developing the Medium Term Village Development Plans. The provincial government in South Sulawesi has made available budgets to replicate the community based approach of ACCESS for training village and sub-district cadres in support of the provincial poverty alleviation program, *Baruga Sayang*.

The success of institutionalisation of the participatory planning and budgeting approach from the village up to the district is mainly due to the consistent and continuous attention to developing the capacity of citizens and government officials at different levels. Capacity development of these people needs to be

planned and budgeted for, and although it seems to be rather expensive, it ensures ownership of processes and outcomes on all levels and guarantees sustainability of these. There needs to be recognition in allocating budgets that support for capacity building, support for processes as well as support for physical aspects are inseparable. There are no short-cuts.

The Ministry of Home Affairs (MoHA) is currently drafting a national decree to help retain national facilitators from the line ministries involved in implementing ASIA to ensure ongoing support for provincial facilitators and district ASIA teams. As national officials are frequently re-assigned to new positions, a challenge remains for MoHA in retaining a cohort of experienced national facilitators. In 2009 MoHA issued a circular on RKPD for districts to use ASIA as one input in developing the RKPD. However, effective implementation requires guidance and strong leadership from MoHA, particularly in coordinating line ministries involved. In coordination with BAPPENAS, MoHA also needs to ensure that ASIA implementation is synchronised with existing planning initiatives of other line ministries. At the provincial level, important steps are being taken to reduce external oversight, embed ASIA into local processes and provincial teams comprising local governments, CSOs and universities have been developed to address this. In 2010, a pilot initiative within ASIA will see the role of provincial facilitators expand to support replication of ASIA in other districts by documenting the implementation of ASIA; identifying challenges and issues; assessing the ASIA teams at the district level; and developing recommen-

dations for improving quality of the implementation and capacity of the ASIA team. This has helped to reduce the role of external oversight at the local level where the evaluation and learning cycle is increasingly managed by those close to the issue.

In looking to the way forward, Indonesia can also learn from the experiences of other countries in applying HD and MDG related approaches. The Government of India includes a chapter on human development in the Economic Survey. It has also introduced human development modules into the Indian Civil Services training programme and some universities. In Moldova the HDI is disaggregated by vulnerable groups and Poland has developed additional indicators to address social exclusion so as to reach vulnerable groups.

This publication aims to promote sharing of experiences between provinces and districts by documenting good practices and highlighting key factors of success. It is hoped that this knowledge sharing between central and local levels will help to promote replication and up-scaling of good practices to promote better targeting of resources and better tracking of development performance. Importantly, in the final five-year push towards achieving the MDG targets by 2015, this publication has presented practical ways in which the HD framework and related MDGs can be applied as user-friendly tools to enhance local development performance and promote MDG achievement.

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Appendix 1:

List of speakers, moderators, and discussants at the policy seminar entitled 'Strengthening Development Planning and Performance Evaluation in Support of Local Government Practices', Jakarta, 13-14 October 2009

Speakers:

Dr. Bambang Widianto, Deputy Minister for the Evaluation of Development Performance, Bappenas
 Dr. Dedi M. Masykur Riyadi, Minister Expert for Revitalization of Rural, Agriculture and Agro-Industry, Bappenas
 Mr. Fadel Muhammad, Governor of Gorontalo
 Dr. Taufik Hanafi, Director for Education and Religious Affairs, Bappenas
 Ir. Hugua, Bupati of Wakatobi, Southeast Sulawesi
 Dr. Rooswiadji, Head of Bappeda, NTB
 Dr. Wera Damianus, MM., Vice Head of District of Sikka, NTT
 Mr. Aulia Sofyan, Head, Research Development & Monitoring Division, Provincial Bappeda, NAD
 Ms. Hikmah, Chief Executive Plane of Social Culture, Bappeda (District Polewali Mandar, West Sulawesi)
 Dr. Islahuddin. M. Ec, Vice Dean, Economic Faculty, Syiah Kuala University
 Professor Laksono Trisnantoro, University Gadjah Mada
 Mr. Andrey Ivanov, UNDP Bratislava Regional Centre
 Mr. Jaroslav Kling, UNDP Bratislava Regional Centre
 Dr. Seeta Prabhu, Senior Assistant Country Director, UNDP India

Moderators:

Dr. Sujana Royat, Deputy Minister for Poverty Reduction, Coordinating Ministry for People's Welfare
 Dr. Prastijono Wijojo, Deputy for Poverty, Labor and SMEs, Bappenas
 Dr. Max Pohan, Deputy Minister for Regional Development and Local Autonomy Affairs, Bappenas

Discussants:

Dr. Fasli I Jalal, Director General for Higher Education, Ministry of Education,
 Mr. Abdurrahman Syebubakar of UNDP
 Dr. Anna Gueorguieva, Economist, Poverty Reduction and Economic Management, EASPR, World Bank
 Dr. Endah Murniningtyas, Director for Poverty Reduction, Bappenas
 Dr. Meuthia Ganie-Rochman, Political Sociologist, University of Indonesia
 Mr. Arizal Ahzaf, Deputy for Social Statistics, Badan Pusat Statistik (BPS)
 Ms. Jessica Ludwig, Governance Specialist
 Dr. Taufik Hanafi, Director for Education and Religious Affairs, Bappenas
 Mr. Rizal Malik, Head, Democratic Governance Unit, UNDP

Appendix 2: Indicators included in the Social Exclusion Index used in Poland

Poland: Social Exclusion Index

Exclusion from Labor Market

- A.1 Unemployment:
 - A.1.1 Unemployment rate
 - A.1.2 Long-term unemployment rate
 - A.1.3 Long-term unemployment intensity
 - A.1.4 Very long-term unemployment rate
 - A.1.5 Intensity of persons living in non-working households
 - A.1.6 Intensity of persons with short tenure
 - A.1.7 Flow from unemployment to employment
 - A.1.8 Flow from unemployment to economic inactivity
 - A.1.9 Intensity of part-time employment
- A.2 Occupational inactivity:
 - A.2.1 Occupational activity
- A.3 Exclusion due to discrimination:
 - A.3.1 Intensity of unemployment among single mothers
 - A.3.2 Intensity of women seeking work
- A.4 Exclusion due to low-level education or lack of professional experience:
 - A.4.1 Intensity of non-workers among new alumni
 - A.4.2 Intensity of non-workers among older alumni
 - A.4.3 Intensity of non-workers with low education level
 - A.4.4 Intensity of unemployment among persons with low education level
 - A.4.5 Flow from unemployment to employment of persons with low educational attainment
 - A.4.6 Flow from unemployment to inactivity of persons with low educational attainment
- A.5 Exclusion due to disability:
 - A.5.1 Intensity of unemployment among the disabled

Exclusion from consumption of goods and services

- B.1 Financial poverty:
 - B.1.1 Relative poverty rate
 - B.1.2 Absolute poverty rate
 - B.1.3 Relative poverty gap
 - B.1.4 Absolute poverty gap

- B.2 Material poverty:
 - B.2.1 Intensity of lack of refrigerator
 - B.2.2 Intensity of lack of cooker
 - B.2.3 Intensity of lack of automatic washing machine
- B.3 Deficit in apartment equipment:
 - B.3.1 Intensity of lack of WC facilities
 - B.3.2 Intensity of lack of bathroom
 - B.3.3 Intensity of lack of running water
 - B.3.4 Intensity of lack of central heating
- B.4 Deficit in access to health services
 - B.4.1 Intensity of resignation from dental treatment
 - B.4.2 Intensity of resignation from medical visits
 - B.4.3 Intensity of resignation from medical examinations
 - B.4.4 Intensity of resignation from rehabilitation treatments
- B.5 Deficit in access to leisure and cultural services:
 - B.5.1 Intensity of resignation from travelling among adults
 - B.5.2 Intensity of resignation from travelling among children
 - B.5.3 Intensity of resignation from theatre, opera, operetta
 - B.5.4 Intensity of resignation from buying a book
 - B.5.5 Intensity of resignation from buying press (newspapers, magazines)
- B.6 Deficit in access to communication and social communication services:
 - B.6.1 Intensity of households lacking a telephone land line
 - B.6.2 Intensity of households lacking a mobile phone
 - B.6.3 Intensity of households lacking a computer
 - B.6.4 Intensity of households lacking an Internet connection
 - B.6.5 Intensity of households lacking a car

Appendix 3: Themes in different Focus Group Discussions as part of the CLAPP process

Date	Activity*)	Actors									Main Outcome **)
		Poor			Rich			Mixed			
		F	M	Ttl	F	M	Ttl	F	M	Ttl	
Probing process											
16-05-05	Classification of Welfare	6	18	24	2	7	9	3	5	8	<ul style="list-style-type: none">- Category in welfare of the villagers (rich, moderate and poor) according to criteria/rating of the local community- Proportion of each welfare category
18-05-05	Social mapping	13	20	33	10	15	25	8	13	21	<ul style="list-style-type: none">- Village origin and various developments/changes in the lives of the poor people and the women- Changes in the successes and failures of the people in facing the situation
19-05-05	Historical context	3	3	6	1	3	4				<ul style="list-style-type: none">- Geographical limits and spread of houses (settlement areas) of the people based on category/level of welfare.- General conditions of the poor people and of women, and access and control over the existing public facilities and available resources.
23-05-05	Scale of activities	19	22	41	6	5	11	5	3	8	<ul style="list-style-type: none">- Phases of the activities and women and men involved in an activity- Types of activity that require skills and that do not, and who engages in these activities (women, men, poor, rich)- Types of activity for which wages are paid, who receives the wage and how much.- Duration of the activities carried out.
24-05-05	Contribution	8	30	38	7	8	15	4	4	8	<ul style="list-style-type: none">- Contribution of the people (rich, moderate and poor) in a program- Type of contribution (money, material, manpower, and place/location) system of supervision, involvement of the community (men, women, poor, rich) in supervision.
25-05-05	Review on main livelihoods	6	18	24	5	5	10	5	5	10	<ul style="list-style-type: none">- Main sources of livelihood and side jobs of the people in all categories/levels of welfare (rich and poor), and their proportion.- Family risks which are a potential threat to the continuity of their livelihoods (rich and poor)
26-05-05	Source of livehood	13	10	23				5	6	11	<ul style="list-style-type: none">- In detail, the various aspects and problems encountered in their livelihood or 'source of life' of the people
27-05-05	Daily work calendar	6	7	13							<ul style="list-style-type: none">- Division of work in a household (men and women)- Division of time for productive work (generating income) and domestic work by members of the family in one day.
29-05-05	Seasonal calendar	7	27	34	3	5	8	3	3	6	<ul style="list-style-type: none">- Conditions and pattern of activity in the community- Pattern of time utilization by people in the community, when they are busy and when they have leisure time, in one year.- Problems in conducting activities and efforts of overcoming them.
01-06-05	Analysis on the causes of poverty	12	20	32				6	4	10	<ul style="list-style-type: none">- Factors which are the main causes of poverty among the people and the cause-and-effect relationship- Critical awareness of the people regarding the causes of their poverty.
03-06-05	Matrix of rangking	20	30	50				8	17	25	<ul style="list-style-type: none">- Ranking and prioritizing the most important and urgent needs to be addressed

Date	Activity*)	Actors									Main Outcome **)
		Poor			Rich			Mixed			
		F	M	Ttl	F	M	Ttl	F	M	Ttl	
Planning process											
3-07-05	Initial socialization of the planning	7	11	18	2	4	6	5	7	12	General picture of the stages in planning/cycle
4-07-05	Review of APK andtree of objectives	6	10	16	5	5	10	5	5	10	Perfecting the problem tree and the resulting changes
6-07-05	Viewing the current conditions	6	9	15	2	3	5	4	5	9	Current situation
6-07-05	Preview of conditions 5 years in the future	6	12	18	2	3	5	3	3	9	Expectation for 5 years in the future
7-07-05	Formulating a vision and mission	7	12	19	2	3	5	4	6	10	Village vision and mission and their indicators
11-07-05	Identifying program results and activity	10	5	15	5	4	9	8	3	11	Identified results of the activities to be carried out and the methods and assistance required
14-07-05	Entering into MPP	4	10	8	2	3	5	2	3	5	Identified program planning up to 5 years in the future
16-07-05	Drafting the MRKO	3	5	8				2	4	6	Preparing the steps in conducting activities, the target groups, schedule of implementation, and who will contribute
18-07-05	Drafting a sustainability plan	4	6	10				2	6	8	Identified activity plan to be implemented after project has expired, to maintain continuity
20-07-05	Drafting a money plan	4	8	12				1	2	3	Drafting a money design, methods to be used, who will be involved and how successes can be measured
28-07-05	Formulating RAB	3	5	8				2	3	5	Breakdown of budget costs and who will contribute
01-08-05	Total community agreement	7	19	26	3	5	8	4	12	16	- Viewing all the results of planning - Disbanding the planning team and forming and implementation team

Appendix 4: **Annual Village Development Implementation Plan (RKPdes) for Bonto Jai village, Bissau sub-district, Bantaeng district, South Sulawesi**

■ **Health**

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
- Expansion. community health and Environment.	How to create health services which are adequate for the community and practice a healthy life style	Create a community that is healthy and clean with all health needs satisfied.	... house hold in Bonto Jai village possess family latrines, waste disposal areas, and waste-water disposal channels by 2012.	Community and environmental health can be maintained	Community and environmental health can be maintained	Community and environmental health can be maintained	Community and environmental health can be maintained	Community and environmental health can be maintained
- The availability of family atrines				... Family card spousesess family latrines	... Family card spousesess family latrines	... Family card spousesess family latrines	-	-
- The availability of waste disposal ocations				... Household family cards possess waste disposal areas	... Household family cards possess waste disposal areas	... Household family cards possess waste disposal areas	-	-
- The availability of wastewater disposal channels (SPAL)				... Family cards possess wastewater disposal channels (SPAL)	... Family cards possess wastewater disposal channels (SPAL)	... Family cards possess wastewater disposal channels (SPAL)	-	-
- The availability of a village polyclinic			• By 2012, the community of Bonto Jai village can easily receive health services marked by the existence of a village polyclinic, POD, and one village mid-wife and JPS card provider and fair health insurance for the poor.	The availability of 1 polyclinic	-	-	-	-
- The availability of a village medication post that provides generic medication				-	The availability of 1 Medication Post that provides generic medication	-	-	-
- The availability of a village midwife				-	The availability of 1 village midwife.	-	-	-
- The availability of health insurance for the poor				-	All the poor people that have not received insurance to receive health insurance for the poor.	-	-	-

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
- The availability of drainage			<ul style="list-style-type: none"> By 2012, there will be drainage, MCK, drilled wells, beach protection, river protection, and piping for clean water in Bonto Jai village. 	Have a 236 meter drainage system developed in Tino	-	-	-	-
- The development of 10 MCK units.				-	The availability of 5 MCK units in Tino and Mattoangng	The availability of 5 MCK units in Tino and Mattoangng	Continuous MCK facility maintenance	Continuous MCK facility maintenance
- 2 km beach protection				-	Established protection at shore with a volume of 2 km to be used to avoid seasonal erosions and land damage.		Improvement and maintenance of protection areas.	-
- The development of river protection				-	Established protection by the river-side with a volume of 1000 meters in order to avoid erosions and damage of farming lands.	Additional protection development as long as 500 meters.	Protection improvement and maintenance	-
- The availability of 1 drilled well				-	-	-	The availability of drilled wells in Bonto Jai village	Continuous care and maintenance of facilities
- Increase volume and clean water facility maintenance.				Improvement of piping facilities	Added clean water volume to the point where the community already has easy access.	-	-	-
- Training for creating village regulations.			<ul style="list-style-type: none"> By 2012 in Bonto Jai village, there is the existence of village regulations that cover environmental health. 	Village institutions such as BPD, LPM and village agencies are already able to create village regulations.	-	-	-	-
- Creating village regulations regarding environmental health				-	Village regulations regarding healthy lifestyle and maintaining a clean environment are applied.	-	-	-

■ **Community safety and order:**

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
• Establishment of a Ta'lim council	How to create a stable community lifestyle so that it is conducive	The development of a structured and safe community lifestyle	Starting from 2008 until 2012, a Ta'lim council is available at every mosque and Al'quran education grounds that are active in providing religious studies.	Ta'lim council established at every mosque	Activities in the Ta'lim council continue to operate	Activities in the Ta'lim council continue to operate	Activities in the Ta'lim council continue to operate	Activities in the Ta'lim council continue to operate
• Empowerment for the educators from Al'quran education grounds (TPA)				A minimum of 3 TPA educators to be empowered	A minimum of 3 TPA educators to receive incentives from relevant agencies.	TPA operates with additional activities such as religious studies, and Al'quran writing practice	TPA operates with additional activities such as religious studies, and Al'quran writing practice	TPA operates with additional activities such as religious studies, and Al'quran writing practice
• The availability of the Al'quran and other religious books.				-	The availability of the Holy Al'quran and religious reading material in each TPA.	-	-	-
• The availability of Security posts			Starting from 2009 to 2012, the Bonto Jai village is safe without any theft, alcohol, and other social disturbances.	The availability of a minimum of 3 security posts in each area.	-	-	-	-
• Active Security				-	-	-	-	-
• The establishment and guidance of families aware of regulations.				-	-	-	-	-
• Regulation extension for the youth and community				-	-	-	-	-

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
• Security activities continue to operate				Security activities already activated.	Security activities continue to operate	Security activities continue to operate	Security activities continue to operate	Security activities continue to operate
				Established community group that is aware of regulations (kadarkum)	Families aware of regulations continue to operate with complete institutional concepts.	Families aware of regulations continue to operate and contribute to the security and order of Bonto Jai village	-	-
				-	Extension of regulation awareness towards the community and the youth to be done a minimum of two times.	-	-	-

Education:

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
• Development of Functional Literacy (KF)	How to increase human resources through raising education qualifications and quality.	Improve the human resources of Bonto Jai village through Formal and Non Formal Education	• 237 souls or 18% of illiterates are able to read and write well by 2012	50 illiterates in Bonto Jai village are able to read and write well.	50 illiterates in Bonto Jai village are able to read and write well.	50 illiterates in Bonto Jai village are able to read and write well.	50 illiterates in Bonto Jai village are able to read and write well.	50 illiterates in Bonto Jai village are able to read and write well.
• Sewing and alteration courses			• By 2012, a minimum of 20 females living in poverty in Bonto Jai have the ability to sew and alter.	Approximately 50 people from Bonto Jai village have the ability to sew and alter	Approximately 50 people from Bonto Jai village have the ability to sew and alter	Approximately 50 people from Bonto Jai village have the ability to sew and alter	Approximately 50 people from Bonto Jai village have the ability to sew and alter	Approximately 50 people from Bonto Jai village have the ability to sew and alter
• The availability of Packet A, Packet b, and Packet C Study Groups			• By 2012, all drop outs are schooling	Establish I Packet A Study Group.	-	Establish I Packet B Study Group.	Establish I Packet C Study Group.	-

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
• Awarding scholarships in the form of uniforms, SPP, and notebooks.			• By 2012, all students who have completed Elementary school in Bonto Jai village continue their studies at a higher level	30 % of students who have completed Elementary school and come from a poor family are able to continue their education at a higher level through scholarship assistance in the form of uniforms, SPP, and notebooks.	30 % of students who have completed Elementary school and come from a poor family are able to continue their education at a higher level through scholarship assistance in the form of uniforms, SPP, and notebooks.	30 % of students who have completed Elementary school and come from a poor family are able to continue their education at a higher level through scholarship assistance in the form of uniforms, SPP, and notebooks.	-	-
• The empowerment of the Kindergarten education workforce.			• By 2012, pre-schools or kindergartens already have curriculums, ATK and teachers that are skilled as well as 4 units of play material.	The availability of skilled kindergarten educators	-	-	-	-
• The availability of Education Curriculum				-	The availability of an adequate Education Curriculum	-	-	-
• The availability of 1 unit per playing equipment, swings, spinning cups, teeter boards, and slides.				-	-	The availability of 2 play material units in the form of swings and spinning cups.	The availability of 2 play material units in the form of swings and spinning cups.	-

■ Agriculture:

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
• Training / Expansion regarding agriculture land maintenance techniques	How to optimise farming resources in order to increase the income of the community.	To increase the productivity and living standards of the community in the agriculture and sea sector.	By 2012, the income of farmers in Bonto Jai village to raise 30% from their previous incomes.	The community already knows agriculture land maintenance techniques well.	-	-	-	-
• Integrated farm school for pest control (SLPHT)				The community is already skilled in controlling pests in the field	-	-	-	-

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
• Business training for poor farmers				-	Farmers already own businesses or side incomes.	-	-	-
• Improvement and maintenance of Tertiary Irrigation			Starting from 2010 to 2012, tertiary irrigation that is permanent is available in Bonto Jai Village with a volume of 1,500 meters.	Development of permanent irrigation with a volume of 1000 meters in Tino area.	Development of permanent irrigation with the volume of 500 meters (continued from the irrigation development in Tino area)	Development of a beneficiary and irrigation facilities maintenance group.	-	-
• Farmer facilities in rice structure preparation.			In between 2010 and 2012, there will be the availability of rice production infrastructures in the farmers group in Tino and Mattoanging.		The farmer group have prepared the infrastructure for rice production	-	-	-
• Farmer group empowerment				The increase in the ability and skills of the farmer group.	-	-	-	-
• Knowledge expansion on effective drying seaweed techniques.			In 2012, approximately 30 family cards of seaweed farmers in Bonto Jai village already own effective seaweed drying equipment.	The seaweed farmer group are already skilled in effective seaweed drying	-	-	-	-
• The availability of effective drying equipment for seaweed.				-	10 seaweed farmer family cards already own seaweed drying equipment	10 seaweed farmer family cards already own seaweed drying equipment	20 seaweed farmer family cards already own seaweed drying equipment	-
• Corn chips production training			In 2012, in Bonto Jai village, there will be a corn production business group.	The Bonto Jai village community are already able to process corn from its raw form into corn chips	-	-	-	-
• Comparison Studies.				-	Corn chip craftsmen are making comparisons with other areas that developed this business first	-	-	-

■ **Economy:**

Main Activities	Strategic Issues	Strategic Objectives	5 Year Indicators	Yearly Targets				
				2008	2009	2010	2011	2012
1. Training for syrup candies and taffy (dodol)	How to increase community skills in the seaweed processing industry, and Trade department.	Increase community skills in the seaweed processing industry	By 2012, 30 Bonto Jai village family cards, particularly women, are already skilled in small industries.	Seaweed farmers are able to process seaweed from their raw farm into syrup candies, and taffy.	-	-	-	-
2. Establishment of a joint venture group				-	1 Established joint venture group	1 joint venture group operating	1 Established KUB additional group	2 Joint venture groups operating. And working in the seaweed industry department.
3. The availability of capital aid for the seaweed business-men community				-	-	1 joint venture group receives capital aid	-	-
4. Marketing and maintenance information services for seaweed seeds.				-	-	The community is able to easily access marketing and seaweed seed maintenance information sufficiently.	-	-
1. Training regarding commerce/ business management.		The availability of resources from the community in the commerce sector.	In 2012, 150 family cards in Bonto Jai village already operate in the commerce sector.	-	-	The community already understands effective and efficient group business management	The community runs businesses in the form of partnerships and groups.	Businesses are running with networking systems.
2. Capital aid facilities for businesses and business group guidance.				-	-	Community members of the group receive capital aid in order to develop their business in the commerce and industrial sector.	-	-