



# Monitoring and Evaluation Framework





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# Introduction

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This document outlines a Monitoring and Evaluation (M&E) Framework for the Australia-Indonesia Partnership for Gender Equality and Women's Empowerment (MAMPU Phase II). The target audience for this document are members of the MAMPU Technical Committee (TC) and Steering Committee (SC). It has been developed to enable members to appraise the proposed overall approach to M&E for Phase II of MAMPU. This M&E Framework should be read in conjunction with the MAMPU Phase II Strategic Forward Plan and Standard Operating Procedures (SOPs). The final approved version of this M&E Framework will be the basis of a revised M&E Plan, which elaborates MAMPU's M&E system in greater detail.

This document is structured in four sections. In section 1 it briefly explains the 'change process' that needs to be monitored and evaluated and summarises what MAMPU expects to achieve. Section 2 outlines how MAMPU will routinely monitor implementation progress. Section 3 sets out arrangements for evaluation, including Key Evaluation Questions, data to address these, and the basis for judging success. Finally, section 4 describes mechanisms for ensuring that findings from these M&E processes reaches key decision-makers in the MAMPU governance structure.

## 1.0 What does MAMPU aim to achieve and how?

The Subsidiary Agreement between the Governments of Indonesia and Australia notes that the ultimate goal of MAMPU is to contribute to "gender equality and women's empowerment in selected areas in Indonesia." Achieving this high level goal will be the result of the complex interaction of wider socio-cultural, political and economic forces, many of which lie outside the direct influence of MAMPU.

Nevertheless, by 2020 MAMPU will make a contribution towards this goal in two ways. Firstly, MAMPU expects to have "improved access to essential government services and programs for poor women in target locations". This is the End-of-Program-Outcome (EOPO). The 'essential government services and programs' referred to in this EOPO statement reflect the five MAMPU themes described in the Subsidiary Agreement:

- Social protection programs, particularly publically-funded health insurance provided through the National Health Insurance Scheme (Jaminan Kesehatan Nasional) administered by BPJS (theme 1);
- Workplace protections, particularly health insurance for women homeworkers (theme 2);
- Services that improve migration conditions for women migrant workers (theme 3);
- Services that address women's sexual, reproductive health, and nutritional needs (theme 4); and
- Counselling and support services that address the needs women victims and survivors of violence (theme 5).

Secondly, by 2020 MAMPU expects to see positive change in the ‘voice’ and ‘influence’ of women at multiple levels. In villages, women will working collectively, expressing their views in public and private (‘voice’), shaping decision-making and influencing the allocation of state resources (‘influence’) for wider benefit, including improved access to services. By doing so they will be challenging norms that constrain what is socially acceptable for women and girls to do.

These changes in ‘voice’ and ‘influence’ are a process as well as an expected outcome. As a ‘process’ they describe a pathway through which MAMPU improves women’s access to services. They are an ‘outcome’ of MAMPU in that they describe an expected end state that in itself has intrinsic value. Critical to both is a view of poor women as agents, not only users of services provided by others. This is the empowerment agenda that is central to MAMPU.

**How does capacity increase ‘voice’ at the grassroots?**

In 2017 a qualitative study of eight local women’s groups established by MAMPU partners explored the effects of membership. The analytical framework centred on five types of empowerment ‘assets’. Applying this framework to women’s experiences as members shed light on how and in what circumstances individual and collective capacity leads to increased ‘voice’: “In terms of an empowerment pathway development of human assets, particularly confidence, self-belief, and as called by many interviewees, ‘courage’, appears to be a pre-requisite for other forms of empowerment. Members of each example of collective action studied reported a progression from growing confidence and knowledge (changes in human or individual assets), to speaking out and participating in or presenting to community forums (agency assets), and then some expectation that this will lead to either finance and resource assets or enabling assets, and these will reinforce each other.” These findings are consistent with a wide variety of evidence about women’s empowerment drawn from other contexts.

(MAMPU, (2017) Women’s Collective Action for Empowerment in Indonesia: A study of collective action initiated by partners of the MAMPU program. Yogyakarta: Migunani and MAMPU)

MAMPU is based on the idea that networks of selected civil society organisations – the MAMPU partners – can play a pivotal role in shaping government reform to benefit poor women on a significant scale. The program has elected to build on the work of organisations with an established track record of influencing reform in Indonesia. The theory is that with the right kind of support at the right time, these organisations will act more collectively, and increasingly in concert with allies in government, parliament, and private sector. At the same time, partners will work with and draw from the priorities and experiences of poor women in villages across Indonesia. By supporting these multilevel processes, MAMPU expects momentum for change to grow, influencing how the government makes and carries out policies, improving women’s access to essential services on a wide scale.

**Figure 1: Outcomes and timeframes**





By the conclusion of 2017 MAMPU expects the results of this process to be visible in increased ‘voice’ and ‘influence’. In the villages where MAMPU works, women will be more involved in decision-making and their ongoing participation will be acknowledged and enshrined in formal village regulations. At the district, provincial and national levels, MAMPU’s contribution will be reflected in policy decisions that can plausibly contribute to improving women’s access to services on a wide scale by 2020. This is the expected medium-term outcome of MAMPU.

However, a series of preconditions are needed if these outcomes are to contribute to better service delivery, improved access to services, and empowerment by 2020. Firstly, they must be accompanied by positive changes in the self-belief, knowledge and confidence of women with whom MAMPU works at the village level. Evidence from MAMPU as well as internationally, suggests that these are important prerequisites for voice and empowerment (see text box above). Secondly, the authorizing regulations and policies for reforms that address women’s priorities need to be in place at the national, provincial, and district or municipality levels. Without these, further action such as allocating budgets to women’s priorities is difficult. Thirdly, resources (financial and human) need to be mobilized and allocated towards the particular service-related issue addressed in the policy. Fourthly, government service providers need sufficient capacity to deliver the policy intent at the service level. These four preconditions are not enough in the absence of a fifth: evident commitment and support from a critical mass of leaders – inside government and parliament as well as in communities.

MAMPU is cautious about generalizing across the diversity of contexts where the program aims for change. The opportunities and constraints will depend to a great extent on the unique social, political and cultural dynamics in each village, district and province. Nonetheless, together these five preconditions – in varying configurations – represent the ‘causal package’ that MAMPU believes is required for policy influence to lead to improved access to services and empowerment.

Increasing the capacity and readiness of partners for collective action – including their links with government and private sector – lays the foundation for achieving medium-term and End-Of-Program-Outcomes. MAMPU helps to accelerate this by developing partner organisational capacity, bolstering the focus and intensity of collective action, and enabling them to expand their reach among women at the grassroots. The program incentivizes partners to work in networks that link up local and national organisations and provides them with grant funds to test ideas in selected locations across Indonesia. Alongside this, MAMPU links partners to technical expertise, high quality evidence, and resources, to enable them to better seize opportunities that emerge in the context.

As MAMPU moves into a second phase, its role as an active ‘connector’ and ‘bridge builder’ between partners, government agencies, and other strategically significant actors will increase. The new governance structure for MAMPU – which opens space for routine partner-national government interaction – will be critical to this. The increased involvement of Bappenas in a guiding and facilitating role will boost the program’s capacity to link with wider reforms across the government.



**Table 1: Summary program logic for MAMPU**

GOAL	Gender Equality and Women's Empowerment		
<p><b>End-of-Program-Outcome</b> (2017-20 and beyond)</p>	<p><b>“Improved Access to Essential Services”</b></p> <p><b>Improved access:</b> Poor women have improved access to essential government services and programs in target areas</p> <p><b>Responsive service delivery:</b> Government providers deliver higher quality and more accessible services in target areas in response to influence from poor women at village, district, and national level</p> <ul style="list-style-type: none"> <li>• Social protection programs</li> <li>• Workplace protections</li> <li>• Services supporting migration for employment</li> <li>• Services that address reproductive health and nutritional needs</li> <li>• Services for women victims and survivors of violence</li> </ul>		
<p><b>Medium-Term Outcomes</b> (2015-20 and beyond)</p>	<p><b>“Increased Voice and Influence”</b></p> <p><b>Critical external factor:</b> Local government service providers have sufficient capacity to carry out the intent of policy decisions</p> <p><b>Changes to resource allocation:</b> Governments and parliaments (local and national) allocate the resources (human and financial) needed to implement policy decisions</p> <p><b>Regulatory and policy decisions:</b> Government and parliaments (local and national) make policy and regulatory decisions that reflect the needs and priorities of poor women in the five thematic areas</p> <p><b>Commitment to reform:</b> National and local leaders, government policy-makers, and parliamentarians increasingly reflect the needs of poor women in decision-making agendas</p> <p><b>Strengthened demand for reform through grassroots ‘voice’:</b> Poor women in target locations increasingly advocate for their needs and priorities at village, district, and national levels</p>		
<p><b>Short-term Outcomes</b> (2014-20 and beyond)</p>	<p><b>“Increased Capacity and Readiness for Collective Action”</b></p> <p><b>Build coalitions to advocate for change:</b> Partners increasingly using evidence to advocate, engage and build alliances with government, parliamentarians, the media, and the private sector</p> <p><b>Develop solutions:</b> Partners and their networks trial and refine solutions to service delivery issues that affect poor women in target locations</p> <p><b>Organize at the grassroots:</b> Partners organize women and men at the grassroots and develop women’s critical awareness, knowledge, and self-belief</p> <p><b>National-to-local linkages:</b> Increasingly effective communication between partners at national and local levels and branches</p>		
<p><b>Support from MAMPU</b></p>	<p><b>FUND:</b> Multi-year grants to partner networks to enable them to test and refine their ideas and advocate for change</p> <p><b>ADVISE and ASSIST:</b> Technical advice and expertise that is strategic while being responsive to</p>	<p><b>CONVENE:</b> Bring the network together regularly to identify, discuss, and strategise</p> <p><b>BUILD EVIDENCE:</b> synthesize, and communicate evidence</p>	<p><b>COORDINATE and BRIDGE:</b> Link partners with Government of Indonesia, media, private sector, and other DFAT- and donor-funded initiatives</p>



## 2.0 How will MAMPU be monitored?

The path from influencing government policy to improved access to services is neither straight nor predictable. In such contexts it is especially important that implementation teams have rapid feedback to gauge progress and make timely adjustments. MAMPU's monitoring system will address this need.

Broadly, there will be three complementary components: (i) quarterly progress reporting and analysis; (ii) field monitoring and verification; and (iii) regular opportunities for structured reflection and adaptation.

### 2.1 Partner Quarterly Progress Reporting

The work of partners is at the heart of MAMPU's change process and frequent feedback on their performance is essential for responsive and adaptive management.

Every 3 months, each partner will submit a short, structured report to MAMPU through the online reporting system, 'MANIS Kita'. The quarterly progress report will contain information and data so that partners and the MAMPU Secretariat can answer 5 key monitoring questions:

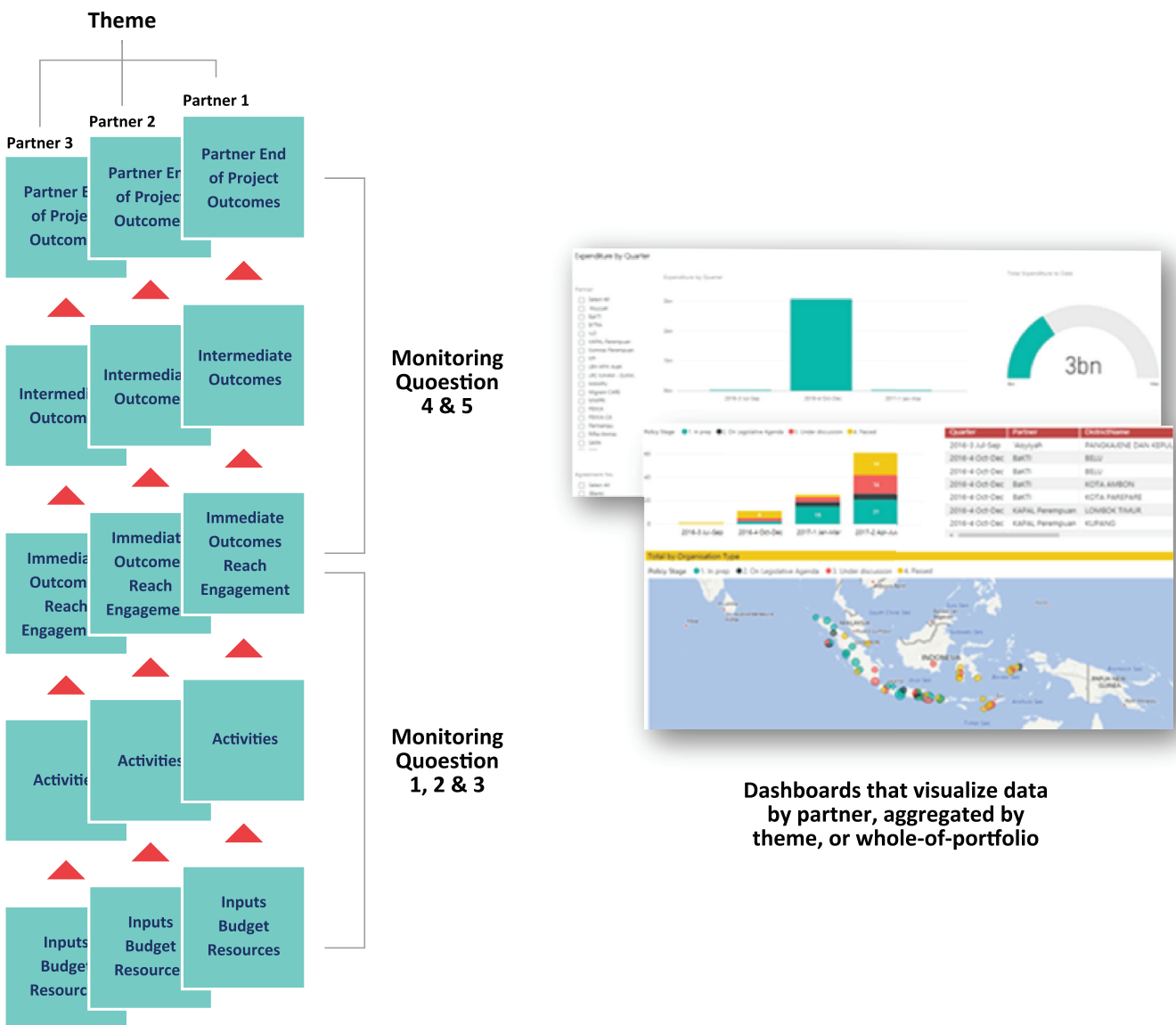
- 1. Did we do what we expected to do?** Applies a 'traffic light' scale and brief narrative to produce a snapshot of performance against annual workplan over the previous 3 months. The existing template will be modified to ensure alignment with the Government of Indonesia's BAST financial reporting obligations.
- 2. Were the costs in line with what we expected?** Provides a summarized picture of expenditure against budget for each immediate outcome in the annual workplan.
- 3. What challenges and risks are affecting progress?** Provides information to explain divergence between planned and actual implementation, and identifies risks that have emerged in the context during the previous 3 months.
- 4. Are we reaching and engaging the right people and groups in sufficient numbers?** Qualitative and quantitative data – including sex-disaggregated statistics – enabling a rapid assessment of whom and where partners are engaging, including other organisations, men and women at the village level, religious and community leaders and policy makers at multiple levels of government.
- 5. What changes and benefits are being experienced by direct participants and stakeholders?** Information on outcomes including short narrative of progress towards partner End-of-Project-Outcomes, progress towards policy influence, and quantitative data on selected indicators.

Taken together, this information is designed to generate a picture of performance across key dimensions of a stylized program logic, as illustrated in figure 1 overleaf.



Key data in each report are visualized automatically in a series of interactive ‘dashboards’ which are accessible to partners and the MAMPU Secretariat through the online MANIS Kita system. This assists analysis and helps to monitor trends in key indicators at the thematic level, or across the whole-of-MAMPU portfolio.

**Figure 2: Using data from Quarterly Progress Reports to monitor performance by partner, theme, or portfolio**

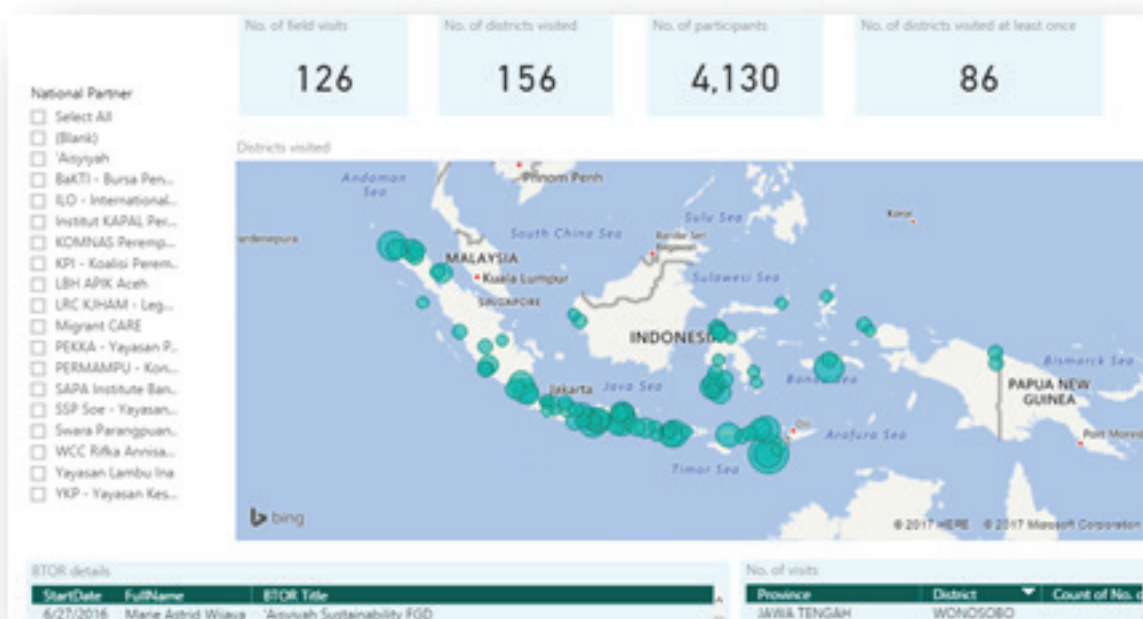




## 2.2 MAMPU Secretariat field monitoring and verification

Field monitoring and verification will be an important complement to the formal quarterly progress reporting system. For MAMPU, 'field monitoring' is defined by contact with activities at the desa or kelurahan level. In conjunction with partners, the MAMPU Secretariat undertakes on average 10 such field monitoring visits per quarter to observe activity implementation, hear directly from men and women involved at the grassroots, and engage with local leaders and government actors. An important purpose of field monitoring is to triangulate and verify outcomes and issues in quarterly progress reports. Highlights from all field monitoring, as well as key data are logged in a Back-To-Office-Report on the MAMPU National Information System (MANIS). This will assist regular analysis of findings by M&E staff, strengthen confidence in reported outcomes, and enable the MAMPU Secretariat to track the frequency and coverage of field monitoring across the portfolio.

**Figure 3: Field trip coverage dashboard, MAMPU National Information System**





## 2.3 Routine reflection by Partners and the MAMPU Secretariat

Opportunities to make sense of monitoring information and plan follow up actions will be essential to MAMPU's approach. The MAMPU Secretariat will facilitate two types of regular structured reflection process during Phase II.

Firstly, the MAMPU Secretariat will facilitate regular 6-monthly reflection sessions (Participatory Analysis and Reflection) with each partner covering what worked well, what was challenging, and what action needs to be taken – by both the partner and the MAMPU Secretariat. These half to full day sessions are designed to be simple, interactive exercises that are open and flexible. Facilitation will make use of a variety of participatory techniques including ranking, voting, and World Café to elicit reflection and encourage discussion. This approach acknowledges that written reporting following a structured template can miss interesting and valuable information. Highlights, key findings and agreed actions from each 6-monthly reflection are recorded on MAMPU's internal Management Information System where the process and follow up can be monitored.

A second type of routine reflection will take place every 3 months within the MAMPU Secretariat. Facilitated by internal M&E staff, this will bring together findings from a rapid analysis of quarterly progress reports, field monitoring, and financial monitoring to consider progress in each of MAMPU's five thematic 'hubs'. Using a mix of presentations and interactive discussion, these will aim to foster greater strategic coherence within and between hubs and ensure MAMPU is responsive to emerging developments.

## 2.4 Monitoring performance against Thematic Roadmap Targets and the Theory of Change

MAMPU monitors performance against Thematic Roadmap Targets to develop a strategic picture of performance. Roadmap Targets articulate areas of collective achievement – results to which several partner contribute. Roadmap Targets are reviewed by partners in August to September each year, prior to development of workplans for the following period. Each year a total of 25-30 targets are defined across 5 thematic areas. Roadmap Targets are crafted to align with goals and objectives in the Government of Indonesia's 2015-2019 Medium-Term Development Plan (RPJMN).

MAMPU tracks performance against immediate outcomes and aggregates this to provide a snapshot of progress towards roadmap targets. As described above in section 2.1, performance against immediate outcomes is captured through a 'traffic light' scale updated by partners through the online quarterly progress reporting system (MANIS Kita). The MANIS system automatically aggregates this information to generate a percentage score. The rubric scale defined in figure 4 below indicates how scores can be interpreted.



**Figure 4: Scale for monitoring performance against roadmap targets**



### 3.0 How will MAMPU be evaluated?

This section explains how MAMPU will be evaluated at key points over Phase II. It describes the Key Evaluation Questions (KEQs) that need to be answered, which data and information will be used, how judgements will be made, and what types of evaluation exercise will be undertaken.

#### 3.1 Key Evaluation Questions (KEQs)

All evaluative activity will address a set of 4 Key Evaluation Questions (KEQs) that link to the outcomes expected at key times in the program life. Proposed KEQs for MAMPU set in the design are:

- KEQ 1.** How and to what extent has MAMPU affected the partners and networks' capacity to influence government reform?
- KEQ 2.** How and to what extent have the partners and networks influenced government reform in relation to the needs and priorities of poor women?
- KEQ 3.** MAMPU End-of-Program-Outcome (EOPO): How and to what extent has MAMPU contributed to improved access for poor women to essential government services and programs?
- KEQ 4.** What changed in the context and how did MAMPU respond?

All four KEQs will be addressed during phase II to generate a complete picture of MAMPU's contribution to the EOPO. However, there will a special focus on KEQ 3 reflecting expected program achievement in this area by 2020.





Contribution Analysis (CA): MAMPU’s approach to addressing KEQs 1, 2 and 3 will draw from ‘contribution analysis’ (CA)<sup>1</sup>. CA can be distinguished from traditional approaches to evaluation which typically attempt to attribute an outcome to a particular intervention. This often involves isolating (using statistical techniques) the role of the intervention from other factors that could be responsible for causing the outcome. By doing this it is possible to say unequivocally whether or not X intervention ‘caused’ Y outcome. Such an approach is well suited to highly defined interventions with largely predictable types of effect.

MAMPU will need a different approach. Influencing policy, fostering empowerment in a dynamic political, economic and social context is complex and non-linear and it is widely acknowledged that the outcomes of interventions in this space are more challenging to predict. Generally MAMPU will be only one of many factors that contribute to an observed change. In this situation it is more reasonable to establish a credible case that MAMPU contributed rather than attempt to tease out the effects of large numbers of variables that are often interdependently related.

CA is well suited to this task. This approach boils down to four ingredients. First, set out the ‘logic’ or ‘theory’ that shows how an intervention is expected to work. Secondly establish whether or not the expected outcomes have happened. Thirdly, map out the contribution by an intervention to that outcome using the theory or logic to structure the evidence. Fourthly, acknowledge and account for the relative contributions of other factors. This approach is reflected in the sections below addressing KEQs 1, 2 and 3.

### 3.2 Key Evaluation Question 1: How and to what extent has MAMPU affected the partners and networks’ capacity to influence government reform?

KEQ 1 addresses the short-term outcome of MAMPU that is expected to emerge within years 2 to 3 of the program life: positive changes in the capacity and readiness of partners and networks. To answer this MAMPU must first establish if capacity is changing and in what ways. As such, the first sub-question is: **How and to what degree has the capacity of MAMPU partners changed?**

**Figure 5: Domains of organisational capacity assessed through the OCPAT**



<sup>1</sup> Mayne, J. (2008) Contribution Analysis: An approach to exploring cause and effect, ILAC methodological brief, available at [http://www.cgiar-ilac.org/files/ILAC\\_Brief16\\_Contribution\\_Analysis\\_0.pdf](http://www.cgiar-ilac.org/files/ILAC_Brief16_Contribution_Analysis_0.pdf)





Data to address sub-question 1 will draw from two sources: (i) longitudinal capacity assessments of MAMPU national partner organisations; and (ii) monitoring data on partner collaboration with other organisations.

Longitudinal assessments apply a structured methodology called the ‘Organisational Capacity and Performance Assessment Tool’ (OCPAT) developed by Indonesian CSO YAPPIKA. The OCPAT is based on existing evidence of how capacity develops in organisations, including the experience of other CSO programs in Indonesia<sup>2</sup>. The tool assesses capacity in six ‘domains’ (see figure 4). The process takes two days with each organization and combines a highly participatory approach with specific measures to bolster validity and reliability. The assessment is conducted by independent facilitators and MAMPU’s role is limited to observing, and only with the approval of the partner.

A ‘baseline’ OCPAT was facilitated with MAMPU partners in late 2012/2013, a second round in 2015, and a third round in 2017. At each round, the assessment method applied a mixture of scoring, ranking and discussion to identify which domains of capacity had changed, to what extent, and what needs to be done differently. A final round of OCPAT assessments will be completed in 2019.

Scale for tracking level of collaboration between partners and other types of organisations

- 1 – Indirect communication
- 2 – Sporadic communication
- 3 – Frequent collaboration
- 4 – Sustained collaboration

Aside from the OCPAT, additional data will be needed to assess the strength of the networks among partners and between partners and other types of organisations. This will draw from MAMPU’s quarterly reporting system. Each three months, partner’s provide data on (i) organisations with which they had most contact during the reporting period; (ii) describe what they collaborated on; and (iii) uses a simple scale (see text box on the right) to assess the level of collaboration. These data will be analysed to draw out which types of organisations partners developed links with, what types of activity they worked together on, and how this changed over time.

Specifically, this analysis will address two indicators:

- Number of instances of increased partner communication with government organisations or other policy making actors;
- Number of instances of increased partner collaboration with other organisations outside of government, specifically for advocacy purposes.

An increase in both will be considered evidence of increased network capacity to influence government reform.

<sup>2</sup> In particular, the OCPAT is influenced by a major study on capacity development by the European Centre for Development Policy Management (ECDPM) in 2008. See Baser, H. and P. Morgan (2008), Capacity, Change and Performance Study Report. (ECDPM Discussion Paper 59B). Maastricht: ECDPM.

While this analysis will show capacity change among partners and their networks it will not directly assess the extent to which MAMPU contributed to such changes. To fully address KEQ 1, MAMPU must address a second subquestion: To what extent did MAMPU's contribute to changes in capacity and in what ways?

There will not be a single answer to this question. Rather, it is likely that MAMPU's contribution will be more evident in some aspects of capacity change than in others. It is also likely that MAMPU will make a stronger contribution to some partners than others. This will require a nuanced approach.

This analysis will use internally held data on key functions of the MAMPU Secretariat: (i) grant funding; (ii) technical assistance and advice; (iii) convening the MAMPU network; (iv) building and communicating evidence; and (v) bridging and linking partners. These data will be brought together to assess the case that MAMPU made a contribution to changes in capacity of partners and networks. A qualitative scale (or 'rubric') will be used to enable clear judgements about MAMPU's contribution to capacity change. Table 2 below outlines a draft scale, which will need to be further refined before being applied.

**Table 2: Draft rubric to assess the strength of the case for MAMPU contribution to capacity change**

<b>Weak</b>	The OCPAT may show positive change in one or more of the six domains assessed. However the OCPAT report does not identify a MAMPU contribution to this change. Other than grant funding, there may be evidence that the partner has accessed support from MAMPU (technical, network participation, bridging). However there is no evidence that the learning from this has been applied by the partner.
<b>Moderate</b>	The OCPAT shows positive change in at least one of the six domains assessed. However, the OCPAT report does not identify a MAMPU contribution to this change. There is verifiable evidence that in addition to grant funding the partner has accessed support in some form (technical, network participation, bridging) from MAMPU and this can be linked to the positive capacity change. There is also evidence that the partner has in some way applied the learning from this to their work.
<b>Strong</b>	The OCPAT shows positive change in at least one of the six domains assessed. The OCPAT report identifies that MAMPU has contributed to change in at least one domain. There is verifiable evidence that in addition to grant funding, the partner has accessed support in some form (technical, network participation, bridging) from MAMPU and this can be linked to the positive capacity change. There is evidence clearly showing that the partner has in some way applied the learning from this to their work.







### 3.3 Key Evaluation Question 2: How and to what extent have the partners and networks influenced government reform in relation to the needs and priorities of poor women?

While KEQ 1 addresses capacity change, KEQ 2 focuses on the application of this capacity to influence government reform. There are two interrelated facets to this. Firstly, partners work directly to form networks and coalitions (including with allies in government and private sector) to influence government decision-making (formal and informal) at multiple levels. Alongside this, partners organise women at local level (village and district) and support them to express their views ('voice') with the expectation that this will influence change that benefits poor women and their families. Both of these 'pathways' to achieving influence will be assessed under KEQ 2.

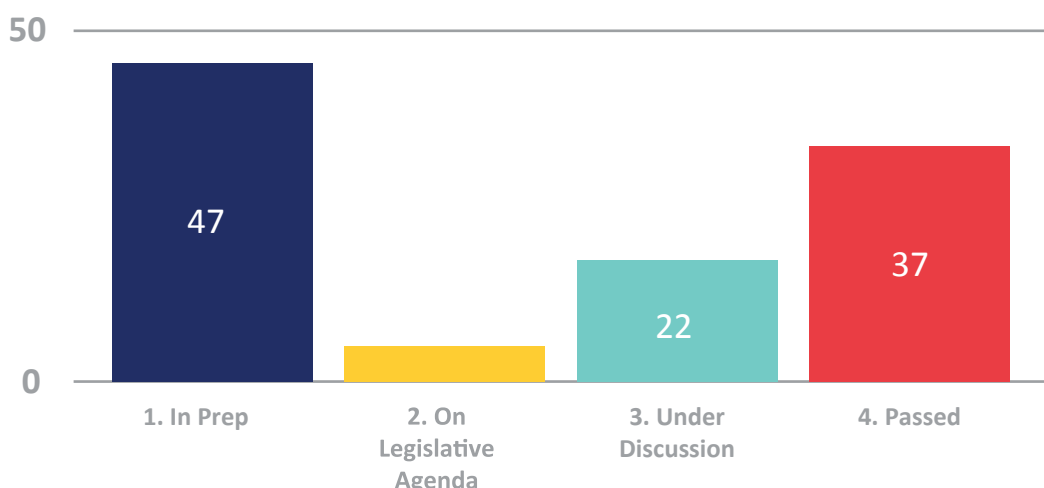
Subquestion 1 will focus on influence on formal government policies: **How and what extent have MAMPU partners and networks influenced formal government policies?**

Data to assess this will draw from MAMPU's monitoring system, particularly data (qualitative and quantitative) on engagement between partners and policy makers, and policy changes. The data on MANIS enables MAMPU to:

- Track the progress of decision-making on regulations and formal policies from planning to agenda setting, formal debate, through to formal ratification;
- Monitor levels of engagement between partners, policy makers, the media and other influential stakeholders including religious and community leaders.

This enables MAMPU to identify instances of where MAMPU may be able to claim a contribution to different types of policy change, from national laws to village regulations. Minimum criteria for inferring a claim for contribution to policy influence are:

**Figure 6: Number of policies at each stage of progress, MANIS policy tracking dashboard**



- (i) There has been partner engagement with the policy maker over at least two quarters prior to the decision, as evidenced in quantitative data on engagement; and
- (ii) Prior engagement has addressed the substance of the decision taken by the policy maker as evidenced through narrative material in partner reporting and/or monitoring records.

Once potential claims meet these criteria, MAMPU follows up to critically review the ‘influence story’, interviewing partners to clarify details and seek additional evidence where required. Using this process MAMPU maintains a list of instances of policy influence at multiple levels, backed by verifiable evidence.

A second set of subquestions will address the critical grassroots voice and influence that MAMPU seeks to develop: **How and to what extent have partners contributed to the capacity of women at the village level to project ‘voice’? To what extent has this translated to influence on decision-making at the household, village, and beyond?**

These are complex questions. To address them MAMPU will synthesize data from a range of sources against a set of ‘evaluative criteria’. These identify the types of changes that will be valued and taken to indicate capacity, readiness, voice and influence among women at the village level. Table 3 contains a draft list, developed with partners.

**Table 3: Evaluative criteria to assess changes in capacity, readiness, voice and influence among women at the village level<sup>3</sup>**

Outcome	Evaluative Criteria
Capacity and Readiness	<ul style="list-style-type: none"> <li>• Women demonstrate a critical awareness of power, gender, culture and society</li> <li>• Women demonstrate an ability to analyze village regulations and formulate regulations in line with their aspirations</li> <li>• Women demonstrate an ability to manage conflict at the village level</li> <li>• Women are organised around key priorities of concern</li> <li>• Women demonstrate confidence and capability to express their ideas</li> </ul>
Voice and Influence	<ul style="list-style-type: none"> <li>• Women occupy leadership roles including as religious leaders, community leaders</li> <li>• Meaningful participation in village deliberative processes</li> <li>• Village level policies, regulations, and resource allocation addresses women’s needs and protects their ongoing participation</li> </ul>

The data on these criteria will draw from several sources. Quantitative and qualitative data in Quarterly Progress Reports will be complemented by a qualitative monitoring tool already in use by MAMPU – the Most Significant Change (MSC) technique. Based on first-person narratives about changes (positive or negative), MSC involves the collection of stories from women at the village across MAMPU which are then systematically selected by partners and MAMPU. Stories are

<sup>3</sup> These draft criteria were identified during a workshop facilitated by the M&E Specialist as part of the MAMPU Partner’s Forum in Jakarta in July 2017.





uploaded by partners into a custom-designed database ('MAMPU Storybook') where MAMPU conducts secondary analysis of their content. An open-ended monitoring tool, MSC is well suited to capturing complex social changes that are often intangible and hard to observe directly<sup>4</sup>. MAMPU's own field monitoring records will be used to verify and triangulate these data with direct observation of village-level processes. In addition, MAMPU will need to draw upon a range of research studies for further evidence. These will include the MAMPU longitudinal survey, which examines changes in access to services in 1500 women- and male-headed households in 15 villages over 3 waves: 2014 (baseline), 2017 (midline), and 2019 (endline). It will also include a further study of local level voice and influence, designed to build on the findings of the 2017 Women's Collective Action (WCA) Study.

These data will be brought together against a rubric scale – drafted in table 4 below – that distinguishes between different levels of achievement against each of the evaluative criterion contained in table 3 above. It is proposed that this rubric is applied on a partner-by-partner basis. However, it will be essential that this is first refined with partners and adapted to suit their diverse circumstances. Nevertheless, the use of the scale will enable some consistency in the synthesis of evidence.

**Table 4: Rubric scale to assess capacity, readiness, voice and influence at the village level**

<b>No change</b>	There is no evidence that this criterion has been met.
<b>Adequate</b>	The available evidence is inconsistent. There are some indications that this criterion has been met but some serious gaps and weaknesses are apparent.
<b>Good/Developing</b>	The available evidence suggests that this criterion has generally been met. There remain some gaps and weaknesses but none serious.
<b>Very Good/Consolidating</b>	The available evidence suggests that this criterion has been strongly achieved. Most gaps and weaknesses are being addressed and managed.
<b>Excellent/Significant change</b>	The available evidence suggests exemplary or outstanding achievement of this criterion. Gaps and weaknesses if any, are being effectively managed.

**3.4 Key Evaluation Question 3: How and to what extent has MAMPU contributed to improved access to essential government services and programs?**

Put simply, two distinct but linked pieces of analysis will be needed to assess MAMPU's contribution to improved access to essential services. First, it must be clear if more poor women have access to essential services in MAMPU locations. Secondly, there must be an assessment of the MAMPU contribution to such increases. These analytical points will be addressed through two sub-questions. The first sub-question concerns the extent and scale of change: **Has access to services increased for women who are poor and if so, where and by how much?** This will require the collection and analysis of quantitative data. Table 4 proposes a set of 8 quantitative indicators for this purpose.

<sup>3</sup> Kloosterman J. (2012), 'Measuring the unmeasurable': gender mainstreaming and cultural change, in Gender and Development, Vol. 20, 2012, Issue 3

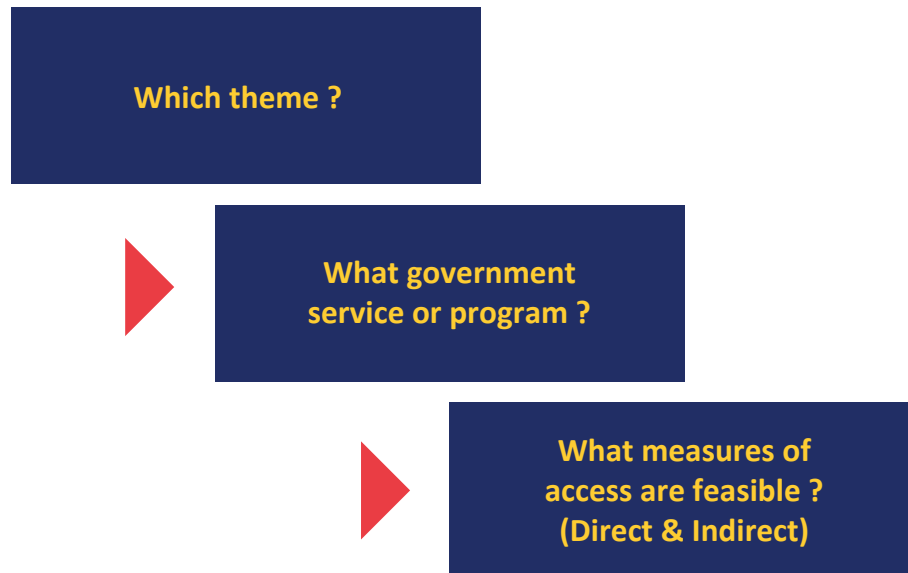


**Table 5: Quantitative indicators to measure changes in access to services**

<b>Sub-question 1: Has access to services increased for poor women and if so, where and by how much?</b>		
<b>Theme</b>	<b>Quantitative Indicators</b>	<b>Source and timing</b>
THEME 1: Improving access to social protection programs	<p>T1.1. No. of women/men who report membership of BPJS PBI in MAMPU districts/municipalities</p> <p>T1.2. No. of women/men who report possession of a valid form of legal identity in MAMPU districts/municipalities</p>	<ul style="list-style-type: none"> <li>• Direct: Partner indicator data reported quarterly</li> <li>• Indirect: SUSENAS 2015 (baseline), 2016, 2017, 2018, 2019 (endline)</li> </ul>
THEME 2: Improving employment conditions and removing workplace conditions	T2.1. No. of women members of homeworker groups established by MAMPU with access to BPJS Ketenagakerjaan	<ul style="list-style-type: none"> <li>• Direct: Partner indicator data reported quarterly</li> </ul>
THEME 3: Improving conditions for women's overseas labour migration	T3.1. No. of women departing districts/municipalities as documented migrant workers after district-wide adoption of DESBUMI policy reforms	<ul style="list-style-type: none"> <li>• Direct: Partner indicator data reported quarterly</li> <li>• Indirect: Ministry of Labour data 2015 (Baseline), 2016, 2017, 2018, 2019 (Endline)</li> </ul>
THEME 4: Improving women's health and nutritional status	<p>T4.1. No. of women who report access to family planning services in MAMPU districts/ municipalities</p> <p>T4.2. No. of women who report accessing VIA and Papsmeat tests in MAMPU districts/municipalities</p> <p>T4.3. No. of women in MAMPU districts/ municipalities who report accessing at least one antenatal check</p>	<ul style="list-style-type: none"> <li>• Direct: Partner indicator data reported quarterly</li> <li>• Indirect: Ministry of Health administrative data published annually 2015 (Baseline), 2016, 2017, 2018, 2019 (Endline)</li> </ul>
THEME 5: Reducing Violence Against Women	T5.1. No. of cases handled by Integrated Service Centre for Women's Empowerment and Children (P2TP2A) in MAMPU target districts/municipalities	<ul style="list-style-type: none"> <li>• Direct: Partner indicator on cases referred to P2TP2A</li> <li>• Indirect: KPPA database of P2TP2A cases handled 2015 (Baseline), 2016, 2017, 2018, 2019 (endline)</li> </ul>



**Figure 7: Identifying quantitative indicators of access to services**



Indicators in table 2 have been identified through a cascading process starting with the theme, and then confirming the service or program addressed by the relevant partners. MAMPU then identified indicators of access to the service or program. To be feasible for MAMPU, these indicators need to be sex-disaggregated, representative at the district or municipality level, sufficiently linked with partner activity, and for which data are available at baseline (2015/2016) and endline (2019/2020). Assessing changes in these indicators across different target areas should enable a sufficiently nuanced picture of changes in access to services across the diversity of MAMPU contexts.

Quantitative indicators in table 2 measure two categories of access:

Category 1. **DIRECT** support by MAMPU: where women have been directly supported by partners to access a government service or program. This data will be collected and reported by partners through a specific module in the quarterly progress reporting template. The magnitude of increase that is achievable over the life of MAMPU is expected to be in the order of 10-15,000 women across all five themes.

Category 2. **INDIRECT** benefit through policy implementation: Where women gain increased access to services through implementation of government policy decisions. Data to measure this will come from selected Government of Indonesia datasets that are representative at the district/municipality level and sex-disaggregated. These include SUSENAS (annual 'core' survey) as well as administrative data published routinely by line agencies including the Ministry of Labour and the Ministry of Women's Empowerment. Given the coverage and scale of MAMPU, the number of women who could gain access to services indirectly is in the millions.

Clearly, MAMPU’s influence on policy development and implementation is critical for wide scale improvements in access (i.e. category 2 above). However, MAMPU’s contribution must be shown for this outcome to be claimed. This is the focus of the second sub-question under KEQ 3: How strong is the case that MAMPU contributed to observed increases in access to government services and programs?

Data to answer this will draw primarily from MAMPU’s monitoring system including the quarterly progress reports and field monitoring, supplemented with case studies and where available, other qualitative material such as Most Significant Change narratives and research studies. This data will be drawn together to assess the strength of the case for MAMPU’s contribution against a 5-point ‘rubric’ (described in table 6).

**Table 6: ‘Draft rubric to assess the strength of the case for MAMPU contribution to improved access to services**

<b>Non-existent</b>	There is verifiable evidence of partner activity but no evidence of engagement with government authorities and local leaders and decision makers in relation to the thematic issue of focus.
<b>Weak</b>	There is verifiable evidence of partner engagement with policy makers/local leaders on the thematic issue but no evidence that this has influenced regulatory/policy and/or budgetary decision-making.
<b>Medium</b>	There is verifiable evidence of partner engagement and influence on regulatory and policy decisions of local leaders/policy makers in relation to the MAMPU theme. There is no evidence of substantial budgetary or resource allocation decisions reflecting this. Significant capacity gaps between policy intent and service improvement may remain unaddressed.
<b>Strong</b>	There is verifiable evidence of partner engagement and influence on regulatory and policy decisions of local leaders/policy makers in relation to the MAMPU theme. There has been an allocation of budget and resources in line with these decisions. Some capacity gaps between policy intent and services may exist and there is no evidence that regulatory and policy decisions are reflected in service delivery.
<b>Very Strong</b>	There is verifiable evidence of partner engagement and influence on regulatory and policy decisions of local leaders/policy makers in relation to the MAMPU theme. There has been a significant allocation of budget and resources in line with these decisions. Some evidence exists suggesting that these decisions are reflected in service delivery.

Combining an assessment of contribution (sub-question 2) and quantitative analysis of changes in access (sub-question 1) will enable MAMPU to answer KEQ 3 clearly, but also in a nuanced way that reflects the diversity across target areas. Using this approach MAMPU will distinguish between four possible types of scenario, as listed in table 7.

**Table 7: Combining sub-questions to assess contribution to improved access to services (indirect)**

	Sub-question 1		Sub-question 2		KEQ
Type	Where women’s access to basic government services and programs...		...and the case for MAMPU’s contribution is assessed as...		...the EOPO will be assessed as...
1	stayed the same or decreased between 2016 and 2019/2020	+	Non-existent/Weak/Moderate	=	<b>Not achieved</b>
2	increased between 2016 and 2019/2020	+	Non-existent/Weak/Moderate	=	<b>Not achieved</b>
3	stayed the same or decreased between 2016 and 2019/2020	+	Strong or Very Strong	=	<b>Largely achieved</b>
4	increased between 2016 and 2019/2020	+	Strong or Very Strong	=	<b>Fully achieved</b>

It is important to differentiate between these. Target areas where types 3 or 4 have occurred will be regarded as having achieved the EOPO. However, only type 4 will be counted as an actual increase in the number of women with access to services within the MAMPU timeframe. Further analysis of the quantitative data will be done where such cases are identified. This will include attention to the relative differences in access to services experienced by women and men in the target area to draw tentative conclusions about effects on gender equality beyond the life of MAMPU.

### 3.5 Judging success at the End-of-Program stage

Although MAMPU aims for widespread improvements in access, the links between policy influence – even at local levels – and service delivery are undeniably complex<sup>5</sup>. To account for this, MAMPU considers target setting at the district or municipality level to be an appropriate approach. The alternative – expressing targets in terms of the number of women with increased access to services – will inevitably understate the instances where MAMPU’s contribution is ‘strong’ or ‘very strong’ but not yet reflected at the service level. MAMPU will track quantitative changes in women’s access to services, but ultimately success will be judged on the basis of contribution to government decision-making that has already led to or is likely to lead to an increase in access. This is consistent with the intent of Key Evaluation Question 3.

<sup>5</sup> A recent evaluation of a DFAT-funded program to improve service delivery in eastern Indonesia recommended that donors take a long-term and multilevel approach that recognises this complexity. See L. Kelly and Sakri D. (2015), Independent Completion Report, Australia-Indonesia Partnership for Decentralisation, Canberra: DFAT

Table 8 sets targets for the number of districts or municipalities where MAMPU expects the EOPO to be ‘largely achieved’ or ‘fully achieved’ in four of the five themes. To set these targets, MAMPU consulted with partners, reviewed trends in partner engagement, and considered recent changes to program coverage.

Theme 2, which has not been set a specific target in Table 8, is a special case. Because of the low visibility of the homemaker issue among policy makers, MAMPU does not expect to achieve influence that will increase access to services before 2020. Instead, MAMPU expects to achieve a quantitative target of directly increasing access to health insurance (BPJS Ketenagakerjaan).

**Table 8: Targets for MAMPU achievement by 2020, by theme**

Theme	Number of national partners active, October 2017	Number of districts/ municipalities where partners are active, October 2017	Target by January 2020 Number of districts/ municipalities where EOPO will be ‘largely achieved’ or ‘fully achieved’
<b>THEME 1:</b> Improving access to social protection programs	3	53 (in 20 provinces)	TBD
<b>THEME 2:</b> Improving employment conditions and removing workplace discrimination	4	23 (in 7 provinces)	N/A
<b>THEME 3:</b> Improving conditions for women’s overseas labour migration	1	9 (in 5 provinces)	TBD
<b>THEME 4:</b> Improving women’s health and nutritional status	2	60 (in 21 provinces)	TBD
<b>THEME 5:</b> Reducing Violence Against Women	6	44 (in 17 provinces)	TBD
<b>Total target to be achieved by 2020</b>			

Meeting the thematic targets in table 5 will be a sound basis on which to judge that MAMPU has achieved the EOPO at a scale that reflects the intent in the program design.

### 3.6 Types of evaluation

Two types of evaluation will be undertaken over Phase II of MAMPU: (i) two internal evaluations based on the Collaborative Outcomes Reporting (COR) technique<sup>6</sup> ; (ii) and an independent mid-term evaluation commissioned by DFAT.

Internal evaluations addressing all four KEQs will be undertaken at two points: during the first half

<sup>6</sup> <http://www.betterevaluation.org/en/plan/approach/cort>

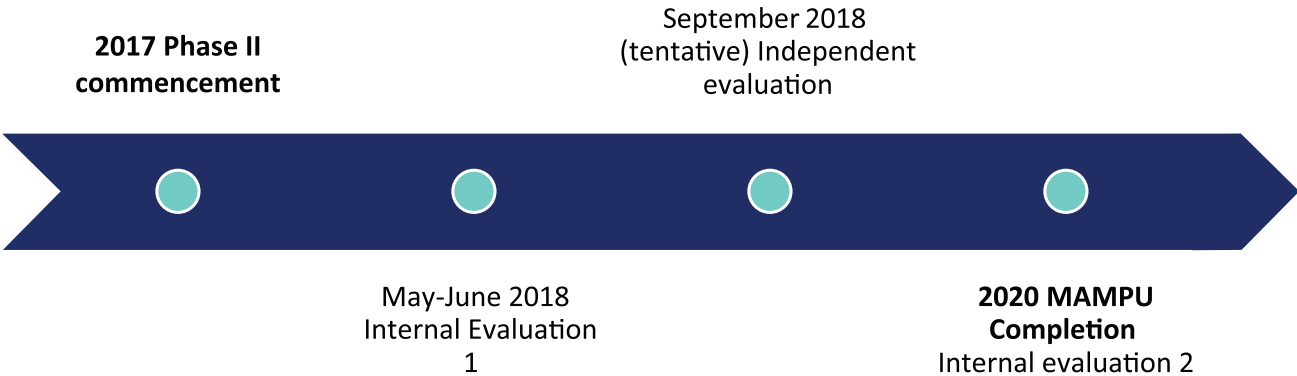


of 2018; and in late 2019/early 2020. Facilitated by the MAMPU M&E Specialist, these will draw together data collected through the M&E system to assess the strength of MAMPU’s contribution to short-, medium-term outcomes, and examine progress towards the EOPO. The second internal evaluation will make a summative assessment of program achievement of the EOPO, applying the methodology outlined above, along with data available from other sources.

While the M&E Specialist will be responsible for leading the process, the COR technique works best as participatory exercise that involves different stakeholders in data collection and analysis. Consistent with the COR methodology, all claims of contribution will transparently reference the source of evidence that can be verified by an independent party. MAMPU will ensure an independent perspective to assess the strength of the case for contribution for outcomes. The findings, evidence, and recommendations will be documented in a short readable report called a ‘Performance Story’.

DFAT in consultation with Bappenas will be responsible for commissioning an independent evaluation of progress over Phase II. The exact scope and timing of this evaluative exercise will be determined by DFAT but it has been tentatively scheduled to take place in the second half of 2018.

**Figure 8: Timeline of evaluations over Phase II**



## 4.0 How will the information reach decision-makers?

This section briefly describes the different reporting and information products that contain findings and recommendations from the M&E processes described in the preceding sections. It explains how these will reach key audiences to support decision-making about the program.

Key audiences of the information gathered through the M&E system are the MAMPU Secretariat, partners, Australian Embassy, Thematic Working Groups (TWGs), Technical Committee (TC), and Steering Committee (SC). These different stakeholders play key roles within the governance structure for MAMPU outlined in the SOPs. The right information will need to reach these stakeholders at





the right time and in the appropriate format to support decision-making.

The MAMPU Secretariat will need frequent feedback on performance at the partner level, across a thematic 'hub', as well as for the program overall. Of particular importance will be rapid feedback, early warning signs, and risks that enable the Secretariat staff to take action. This needs to be allied to more 'strategic' and long-term considerations that enable the Secretariat to see how immediate concerns affect the likelihood of achieving the EOPO.

As the donor, the Australian Embassy needs information to assess progress towards short-, medium- and long-term outcomes, as well as summarized information on implementation of the annual workplan and budgetary performance. This information should enable Embassy staff to meet internal accountability and compliance requirements but also make decisions concerning risks and strategic opportunities that would benefit from official government-to-government involvement.

The 5 Thematic Working Groups (TWGs) are venues for partner-government interaction and coordination, not decision-making. To support these functions, information is needed on policies targeted in each theme, progress and obstacles, and highlights and lessons from work 'on the ground' where partners are attempting to solve policy issues in practical ways.

The Technical Committee (TC) requires summarized information on program performance against outcomes, particularly progress towards the EOPO. The information should be sufficiently detailed to enable members to judge the adequacy of overall performance, consider relative progress across themes, and assess the appropriateness of the Annual Workplan and budget proposed by the MAMPU Secretariat.

The Steering Committee (SC) needs high level synthesized information on performance, sufficient to approve the annual workplan and budget. A key consideration for the SC will be the ongoing relevance and alignment of MAMPU's portfolio with strategic priorities of both governments.



**Table 9: Key reporting and information products, audience, content and timing**

Reporting or information product	Key audiences	Content highlights	Timing
Internal Presentations for reflection	MAMPU Secretariat	<ul style="list-style-type: none"> <li>• Progress at partner and theme level</li> <li>• Key risks and challenges</li> <li>• Key trends in reach and influence by theme and overall</li> </ul>	3 monthly
Partners Forum Presentations	Partners	<ul style="list-style-type: none"> <li>• Overall progress towards the EOPO</li> <li>• Key trends in the past 12 months</li> <li>• Recurring challenges and risks impacting on multiple partners</li> <li>• Narratives and accounts of change from women at the village level</li> </ul>	Annual
Progress Reports	Australian Embassy Bappenas TC SC	<ul style="list-style-type: none"> <li>• Progress towards the MAMPU EOPO, and medium-term outcome (influence on policy development and implementation), overall, and by theme</li> <li>• Implementation of annual workplan and expenditure vs budget</li> <li>• Proposed changes to annual workplan</li> <li>• Key risks, challenges and lessons identified</li> </ul>	6-monthly (Nov/May)
TWG Presentation	TWG members	<ul style="list-style-type: none"> <li>• Policies targeted, geographic reach per theme</li> <li>• Challenges impeding progress per theme</li> <li>• Highlights from 'on the ground'</li> </ul>	Twice per year
Internal Evaluation Reports (Performance Story)	MAMPU Secretariat Australian Embassy Bappenas	<ul style="list-style-type: none"> <li>• Short, readable, evidence-based 'story' of MAMPU performance against each level of the theory of change</li> <li>• Answers all four Key Evaluation Questions set for MAMPU</li> <li>• Recommendations for future</li> </ul>	2018, 2019/20
Independent Evaluation Report	MAMPU Secretariat	<ul style="list-style-type: none"> <li>• TBD</li> </ul>	2018



## Annex 1 Key terms and concepts

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**Contribution Analysis (Evaluation)**

Contribution Analysis originates from a 2001 paper by John Mayne, formerly of the Auditor-General of Canada.

([http://www.betterevaluation.org/sites/default/files/WKSHP%20Perrin%20-%20Mayne%202001%20\(article\).pdf](http://www.betterevaluation.org/sites/default/files/WKSHP%20Perrin%20-%20Mayne%202001%20(article).pdf)).

In it, Mayne argued that a narrow focus on *attributing* outcomes to an intervention limited the options on assessing outcomes. Instead, there should be a focus on using evidence to show that an intervention *contributed*. This approach, called Contribution Analysis, requires six steps: (i) acknowledge the attribution problem; (ii) critically develop a theory of change; (iii) show that the steps in the theory of change have occurred; (iv) critically assess the contribution case; (v) seek out additional evidence; (vi) revise and strengthen the contribution story.

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**Poor women, poverty**

MAMPU partners apply definitions of poverty and that are locally relevant and suited to the range of contexts where they work. Overall, MAMPU is guided by the Government of Indonesia definition of the 'bottom 40 percent', representing those living under the Indonesian poverty line.

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# 5.0 SIGNING AUTHORITY

Approved by the Co-Chairs of the Steering Committee Team of the Coordinating Team of MAMPU Program.

**Dr.Ir. Gellwyn Daniel Hamzah Jusuf, M.Sc.**  
Secretary to the Ministry of the National  
Development Planning / Chief Secretary  
to BAPPENAS

**Kirsten Bishop**  
Minister Counsellor  
Governance and Human Development  
Australian Embassy-Jakarta

\_\_\_\_\_  
Date:

\_\_\_\_\_  
Date:

Vice Chair (Person in Charge)  
**Dr. Ir. Subandi Sardjoko, M.Sc.**  
Deputy Minister for Human Development, Community and Culture, BAPPENAS

\_\_\_\_\_  
Date:





Australian Government

**MAMPU** | Australia - Indonesia Partnership  
for Gender Equality  
and Women's Empowerment