



The United Nations COVID-19 Response and Recovery Multi-Partner Trust Fund (UN COVID-19 MPTF)

Protecting People: Supporting the Government of Indonesia and Key Stakeholders to Scale Up Inclusive Social Protection Programmes in Response to COVID-19

SYNTHESIS REPORT

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EXECUTIVE SUMMARY

From 1 May 2020 to 31 March 2021, a United Nations joint programme involving UNDP, UNICEF, WFP and UN Women worked with the Government of Indonesia to mitigate the impacts of the COVID-19 pandemic and enhance the response and the anticipated recovery. The UN Joint Programme (JP) offered support to government and key civil society and private sector partners in three areas:

1. enhancing the inclusivity of the social protection system;
2. strengthening the governance of the social protection response to the pandemic; and
3. introducing innovations for a more efficient and effective social protection response.

Funded with US\$2 million from the global UN COVID-19 Response and Recovery Multi-Partner Trust Fund (UN COVID-19 MPTF), and led by the UN Resident Coordinator, the JP operationalized contributions to two specific workstreams of the UN Framework for the Immediate Socio-economic Response to COVID-19: Protecting People, Social Protection and Basic Services; and Macroeconomic Response and Multilateral Collaboration. Activities were aligned with the national COVID-19 Response Plan and UN Indonesia's COVID-19 Multi-sectoral Response Plan.

In the course of 11 months, the JP implemented 42 activities. Key partners included 12 government ministries and agencies, 12 NGOs and CSOs, two private sector companies, two universities, and one international development partner. Activities, which aimed to catalyse the social protection response to the pandemic, covered three areas:

1. enhancing policy and the capacity of the government and partners to scale up and expand social protection coverage and fiscal space to include affected and marginalized populations, particularly women and children;
2. increasing the capacity of national and sub-national COVID-19 Task Forces and volunteer mechanisms to plan, communicate, build partnerships, and deliver a social protection response to the crisis; and
3. promoting the adoption of data analysis and financial and digital innovations to better inform government on effective gender-responsive social protection.

This synthesis report outlines the activities and results of the JP with the aim of providing an overview of the programme and identifying lessons that can be learned from it. Following an introduction covering the background of the UN COVID-19 MPTF and the pandemic in Indonesia, the JP's activities and results are presented in three sections:

1. Enhancing policy and capacity of the government and key partners

Highlight activities included supporting government improvement of social protection targeting by updating the Unified Database for Social Protection (DTKS), improving links with the civil registration database, and enhancing monitoring and assessment. The JP also helped strengthen expenditure tracking mechanisms at national and sub-national levels by providing fresh information and analysis of public funding to ensure that it is more inclusive and responsive to the needs of marginalized women and children, helped design a model for local level cash assistance in emergencies, and developed two integrated rights-based, equitable, and gender-responsive policy solutions, including umbrella guidelines and protocols for protecting the rights of women and girls and integrating Gender-based Violence (GBV) services into social protection policy.

In addition, the JP offered provincial governments technical support to improve regulation and monitoring of expanded social protection and explore fiscal space for gender-sensitive, child-responsive and inclusive social protection. The JP also initiated a study on financing social protection in two

provinces to identify processes to augment government social protection, and expanded engagement with private sector, philanthropic and faith-based organizations to explore their potential contribution.

2. Promoting data analysis and digital innovation

Highlight activities included facilitating two nationwide surveys on the socio-economic and gendered impacts of the pandemic. One was the largest face-to-face and Interactive Voice Response (IVR) household survey aimed at understanding the overall impact of the pandemic in Indonesia. The other deployed an innovation technological approach to provide a rapid gender-sensitive assessment of the socio-economic impact of the pandemic along with evidence-based policy recommendations. A third study combined big data analytics and qualitative and quantitative surveys to explore the impact of the pandemic on women-owned micro and small businesses and women entrepreneurs, and explore the role of cash assistance.

Other JP data work included supporting the deployment of an innovative digital mapping and population registration application to collect village level micro data on vulnerable women and children not registered on the DTKS, and monitoring and analysing changes in food security trends and the impact of the pandemic on household food security and livelihoods. Other innovative, data-led work on food security included upgrading and strengthening existing cloud-based socio-economic early warning and hazard monitoring systems, and exploring the feasibility of using mobile technology to monitor household food security and nutrition and food market trends in real-time during emergencies.

3. Building response capacity for the future

The JP engaged with government partners, CSOs and the private sector to improve coordination of social protection services at national and subnational levels, and develop guidelines for improved protection of women's and children's rights and enhanced integration of GBV services into existing social protection programmes. Activities included mapping social welfare child care institutions to check official registration, and supporting a review of national standards in such facilities. In addition, the JP helped prototype, design and implement a gender-responsive cash-for-work programme, and engaged with government and private sector partners to promote women's empowerment and develop plans to increase access to markets and finance for women entrepreneurs as part of the recovery.

Technical support for the development and delivery of training on expanded social protection and relevant COVID-19 protocols for Task Force members, social workers, village cadre and volunteers was also provided at national and sub-national level, and studies addressing the potential role of private sector philanthropy and the impacts of the pandemic on food security for vulnerable groups in the context of better future readiness, risk management and protection were completed.

Recognizing the unprecedented challenges of expanding activities in the midst of a public health emergency, under the leadership of the Resident Coordinator, the JP brought a set of agencies together that delivered greater impact by working in partnership. In most cases, the collective outputs and impact of the JP added up more than the sum of effort by individual agencies. Steps to improve coordination would further enhance the complementarities and leverage strengths of each agency. Particularly considering future work on social protection, which concerns such a range of diverse actors and interests, in the future such collaborations may reduce overlapping programming effort and generate greater synergy.

Following a discussion on the importance of partnerships for the JP, the report offers the following conclusions and observations:

- The JP's operational start in May 2020 indicates an impressive speed of mobilization. In Indonesia, the MPTF model appears to be proven able to respond rapidly to urgent global emergencies.
- The JP demonstrated the strengths of the UN 'Delivering as One' concept. The joint engagement of four agencies resulted in better coordination and a more coherent, effective and predictable UN system response.
- Steps to improve coordination would further enhance the complementarities and leverage strengths of each agency.
- The resources available to individual agencies need to be taken into account when designing joint implementations, along with the possible alignment of ongoing activities with planned joint outputs, and the time needed to coordinate between agencies.
- Ideally, joint implementations are designed, developed and rehearsed in non-emergency circumstances.
- Particularly considering future work on social protection, joint implementation may reduce overlapping programming effort and generate synergy.
- The sheer number and complexity of partnerships and collaborations with civil society, private sector and other groups, as well as internally and with government was at times challenging to coordinate and manage.
- Many JP activities contributed to delivering inclusive social protection both in the context of the emergency pandemic response and in terms of future developments.
- The JP demonstrated how data, technology and innovation can inform government strategy and policy, ensure the inclusion of vulnerable groups, and help deliver inclusive social protection beyond the pandemic emergency.
- Less tangible but no less substantial JP contributions include promoting a long term 'build back better' approach in emergency responses, highlighting gender as a critical issue in social protection, and proving the value of multi-stakeholder engagement.

Finally, at the time of writing in early July 2021, it should be noted that the number of new COVID-19 infections in Indonesia is at an all time high, and the average daily number of reported deaths has increased for two weeks. While the JP has concluded operations, the pandemic emergency is not yet over in Indonesia, as in much of the world.

ACRONYMS AND INITIALISMS

BAPPENAS	National Development Planning Agency
BKP	Food Security Agency
BLT-DD	Village Fund Direct Cash Assistance
BMKG	Meteorological, Climatological and Geophysical Agency
BNPB	National Disaster Management Agency
BPS	National Statistics Agency/Statistics Indonesia
COVID-19	Coronavirus disease
CSO	Civil Society Organization
DTKS	Unified Database for Social Protection
FAO	UN Food and Agriculture Organization
FNG	Fill the Nutrient Gap
FSVA	Food Security and Vulnerability Analysis
GBV	Gender-based Violence
GDP	Gross Domestic Product
JP	UN Joint Programme
KemenPANRB	Ministry of Administrative and Bureaucratic Reform
Kemempora	Ministry of Youth and Sports Affairs
Kemendesa	Ministry of Villages, Development of Disadvantaged Regions, and Transmigration
KUKM	Ministry of Cooperatives and Small and Medium Enterprises
LPAI	Indonesian Child Protection Agency
MoA	Ministry of Agriculture
MoEF	Ministry of Environment and Forestry
MoF	Ministry of Finance
MoH	Ministry of Health
MoSA	Ministry of Social Affairs
MoWECP	Ministry of Women Empowerment and Child Protection
MPTF	Multi-Partner Trust Fund
MSB	Micro and Small Business
mVAM	mobile Vulnerability Analysis and Mapping
NGO	Non-government Organization
OCHA	UN Office for the Coordination of Humanitarian Affairs
P2TP2A	Technical Implementation Unit of the Integrated Service Center for Empowering Women and Children
PRISM	Platform for Real-time Impact and Situation Monitoring
PUNO	Partner/Participating UN Organization
SDGs	Sustainable Development Goals
SILANI	Socio-Economic Registration and Information System for Older Citizens
SKPG	National Food and Nutrition Surveillance System
SOP	Standard Operating Procedure
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAMPIRE	Vulnerability Analysis Monitoring Platform for the Impact of Regional Events
WFP	UN World Food Programme

INTRODUCTION

The UN COVID-19 Response and Recovery Multi-Partner Trust Fund

In April 2020, the UN Secretary-General launched the UN COVID-19 Response and Recovery Multi-Partner Trust Fund (COVID-19 MPTF). It aimed to assist low and middle income programme countries overcome the health and development crisis caused by the COVID-19 pandemic. Globally, the MPTF targeted people most vulnerable to economic hardship and social disruption, offering whole-of-government and whole-of-society approaches to help close gaps in country preparedness and response plans, and safeguard progress towards the Sustainable Development Goals.

The MPTF had three primary objectives:

1. tackle the health emergency;
2. focus on the social impact, and economic response and recovery; and
3. help countries recover better.

While a significant proportion of the UN's existing US\$17.8 billion sustainable development programming portfolio was repurposed towards the pandemic response, the MPTF was a recognition that additional funds were urgently required. The MPTF, which drew on lessons learned from the Ebola Response Multi-Partner Trust Fund, was designed to operate at the cross-over point of humanitarian, development and recovery action, offering the fast and flexible financing required to meet the demands of a rapidly developing and multi-dimensional global crisis, and strengthen the response to and recovery from the pandemic.

The MPTF was funded with US\$78.2 million contributed by the governments of Cambodia, Croatia, Cyprus, Denmark, Finland, Iceland, Republic of Korea, Netherlands, New Zealand, Norway, Philippines, Portugal, Romania, Slovak Republic, Spain, Sweden, Switzerland, Thailand and the United Kingdom, as well as the Austrian Development Agency, Std Chartered Bank Zambia PLC and UN Evaluation Group.

Leveraging the expertise and delivery capacity of the entire family of UN agencies, and aiming to harness the resources of both public and private sectors, the COVID-19 MPTF aimed to define and fund programmatic responses that reached the poorest and most vulnerable, and enhance preparedness for future health emergencies. In particular, programming was intended to support gender-sensitive approaches that responded to the impact of the pandemic on women.

The COVID-19 pandemic in Indonesia

The COVID-19 pandemic was declared a national non-natural disaster by the Indonesian government on 13 April 2020, and a range of response measures including large-scale social restrictions, rapid mass testing, physical distancing, and work and study from home obligations were quickly put in place. The effects of the pandemic, including the related public health responses, have been significant on the economy. Extending beyond human health and wellbeing, they are magnifying existing inequalities, particularly gender inequality, and causing serious setbacks to the achievement of the Sustainable Development Goals (SDGs). Specifically, the pandemic increased the national poverty rate from 9.78 percent in March 2020 to 10.19 percent in September 2020, meaning that over 1.13 million additional people fell into poverty in this period, with the poverty rate then dropping slightly to 10.14 percent in March 2021. Women and girls from marginalized groups, including those in informal employment and

daily wage workers, have been hit hardest with 82 percent of women dependent on income from family business reporting a reduction in income from this source.¹

With GDP growth contracting in the first and second quarters of 2020, a nationally representative survey conducted under the MPTF indicated that the pandemic was having a negative impact on families, with 75 percent of households with children reporting income loss.² In August 2020, the unemployment rate was projected by the National Development Planning Agency (BAPPENAS) to reach between 8.1 and 9.2 percent, the highest in a decade, and an additional 4 to 5.5 million workers were estimated to be at risk of unemployment in 2020.³

In response to the crisis, the government introduced a fiscal stimulus package through the National Economic Recovery (PEN) programme and expanded and scaled up social protection programmes. In 2020, this support amounted to IDR 695 trillion (approximately US\$49 billion) and in February 2021, a further similar sum was allocated for the continuation of the programme in 2021.⁴ In total, at least 11 social protection programmes were expanded or scaled up to prevent affected populations from entering or falling deeper into poverty. In addition, hard-hit sectors such as tourism received tax reliefs, and micro and small businesses were targeted with credit schemes that existed before the pandemic. Nevertheless, gaps exist in current efforts to provide enhanced social protection measures, especially those that target women's economic security and the women-owned, micro and small enterprises that are the backbone of Indonesia's economic recovery. Direct support is also required to address unpaid care work for children out of school, the sick and older persons during the pandemic.⁵

The UN MPTF in Indonesia

In Indonesia, the MPTF prioritised mitigating the social impacts of the pandemic and enhancing economic responses and recovery. With a focus on delivering gender-responsive social protection, it offered support to the government and key civil society and private sector partners in three areas:

1. enhancing the inclusivity of the social protection system;
2. strengthening the governance of the social protection response to the pandemic; and
3. introducing innovations for a more efficient and effective social protection response.

Funded with US\$2 million, the programme was originally planned to run from 1 May 2020 to 31 December 2020 but was extended with no alternations to its scope or budget to 31 March 2021. At the outset, eight ministries and agencies were listed as government partners, but in September 2021 the government proposed adding a further nine. During the course of the programme, implementing partners included:

National government counterparts

¹ UN Women (2020). Counting the Cost of COVID-19: Assessing the impact on gender and achievement of the SDGs in Indonesia. Available at: <https://data.unwomen.org/publications/counting-costs-covid-19-assessing-impact-gender-and-achievement-sdgs-indonesia> [accessed 7 July 2021]

² UNICEF, UNDP, Prospera, and SMERU (2021). Analysis of the Social and Economic Impacts of COVID-19 on Households and Strategic Policy Recommendations for Indonesia, Jakarta

³ WFP (2020). INDONESIA COVID-19: Economic and Food Security Implications (3rd Edition). Available at: <https://www.wfp.org/publications/covid-19-economic-and-food-security-implications-indonesia-3rd-edition-august-2020> [accessed 31 August 2021]

⁴ Kementerian Keuangan Republik Indonesia. APBN KITA: Kinerja dan Fakta. Available at: <https://www.kemenkeu.go.id/apbnkita> [accessed 4 June 2021]

⁵ UN Women (2020). Leveraging digitalization to cope with COVID-19: An Indonesia case study on women-owned micro and small businesses. December. Available at <https://data.unwomen.org/publications/leveraging-digitalization-indonesia-case-study> [accessed 7 July 2021]

Ministry of National Development Planning (BAPPENAS), National Disaster Management Agency (BNPB), Ministry of Social Affairs (MoSA), Ministry of Agriculture (MoA), Ministry of Finance (MoF), Ministry of Women Empowerment and Child Protection (MoWECP), Ministry of Health (MoH), Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendesa).

Development partners

Australia-Indonesia Partnership for Economic Development (Prospera) and Government of Japan.

Private sector and non-government organizations

Adventist Development and Relief Agency (ADRA), B Trust, CARE Indonesia, Catholic Relief Services (CRS) Indonesia, GOJEK, Indonesian Child Protection Agency (*Lembaga Perlindungan Anak Indonesia/LPAI*), Indosat Ooredoo, IPB University (*Institut Pertanian Bogor*), Mataram Development Conservation Resources and Environment Foundation (YSLPP), Rumah Zakat, SMERU Institute, University of Indonesia, University of Padjajaran, and *Yayasan Karampuang*.

Aligned with the national COVID-19 Response Plan and UN Indonesia's COVID-19 Multi-sectoral Response Plan, the JP was designed to operationalize UN contributions to two specific workstreams of the UN Framework for the Immediate Socioeconomic Response to COVID-19. This framework outlines five pillars to protect the needs and rights of people experiencing the impact of the pandemic, focusing on the most vulnerable countries and groups, and those at risk of being left behind. Activities in Indonesia were directed at two workstreams: Protecting People, Social Protection and Basic Services; and Macroeconomic Response and Multilateral Collaboration. In addition, the JP also mobilized resources from the Joint SDG Fund aimed at supporting the government in transforming the existing social protection programme into an Adaptive Social Protection system.

The JP was deliberately implemented leveraging the complementarities of the mandates and technical expertise of four different UN agencies – United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and United Nations World Food Programme (WFP) – while drawing on the knowledge of the entire UN System through the Resident Coordinator's Office. Seeking to support urgent action for people in need and mitigate the adverse effects of the pandemic on the most vulnerable and farthest left behind, the JP focused on building back better with gender-responsiveness and women's empowerment as priorities. It aimed both to reinforce basic social protection services to minimize the impact of the pandemic on the most vulnerable populations, and expand and strengthen the effectiveness and efficiency of the social protection system in the longer term.

With efforts aimed at catalysing the social protection response to the pandemic, the JP worked in three main areas:

1. enhancing policy and the capacity of the government and key partners to scale up and expand social protection coverage and fiscal space to include the affected populations, particularly women and children from marginalized groups;
2. increasing the capacity of COVID-19 Task Forces and volunteer mechanisms operating at the national and sub-national level under MoSA to plan, communicate, build partnerships – including with MoWECP – and deliver a social protection response to the crisis; and
3. promoting the adoption of gender and data analysis and financial and digital innovations to better inform the government on effective gender-responsive social protection.

Following a note on the objectives and the methodology of this report, the activities and results of the JP are discussed in detail.

REPORT OBJECTIVES AND METHODOLOGY

As the JP was concluding in late March 2021, a synthesis report was required which captured, documented, analysed and amplified programme outputs and results, examined the collaborations and coherence of joint implementation, and provided observations and recommendations relevant to future programming.

Taking the three programme outputs as the point of departure, over 28 days in the following three months, research work included reviewing internal MPTF and JP programming documentation, JP activity output publications, and public-facing visibility material relevant to JP activities, often published by individual PUNOs. Additional information resulted from an open questionnaire survey circulated to PUNO and government officials, and inputs from the JP coordinator and other UNDP, UNICEF, UN Women and WFP staff.

Research work was challenged by the number, breadth and richness of activities, partnerships and results, and some lack of consistency between the PUNOs in their visibility material, reporting and availability. The fact that a more detailed and formal evaluation of programme results was being conducted by a separate organization at the same time limited interactions with government officials.

ACTIVITIES AND RESULTS

With three high level outputs – enhancing the inclusivity of the social protection system, strengthening the governance of the social protection response to the pandemic, and introducing innovations for a more efficient and effective social protection response – the JP implemented 42 activities in total. These activities and related results of are discussed further below under three main headings: 1. Enhancing policy and capacity of the government and key partners; 2. Promoting data analysis and digital innovation; and 3. Building response capacity for the future. A full list of the higher and lower level outputs along with implementing PUNOs and national government partners is given in Appendix I.

1. Enhancing policy and capacity of the government and key partners

The JP worked to support the government in enhancing policy, capacity and data analysis in response to the pandemic, and scale up and expand social protection coverage and fiscal space to include affected and marginalized populations, particularly women and children. While responding to the crisis was a priority, initiatives were designed to have value beyond the pandemic. More effective (reaching the most vulnerable with limited inclusion and exclusion errors), more inclusive (leaving no one behind), and more responsive Adaptive Social Protection programmes are not only critical in designing, funding and implementing emergency shock-responsive social protection programmes, but have wider benefits associated with contributing to long-term recovery and climate resilience, achieving the SDGs, and ensuring that no one is left behind.

JP activities included filling the gaps resulting from the absence of an updated unified database for social protection, improving linkages with the civil registration database, and enhancing monitoring and assessment processes. The JP also strengthened the expenditure tracking mechanism at national and sub-national levels by providing enhanced information about the analysis of public funding for children, one of the population groups with the highest risk of exclusion from social protection, helped design a model for cash assistance in emergencies under the Village Fund, and developed two integrated rights-based, equitable and gender-responsive policy solutions, including umbrella guidelines and protocols for protecting the rights of women and girls and integrating Gender-based Violence (GBV) services into social protection policy.

In addition, provincial governments received technical support to regulate and monitor expanded social protection programmes at provincial and district level and explore fiscal space for gender-sensitive, child-responsive and inclusive social protection programmes. To identify alternative and innovative schemes to augment government social protection, the JP initiated a study on financing social protection in two target provinces, and expanded engagement with private sector, philanthropic and faith-based organizations to explore their potential contribution to the social protection programme.

Building capacity to strengthen social protection

Especially in an emergency, any expansion of social protection is challenged by outdated and incomplete population data. This may exclude unregistered vulnerable people or people who become vulnerable after losing income as a result of an event such as the pandemic. Furthermore, disintegrated monitoring and evaluation systems, as well as a mix of information systems among government agencies, also impedes implementation of an effective universal approach to social protection. If shock-responsive systems are to respond effectively to disasters, including geotectonic, climatic and public health events, the number of people requiring social assistance needs to be reflected accurately in government databases. As the social assistance programme scaled up in response to the pandemic, action was required to integrate and strengthen the data system and monitoring capacity to reduce the socio-economic impact of the pandemic, particularly on the most vulnerable.

During the pandemic the government expanded the national social protection programme by redirecting and retargeting the existing social protection programme. This included launching new programmes to provide a safety net for the most affected populations. However, one underlying issue in expanding and scaling up the social protection programme concerned the status of the Unified Database for Social Protection (*Data Terpadu Kesejahteraan Sosial/DTKS*). This database, which contains social, economic and demographic information on nearly 100 million individuals and registers the bottom 40 percent of the population eligible for social protection programmes, had not been updated since work by the National Statistics Agency (BPS) in 2015.

Against the background of Presidential Regulation No. 86/2020, which seeks to ensure accurate targeting of social protection programmes by including all the population in the database by 2024, the JP (UNDP and UNICEF) worked with MoSA and Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendesa) to advocate for the inclusion of homeless people and/or people without formal registration in the database. Initial efforts were made to update DTKS data through the Village Monograph system in a scheme that started at the village level and worked up to the national level. Support to the government included technical assistance on piloting the update, developing data methodology, survey instruments and guidelines, and capacity building.

To pilot enhancements to the system, the JP worked with BAPPENAS to conduct a trial in Aceh and West Java to register social and economic data to enhance the Socio-Economic Registration and Information System for Older Citizens (SILANI). The aims of the trial were to:

- Ensure the collection of accurate, valid, updated, and accountable social and economic registration data.
- Identify supporting and challenging factors in the implementation of the social and economic registration, including SILANI.
- Standardize the mechanism of each implementation stage of social and economic data registration.
- Improve the capacity of the local government to conduct data collection and updates.

With data collection implemented by local community officers, follow-up plans include increasing local government capacity to implement the process with their own resources to enable data updates to be conducted every year. Ultimately it is anticipated that village-level systems will be managed by village governments themselves, and reflect their awareness of the importance of updating data.

An important element of the initiative involved promoting the adoption of an inclusive approach to registration in the database by involving the community in the nomination and validation of the beneficiaries for social protection programmes, and the expansion of vulnerability criteria. As a result, from June 2020, MoV updated its monthly report on cash disbursement beneficiaries based on family head gender. The JP also facilitated the development Standard Operating Procedures (SOPs) and guidelines for the Grand Design of Socio-Economic Registration for Social Protection which will serve as key references for the government in improving social protection programme coverage from 40 percent to 60 percent of the population. In order to achieve effective and inclusive targeting of social protection delivery, especially in crises, consolidation and integration of cash recipients into the DTKS is vital to expand the unified database coverage and ensure that the most vulnerable and marginalized are protected.

“We are grateful to receive support from the UN family. It is expected UNICEF will be able to support the expansion of piloting social registration in several areas including replicating this programme in the future. We really hope this registration will strengthen the government’s social economic programme.”

Maliki, Director for Alleviating Poverty and Development of Social Welfare, BAPPENAS

Assessing local level social protection responses

In May 2020, in response to the pandemic, MoV announced the amendment of regulations relating to the distribution of the Village Fund Direct Cash Assistance (BLT Dana Desa) programme and increased the total budget. BLT Dana Desa is unconditional cash transfer programme distributed to poor or vulnerable families in 52,372 villages across Indonesia that do not receive support from other official assistance programmes.

With the distribution of funds a priority and village administrations expected to allocate distribution efficiently and appropriately, the JP (UNDP) conducted a study to collect evidence about the effectiveness of the targeting methods and provide recommendations on making the process more inclusive at local and community levels. JP support included capacity building of key village officials as well as the development of an online application to support surveys to measure relevant indicators. Concurrently, the JP supported MoV and village heads to develop exit strategies that linked participants to follow-on economic opportunities such as micro-finance services to prevent economic risk at the conclusion of the programme.

With MoV also repurposing part of the Village Fund cash-for-work initiative to ensure that selected work projects benefited all members of the community and that the inclusive participation of women, youth and other marginalized groups was assured in project selection and implementation, the JP (UNICEF) provided technical support for programme management which included developing SOPs and software for monitoring implementation.

Improving locally-led social protection: Bangga Papua

Papua Province has one of the highest proportion of people living below the national poverty line in Indonesia, and according to a baseline study conducted by UNICEF in 2019 in six districts approximately 20 percent of children are acutely malnourished. Implemented by UNICEF since 2018 in three districts

(Paniai, Lanny Jaya and Asmat), the Build a Prosperous Papuan Generation and Family (Bangga Papua) programme benefits indigenous Papuan children aged up to five years old by providing a monthly grant of IDR 200,000 per child. The grant is paid to mothers or female guardians through bank accounts, and with the aim of full provincial coverage by the end of 2021, the programme has reached about 31,000 children, of which 98.5 percent are female.

Against this background, the JP (UNICEF) worked with the Papua Province government to support the implementation of child-sensitive budgeting for social protection, health, nutrition, sanitation, and child protection. The consideration of nutrition and health improvement in unconditional cash transfers, and the full engagement of relevant stakeholders, is critical to cushioning the negative impacts of crises such as the pandemic. Working with the Papua Province government, the JP implemented a series of activities that included:

- In November 2020, a national webinar showcased good practices in child-sensitive social protection programmes implemented in Papua (and in Aceh) Province with the aim of encouraging the initiation of social protection programmes, especially those focused on children, in other regions. The event engaged five keynote speakers and 56 people attended.
- Two policy briefs on self-quarantine/isolation protocols and the health referral system during the pandemic were developed. The policy brief on the self-quarantine/isolation protocols took Puskesmas Sentani in Jayapura District in Papua Province as a case study as it implemented such protocols promptly and developed local policies and strategies with reference to national guidelines.
- In March 2021, three stakeholder engagement meetings involving journalists, influencers, representatives of civil society organizations and academics, and two radio talk shows, raised public awareness of the importance of child-sensitive social protection, and advocated for its prioritization in development programmes and policy making.
- Also in March 2021, a focus group discussion on the social protection programme in Papua was attended by around 20 people, including participants from TNP2K, MoF, and the Papua Province government (Bappeda).

Evaluating cash-based assistance in East Lombok

The Emergency Cash Transfer Assistance to Disaster Affected Children in Lombok was a programmatic response to the severe earthquake that hit Lombok in July 2018. Working with Catholic Relief Services (CRS) Indonesia and Mataram Development Conservation Resources and Environment Foundation (YSLPP), the objective of Phase 2 of this emergency cash transfer was to address the immediate needs of affected families with children up to six years old and pregnant women in East Lombok. The intervention was meant to complement and reinforce UNICEF's other activities related to strengthening social public services by also providing the financial means to affected families to access food and non-food items as well as healthcare, nutrition, education, child protection and water, sanitation and hygiene (WASH) services.

In implementing the programme, UNICEF deployed a comprehensive approach which began with data collection of beneficiaries and continued through data validation and enhancement, programme socialization, and finally aid distribution. The second phase of distribution occurred during the pandemic with tight health protocols and strict supervision of delivery services, and the programme proved to complement government social protection programmes.

As the accuracy of beneficiary data is crucial to ensure support reaches the right target, the JP (UNICEF) commissioned a community-level, qualitative study of the programme to understand the effects of cash

transfers in an emergency humanitarian and pandemic context. The findings were positive indicating that almost all households used the cash for food and sanitation products, with other primary uses being healthcare, baby needs and savings. Similarly, in almost all households the female caregiver who received the cash was shown to be the person who used the cash.

“UNICEF’s role in the distribution of cash and voucher assistance in Lombok has proved to be a good case study for an emergency response programme. A good distribution mechanism has been implemented efficiently to ensure the fulfilment of community needs based on priority. The local government also has become more adaptive in responding to the community needs.”

Chandra Aprinova, A.Ks. MP, Head of the Social Protection Section for Natural Disaster Victims, NTB Province Social Office

Strengthening sub-national budget monitoring

A further initiative by the JP (UNICEF) engaged with sub-national governments in Aceh, Central Sulawesi, South Sulawesi, East Nusa Tenggara and West Nusa Tenggara to strengthen budget monitoring and analysis for social protection in MoSA and Kemendesa, and support the development of SOPs and guidelines. Working with BAPPENAS, a trial was conducted in Aceh and West Java to register social and economic data and test the Information System for Older Citizens (Regsosek and SILANI). The work helped collect accurate data, identify challenges, standardize processes and enhance government capacity in updating and collecting data. Provincial and district governments responded positively, highlighting the willingness of government at different levels including at village level to develop data-driven solutions.

The JP also worked to help assess the effectiveness of village-based social protection programmes in accessing vulnerable groups, develop a digital management tool for the Village Development Fund allocation for the cash-for-work programme, and produce a training module to ensure the inclusivity of unconditional cash transfers. Two studies examined the Village Fund Direct Cash Assistance (*Bantuan Langsung Tunai Dana Desa/BLT-DD*) and produced four main findings:

1. Village-based social protection programmes with community targeting contribute significantly to reducing the impact of household economic shock.
2. Vulnerable groups are often included as priority targets but have limited involvement in decision-making processes at village level. Supporting the development of a regulatory framework to encourage participation of such groups is crucial.
3. As women have a greater role in deciding how the benefit is used, to ensure systematic implementation of gender-responsive social protection, women need to be targeted as beneficiaries, gender barriers need to be identified which potentially prevent women accessing the benefit, and programmes for women’s empowerment should be supported.
4. Gender-responsive social protection goes beyond targeting. The BLT-DD should aim to have a positive impact on gender equality.

Enhancing communications with citizens

A one-stop complaint handling platform called LAPOR! was launched by the government in 2011 to manage citizens’ complaints and requests through a mobile application, short message services (SMS) and a website. As transparency of information and citizen feedback benefits an effective national pandemic response, the JP (UNDP) worked in partnership with the Korean International Cooperation Agency (KOICA) and the Ministry of Administrative and Bureaucratic Reform (KemenPANRB) to modify the system to provide a channel for direct two-way communications between the government and citizens during the pandemic.

The system now provides real time information on COVID-19, and relays questions and ideas on how responses could be improved. The initial focus was on providing information to prevent the spread of the virus, such as hand washing and social distancing, which was presented as infographics and disseminated via LAPOR! social media channels, including Instagram, Twitter and Facebook. Subsequent work involved working with KemenPANRB to develop materials about self-quarantine protocols which incorporated guidelines from MoH. Public feedback has already contributed to developing effective policy. Many citizens sent comments requesting more awareness materials on social media and messaging applications, for example, and as a result MoH prepared and distributed appropriate materials in collaboration with provincial health offices and civil society organizations.

The system has also served as a medium to collect feedback and/or grievances on pandemic-related social assistance. Leveraging support from the Government of Japan, the JP engaged B Trust to undertake the improvement of SP4N-LAPOR application, specifically to incorporate data disaggregated by gender and age, and to identify gaps between the prevailing regulations and the application in realizing the 'no wrong door' policy.

2. Promoting data analysis and digital innovation

Although initially a health emergency, the pandemic quickly evolved into a complex multi-dimensional crisis with responses such as workplace and educational closures often exacerbating socio-economic impacts which affected the most vulnerable worst. As understanding the consequences of response measures as well as the pandemic itself is critical, the JP worked to support the government by promoting the adoption of digital innovation in data collection and analysis, and facilitated two nationwide surveys on the socio-economic impact of the pandemic and the impact of the pandemic on gender. One represented the largest face-to-face and Interactive Voice Response (IVR) household survey recorded in Indonesia. The other deployed an innovative approach leveraging the use of technology to provide a rapid gender-sensitive assessment of the socio-economic impact of the pandemic along with evidence-based policy recommendations for government social protection strategy. A further study combined big data analytics and rapid qualitative and quantitative surveys to produce a rapid assessment of impact of the pandemic on women-owned micro and small businesses and explore the role of cash assistance.

Other JP activities included deploying an innovative digital mapping application and population registration system to collect village level micro data on vulnerable women and children not registered on the DTKS, and monitoring and analysing changes in food security trends and the impact of the pandemic on household food security and livelihoods. Innovative, data-led work on food security included upgrading and strengthening two existing climate-based early warning and hazard monitoring systems and exploring the feasibility of using mobile technology to monitor household food security and nutrition and food market trends remotely in real-time during emergencies such as pandemics.

One aim of the JP was to link Indonesia's existing location-based risk information and early warning systems with national social protection systems to improve anticipatory social protection actions. Access to such information will aid beneficiary identification during crisis events in the future and enable needs to be better met by social protection systems.

Assessing the impact of the pandemic and government social protection programmes

In an effort to provide data on the socio-economic impact of the pandemic and recommend programmes and policies to respond to the crisis, the JP (UNICEF and UNDP) worked with the Australia-Indonesia Partnership for Economic Development (Prospera), SMERU Research Institute, and BPS to conduct the largest face-to-face household survey recorded in Indonesia. Focused on women, families

with children, vulnerable groups and people with disabilities, and conducted between October and December 2020, the survey used Interactive Voice Response (IVR) technology to reach 12,216 nationally representative households across all 34 provinces. The qualitative results revealed the impact of the pandemic on employment, micro-businesses, food security, access to health, educational services and social protection programmes, and provided insight into the impact of the pandemic on children's development and wellbeing.

Headline findings from the survey included:

- Almost three-quarters of households reported earning less in October-November 2020 than in January 2020.
- Many households that were previously economically secure had either become poor or were at risk of becoming poor.
- Almost one-third of respondents were worried they could not feed their families.
- Almost one-quarter of households reported that their expenses had risen, largely due to increased costs for groceries and other essentials.
- Over half of all households had no savings to fall back on. Almost one-third were pawning possessions to survive and one-quarter were borrowing money informally.
- Almost three-quarters of parents were concerned about learning loss due to disruptions to their children's education.
- Over one-quarter of parents reported having insufficient time or capacity to support home learning.
- Households with children were accessing fewer health services largely due to the fear of catching COVID-19.
- More than one in 10 households with children under five reported having not taken their children for immunisation since April 2020.
- Over eight in 10 households received at least one form of social assistance, either as a cash transfer or some other kind of assistance.
- One half of all households received a cash transfer.
- The poorest households received the most assistance.
- Two-thirds of recipients of government assistance found it helpful.
- Very few small businesses received business support.
- Mothers were three times more likely to care for children than fathers.
- One half of female carers also had paid work and were struggling to balance work and additional responsibilities.
- Households including a person with a disability experienced greater income loss.

Key strategic policy recommendations included:

- Support children more through learning, social protection, health and nutrition and child protection.
- Expand food assistance and address disruptions to supply to combat rising food insecurity.
- Maintain support to low-middle income groups who are now poorer and more vulnerable.
- Continue to assist family businesses to recover.
- Reduce women's care burden by safely re-opening schools and promoting equal sharing of care work.
- Ensure people with disabilities can access health and care services.
- Link new registrations for social assistance into the integrated social welfare database (DTKS).

- Promote greater understanding of government support.

The report concluded that the impact of the pandemic will continue throughout 2021 and beyond, and that government support must continue to boost child and family wellbeing.

Understanding gender impacts

As addressing the gender impacts of the pandemic is key to sustaining progress towards the SDGs, particularly as they relate to gender equality and empowerment of women and girls, the JP (UN Women) deployed an innovation technological approach to provide a rapid gender-sensitive assessment of the socio-economic impact of the pandemic. Conducted between April and July 2020 in partnership with Indosat Ooredoo (a major mobile telecommunication company) 7 million requests containing a link to the online survey were sent throughout the country to randomly selected mobile phone users by SMS. The survey, the first of its kind in Indonesia, powerfully demonstrates the use of technology to collect data swiftly and provide empirical evidence to understand the impact of a crisis and inform policy decision-making.

The survey demonstrated that women are disproportionately affected by the pandemic. Contributing factors identified included increased care and domestic workloads, anxiety over jobs and income loss, and the effects of movement restrictions on GBV. Key findings included:

- Many women depend on income from family businesses, but 82 percent experienced substantial drops in income from this source.
- Although 80 percent of men experienced similar cuts, they benefited from a wider range of income sources.
- Since the onset of the pandemic, 36 percent of women in informal employment, compared with 30 percent of men, have experienced a reduction in paid work time.
- Women bear a heavier burden of unpaid domestic work with 69 percent of women and 61 percent of men reporting spending more time on unpaid domestic work.
- Similarly, 61 percent women experienced an increase in unpaid care work, compared with 48 percent of men.
- The pandemic is affecting women's mental and emotional health more with 57 percent of women reporting increased stress and anxiety, compared with 48 percent of men.

The initiative also provided a good example of how partnerships with the private sector can leverage collective expertise to support data collection in a crisis, as well as the pivotal role the private sector can play in responding to humanitarian challenges and enabling sustainable development. The survey results will help ensure that interventions are tailored for women, particularly the most vulnerable, and enable the government and development and private sector partners to make informed decisions to support an effective response and a quick and sustainable recovery.

“Comprehensive data on the impact of the pandemic on gender and the achievement of sustainable development goals is essential to determine future policy directions that are more responsive and effective. This work is a valuable resource to inform effective policy making processes.”

HE I Gusti Ayu Bintang Darmawati, Minister of Women's Empowerment

A second innovative gender-sensitive assessment of the socio-economic impact of the pandemic involved the JP (UN Women) leading a joint policy research project combining big data analytics and rapid qualitative and quantitative surveys to examine cash assistance to women-owned micro and small businesses (MSB) and women entrepreneurs. With MSBs defined as business with fewer than 19

employees, the study was designed to provide better understanding and evidence on the economic impact of the pandemic at the household level, particularly on income and time use of women in informal work. It also aimed to provide better understanding of how this affects the unpaid care burden and domestic work for women, and provide evidence-based policy recommendations.

The study, which also engaged Ministry of Women Empowerment and Child Protection (MoWECP), the Coordinating Ministry of Economic Affairs, and the National Council for Financial Inclusion of Indonesia (S-DNKI), involved:

- BPS which drew on data from an online survey conducted between 10 and 26 July 2020 with 35,000 respondents representing businesses of all sizes (micro, small, medium and large) across Indonesia.
- UN Women, which drew on data from an online survey conducted between 14 and 27 October 2020 in partnership with GOJEK involving 2,220 respondents from across Indonesia.
- Pulse Lab Jakarta (a data innovation group linking UN Global Pulse and BAPPENAS), which drew on qualitative data gathered from virtual interviews with 40 men and women owners of MSBs living in urban or peri-urban areas across Indonesia.

The resulting paper ‘Leveraging Digitalization to Cope with COVID-19 Pandemic: Indonesia Case Study on Women-owned Micro and Small Businesses’ examined the gender differentials in outcomes and coping strategies employed by female and male owned businesses in response to the pandemic, paying particular attention to how digital platforms were used as survival mechanisms. It provided insight into how digitalization can help women entrepreneurs respond to the pandemic and called for government stimulus packages to have greater focus on women-owned MSBs in the pandemic response and in planning for recovery. Key findings included:

- Roughly 58 percent of MSBs and 70 per cent of small businesses are owned by men, but women may be involved in managing or contributing to these businesses.
- During the pandemic, 90 percent of formal MSBs experienced decreases in revenue, but only 85 per cent of informal women-owned MSBs did.
- Roughly 50 percent of the women-owned and 54 percent of the men-owned informal MSBs that experienced decreases in revenues are secondary income sources for their owners.
- Roughly 54 percent of women-owned MSBs use the internet to sell products, compared with 39 percent of men-owned microbusinesses.
- Women-owned MSBs are more likely to diversify and move into different sectors, locations or products, compared with men-owned businesses.
- Younger digital businesses (i.e. established within the past year) are better positioned to deal with the crisis through digitalization and innovation.
- Almost 80 percent of MSBs surveyed had not benefited from government support programmes.
- Women and men business owners estimated that it would take about five months for their businesses to recover from the effects of the pandemic.

The report demonstrated how the use of digital platforms has helped MSBs cope with the pandemic and the related economic downturn.⁶ Women business owners, who appeared to be quicker and more flexible in shifting the scope of their businesses and seizing opportunities provided by digital platforms, may be better placed to cope with such crises than men business owners. Furthermore, digital solutions can clearly help business owners take care of domestic and family responsibilities without interrupting

⁶ The report can be accessed at: <https://data.unwomen.org/publications/leveraging-digitalization-indonesia-case-study>.

business operations and so safeguard livelihoods. Overall, the study underlines the need to integrate a gender perspective into the National Economic Recovery (PEN) programme. This is vital to ensure that both women and men can benefit equally from new economic opportunities, and in turn bring added value and accelerate economic growth after the pandemic.

Developing a community-based data system

In early 2021, the JP (UNICEF) provided technical support to national and provincial governments, including the government of Central Java Province, to implement an innovative mapping application and population registration system called Apem Ketan. The application uses village level micro data collected by local cadres who understand the situation of the community – and possibly even the individual or the family concerned – to provide data suitable for multiple official uses. The data needs of women’s and children’s services, for example, can be accommodated as well as the requirements of broader social protection programmes. Specifically, the application allows data to be collected on vulnerable women and children who are not yet registered on the national DTKS, possibly because they lack birth or marriage certificates, thereby allowing them to receive official support. As the application is integrated with the DTKS as well as with other population administration databases, duplicate registrations are avoided and core systems are strengthened.

During the pandemic, Apem Ketan enabled local government to provide targeted support to vulnerable women including by supplying seed funding for income generating initiatives. In addition, the availability of up-to-date micro data on women and children at the village level also facilitates improved implementation and monitoring of programmes unrelated to the pandemic, and if the application is used optimally, the capacity of the entire social protection system will be increased. By encouraging the participation of the community as well as village and district/city governments in strengthening local social protection systems, a model of community-based social protection can be trialled for replication elsewhere.

Reducing vulnerability to food insecurity and malnutrition

Falling purchasing power during the pandemic threatened household food security for many people. Despite gains in recent decades, some areas of Indonesia are still vulnerable to chronic food insecurity and the national stunting prevalence remains high, particularly in the east of the country. With any reduction in dietary quality putting many children’s growth and development at risk, the JP worked to assist the government to assess the impacts of the pandemic on household food security and livelihoods, and monitor changes in food security trends. Extending work done as part of the SDG MPTF, one aim of the JP was to link Indonesia’s existing location-based risk information and early warning systems with national social protection systems to improve anticipatory social protection actions. Access to such information will aid beneficiary identification during crisis events in the future and enable needs to be better met by social protection systems.

Monitoring regional events

As agriculture provides income for the majority of Indonesian households, climate is a decisive factor in the health and welfare of millions of families. Consequently, in 2015 WFP, Food and Agricultural Organization (FAO) and UN Global Pulse partnered with the Office of the President of Republic of Indonesia (*Kantor Staf Presiden*) to develop the Vulnerability Analysis Monitoring Platform for the Impact of Regional Events (VAMPIRE) platform. Initially the platform was used to understand climate impacts by providing map-based visualisations showing the extent of affected areas, the impacts on markets, and coping strategies and resilience of affected populations. By linking databases that provide information on agriculture dependent and food insecure communities with information on climate

anomalies, the platform was used to combine measures of economic vulnerability and hazard exposure to identify priority areas where people may need assistance.

In response to the food security challenges of the pandemic, the JP (WFP) continued to upgrade PRISM (Platform for Real-time Impact and Situation Monitoring) – also known as VAMPIRE – its early warning and hazard monitoring dashboard – and strengthened the methodology of PRISM to allow the incorporation of near real-time data on the impact of the pandemic on vulnerable and food insecure communities. These platforms integrate data from various sources including satellites, household survey data and official statistics to allow access to multiple data sources in a single map-based presentation with vulnerability data incorporating key indicators such as poverty. Best practices were also developed regarding sharing, utilizing and disseminating data with other users including government partners such as BNPB, the Meteorological, Climatological and Geophysical Agency (BMKG), and MoA.

The work also modified the system methodology to improve the geographic targeting of Adaptive Social Protection responses, refine the vulnerability indicators that trigger social protection funds disbursement, and add hazard-specific risks and vulnerability layers. This will allow quicker and more inclusive government responses to climate hazards such as droughts and floods as well as pandemics in the future, and help ensure that vulnerable populations living in hazardous areas are incorporated into the DTKS.

In October 2020, as part of the National Disaster Risk Reduction Day the UN organized a webinar on Early Warning and Risk Information Systems for Monitoring Hydrometeorological Hazards. This webinar served as a forum for key line ministries and agencies, specifically BMKG, BNPB, Ministry of Environment and Forestry, and MoSA to present their early warning and risk information systems. In subsequent discussions, the importance of building synergies between the systems was agreed, as well as the need to build links between different platforms, including the DTKS. This will help improve identification of beneficiaries in the event of disasters for better informed social protection.

Mobile vulnerability analysis and mapping

Data collection in remote areas of Indonesia has been made even harder by the pandemic, limiting the ability to gather accurate information to assess food security impacts. Obtaining data on food availability, access and utilization is challenged by the terrain and lack of transport infrastructure, and in the event of a pandemic the health risks to in-person survey teams need to be considered. In response to these challenges, from November 2020 to January 2021 the JP (WFP) with partners including the Food Security Agency (BKP) at the MoA and BPS supported a study on the feasibility of using mobile data collection to assess and monitor food security in hard-to-reach areas during pandemics and other crises. The deployment of an innovative mobile Vulnerability Analysis and Mapping (mVAM) data collection tool developed by WFP was under examination. The mVAM tool uses mobile technology to monitor household food security and nutrition and food market trends remotely in real-time and is well suited to collecting data and monitoring in remote locations during emergencies such as pandemics. It provides high-frequency, gender-disaggregated and operationally relevant data to support decision-making and inform policy and programme formulation in a timely, safe, and economical manner, and includes an automated two-way communication system that provides free real-time information.

The feasibility study confirmed the challenges of face-to-face data collection in remote rural areas, as well as the trend of increasing mobile phone usage in Papua and West Papua. This indicates significant potential to support further implementation of mVAM in the future, and WFP plans further collaboration with BKP and BPS to deploy mVAM in remote and food insecure locations in eastern Indonesia. The results will complement other studies by making real time data accessible for evidence-

based analyses, improved targeting and more timely responses to the food systems impact of future crises, including pandemics.

3. Building response capacity for the future

Recognizing that the impacts of the pandemic and response measures are multi-sectoral and multi-dimensional, and that the scaling up of inclusive social protection programmes in response to the pandemic emergency offers the opportunity to contribute to the longer term development of social protection in Indonesia, the JP worked to help to develop guidelines for the protection of women's and children's rights, and integrate GBV services into existing social protection programmes. It also engaged with government partners and philanthropic organizations to develop processes to coordinate social protection services at national and subnational levels, and strengthen essential services for women and children experiencing GBV. The work included supporting a review and subsequent adaptation of national standards in social welfare child care institutions, and a mapping exercise that checked that all institutions were officially registered as required by law.

In addition, the JP (UN Women) promoted women's economic empowerment and private sector engagement as part of the response and recovery by working to help prototype and test the design and implementation of a gender-responsive cash-for-work programme, and engaged with government and private sector partners to promote the principles of women's empowerment and develop plans to increase access to markets and finance for women entrepreneurs. Technical support for the development and delivery of training on expanded social protection and relevant COVID-19 protocols for Task Force members, social workers, village cadre and volunteers at national and sub-national level was also provided, and studies addressing private sector philanthropy and the impacts of the pandemic on food security for vulnerable groups in the context of better future readiness, risk management and protection were completed.

Promoting inclusive and gender-responsive social protection

Women have been more affected by workplace closures and layoffs caused by the pandemic and constitute the majority of frontline healthcare professionals and community health workers. At home, they have important responsibilities as caregivers for children and sick and older family members, and school closures have meant increased unpaid care work, often while needing to remain an economic contributor to the household. Furthermore, the combination of economic and social stresses brought on by the pandemic, as well as restrictions on movement, has dramatically increased the numbers of women and girls facing abuse, and many of the socio-economic impacts of the pandemic have exacerbated existing gender inequalities and discrimination in public and private spaces.⁷

Loss of income and the psychological toll of the pandemic have been especially difficult for women trapped at home with abusers, especially when coupled with reduced access to public services. Physical and mental abuse in domestic households rose 75 percent during the pandemic according to the Technical Implementation Unit of the Integrated Service Center for Empowering Women and Children (P2TP2A) and the National Commission on Violence Against Women (*Komnas Perempuan*). In response, the JP (UNDP) worked in Jakarta with P2TP2A to formulate SOPs designed for officers and staff. The SOPs served as a reference for the delivery of services such as counselling, legal help and shelter to clients during the pandemic using COVID-19 safety protocols. With JP support, official institutions in Jakarta adopted a total of nine SOPs for handling cases of violence against women and children in

⁷ UN Women. Indonesia COVID-19 Response (2020). Available at: <https://asiapacific.unwomen.org/en/digital-library/publications/2020/06/un-women-indonesia-covid-19-response> [accessed 31 August 2021]

compliance with COVID-19 protocols, and deployed 278 (194 women and 84 men) service providers, including medical doctors, to handle cases related to the pandemic.

The JP (UN Women) also supported MoWECP and partnered with civil society organizations to build the capacity of frontline support workers to strengthen and adapt essential services for vulnerable women and children experiencing violence during the pandemic. It also developed guidelines and protocols for protecting of the rights of women and girls and marginalized groups in the pandemic response.

Specifically, the JP (UN Women) worked with the Legal Aid Agency of the Indonesian Women's Association for Justice (LBH APIK) to ensure that essential services – including crisis centres and shelters for women – and referral mechanisms remained available and accessible despite increased demand and the wider challenges of the pandemic. Specializing in providing free legal services for marginalized women and children experiencing or at risk of GBV, LBH APIK coordinates 10 women's crisis centres and shelters across the country which provide food, accommodation, legal support, counselling and mediation. JP support helped ensure that these services could continue during the pandemic by providing staff with clothing, medical aids, internet services and protective equipment.

“For the first time, I could think clearly about my life. Having a safe, secure and peaceful life is precious. I don't have to worry about getting beaten. For most people, the sense of security might be trivial, but for me it is something I haven't had in the past 20 years.”

Ani (name withheld), a GBV survivor benefiting from LBH APIK's Rumah Aman project

Enabling gender-sensitive entrepreneurship

The vast majority of Indonesian garment industry workers are women and many live in vulnerable communities. Consequently, with the operations at up to 80 percent of textile and textile product factories halted by the pandemic, many women faced a reduction or loss of their incomes as well as health risks and specific gendered impacts. In response, the JP (UN Women) worked with Yayasan CARE Peduli (YCP) to lead a pilot initiative prototyping and testing the design and implementation of a gender-responsive cash-for-work programme targeting women who had lost their jobs and incomes and were entitled to receive government social protection funds.

Implemented in partnership with MoWECP, MoV and the Ministry of Cooperatives and Small and Medium Enterprises (KUKM), the initiative supported women garment workers in Sukabumi and Purwakarta in West Java Province – where many garment workers are located – by providing cash-for-work and cash transfers to help 60 mask producers and 240 mask marketers create and obtain a source of income. A related training programme allowed women to repurpose their existing skills for mask production, and with a focus on value chain and entrepreneurship development, the initiative also provided capacity building activities to empower to build leadership and negotiation skills for women, and gender-sensitive training to increase men's involvement in promoting gender equality.

“We are optimistic about the programme as it has become a solution for income for these women, and an opportunity for our society to recover from the COVID-19 crisis. The activities are also aligned with our own programme to increase the capacity of the community.”

Feriana Rahman, village secretary of Pondok Kaso Village in Sukabumi

Building on UN Women's partnership with private sector, and combining MPTF support with other sources of funding, the JP also helped the government mobilize resources for cash and in-kind support for women in informal and vulnerable employment, particularly daily wage workers such as street vendors and small merchants, along with single mothers and female headed households. Specifically, the free online WeLearn self-learning platform (www.welearn.unwomen.org) allowed 2,023 women

entrepreneurs to access online training, coaching and mentoring aimed at providing women with an equal opportunity to start and grow businesses.

Considering longer term objectives such as the need to address structural gender inequalities, the initiative went beyond providing catalytic support to integrate gender dynamics into emergency social protection responses, to prototype interventions that addressed gender dynamics within the household, promoted the empowerment of women at the local community level, and engaged civil society and women organizations in social protection responses. Significant potential to scale up and enhance links between national, subnational, and local policy level implementation was demonstrated, and it is anticipated that the model will be adopted by government and the private sector into a longer-term programmes that protect and fulfil women's rights with the support of men.

In a separate initiative, the JP (UNDP) worked with the Center for Economics and Development Studies at the University of Padjadjaran in West Java Province and Rumah Zakat, an Indonesian-based international philanthropic organization that manages Islamic charitable funds through community empowerment programmes, to implement a study on a programme which targets women in vulnerable communities running micro-businesses. With the pandemic affecting women disproportionately, particularly in rural areas, grants from Rumah Zakat's Entrepreneurship Funding Program have helped women secure their livelihoods and improve the lives of their families. In addition to grants, the programme provides non-cash assistance, such as business advice and training, and expert volunteers contribute information on topics such as product packaging and online marketing. Other Rumah Zakat activities include the Empowered Villages programme which helps communities by improving business practices such as livestock management, agricultural waste recycling and agricultural irrigation system repair. Young people living with disabilities are specifically included in target groups.

The study indicated that most of the households engaged in the Rumah Zakat programme were also beneficiaries of the government social protection, and demonstrated how Islamic charitable mechanisms can support government social protection programmes.

Protecting vulnerable children

As children living in childcare institutions are particularly vulnerable to the negative impacts of the pandemic, the JP (UNICEF) worked in partnership with MoSA and MoWECP to review and adapt the existing National Standard on Child Care (SNPA) in social welfare institutions. The work ensured the wellbeing of children that required temporary shelter because of risk of violence at home or COVID-19 exposure, for example. Guideline adaptation measures included:

- Providing children with information about COVID-19 appropriate for their age and level of understanding.
- Providing emotional and psycho-social support, including access to referral services when needed.
- Facilitating safe and healthy interactions between children and their significant others.
- Ensuring adequate and healthy food.
- Monitoring child health and ensuring access to health services.
- Encouraging and facilitating healthy living habits.
- Facilitating children to participate in the education process safely.
- Ensuring rooms, facilities and equipment meet COVID-19 health protocols.

The guidelines are intended for use by provincial and district social affairs offices and service providers in residential care facilities. In total, the programme strengthened the capacity of 4,767 (3,050 female and 1,719 male) social workers and social protection village cadres, including staff and volunteers at the

Integrated Child Welfare Service Center. Training on social service provision covering psychological first aid and counselling, facilitation skills, ethics, case management, identification of vulnerable children and families, and preventing sexual exploitation and abuse and GBV reached 1,985 individuals (1,241 female and 744 male).

The JP also supported MoSA by preparing and distributing information packs on how to assure children's health and protect them from COVID-19, and how to prevent violence, exploitation and neglect against them. The kits were based on existing material designed for caregivers at home or in institutions but were adapted to take account of the pandemic. As part of the initiative the JP also distributed kits of personal protective equipment containing face masks, hand sanitizers, towels and soap, along with recreational kits for children that included story books and educational toys. Working in partnership with local social workers, the information packs were distributed to caregivers at childcare institutions across the country, and by November 2020, a total of 6,965 institutions in 34 provinces had been supplied. As a result, up to 439,393 children (247,761 female and 245,912 male) were better protected during the pandemic.

A further benefit of the initiative was that it allowed childcare institutions across the country to be mapped. In total, as part of the programme, out of 5,505 institutions local social workers recorded 1,882 unregistered institutions which will be contacted to ensure that they become formally registered and included in the government monitoring system, as required by the Child Protection Law. The partnership with the Indonesian Child Protection Agency (*Lembaga Perlindungan Anak Indonesia/LPAI*), an independent organization advocating for children's rights and needs, also strengthened work at the sub-national level. LPAI trained community volunteers to identify vulnerable children and families, prevent violence against children, and promote engagement with the multi-sector COVID-19 Task Force by enhancing dissemination of information about adolescents' reproductive health services.

“Due to the support provided, our children can continue their online learning at the institution, enjoy activities that keep them active and healthy, and socially interact with their friends and the caregivers. The information packs helped increase our capacity as child caregivers on how to protect children from COVID-19 and provide clean and healthy living guidelines.”

Sri Harsini, head of childcare institution (LKSA) Aisyiah Putri in Ngawen, Klaten, Central Java

Increasing Task Force and volunteer capacity

The JP (UNICEF) worked with COVID-19 Task Forces at national and sub-national level to increase their capacity to plan, communicate, build partnerships, and deliver a social protection response to the crisis in an inclusive and coordinated manner. The work expanded beyond the official Task Forces to reach volunteer mechanisms operating under MoSA by developing a COVID-19 Risk Communication Learning Kit. In total, the Learning Kit for Public Communication reached 78,697 individuals, and the COVID-19 Risk Communication Learning Kit reached 39,000 members of Disaster Response Teams, 745 Peace Pioneers, and 38,948 beneficiaries of the Family Hope Program.

The JP also worked with MoSA at national and sub-national level to plan, communicate, build partnerships, and deliver enhanced social protection. The JP helped develop a training programme on expanded social protection for social workers and village cadre which included guidelines on effective identification and verification, referral services, and data sharing and confidentiality, and worked with parents and youth organizations. Highlight results included:

- Training on Case Management, Psychosocial Support, Self-Care, and Ethical Dilemmas for Social Workers was delivered to 852 individuals (472 female and 380 male).

- Training on Social Service Provision for Social Workers (including psychological first aid and counselling, facilitation skills, ethics, case management, identification of vulnerable children and families, and prevention of sexual exploitation and abuse and GBV) was delivered to 1,985 individuals (1,241 female and 744 male).
- Training for parents and caregivers on Good Parenting, Promoting Hygiene and Basic Sanitation, and Preventing Violence Against Children was delivered to 1,337 individuals (810 female and 520 male).

Analysing food security, consumption and livelihoods

Although less evident than health impacts and broader socio-economic disruptions, the adverse effects of the pandemic on food security and the ability of local systems to provide affordable and nutritious food is an important factor in planning and implementing an emergency response, especially as poor and vulnerable groups who have more limited resources to absorb and adapt are more likely to be affected.

In crisis events such as pandemics, early and rapid identification of actual and impending circumstances is critical to ensuring that vulnerable populations have access to adequate affordable and nutritious food. Consequently, to improve understanding of the pandemic's effects on the affordability of nutrition and healthy diets, the JP (WFP) conducted a research study designed to strengthen the national food security and nutrition early warning surveillance system. The activity, which was supported by IPB University (*Institut Pertanian Bogor*) in consultation with the MoA's BKP and the MoH's Directorate of Nutrition, resulted in an enhanced methodology for food insecurity monitoring during and after periods of crisis, including pandemics, along with an analysis of the tools available to decision-making aimed at preventing malnutrition and identifying gaps and barriers to adequate food.

The study reviewed Indonesia's Food Security and Vulnerability Analysis (FSVA) indicators and compared them with systems in other countries with the aim of improving data and analysis of the national Food and Nutrition Surveillance System (*Sistem Kewaspadaan Pangan/SKPG*). Currently this system gives a view of present conditions and it is accepted that responses to pandemics and other sudden onset events would be improved if the system was more future orientated. Likewise, the FSVA in its current form is accepted to incorporate some indicators that are less sensitive than optimal.

Overall, the study – which will contribute to the broader development of national and sub-national early warning systems – suggested that policies addressing access to adequate nutrition and related production and distribution mechanisms need to take into account:

- Production and delivery of food at an affordable price at the regional level.
- Lack of purchasing power at the household level.
- Consumption, morbidity, lack of access to health services, lack of access to clean water and sanitation, malnutrition and low education levels at the individual level.

Climatic conditions, natural disasters and other sudden onset events such as pandemics are recognized as causes of transient food insecurity which can highlight limitations in public institutions and related social protection and health systems. Improving the current FSVA indicators and the SKPG will increase national readiness to respond to potential food insecurity situations beyond the pandemic emergency.

Likewise, the value of understanding the effects of government emergency response policies goes beyond the COVID-19 pandemic, and in April-May 2020, working with FAO, the UN Office for the Coordination of Humanitarian Affairs (OCHA) and local NGOs, WFP supported a joint market assessment led by World Vision Indonesia which focused on 12 selected critical commodities (food and non-food) in

30 districts across 12 provinces. The assessment concluded that while demand had decreased, food availability was sufficient, and consumers had increased use of online platforms and cooked more at home.

In addition, in 2020, WFP initiated a Fill the Nutrient Gap (FNG) analysis, which will be completed in 2021. FNG is an analytical and globally tested process designed to engage key stakeholders in the identification of barriers to adequate nutrient intake. In partnership with government, other UN agencies, research institutions and academia, the FNG analysis will outline interventions for a multi-sectoral approach to provide improved access to and choice of affordable nutritious food. It is anticipated that the findings and recommendations from the work will inform decision making related to improving nutrition through social protection systems.

In a separate initiative, the JP (WFP and UN Women) along with FAO, OCHA and NGOs worked to produce bi-monthly analyses that addressed the implications of the pandemic for the economy and food security, and its impact on consumption and livelihoods. Providing a series of snapshot of the pandemic's impact, and incorporating information on government emergency social protection support for vulnerable groups, the resulting bulletins included an update on macroeconomic indicators, an overview of food security trends, including constraints in food supply chains, and an analysis of the availability of strategic food commodities and national and sub-national price trends along with a review of relevant official policies and measures aimed at responding to the socio-economic impacts of the pandemic.

Jointly with UN Women, WFP also reviewed the gender aspects of income shocks resulting from the pandemic, utilizing a vulnerability analysis that identified the characteristics of the most vulnerable groups particularly susceptible to economic slowdowns due to the absence of employment protection and reliable wages, and people below or near the poverty line most vulnerable to higher market prices and most exposed to potential loss of income due to insecure jobs. Incorporating data and information on extended government financial support, as well as the provision of social protection programmes to vulnerable groups most badly affected by the pandemic, special focus was given to informal workers and people employed in agriculture who may benefit from inclusion in government social protection schemes and other support measures in the future.

Key messages of the third edition of the bulletin, published in August 2020, included:

- In the second quarter of 2020, national GDP contracted by 5.3 percent year-on-year, representing the most significant decline since 1999. Compared with the first quarter of 2020, GDP dropped by 4.19 percent.
- Household consumption expenditure, contributing 58 percent of total GDP, decreased by 5.5 percent year-on-year. Implementation of large-scale social distancing policies, business closures and movement restrictions were the primary causes.
- The annual inflation rate declined throughout the second quarter into the beginning of the third quarter of 2020, reaching 1.54 percent in July. This is the lowest annual inflation rate recorded since 2000, a result of the decrease in prices caused by lower demand and less consumer spending.
- MoA has been implementing its subsidized credit scheme program (KUR) to support the agricultural sector with IDR 50 trillion.
- Supplies for major food items are expected to meet domestic demand until the end of September, although imports will be required for some commodities.

- In comparison with the first semester of 2019, Indonesia's overall trade value shrank by 5.5 percent for exports and by 14 percent for imports. Despite the negative value, food trade grew in terms of exports and imports.
- Rice production in January to August 2020 was 23 percent lower compared with the same period in 2019. However domestic rice production is expected to maintain a positive balance nationally, and with projected end-year stocks of 6 million tons, demand will be met without imports until 2021.
- Limited data availability on the prices and availability of nutritious food such as fruits and vegetables makes determining population access to them challenging.

Throughout the pandemic, and working in close collaboration with the three other PUNOs, in addition to enhancing data availability and increasing capacity to adopt data analysis and improve the early warning and risk information systems, WFP aimed to improve the capacity of COVID-19 Task Forces to plan, communicate and build partnerships relating to social protection in particular.

PARTNERSHIPS

Partnerships were essential to the JP's work. Of the 42 activities implemented, 12 involved partnerships with government agencies and ministries, 12 involved partnerships with NGOs and CSOs, two involved collaboration with the private sector, two involved interactions with universities, and one involved working with development partners (Prospera and Government of Japan). With 10 activities implemented through contracted services, only four activities were implemented solely and independently by PUNOs.

Working in partnership with government enabled the JP to create collective impact to align and strengthen the national and sub-national pandemic response. Focused on enhancing policy, capacity and data analysis to expand and scale up social protection coverage and related fiscal space to include the most vulnerable populations both during the pandemic and in the longer term after it, the JP both developed a large number of partnerships that built on and valuably exploited established relationships, and provided opportunities to create new ones. In some cases the urgency of the pandemic acted as a useful spur to collaboration and action.

Joint working across the four PUNOs – UNDP, UNICEF, UN Women and WFP – was of benefit in this situation. Each PUNO had their own set of established partners and could make connections with and between government departments, other PUNOs, other UN agencies, or other potential implementation partners from private sector or civil society groups. The dynamics of these developing partnerships varied greatly. All PUNOs are well established in Indonesia and have long-standing relations with a range of government offices and officials, but WFP Indonesia, to give just one illustrative example, was able to leverage its strong partnerships with BPS and the Disaster Management Agency (BNPB) as well as BAPPENAS, MoA and MoSA.

To take another example from the many that exist, at the operational level, UNICEF's established partnership with MoSA was critical to coordinating and implementing activities, including supporting capacity building for social workers at the sub-national level. Likewise, UN Women – as part of its own set of well established partnerships – had particularly strong ties with MoWECP, the primary agency advancing gender equality in government policy. Joint working allowed these established partnerships to be shared and exploited to the benefit of the programme in a way that solo work by one individual agency would not.

Although the JP's activities centred on and were driven by the four main agencies, it is noteworthy that the JP was able to draw on the resources of the entire UN 'family' with FAO, OCHA and Pulse Lab Jakarta (UN Global Pulse), for instance, available as required.

The number and the richness of these relationships brought with it some unwelcome complexity. At the outset of the JP in May 2020, eight ministries and agencies were listed as government partners, but in September the government proposed adding a further nine. Considering that the JP was then approaching its half-way point, and that many partnerships between the JP and government were already working towards implementation and delivery, an effective doubling of the number of potential government partners, especially with four (or more) UN agencies involved, threatened to generate a level of complexity potentially challenging to effective programme coordination and management. Nevertheless, the JP and government agencies partnered well. The fact that work on the Unified Database for Social Protection (DTKS) was accomplished in only eight months demonstrates the high level of trust and effective partnership that exists between the government and the UN.

Aside from partnership with government agencies, the JP also expanded engagement with private sector, civil society, non-government, philanthropic and faith-based organizations.

Generally, these groups provided support in one of three areas:

1. Data analysis and financial and digital innovation;
2. Research and empirical evidence generation; and
3. Advocacy and awareness raising.

Again, with 42 activities implemented, singling out particular instances of collaboration fails to do justice to the number, depth and breadth of partnerships that developed with the private sector, but engagement with data and digital technology groups proved particularly fruitful. The partnership with Indosat Ooredoo, for example, made it possible to bridge resource gaps and dispatch 7 million survey requests nationwide as part of a rapid and comprehensive assessment of the socio-economic impact of the pandemic. Likewise, the partnership between the JP, Pulse Lab Jakarta (itself a collaboration between UN Global Pulse and BAPPENAS) and BPS allowed a timely focus to be drawn on the effects of emergency cash assistance to women-owned MSBs and provided valuable new evidence and insight on gender dynamics within the micro, small and medium enterprise sector and the wider role of cash support to business in social protection. Practically, a large proportion of this work would have been impossible for UN agencies to accomplish working independently, or working only with government.

Partnership and collaboration with civil society, non-government, philanthropic and faith-based organizations was also prolific and central to the JP's activities. CARE Indonesia – among others – was indispensable in JP work prototyping an innovative gender-responsive cash-for-work programme, for example, as well as in other activities that linked vulnerable children and other vulnerable groups to social assistance and protection. The Indonesian Child Protection Agency (*Lembaga Perlindungan Anak Indonesia/LPAI*) and the Integrated Service Center for Empowering Women and Children (P2TP2A) also contributed substantially in this area of activity and following the earthquake of January 2021 in West Sulawesi, JP engaged *Yayasan Karampuang* and Adventist Development and Relief Agency (ADRA) Indonesia to support local businesses and building facilities for COVID-19 prevention. Fruitful collaborations with universities, academia and think-tanks also benefited the JP.

Although the concept of the UN system 'Delivering as One' at country level – with one leader, one programme, one budget and, where appropriate, one office – dates back to 2006, the JP's joint working demonstrated a relatively unusual level of partnership in Indonesia between different UN agencies. Aside from the presentational advantages for the UN of having greater singular visibility, this collaborative approach delivered a number of benefits. With each agency having its own specialities, expertise and networks, sharing resources, knowledge and information offered the opportunity to enrich and improve implementation and support the effective and efficient delivery of programme outputs. UNICEF, for example, helped provide a platform to engage with the government and enhance visibility of UN Women's work to advance gender equality in the social protection response to the pandemic. In addition, the role of UNICEF Field Offices (established in Aceh, East Java, East Nusa Tenggara, Papua and South Sulawesi Provinces, with sub-offices in Maluku and West Papua) proved invaluable to support JP engagement with local government.

Collaborative work between different agencies also strengthened the UN's position – and that of individual UN agencies – as advocates to the government both regarding short term emergency issues and longer term matters affecting social protection and sustainable development. In particular, increased coordination among UN agencies resulting from the JP, along with enriched relations with government agencies, will facilitate enhanced leverage for follow up actions in partnership with government after the MTPF is concluded.

However, some challenges did emerge around joint working. With each agency beholden to its own mandate, and as noted above, having its own specialties, expertise and networks, operational implementation remained at individual agency level in many instances. Not forgetting that the JP represented an emergency response with carefully considered long term objectives, in the short time it was operational, activities were largely (although not entirely) implemented separately by each agency working with external partners, with little synergy or close collaboration between or among them. While the agencies did aspire to work together, in some cases relatively minor matters such as poorly aligned internal administrative regulations slowed the process. In other cases, time and energy was simply in too short supply, especially for smaller agencies to develop collaboration with larger ones. UN Women, for example, attempted in the early design stages of the JP to optimize activities for joint delivery, but ultimately most gender-related activities and outputs were implemented by UN Women working with external partners relatively independently.

The time needed to coordinate between agencies also emerged as an issue, and UNICEF's leadership in recruiting a programme coordinator active in promoting partnerships and collaboration between the agencies was appreciated. All-in-all, the JP's most successful implementation partnerships probably related to policy research work and investigatory studies, and a full list is presented in Annex II. Again to take just one example, the research project mentioned above which examined cash assistance to women-owned MSBs and women entrepreneurs valuably – and quickly – produced substantial and robust results from three different sources: BPS's online survey of business respondents, UN Women's online work with GOJEK, and Pulse Lab Jakarta, which contributed more qualitative in-depth data drawn from virtual interviews. Noting that the study also engaged with MoWECP, the Coordinating Ministry of Economic Affairs, and the National Council for Financial Inclusion of Indonesia (S-DNKI), and indeed that the study was just one of 42 activities implemented by the JP in only 11 months, clearly the challenges of coordinating the many, varied and dynamic partnerships among PUNOs, between PUNOs and government, and between and among PUNOs, government and private sector and civil society groups were not trivial.

Nevertheless, and recognizing the unprecedented challenges of expanding operations in the early stages of a fast-developing public health emergency, under the leadership of the RC, the JP brought a set of agencies together that delivered greater impact by working in partnership. In most cases, the collective outputs and impacts of the JP added up to more than the sum of effort by individual agencies. Steps to improve coordination would further enhance the complementarities and leverage the strengths and expertise of each agency. Particularly considering future work on social protection, which concerns so many diverse actors and interests, such collaborations may reduce overlapping programming effort in the future and in time generate greater synergy.

LESSONS LEARNED AND RECOMMENDATIONS

It should be noted that this synthesis report, which aims to capture, document, analyse and amplify the outputs and results of the JP, is not a formal evaluation. Nevertheless, the review of programme and project documentation and visibility material which was involved in producing it, along with some limited interactions with PUNO and government officials associated with the JP, allows some broad lessons learned and recommendations for future programming to be identified.

First, with the WHO Director-General declaring the novel coronavirus outbreak a public health emergency of international concern (PHEIC) – WHO’s highest level of alarm – on 30 January 2020, and the UN Secretary-General launching the COVID-19 MPTF in April 2020 (the same month that the Indonesian government declared the pandemic a national disaster), the JP’s operational start in Indonesia the next month indicates an impressive speed of funding mobilization. Doubtlessly the experience of the 2014 Ebola Response Multi-Partner Trust Fund informed the process, as did the experience of other previous MPTFs such as the Central Fund for Influenza Action (CFIA), which ran in response to the threat of avian and human influenza from 2007 to 2012, but at least in Indonesia, the MPTF model appears to be increasingly proven to be able to respond at speed to urgent global emergencies.

Second, while recognizing the challenges of operating in an unfolding public health emergency, and as discussed in the previous section that joint working across the four PUNOs could in some cases have been better coordinated, the JP demonstrated the strengths of the UN ‘Delivering as One’ concept. Especially considering that the overarching objective of the JP was to enhance the social protection response (rather than deliver emergency humanitarian assistance) and that programmatic ambitions extended into the future with a view to ‘building back better’ (rather than urgently ameliorating an immediate catastrophe), the joint engagement of four agencies resulted in better coordination and a more coherent, effective and predictable UN system response. In the simplest analysis, given that the pandemic was a multi-dimensional and multi-sectoral emergency, it made sense to have more than one agency and one related set of key UN competencies and responsibilities involved.

Furthermore, the focus of outputs on enhancing the inclusivity and strengthening the governance of the social protection response, as well as introducing innovations for more efficient and effective gender-responsive social protection, played well to a multi-agency approach: social protection is itself multi-dimensional and multi-sectoral, and at least conceptually, especially when operating in a multi-dimensional and multi-sectoral emergency, the idea of having UNDP, UNICEF, UN Women and WFP working in harness is of obvious benefit. More detail about how this grouping was formed, and the course of the internal dynamics, could usefully inform future joint programmes.

Third, once the JP was formed, the fundamentals of the dynamics among the agencies appear to relate to first the human resources available in the individual agency, and second to the alignment of the individual agency’s ongoing activities with the planned outputs of the JP. An agency with spare capacity at the outset of the JP, or during the course of it, was more able to contribute than one that was short of capacity. Likewise, an agency that could adjust or extend existing work to support JP outputs was better placed to contribute than one that needed to develop a project from scratch. WFP’s work on the PRISM/VAMPIRE early warning platforms, along with its testing of the feasibility of an existing tool for mobile data collection, serve as two examples of existing project work usefully being incorporated into JP activities, and there are many more.

The existence of relevant ongoing work may well be an effective means to identify agencies most able to contribute to a joint programme, but in implementing any vision of truly pooled joint working, real-

world issues such as the 'sovereignty' of an agency and the 'ownership' of projects need to be taken into account, as well as practical matters such as assuring the detail of internal processes and protocols are congruent across partner agencies. Needless to say, it would be advantageous to continue to develop and rehearse such joint implementations in more favourable circumstances than a public health emergency.

Fourth, and moving to consider the JP in action, it is important to note that the programme delivered 42 activities with US\$2 million funding. The complexity of partnerships that this volume of activity engendered is discussed in the previous section, but any assessment of the extent to which the programme contributed to building inclusive social protection has to accept and account for a similar rich complexity.

Doubtlessly many JP activities evidently contributed to inclusive social protection. Work with MoSA on the DTKS helped the government and stakeholders to scale up and expand social protection coverage, bringing previously excluded vulnerable and marginalized people within the scope of the social protection system, thereby ensuring that no one is left behind. Likewise, work with MoWECP and other organizations helped ensure that GBV prevention is better integrated as part of a comprehensive social protection package, and that GBV services could continue during the crisis and would be stronger after it. In addition, work on cash-for-work initiatives with MoV helped ensure more inclusive participation of women, youth and other marginalized groups in project selection and implementation; work on risk communication enhanced the capacity of national and provincial COVID-19 Task Forces; and work with MoSA and MoWECP improved life for children needing social protection in institutional care. Again it should be stressed that these are largely 'headline' achievements; many successful outcomes and impacts can be found in other programme activities.

Regarding promoting data analysis and digital innovation, again it is possible to point to a catalogue of substantive contributions made by the JP to building inclusive social protection: the ground-breaking nationwide surveys and studies that provided important timely insight into the impacts of the pandemic and the social protection response on the ground; digital mapping using village level micro data; and work on mobile data collection, vulnerability criteria and food security and livelihoods trends, along with the ongoing task, as mentioned above, of strengthening food security and nutrition surveillance and analysis to provide timely and reliable data for anticipatory actions, and improving hazard early-warning platforms. Likewise, the Fill the Nutrient Gap (FNG) study, which will be completed in 2021, will provide important new analysis of how social protection systems can improve access to and choice of affordable nutritious food for vulnerable and marginalized people.

Again stressing that these are 'headline' achievements, the JP doubtlessly made it possible to leverage technology and innovation to capture data and conduct analysis that served as a significant advance in informing government strategy and policy, and will continue to do so in the future. Introducing innovative, transparent and inclusive methods for data collection and verification to ensure the inclusion of all vulnerable groups will benefit social protection beyond the pandemic emergency.

Fifth, a less tangible but no less substantial JP contribution to the development of more inclusive social protection includes increasing awareness of the value of incorporating a longer term approach in pandemic or other emergency responses, and possibly leveraging the urgent nature of the event to make progress faster. Understandably, the government's initial response to the pandemic focused on immediate needs, and social protection conventionally follows public health priorities in the event of pandemic infection. In an uncertain, urgent and fast-changing situation, the longer term perspective the JP offered served on occasions to contribute to delivering a more equitable and future-orientated social protection response, as well as a more effective immediate one.

The determined incorporation of gender as a cross-cutting issue in so many of the JP's activities serves as parallel example of a less tangible but no less valuable JP contribution. With past analyses suggesting that government social protection responses tend to focus on poverty reduction and mitigating immediate income risks rather than addressing structural inequalities such as gender inequality, the JP has advanced the agenda in favour of inclusive and gender-responsive social protection, as well as increased appreciation that beneficiary targeting and eligibility criteria need to take into account the widest range of social vulnerabilities. As gender equality is not a primary objective of the government's social protection response, building links with national priorities is imperative, and the JP provided the opportunity to foreground gender equality and women's economic empowerment in the pandemic response and the planned recovery.

Arguably, and again less tangibly, aside from intensified and enriched interactions with national, regional and local government to coordinate and implement activities, the JP also contributed to proving the value of and developing good practice in multi-stakeholder engagement. Although precautionary and regulatory measures related to office working and travel restrictions meant the JP had to be implemented virtually with all meetings held online, only a handful of the JP's 42 activities did not involve an almost uncountable number of actors representing civil society organizations, the private sector, the technology sector, and women's, philanthropic and faith-based organizations, among others. Supporting – and being supported by – such wide and varied set of partnerships in addressing national and sub-national social protection responses to the pandemic extends benefits for all parties beyond the reduction of human suffering to help create an enabling environment for the private sector to engage in identifying alternative long-term financing options for social protection, promote and actualize women's economic empowerment, and mobilize resources for the pandemic response.

Finally, it is important to note that whilst the JP has concluded operations, the COVID-19 pandemic emergency is not yet over in Indonesia, as for much of the world. At the time of writing in early July 2021, the number of new infections is at an all time high, and the average daily number of reported deaths is continuing to increase.⁸ While Indonesia has administered at least 39 million doses of vaccine, this only covers 7.2 percent of the population, and much greater coverage is required before Indonesia can turn its back on the event and move to full recovery.

⁸ Source: <https://graphics.reuters.com/world-coronavirus-tracker-and-maps/countries-and-territories/indonesia/> [Accessed 5 June 2021]

ANNEXES

Annex I - Joint Programme outputs and activities

Programme output	Activities (participating UN organization)	Ownership
1.1.1. Technical support to MoSA and MoV to regulate and monitor expanded social protection programmes at national and village levels.	1.1.1. Providing technical support to KEMENSOS to develop real-time digital platforms to monitor the expansion of social protection and public expenditure. (UNICEF)	Pusdatin, MoSA
	1.1.2. Mapping children in institutional care affected by COVID-19 and their access social support. (UNICEF)	Social Rehabilitation, MoSA; MoWECP
	1.1.3. Piloting the Single Socio-economic Registry. (UNICEF, UNDP & UN Women)	BAPPENAS
	1.1.4. Developing a monitoring tool for BLT Dana Desa and conducting capacity building for village cadre. (UNICEF)	MoV
	1.1.5. Assessing the effectiveness of the targeting mechanism of cash assistance from the village fund. (UNDP)	MoV
1.2. Technical support to provincial government to regulate and monitor expanded social protection programmes, and identify fiscal space for gender sensitive, child-responsive and inclusive social protection programmes.	1.2.1. Supporting the sub-national social protection programme: BANGGA Papua. (UNICEF)	Papua Province government
	1.2.2. Supporting the monitoring and evaluation of UNICEF's cash-based assistance in Lombok. (UNICEF)	
	1.2.3. Supporting capacity building at sub-national level for budget monitoring and analysis. (UNICEF)	Aceh, NTB, NTT, Sulawesi Tengah and Sulawesi Selatan Province governments
1.3. Technical support to BAPPENAS and MoF to monitor and assess the socio-economic impact of COVID-19 social protection programmes.	1.3.1. Conducting face-to-face, Interactive Voice Response (IVR) and household surveys on the socio-economic impact of COVID-19. (UNICEF & UNDP)	BAPPENAS; Fiscal Policy Agency, MoF
1.4. Technical support to MoSA and MoV to develop and deliver training on expanded social protection including identification and verification, referral services, and data sharing and confidentiality.	1.4.1. Training MoSA para social workers, developing guidelines, and conducting mapping of vulnerable children affected by COVID-19. (UNICEF)	MoSA
	1.4.2. Training para social workers, district social welfare workers (TKSK), PKH, and volunteers from UPTD P2TP2A and PKSAI. (UNICEF)	
	1.4.3. Mapping of vulnerable children	

	affected by COVID-19 and their access to social support. (UNICEF)	
	1.4.4. Implementing child and family development sessions focused on good parenting, clean and healthy behaviour, prevention of violence against children, and strengthening household economy. (UNICEF)	
	1.4.5. Supporting workshops on strengthening family capacity on parenting in East Java and Central Java. (UNICEF)	
	1.4.6. Assessing the current targeting of eligible criteria to measure inclusivity. (UNDP)	MoV
	1.4.7. Developing a training module to ensure the inclusivity of BLT DD. (UNDP & UN Women)	MoV
	1.4.8. Reprogramming the approach of the LAPOR platform on government referral mechanisms for social protection at sub-national level. (UNDP)	KemenPANRB
1.5. Technical support to MoSA to develop Standard Operating Procedures (SOPS) for coordination and referral of social protection services at national and sub-national levels.	1.5.1 Developing guidelines for social workers and information, education, and communication materials for childcare institutions. (UNICEF)	Social Rehabilitation, MoSA
1.6.a. Map business sectors where women are employed on precarious contracts and vulnerable to global economic recession.	1.6.1. Prototyping and testing the design and implementation of gender responsive cash assistance programmes focused on value chain and entrepreneurship development. (UN Women)	KUKM; MoV; MoWECP
1.6.b. Technical support on gender and impact assessments to strengthen gender equality in business practices in COVID-19 response and recovery.	1.6.2. Identifying lessons learned from value chain and entrepreneurship development support for women owned micro small enterprises. (UN Women)	KUKM, MoV, MoWECP
2.1. Technical support to the national Task Force risk communication strategy for social protection response.	2.1.1. Supporting MoSA at national level on COVID-19 social protection risk communication. (UNICEF)	MoSA
2.2. Technical support to provincial Task Forces on COVID-19 risk communication	2.2.1. Supporting MoSA on provincial level COVID-19 social protection risk communication, and risk communication material distribution. (UNICEF)	MoSA

strategy for social protection response.		
2.3. Technical support to faith-based organizations, women organizations, CSOs and the private sector to improve engagement and coordination with national and provincial social protection response.	2.3.1. Strengthening child protection in the COVID-19 coordination mechanism. (UNICEF)	Sub-national government
	2.3.2. Developing a media campaign to advocate for child rights and protection during COVID-19. (UNICEF)	Local government; public
	2.3.3. Conducting mapping to understand the role of civil society and women's organizations in social protection responses. (UN WOMEN)	MoWECP
	2.3.4. Studying the influence of the Rumah Zakat programme. (UNDP)	
2.4. Support to develop protocols for protecting the rights of women, children and marginalized in COVID-19 response and recovery.	2.4.1 Integrating GBV work into comprehensive social protection and developing umbrella guidelines to protect the rights of women, children and marginalized groups in the COVID-19 response. (UN WOMEN)	MoWECP
3.1.a. Identify alternative financing schemes to augment government social protection response.	3.1.a.1. Conducting a study on innovative social financing to explore innovative schemes for social protection. (UNDP)	BAPPENAS; MoF
3.1.b. Engage the private sector to pilot digital and finance platforms for government support to women in informal and vulnerable employment	3.1.b.1. Supporting women entrepreneurs and women-owned micro and small businesses in the COVID-19 response and recovery through an online learning platform. (UN Women)	
3.2. Identify/update COVID-19 related socio-economic data and information.	3.2.1. Strengthening the methodology of the VAMPIRE/PRISM early-warning platform to include vulnerability resulting from the socio-economic impact of COVID-19. (WFP)	BNPB; BMKG; MoEF; MoSA; public
	3.2.2. Integrating location-specific information on household characteristics into the VAMPIRE/PRISM early-warning platform to assist COVID-19 response and social protection planning. (WFP)	
3.3. Produce gender-sensitive food security and vulnerability data and analysis.	3.3.1. Producing bi-monthly analyses to highlight the gender aspects of income shocks resulting from COVID-19. (WFP & UN Women)	BKP; BPS; MoA
3.4. Conduct price monitoring and analysis of the	3.4.1. Producing bulletins on the impacts of COVID-19 on economy, food security	

impact of COVID-19 on food security and nutrition of vulnerable populations.	and livelihoods to inform programming and policy formulation. (WFP)	
3.5. Examine the feasibility of remote data collection and monitoring of household food security and nutrition conditions.	3.5.1. Conducting a feasibility study on the use of WFP's mobile data collection and monitoring tool (mVAM), including for collecting near real-time data in remote locations. (WFP)	MoSA
3.6. Identify vulnerability criteria for climatic, other disasters and pandemics to propose triggers for disbursement of funds.	3.6.1. Incorporating additional socio-economic and vulnerability data into the VAMPIRE/PRISM early-warning platform to inform risk analysis of climatic shocks and hazards in the current and future pandemics. (WFP)	MoSA
3.7.a. Technical support to analyse and map impact of COVID-19 on market chains.	3.7.a.1. Conducting a Joint Market Assessment. (WFP)	Public
3.7.b. Leverage 'big data' to assess the economic and livelihood impacts of COVID-19 outbreak on women.	3.7.b.1. Partnering with national mobile telecommunications provider to broadcast seven million text messages. (UN Women)	Coordinating Ministry of Economic Affairs; MoWECP
	3.7.b.2. Implementing joint policy research on national economic recovery and government social protection strategy to provide cash to women-owned micro/small businesses. (UN Women)	Coordinating Ministry of Economic Affairs; MoWECP
3.8. Identify gender factors linked to affordability, accessibility and consumption of nutritious diets.	3.8.1 Conducting a Fill the Nutrient Gap analysis, a situation analysis for multi-sectoral decision-making on malnutrition prevention. (WFP and UN Women)	BKP; MoA
3.9. Strengthen the Food Security and Nutrition Surveillance System early warning system.	3.9.1 Implementing a research study on the Food Security and Nutrition Surveillance System early warning system. (WFP)	BKP; MoA
3.10. Mainstream innovation into the social protection response.	3.10.1 Organizing youth engagement activities on social protection at national and subnational level. (UNICEF)	BAPPENAS; Kemenpora; MoSA

Annex II - Joint Programme publications

Publication	Availability
Report on the Grand Design of Socioeconomic Registration for Social Protection	Internal use only (submitted to BAPPENAS)
Policy Brief on the Locally-funded Child-Sensitive Social Protection Programme in Papua Province (BANGGA Papua Program)	Internal use only (submitted to Papua Provincial Government)

Socioeconomic Impact of the COVID-19 Pandemic on Households and Strategic Policy Recommendations for Indonesia	https://www.unicef.org/indonesia/coronavirus/reports/socio-economic-impact-covid-19-households-indonesia
Study on innovative social financing to better explore different schemes viable for the implementation of social protection in seven provinces	Internal use only (submitted to BAPPENAS)
Study on the budget monitoring and analysis at national and sub-national level	Internal use only (submitted to MoSA)
Joint market assessment to examine the impacts of the pandemic on 12 critical market systems	Partnership with World Vision Indonesia, UN OCHA, CARE Indonesia
Study on the budget monitoring and evaluation of Village Fund-Based Social Protection Programme	Internal use only (submitted to MoV)
Assessment report on the effectiveness of the targeting mechanism for cash assistance from Village Fund	Internal use only (submitted to MoV)
Leveraging digitalization to cope with COVID-19: An Indonesia case study on women-owned micro and small businesses	https://data.unwomen.org/publications/leveraging-digitalization-indonesia-case-study
Fill the Nutrient Gap report	Internal use only (submitted to MoA)
Policy Brief on Self-Quarantine Protocols in Papua	Internal use only (submitted to Papua Provincial Government)
Health Referral System Policy Effectiveness in COVID-19 Pandemic in Papua	Internal use only (submitted to Papua Provincial Government)
UN Women COVID-19 Impact to Gender and SDG Achievement in Indonesia	https://data.unwomen.org/publications/counting-costs-covid-19-assessing-impact-gender-and-achievement-sdgs-indonesia
Methodological review to strengthen the Food Security and Nutrition Surveillance System of BKP	Internal use only (submitted to MoA)
Indonesia - COVID-19 Economic and Food Security Implications	https://www.wfp.org/publications/indonesia-covid-19-economic-and-food-security-implications
COVID-19 Economic and Food Security Implications for Indonesia (3rd edition)	https://www.wfp.org/publications/covid-19-economic-and-food-security-implications-indonesia-3rd-edition-august-2020
COVID-19 Economic and Food Security Implications for Indonesia (4th edition)	https://www.wfp.org/publications/covid-19-economic-and-food-security-implications-indonesia-4th-edition-december-2020

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