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Dr. Wicak Sarosa has been very active in both promoting the MDGs (especially when he was the Executive Director of the Urban and Regional Development Institute, 2002 - 2007) and the formulation of SDGs (when he was the Executive Director of

the Partnership for Governance Reform) As an independent consultant and activist, he continues working on areas that are directly or indirectly related to the achievement of SDGs in Indonesia.

More information

More information about the PFD and detailed annexes to this report can be found at <http://capacity4dev.ec.europa.eu/policy-forum-development/>

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Glossary

ASEAN	Association of South East Asian Nations
Bappeda	<i>Badan Perencanaan Pembangunan Daerah</i> (Local/Regional Development Planning Agency) - which can be at the city/regency or province levels
Bappenas	<i>Badan Perencanaan Pembangunan Nasional</i> (National Development Planning Agency)
BPS	Badan Pusat Statistik/Central Agency of Statistics
CISDI	Center for Indonesia's Strategic Development Initiative
COP-21	The 21st edition of the annual Conference of the Parties on Climate Change (also known as the 2015 Paris Climate Conference)
CSO	Civil Society Organization
CSR	Corporate Social Responsibility
EU	European Union
GDP	Gross Domestic Product
HLPEP	High-Level Panel of Eminent Persons on the Post-2015 Development Agenda
INFID	International NGO Forum on Indonesian Development
KSBSI	<i>Konfederasi Serikat Buruh Sejahtera Indonesia</i> (Confederation of Indonesian Prosperity Trade Unions)
LGs	Local Governments. While this term can generally be inter-changeable with the term "Local Authorities," this report follows the Indonesian tradition of using LGs, rather than LAs.
MDGs	Millennium Development Goals
NGOs	Non-Governmental Organizations
PNPM	<i>Program Nasional Pemberdayaan Masyarakat</i> (National Program on Community Empowerment)
RAD MDGs	<i>Rencana Aksi Daerah untuk Percepatan Pencapaian Tujuan Pembangunan Milenium</i> (Local Action Plan for the Acceleration of MDG Achievement)
RAD TPB	<i>Rencana Aksi Daerah untuk Pencapaian Tujuan Pembangunan Berkelanjutan</i> (Local Action Plan for the Achievement of SDGs)
RAK TPB	<i>Rencana Aksi Kota/Kabupaten untuk Pencapaian Tujuan Pembangunan Berkelanjutan</i> (City/Regency Action Plan for the Achievement of SDGs)
RAN API	<i>Rencana Aksi Nasional dalam Adaptasi Perubahan Iklim</i> (National Action Plan on Climate Change Adaptation)
RAN GRK	<i>Rencana Aksi Nasional dalam Pengurangan Gas Rumah Kaca</i> (National Action Plan on the Reduction of Greenhouse Gas Emissions)
RAN MAPI	<i>Rencana Aksi Nasional Mitigasi dan Adaptasi Perubahan Iklim</i> (National Action Plan on Climate Change Mitigation and Adaptation)



RAN MDGs	<i>Rencana Aksi Nasional untuk Percepatan Pencapaian Tujuan Pembangunan Milenium</i> (National Action Plan for the Acceleration of MDG Achievement)
RAN TPB	<i>Rencana Aksi Nasional untuk Pencapaian Tujuan Pembangunan Berkelanjutan</i> (National Action Plan for the Achievement of SDGs)
RAP TPB	<i>Rencana Aksi Provinsi untuk Pencapaian Tujuan Pembangunan Berkelanjutan</i> (Provincial Action Plan for the Achievement of SDGs)
RPJM	<i>Rencana Pembangunan Jangka Menengah</i> (Medium-Term Development Plan) – a 5-year development plan that exists at the national, provincial and local levels. Its term should coincide with the term of the elected leaders (president, governors and mayors/regents respectively for the national, provincial and local levels) who are elected for a five-year term. The RPJM should also accommodate the main promises that are made by the elected leaders during their campaigns.
RPJP	<i>Rencana Pembangunan Jangka Panjang</i> (Long-Term Development Plan) – a 20-year development plan that exists at the national, provincial and local levels. Since the plan will have the legal status of a law (national level) or bylaw (province and local level), it should be deliberated in a participatory process that includes not only the respective parliaments but also the people directly. Ideally it should not be easily changed by incoming elected leaders whose term is shorter than the plan. However, in reality, political leaders often do not pay enough attention to the RPJP (they pay more attention to the RPJM, which carries their own programs or campaign promises).
SDGs	Sustainable Development Goals
SMEs	Small and Medium Enterprises
UN	United Nations
UNDP	United Nations Development Programme

1. Executive Summary

This study aims at exploring Indonesia's preparedness in carrying out the Sustainable Development Goals (SDGs). With a strong belief that the SDGs can only be achieved with meaningful participation by Civil Society Organizations (CSOs) and Local Governments (LGs), the study is primarily an attempt to identify channels or ways to improve the participation of CSOs and LGs, including the necessary enabling environment that the national government needs to create.

For the above purposes, the researcher interviewed informed persons from relevant national government agencies, selected local governments, civil society organizations and other relevant stakeholders. A focus group discussion (attended by around 30 people of various backgrounds) was also specifically conducted for this purpose. A desk review and participation in a number of other seminars and discussion sessions have added more information to the study. The study is also partially a "participant-observation" because the researcher himself has also been actively involved in promoting the MDGs (and later, the SDGs) in Indonesia since 2005 and has been working closely with various CSOs and LGs in Indonesia since 1990s.


Indonesia is marked by its diversity of geographic, cultural, social and economic conditions. Some parts of the country are socio-economically much more advanced than other parts, hence the different levels of achievement of the MDG/SDG-related indicators within the country. Since the Agenda 2030 embodies the spirit of "leaving no one behind," the growing inequality in Indonesia—as indicated by the alarming increase of the Gini coefficient from 0.31 in 1990 to 0.41 in 2015—should be a source of great concern. On the other hand, Indonesia's experience and relative success in implementing the MDGs—78% of the targets have reportedly been achieved—are a strong basis for the implementation of the SDGs.

In the more democratized and decentralized governing environment that Indonesia has been moving toward since the start of the "Reform Era" in the late 1990s, CSOs and LGs in Indonesia have been enjoying more room to participate in public matters and development processes. Some CSOs have

been actively involved in the promotion of MDGs (and now SDGs) or working at the community and local levels to "fill the gaps" in public services and other government functions. Others work as advocacy/pressure groups or produce critical "shadow reports" on the achievement of the MDGs. Almost all provinces and some LGs have developed their own MDG Action Plans and mainstreamed the MDGs into their development plans, including aligning some of their annual programs to achieve the goals. Some LGs and CSOs—along with the corporate-social responsibility (CSR) programs of some private corporations—have also been collaborating in MDG/SDG-related endeavors. Nonetheless, many challenges remain and have become even more complicated now with the implementation of the more all-encompassing SDGs.

In light of the above development, it is deemed crucial to have a legal basis for more coordinated implementation of SDGs in Indonesia. In this regard, a presidential regulation on SDG implementation has been drafted but has not yet been enacted due to the lack of agreement among major stakeholders. Government officials in charge of the matter have been preparing an institutional architecture that is similar to what was used for MDG implementation, with *Bappenas*—the National Planning Agency—playing the coordinating role within an inter-ministerial National Coordinating Team and directly overseeing a National Secretariat for the SDGs. Meanwhile, civil society groups have been lobbying vigorously for more multi-stakeholder representation in those coordinating bodies as well as in all working groups for individual global goals. In the meantime, LGs have been calling for stronger recognition of their roles and therefore arguing for a cluster of their own, not to be "lumped together" in the "government and parliament" cluster. On the other hand, the private sector and philanthropic groups prefer not to be rigidly coordinated, although they are willing to regularly report to the national government.

It is partly due to this intense "squabbling" that the presidential regulation has not been finalized and signed at the time of this writing. Given this situation, there have been suggestions that stakeholders should start to focus their energy on



implementation in their individual fields without having to wait for the coordinating presidential regulation. The enactment of presidential regulation, while important, is only one of several ways to ensure coordinated implementation and better use of the limited resources of the global goals.

One of the immediate actions that can be taken is to embed the SDGs in the national and local development plans, including through the formulation of national and local SDG action plans. This action will help direct national and local budgets to programs that can effectively contribute to the achievement of the SDGs. A few provinces and LGs have started initiating the process of developing such local action plans without having to wait for the national regulation that is supposed to provide guidance and coordination.

Another action that can be taken without having to wait for the proposed presidential regulation to be signed is to support, strengthen and replicate existing collaborative actions involving CSOs, LGs, the private sector, line ministries and other stakeholders. Examples of such works exist in the areas of education, health, energy, water, sanitation and slum upgrading. While most of these initiatives are still at an initial phase, the model can already be replicated in other SDG fields/sectors.

The stakeholders (and participants of the FGD) interviewed also agree that CSOs and LGs still need assistance in building their own capacities to participate meaningfully in the implementation of the SDGs. The urgently needed capacity building of CSOs and LGs should not be limited to financial support, but should also involve strengthening CSOs' and LGs' technical and managerial capacities in order to reduce their dependency on external assistance and increase their effectiveness. The ability to build more strategic - and less case-by-case - partnerships between CSOs, LGs and the private sector is also generally seen as imperative. However, what this "strategic partnership" should look like remains a big question.

In summary, the study found: (i) as a very diverse developing country that is undergoing various transformations, Indonesia faces enormous challenges to meet its commitment to achieving the SDGs; (ii) there are both positive factors that help Indonesia's preparedness in implementing the global goals and negative factors that may hinder achieving them; (iii) both democratization and decentralization can be seen as "double-edged swords" in this regard: opening up space for the participation of civil society and LGs but also complicating efforts to take more concerted action; (iv) building on the experience of implementing the MDGs, the enactment of a presidential regulation to address SDG coordination can provide a crucial legal basis. However, differences among stakeholders on the institutional architecture have delayed the signing of the regulation; (v) without waiting for the presidential regulation, and building on the past momentum of developing local MDG action plans, LGs can start - and a few of them actually have started - working on developing local SDG action plans; (vi) there are examples of collaborative, multi-stakeholder initiatives that can be further supported and expanded; and finally (vii) the EU can help strengthen CSO and LG capacities both in Indonesia and within the framework of cooperation with ASEAN.

2. Introduction

Relevance of Agenda 2030 for Indonesia

Unlike the MDGs, which were formulated in a much less participatory way and which contained fewer and more focused goals, targets and indicators, the all-encompassing SDGs certainly cannot be achieved by national governments alone and require the full and meaningful participation of all stakeholders: civil society, local governments, the private sector, the media and all others. Such an ambitious endeavor certainly provides big challenges for all countries to achieve, and even bigger challenges for a large developing country with a very socio-culturally and economically diverse population.


Indonesia is the fourth most populous country in the world with approximately 250 million inhabitants. Sixty percent are concentrated on Java Island. This vast archipelagic country has a total of 17,508 islands, although “only” 6000 are inhabited. The archipelago spans 5,120 kilometers (3,181 miles) from East to West along the equator, which is divided into three time zones, and 1,760 kilometers (1,094 miles) from North to South between the Asian and Australian continents.

The nation is also culturally very diverse with more than 100 distinct ethnicities and 300 local languages spoken on a daily basis across the archipelago. For most Indonesians, the national language, commonly called *Bahasa Indonesia*, is their second or third language after their respective local languages. While 88% of the population is Muslim, there are provinces with Catholic, Christian and Hindu majorities. Buddhism is also recognized as a major religion in the country. Indigenous beliefs and local adaptations of major religions are also commonly practiced. This cultural diversity has been part of Indonesia ever since the formation of the nation.

While the most-populous island of Java is relatively more developed and industrialized, many other regions in the “outer islands” still remain rural or less developed. In the same vein, while the per-capita GDP of Jakarta Capital City Region has reached 12,000 USD (2014, PPP-adjusted), the comparable figure for some Eastern provinces is still around 2,800 USD (2014, PPP-adjusted). The country's GDP per-capita is approximately 5,200 USD (2014, PPP-adjusted). Based on Indonesian statistics, poverty fell by half between 1990 and 2015 (now at 11%), but the Gini index (inequality) increased considerably, from 0.31 to 0.41, during the period.

Major economic activities are commonly located in and around a number of metropolitan cities. Primary among them is the country's capital city, Jakarta, which, along with some neighboring municipalities, forms an urban agglomeration of more than 20 million people. Infrastructure and public facilities in these metropolitan areas are relatively better compared to the rest of the country, but are still far from adequate to accommodate the increasing needs of their growing populations, especially in the areas of housing, transportation, water supply and sanitation.

The gaps are not limited to physical infrastructure and facilities but also include human capital. Human Development Indexes (HDI) vary considerably from one province to another. For example, while Jakarta's HDI is 0.783 (2014), the comparable figure is 0.622 for West Sulawesi and 0.567 for Papua. While such social-economic gaps have long been recognized by the national government, the current administration of President Joko Widodo has an official development approach called “Development from the Periphery.” With this approach, greater priority is to be given to poorer and peripheral areas. By implementing affirmative policies for these regions, it is expected that the underdeveloped regions will not only become engines of growth, but also reduce regional disparity. This new approach to development is in line with the spirit of the SDGs’ “No one left behind,” as both acknowledge the inclusive development process.



Reducing regional disparity has become more challenging since Indonesia adopted its decentralization policy. The policy has transferred most government functions to the local governments. Administratively, Indonesia has three tiers of government¹: national, provincial and local (cities and *kabupaten*/regencies). As of 2015, the country has 34 provinces and 514 local governments (98 cities and 416 regencies)², all of which have enjoyed a relatively high degree of autonomy since the 1999 introduction of the decentralization policy (which also marked the end of more than three decades of highly centralized rule during President Suharto's government). However, the financial, technical and managerial capacities of LGs to carry out the new functions vary considerably. While a few LGs generate a healthy percentage of their own revenue, many other LGs are still financially dependent on national government transfers.³

1 Some experts have argued that, with the adoption of Law No. 6/2014 on Village Governments, which strongly acknowledges villages as autonomous entities, Indonesia actually has four tiers of government instead of three. For the purpose of this study, however, the Researcher preferred to use the old framework in which Indonesia has three levels of government.

2 As a result of the liberal decentralization law, the number of provinces and local governments has proliferated. A moratorium had to be adopted in 2010 – 2014 to stop requests from local elites to set up new provinces or new regencies.

3 Apart from being autonomous regions, provinces are also legally tasked as representatives of the national government and therefore carry out many national government programs, including those related to relevant international commitments. In general, provinces also have better “financial room for maneuver” than LGs do. In this light, the proposed presidential regulation on SDG implementation requires only the formulation of national and province-level SDG action plans, with LG and CSO participation in the processes. Many CSOs, however, see such an arrangement as insufficient. They argue for the need to support the development of local-level SDG action plans and for the embedding of the global goals in the local development plans.

SDGs and Indonesia's Priorities

Indonesia has been active in global development cooperation, including in setting common goals such as the MDGs and the SDGs. During his time in office (2004 – 2014), President Susilo Bambang Yudhoyono (SBY) was appointed by UN Secretary General Ban Ki-Moon to be the co-chair of the High-Level Panel of Eminent Persons (HLPEP) on the Post-2015 Development Agenda. A significant number of Indonesian civil society organizations as well as like-minded associations of private corporations and businesses were involved throughout the process of formulating the Panel's recommendations. This created a snow-ball effect in promoting the global goals beyond the government. President Joko Widodo - while not showing the same level of enthusiasm as his predecessor - is basically open to this movement.

One way to promote the implementation of SDGs in Indonesia is by mainstreaming the goals into national development plans. The government's commitment to the SDGs was partially manifested in a National Secretariat led by the Bappenas⁴. One of the Secretariat's main tasks is to align the SDGs with the current 2015-2019 National Medium-Term Development Plan (RPJMN), the 2005-2025 RPJPN, and sectoral and regional development plans. Although the 2015 – 2019 RPJMN was formulated before the official launch of the SDGs in September 2015, the National Planning Agency had already attempted to accommodate some of the global goals (although not the eventual precise goals, targets or indicators) into the RPJMN. As required by the relevant laws, the RPJMN also accommodates the incoming administration's political campaign promises, the technocratic plans of all line ministries as well as the popular demands of the people collected through the multi-level "*Musrenbang*" (the

participatory process of development planning deliberation). A preliminary study by UNDP-Indonesia revealed a significant convergence between SDGs and the campaign promises of Joko Widodo, which was called "*Nawa Cita*" or the "*Nine Goals*", manifested in the 2015 – 2019 RPJM.⁵ Annex A indicates areas of convergence found by the UNDP study.


A further example of Indonesia's commitment to the SDGs is the planned presidential regulation that will specifically regulate the institutional set-up for the implementation of the SDGs. This follows the pattern in the past where a 2010 presidential instruction⁶ on the acceleration of efforts to achieve the MDGs included the formation of a multi-ministry National Coordinating Team, which consisted of high-ranking officials from relevant ministries and agencies, and the National Secretariat for MDGs that was managed by the National Planning Agency (*Bappenas*). Both the coordinating team and the secretariat were set up for promoting, planning, monitoring and coordinating government programs relevant to the MDGs as well as reporting on achievements. Building on the above experience, the *Bappenas* has proposed that the government employ a similar model for the implementation of the SDGs. Acknowledging the roles of other stakeholders, the secretariat is also tasked as a communication hub for various recognized "platforms" or "clusters" of stakeholders, namely, (a) government and parliament, (b) civil society organizations, (c) the private sector and philanthropic foundations, and (d) academic/scientific institutions. The national secretariat would still be managed and overseen by the *Bappenas*.

While agreeing with the general approach, some CSOs have been lobbying hard -including by directly meeting with President Jokowi - for an overall institutional arrangement to have representatives of all stakeholders sitting in the coordinating team, the secretariat, as well as in specific working groups for each of the sustainable development goals. In the meantime, associations of LGs have been calling for stronger recognition of the LGs' roles and therefore arguing for a cluster of their own. They do not want to be

4 In Indonesia's national development planning system, the Bappenas is in charge of coordinating the formulation of national development plans, while its counterparts (called the Bappeda – Badan Perencanaan Pembangunan Daerah) are in charge of coordinating the development plans at the provincial and local levels respectively. At all levels (national, provincial and local) there are three different but strongly interconnected development plans: the 20-year long-term development plans (called Rencana Pembangunan Jangka Panjang Nasional – RPJPN), the 5-year medium-term development plans (called Rencana Pembangunan Jangka Menengah Nasional – RPJMN) and the annual development work plans (called Rencana Kerja Pembangunan – RKP) that will then be reflected in government programs and budget. The President's campaign promises (as well as the governors' and mayors' respective campaign promises for the provinces and district/municipality levels) should be reflected in the medium-term development plans.

5 Sedaldyo 2015.

6 Presidential Instruction No. 3/2010 on an Equitable Development Program. In the Indonesian hierarchy of laws, a presidential instruction (Instruksi Presiden) is one level lower than a presidential regulation (Peraturan Presiden), a level that is now sought for the implementation of the more all-encompassing SDGs.



"lumped together" in the same cluster category called "government and parliament." Meanwhile the private sector and philanthropic groups prefer not to be rigidly coordinated. It is exactly this debate that has delayed the enactment of the planned presidential regulation (originally planned to be enacted in April/May 2016; there has not been any indication of the exact time when the President will sign the decree).

Roles of the CSOs and LGs: A SWOT Analysis

As indicated earlier, as Indonesia has begun to embrace democratic and decentralized governance principles, the roles of the CSOs and LGs have become increasingly important. This section is an attempt to briefly analyze the strengths and weaknesses of the CSOs and LGs as well as the opportunities and threats for implementation of the SDGs. Although they are combined in this analysis, keep in mind that CSOs and LGs are different entities.

Table 1 SWOT Analysis of the Roles of CSOs and LGs

<p>Strengths</p> <ul style="list-style-type: none"> • Many national and local CSOs were involved in the implementation of MDGs in the past and are therefore familiar with the SDGs. A few of them participated in the formulation of the SDGs and now continue working on the implementation of SDGs. • The CSOs' fields of expertise are diverse. There are active CSOs in each of the SDGs. • CSOs generally have the flexibility to adapt to changing situations, challenges and opportunities. • Some local development agendas are in sync with SDG targets. Many LGs have developed MDG local action plans in the past. This could be the basis for a similar approach in implementing SDGs at the local level. • There are cases of innovative leadership in both CSOs and LGs that can contribute to the achievement of SDGs. The media has been reporting on them to inspire others. • Both CSOs and LGs tend to be "closer" to the people and tend to better understand their aspirations (it's certainly a generalization and not always the case). 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Many national CSOs are financially too dependent on donors whereas local CSOs tend to be dependent on their national partners or on government programs (few CSOs have been able to generate their own funding support through membership, crowd-funding or some other means). • Overall capacities of CSOs vary considerably. Many CSOs experience "talent-drain" due to leaders moving to proliferating political parties and government auxiliary bodies. • CSOs have limited capacity to scale up their best practices. • LG financial, managerial and technical capacities to implement development programs are unequal across the country. • Most LGs are financially and technically too dependent on national government. • While MDGs have become well-known by LGs, some LG officials are not aware of the change from MDGs to SDGs.
<p>Opportunities</p> <ul style="list-style-type: none"> • Democratization has opened up greater room for CSO (and other stakeholder) participation in development in general. • Adoption of various laws and regulations that require participation. • Growing middle class that supports civil society activism. • Decentralization of authorities and, more gradually, of resources has given LGs more of a role to play in development. 	<p>Threats</p> <ul style="list-style-type: none"> • Growing perception (including among decision-makers) that democratization and decentralization slow down progress (often by referring to China and Singapore where economic growth is prioritized over democracy). • Misunderstanding among a few LGs that the SDGs (like the MDGs previously) are "something foreign" being "imposed" on local communities. • Growing radical beliefs that do not tolerate differences and try to impose their beliefs on others.

Source: Researcher's participant-observation, 2016

3. Learning from the Past

Engaging CSOs and LGs in MDG Implementation

Since 1998, Indonesia's post-authoritarian regime has left much social, economic, and political instability, leaving the national government, LAs, and CSOs unaware of such global goals. It was not until 2010 that the Government of Indonesia made any significant progress in achieving the MDGs. UNDP Indonesia took the initiative to form a MDG Secretariat in close collaboration with the National Development Planning Agency (Bappenas). In addition, knowing that the MDGs were initially apparently not seen as the main priority of the national government, CSOs began approaching the government, pushing them to meet these goals at the latest five years before the MDGs ended. As a result, President Yudhoyono issued Presidential Instruction No. 3/2010 to design equitable development programs which referred to the MDGs indicators.

The Presidential Instruction also provided a legal basis for the MDG National Secretariat to coordinate actions. In addition, all provinces were then required to develop a Regional Action Plan for MDGs (RAD MDGs) following the National Action Plan for MDGs (RAN MDGs). The RAN MDGs were then also been added to the 2005 – 2025 National Long-Term Development Plan (RPJPN) and the 2010 – 2014 National Medium-Term Development Plan (RPJMN) at the national level. Similarly, RAD MDGs also needed to be embedded in the provinces' development plans. By 2015, 33 provinces in Indonesia had adopted the RAD MDGs.⁷

While the Presidential Instruction also mandated local governments to develop MDG Action Plans (RAD MDGs), the national government's assistance for this seems to be limited to providing guidelines. The national government, particularly the Bappenas, did provide technical assistance to provinces in developing the action plans. It was then expected that the provinces would provide similar assistance to the local

governments within their respective regions. Interviews and informal interactions with LG officials indicate that some LGs have considered MDGs – including targets and indicators – in their respective development plans, showing awareness and enthusiasm among local government officials about the MDGs (after years of socialization not only by the national government but also by various NGOs).

CSOs were involved in the promotion or localization of MDGs, for example, by developing and applying “joint report cards” (modified versions of “citizen report cards”). Upon the government's official adoption of MDGs, some CSOs continued working as advocacy or pressure groups while others worked at the local and community levels as facilitators or “partners” in the relevant processes. Furthermore, some CSOs also produced “shadow reports” as an alternative to the official MDG reports during the last five years of MDG implementation. In terms of upscaling this kind of participatory practice into formal policy level, there has been no concrete evidence showing that the policy to support broader stakeholder involvement in localizing the MDGs has taken place. The policy coherence for localizing the MDGs was highly dependent on national policy arrangements, despite the fact that local governments have more authority to coordinate the implementation of the MDGs.

As a result, by the end of 2015, many LGs and communities in Indonesia had just started to embrace these global goals as their own. Some local leaders were not even aware of the change from MDGs to SDGs, while a few others already wondered what to do with the recently adopted Local MDG Action Plans and how to move along with the new and more all-encompassing global goals.

Apart from the increasingly important role of CSOs and LAs, the MDGs put specific focus on the involvement of marginalized groups. In Indonesia, some minority groups find it difficult to find a space to participate. This is not only because they are excluded, but also because of the oppression of some radical groups with conservative values. Many CSOs in Indonesia partnered with marginalized groups, for instance the poor,

⁷ One other province, the North Kalimantan Province, is a newly established province and has not legally adopted its long-term or medium-term development plans at the time of this writing.

women, the elderly and disabled people to work on their development programs. Other CSOs, as well as research institutions, represented the voice of marginalized groups for the MDGs through publications, urging the government to take further action. While oppression of marginalized groups persists, the spirit of the MDGs, as well as the national development agenda, have tried to carry on development for all with no exception. Clearly, discrimination against marginalized individuals is a barrier to full implementation of the SDGs.

While internal support to accelerate the MDGs was, to some extent, limited, major international development agencies supported the implementation of the MDGs in Indonesia. The European Union (EU), for example, spent €248 million in Indonesia during 2007-2013 on three development priorities: basic education, trade and investment, and law enforcement and judicial reform. The EU also specifically supported the achievement of several MDGs in Indonesia, such as Goal 6 with IMPACT (Integrated Management, Prevention, Care and Treatment) and Goal 7 with the Indonesian FLEGT program (Forest Law Enforcement, Governance, and Trade Support Project).

In addition, the country also benefitted from several global funds/regional thematic programs and multi-donor funds, to which the EU contributed. The programs focused on improving key areas of some MDGs objectives. For example, €20 million for the Maternal and Young Child Nutrition Security in Asia (MYCNISA) Project implemented by Unicef addressing children and maternal health issues in several Asian countries, and SWITCH Asia, promoting Sustainable Production & Consumption (SCP). Together with other major development partners in Indonesia, the EU also contributed to the National Program for Community Empowerment (PNPM) Support Facility (PSF) (i.e. a multi-donor trust fund managed by the World Bank) contributing to poverty reduction and inclusive economic growth. As a PSF Joint Management Committee member (2010-2013), the EU Delegation contributed to policy dialogue with the national government. The above-mentioned examples showcase the EU's commitment to strengthening a bilateral relationship with Indonesia to meet the MDGs.

The long process of internalizing the MDGs in Indonesia's development agenda was the outcome of multi-stakeholder

engagement. The Presidential Instruction was the turning point. While many CSOs were already well-informed and playing an advocacy role, including taking the interests of marginalized groups into account, the role of LGs began after the issuance of the Presidential Instruction. With help from the EU, and despite a late start, CSOs and LGs have continued to strengthen their capacity to engage with the MDGs.

Assessment of the MDGs in Indonesia

The implementation of the MDGs in Indonesia provides a useful reference for planning the implementation of the SDGs. Based on the 2014 MDGs evaluation report,⁸ as summarized in Box 1 below, Indonesia has shown significant results, considering that concerted efforts started only in 2010. In general, 5 out of 8 goals have been achieved and 78% of targets were expected to be accomplished at the end of the MDGs' period in December 2015 (Bappenas, 2015). Targets related to maternal health, water and sanitation, and the prevalence of HIV and AIDS are among those yet to be met.

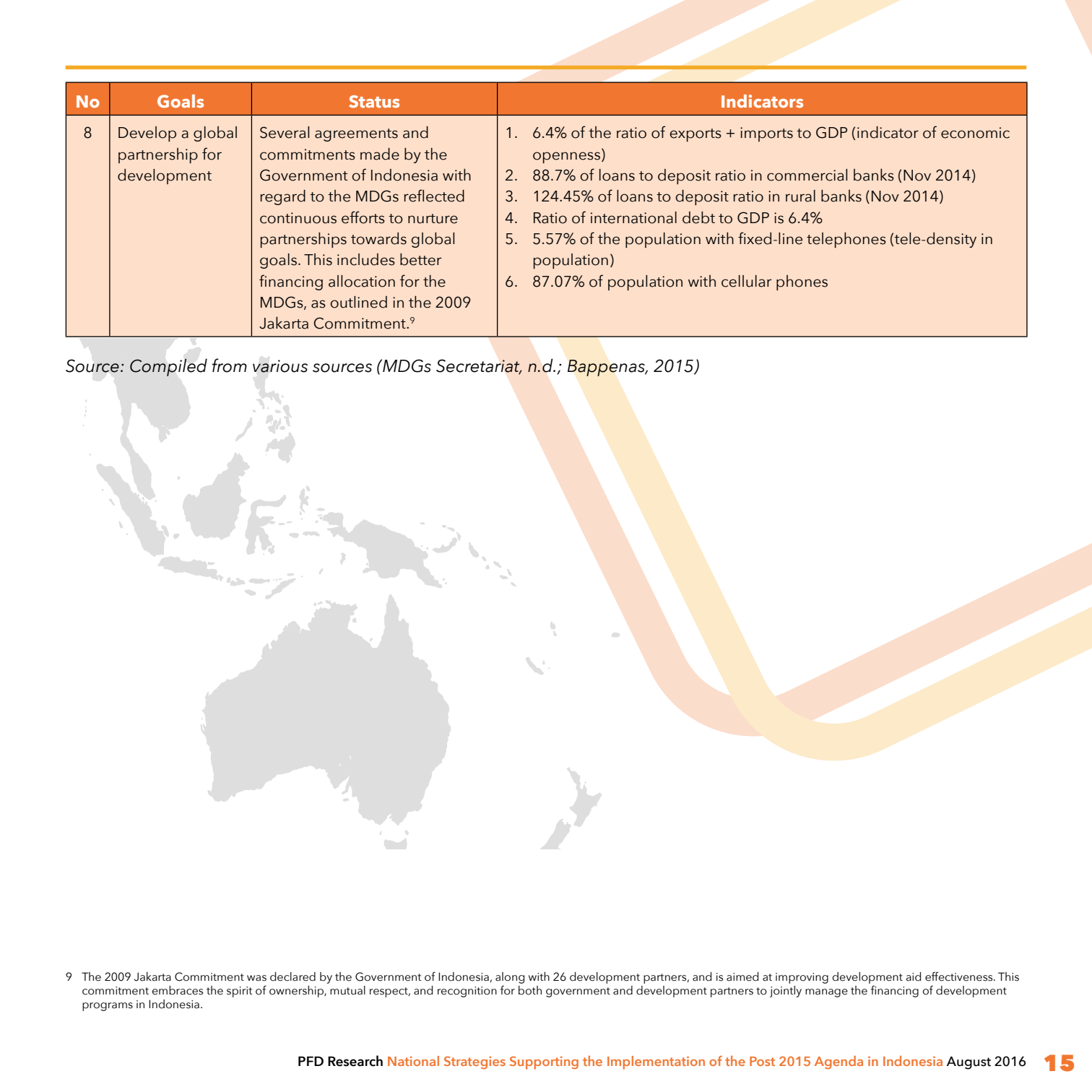
This success could be seen in part as an indication that Indonesia's development has actually been on the right track. Many previous development programs were actually in sync with the MDGs although were not officially framed as such. The decentralization policy that started in 1999 has also significantly contributed to the increased participation of local actors (governments and communities) in development and in promoting the MDGs. Stronger national political leadership - as indicated partly by the appointment of Ms. Nila Moeloek as the Presidential Special Envoy for the MDGs, a ministerial-level position, during President SBY's administration, also significantly helped. The MDGs successfully laid the groundwork for better development efforts linked with measurable indicators.

8 A more comprehensive evaluation report of 2000-2015 MDGs in Indonesia is currently being prepared by the National Secretariat but is not ready for publication yet (expected in 2016).

Box 1 MDGs' Evaluation Report as of 2014

No	Goals	Status	Indicators
1	Eradicate extreme hunger and poverty	The poverty level in Indonesia, both absolute and relative, shows striking improvement, aiming towards halving the population who live below the extreme poverty line. However, there is still much work to be done to alleviate poverty.	<ol style="list-style-type: none"> 5.9% of the population below USD 1.00 (PPP) per capita per day (2008) 1.75% Poverty Gap Ratio 5.66% growth rate of GDP per person employed (2013) 62.64% employment-to-population (over 15 years of age) 42.57% proportion of own-account and contributing family workers in total employment 19.60% prevalence of underweight/under-five years of age (2013) 17.39% of Indonesians with calorie consumption under 1400 kcal/day and 66.96% whose dietary intake is under 2000 kcal/day
2	Achieve universal primary education	Goal 2 was considered to be "on the right track." The indicators for student participation show positive signs of achieving both MDGs and national targets.	<ol style="list-style-type: none"> 96% of Net Enrolment Ratio (NER) in primary education (2013/2014) 96.57% of pupils starting grade one complete primary school 98.88% literacy rate for people aged 15-24 years, women and men
3	Promote gender equality and empower women	In Indonesia, the issue of gender equality has gained much attention in the fields of education and labor. More serious efforts are needed in the areas of women's role in development and reducing domestic violence.	<ol style="list-style-type: none"> Ratio of girls to boys in education <ul style="list-style-type: none"> 99.28% in primary school 104.10% in secondary school 103.28% in tertiary school 35.53% share of women in wage employment in the non-agricultural sector 17.32% of seats held by women in national parliament

No	Goals	Status	Indicators
4	Reduce child mortality	In general, the target to reduce child mortality in Indonesia was expected to be achieved by the end of 2015.	<ol style="list-style-type: none"> 1. Under-five mortality rate (per 1000 live births) is 40 (2012) 2. Infant mortality rate (per 1000 live births) is 32 (2012) 3. 89.42% of one-year-old children immunized against measles
5	Improve maternal health	The overall performance of the effort to reduce maternal mortality was still far from the target of the MDGs. Lack of reproductive health education and limited access to health services were identified as key challenges to overcome the risk of maternal mortality.	<ol style="list-style-type: none"> 1. Maternal Mortality Ratio is 359 (2012) 2. 86.89% of births attended by skilled health personnel (First trimester in 2014) 3. 61.17% current contraceptive use among married women 15-49 years old, any method 4. Adolescent birth rate (per 1000 women aged 15-19) is 48 (2012) 5. Antenatal care coverage for at least one visit is 93.76% and at least four visits is 85.72% 6. 11.4% of unmet need for family planning
6	Combat HIV/AIDS, malaria, and other diseases	The HIV/AIDS prevalence in Indonesia tended to increase during the implementation of the MDGs, particularly within high-risk groups such as drug users and sex workers. Stigma and cultural pressure to suppress discussions on HIV/AIDS have also made it challenging to control the spread of the virus.	<ol style="list-style-type: none"> 1. 0.46% of HIV/AIDS prevalence among total population 2. 43.52% condom use at last high-risk sex (2013) 3. 21.3% of population ages 15-24 with comprehensive knowledge on HIV/AIDS 4. 86.93% of population with advanced HIV infection with access to antiretroviral drugs 5. Incidence and death rates associated with Malaria per 1000 people is 0.99 6. 34.80% of children under five sleeping under insect sprayed bed nets 7. 343 incident rate, 272 prevalence rate, and 25 death rate associated with Tuberculosis (2013) 8. 70% of Tuberculosis cases detected and 89.7% of Tuberculosis cases cured under the DOTS program
7	Ensure environmental sustainability	Indonesia has achieved some progress in sustainable development, particularly in the quality improvement of water, sanitation, and urban dwelling areas. Big challenges remain in the areas of forest conservation and management and managing pollution.	<ol style="list-style-type: none"> 1. 66% of actual forest cover to total land area based on the review of satellite imagery and aerial photographic surveys 2. 356,823 Gg Carbon dioxide (CO₂) emissions 3. Total consumption of ozone depleting substances (ODS) in metric tons 0 CFC and 6,689.21 metric tons HCFC (2010) 4. 93.54% of fish stocks within safe biological limits (2013) 5. 42% of the ratio of terrestrial areas protected to maintain biological diversity to total terrestrial area (2012) 6. 5.1% of marine protected areas to total territorial marine area 7. 68.87% of households with sustainable access to clean water, urban and rural 8. 61.04% of households with sustainable access to basic sanitation 9. 9.12% of urban population living in slums



No	Goals	Status	Indicators
8	Develop a global partnership for development	Several agreements and commitments made by the Government of Indonesia with regard to the MDGs reflected continuous efforts to nurture partnerships towards global goals. This includes better financing allocation for the MDGs, as outlined in the 2009 Jakarta Commitment. ⁹	<ol style="list-style-type: none"> 1. 6.4% of the ratio of exports + imports to GDP (indicator of economic openness) 2. 88.7% of loans to deposit ratio in commercial banks (Nov 2014) 3. 124.45% of loans to deposit ratio in rural banks (Nov 2014) 4. Ratio of international debt to GDP is 6.4% 5. 5.57% of the population with fixed-line telephones (tele-density in population) 6. 87.07% of population with cellular phones

Source: Compiled from various sources (MDGs Secretariat, n.d.; Bappenas, 2015)

⁹ The 2009 Jakarta Commitment was declared by the Government of Indonesia, along with 26 development partners, and is aimed at improving development aid effectiveness. This commitment embraces the spirit of ownership, mutual respect, and recognition for both government and development partners to jointly manage the financing of development programs in Indonesia.

4. Realizing Present Needs

The transition from MDGs to SDGs

In the introduction of this study it was already mentioned that Indonesia has been active in global development cooperation in general and in the planning process for the SDGs in particular. At the moment, the country is in the process of establishing its own strategy. On one hand, it needs to mainstream both the overall agenda and the particular priorities and goals into a national development plan. On the other, the upcoming expected presidential regulation is supposed to shed light on the institutional set-up for the actual implementation of the SDGs.

While all of this is part of the current debate, no conclusions had been reached at the time of finalizing this report. One of the ways to gauge the Government of Indonesia's preparedness to implement the SDGs is to review, albeit briefly, examples of the country's conditions with regard to some selected goals. In order to illustrate this, Table 2 shows the relation between some of the SDGs and existing national actions.

It is important to recall here that implementing the SDGs in Indonesia is quite challenging, considering the aforementioned facts about how diverse and unequal Indonesia is.

Table 2 Existing Conditions Related to Selected SDGs

No	Goals	Targets	Current Conditions
1	Goal 1. End poverty in all its forms everywhere	1.1 By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day	<ul style="list-style-type: none"> The Government of Indonesia has an integrated poverty alleviation program. For example, there is a program based on social assistance, community participation, and empowerment of micro businesses. <p>Supporting Data:</p> <ul style="list-style-type: none"> In 2006, poverty in Indonesia reached 17.8%, and fell to 11.2% in 2015. However, the Gini Index increased from 0.36 to 0.41 during the same period. The poverty gap ratio in Indonesia was reduced from 2.08% in 2011 to 1.75% in 2014.
		1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions	
		1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	<ul style="list-style-type: none"> The Government of Indonesia has launched the Prosperous Family Savings Program (<i>Program Simpanan Keluarga Sejahtera</i>), the Smart Indonesia Program (<i>Program Indonesia Pintar</i>), and the Healthy Indonesia Program (<i>Program Indonesia Sehat</i>) to alleviate poverty and improve access to basic services. According to <i>Program Indonesia Sehat</i>, people are required to register with the Indonesian Social Security Administration (known as BPJS – <i>Badan Penyelenggara Jaminan Sosial</i>) since 2014. <p>Supporting Data</p> <ul style="list-style-type: none"> In 2016, 64% of the population was already registered with the BPJS, up from 49% in 2014. Small improvement in the literacy rate in Indonesia for people aged 15-24, from 98.78% in 2011 to 98.88% in 2014. <i>Program Indonesia Pintar</i> was targeting 20.3 million students as recipients in 2015. In 2013, there were 36 cases of tidal wave/abrasion and 66 cases of drought. The number of damaged houses due to natural disasters in 2013: 17,789 totally damaged, 12,597 moderately damaged, and 59,644 lightly damaged.
		1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance	
		1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	

No	Goals	Targets	Current Conditions
2	Goal 5. Achieve gender equality and empower all women and girls	5.1 End all forms of discrimination against all women and girls everywhere	<ul style="list-style-type: none"> Indonesia's Gender Inequality Index (GII) was 0.5 in 2013. This shows that gender inequality remains high, especially in the labor force and parliament system. There was an improvement with regard to the Gender Development Index of Indonesia, from 89.42 (2010) to 90.34 (2014). There is still a considerable gap in the Human Development Index (HDI): the HDI was 66.2 for Women and 73.36 for men (2014).
		5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation	<ul style="list-style-type: none"> The National Committee for Women stated that the number of violent acts against women is still high, with 293,220 cases (2014), rising from 279,760 cases (2013). Violence against children is also relatively high with 1,408 cases in 2014.
		5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation	Law No. 1 Year 1974 on Marriage regulates the minimum age for males and females to get married to protect girls from early and forced marriage. However, Indonesia ranks 37th among countries with child marriage, proving that early marriage is still a common practice.
		5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate	<ul style="list-style-type: none"> Female-headed households in Indonesia accounted for 14.73% of total households in 2014. <i>Program Keluarga Harapan</i> (PKH) is a conditional cash transfer program, largely targeting women and children. The program reached 2,326,523 poor households in 2013. Several social protection programs have been launched such as a rice subsidy, cash transfers, health insurance, and so on. However, the protection targeted for women remains unclear, or rather limited.
		5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	<ul style="list-style-type: none"> Women's participation rate in the labor force is relatively low compared to men at 50.22% for women and 83.05% for men. This is largely driven by the need for women to take care of domestic work. In terms of women's participation in public office, the Gender Empowerment Index shows improvement, but there is still a considerable gap between men and women in political participation and economic life.
		5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences	<ul style="list-style-type: none"> The proportion of pre-marital sex increased significantly from 2007 to 2012. In 2012, 14.6% men and 1.8% women aged 20-24 had pre-marital sex. In 2012, the average age of first marriage for women was 20.1. Prevalence of HIV/AIDS remains high: 32,711 cases in 2014, rising from 29,037 in 2013. 32.2% of new HIV/AIDS cases were in the 20-29 year-old age group. The Ministry of Health coordinates the program for sexual and reproductive health, mainly targeting teenagers and mothers. However, there is still a lack of information as to whether these programs are accessible to wider society. SRHR programs are mostly coordinated by CSOs.

No	Goals	Targets	Current Conditions
3	Goal 6: Ensure availability and sustainable management of water and sanitation for all	6.1 By 2030, achieve universal and equitable access to safe and affordable drinking water for all	In 2014, 68.87% of households, both in urban and rural area, had access to sustainable and safe drinking water.
		6.2 By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations	In 2014, 62.41% of households had access to sustainable and adequate sanitation in urban and rural areas, based on the evaluation report for MDGs.
		6.3 By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing the release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally	<ul style="list-style-type: none"> • The proportion of villages with water pollution increased from 10.34% in 2011 to 10.69% in 2014. • The Government of Indonesia is still focusing on the quantity of water that needs to be supplied, rather than water quality. Water pollution data at the national and regional scale is fairly poor.
		6.4 By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity	<ul style="list-style-type: none"> • The percentage of households using clean water rose from 58.18% in 2009 to 66.77% in 2014. • Data availability on the matter of water usage is largely inadequate. The issue of water scarcity in Indonesia is exacerbated by the prolonged drought season.
		6.5 By 2030, implement integrated water resources management at all levels, including through trans-boundary cooperation as appropriate	<ul style="list-style-type: none"> • In Indonesia, water resource management falls mainly under the supervision of the Ministry of Public Works. • At the sub-national level, water management is usually under the direction of the Public Works Agency and provided by LG services. There are also several local state-owned water supply companies dealing with water usage at the local level.
		6.6 By 2020, protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes	<ul style="list-style-type: none"> • The Environmental Quality Index was 63.42 in 2014, increasing from 63.14 in 2013. • The Environmental Performance Index of Indonesia was 65.85 in 2015, ranked 107 out of 180 countries. • The total area of burned forest was 11,240.78 Ha in 2015, a rapid decrease from 44,411.36 Ha in 2014.

No	Goals	Targets	Current Conditions
4	Goal 13. Take urgent action to combat climate change and its impacts	13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	<p>Only a few cities in Indonesia earnestly consider climate change in their development strategies (particularly in vulnerable and disaster-prone areas). Public awareness still needs improvement.</p> <p>Supporting Data</p> <ul style="list-style-type: none"> • The availability of wetland area in 2008 was 7,991,464 Ha and reached 8,127,264 in 2012. • Indonesia's deforestation contributes to a large share of global deforestation emissions, that is, around 30-40% for the 2000-2010 period (Climate Action Tracker, 2015). • National greenhouse gas (GHG) emissions were estimated to be 1,800 MtCO₂e in 2005. This increased by 400 MtCO₂e compared to 2000 (The Republic of Indonesia, 2015) • CO₂ emissions from motorized vehicles were 85.08 million tons in 2009 and reached 122.29 million tons in 2013.
		13.2 Integrate climate change measures into national policies, strategies and planning	<ul style="list-style-type: none"> • Climate change issues are addressed in the 2015-2019 National Medium-Term Development Plan, focusing on capacity building for all stakeholders. • Indonesia already adapted climate change issues to national policies with the National Action Plan on the Reduction of Greenhouse Gas Emissions (RAN GRK) and the National Action Plan on Climate Change Adaptation (RAN API.). • At the COP21 Conference, Indonesia committed to reducing emissions by 26% in 2020 and 29% in 2030. <p>Supporting Data</p> <ul style="list-style-type: none"> • 33 out of 34 provinces in Indonesia already have Local Action Plans on the Reduction of Greenhouse Gas Emissions (RAD GRK) for the RAN GRK.
		13.3 Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning	<p>Several local governments disseminated information on climate change as part of efforts to raise awareness about climate change and adaptation.</p>

Source: Compiled from various sources (Pusdatin Kementerian Kesehatan, 2015; BPS, 2015; Bappenas, 2015; Komnas Perempuan, 2015; Friastuti, 2015; TNP2K-Bappenas, n.d.; Kementerian Kesehatan, 2014; Noviani, 2015; BPS, 2015; Hsu, A. et al., 2016; Fauzi, A. and Oxtavianus, A., 2013; Kementerian Lingkungan Hidup dan Kehutanan, n.d.; Kementerian Kesehatan, 2015; BPJS, 2015; UNFCCC, 2015; Climate Change Tracker, 2015; Lenrosen, 2015; Friedrich and Damassa, 2014)

The four examples depicted in the table above (SDGs 1,5,6 and 13) can be seen as an early indication of how far Indonesia is from meeting the intended goals. Considering the present data and circumstances, efforts from all stakeholders are needed to speed up implementation and achieve the ambitious global goals.

Roles of CSOs and LGs in Implementing the SDGs

The majority of government functions have been transferred to LGs, except those that are specifically designated as within the domain of national government, such as defense and security, foreign affairs, monetary and fiscal policies, justice and religious affairs. The Law on Local Governments (Law 23/2014) outlines government responsibilities and functions that are obligatory and those that are optional for LGs as well as those that are concurrently tasked to different levels of government. While some international commitments made by the national government need to be implemented at the local level, the decentralized governing system strongly requires promotion (or, in Indonesian terminology, “socialization”) by the national government so that LGs will adopt and implement.

Due to government failure, some CSOs do “fill the gaps” in public services or goods provision, such as for education and health services in remote areas. A number of CSOs which were active in SDG formulation have started promoting multi-stakeholder approaches to SDG implementation. CSO experiences in the implementation of MDGs over the last five years are an asset for supporting the implementation of SDGs in the near future.

Nowadays, many local CSOs and LGs remain focused on adapting and implementing the MDGs (due to the delayed implementation of the MDGs in Indonesia) without exactly knowing that the global reference has changed from MDGs to SDGs. But now they need to expand the reference to the more comprehensive SDGs, which will require more resources and more cooperation among stakeholders. The government needs to work more closely with those CSOs and LGs, which are not only well-versed with the new global goals, but have also started working on promoting them, so that together they can assist CSOs and LGs that are still not fully aware of the global reference change.

Challenges to Implementing the SDGs

As previously discussed, there is no doubt that the role of CSOs and LGs is highly important and that, therefore, several preconditions to create an enabling environment must be met in order for these actor-stakeholders to participate in achieving the global goals. In practice, the implementation of the SDGs will be more complicated not only because of the all-encompassing nature of the SDGs, but also because of the diverse characteristics and capacities of LGs and CSOs. Even though the SDGs have embraced the spirit of multi-stakeholder approaches, without mutual trust among the stakeholders, the global goals can hardly be achieved.

Despite successful multi-stakeholder cooperation in the past and on-going endeavors, many government officials still see CSOs as “opposition” while at the same time they also see business actors as profit-seekers that can be asked for more contributions (CSR or otherwise) beyond the taxes that they already pay. On the other hand, many civil society activists and business actors see government officials as corrupt, inefficient and inflexible in dealing with the rapidly changing development landscape. Segments within the national government seem to be stuck in a government-centric approach and leave only a token space for non-state actors to participate. Such a lack of trust between stakeholders has led to unsynchronized actions in the past and, if not properly addressed, can potentially hinder the collaborative actions that critically need to be built for the implementation of SDGs. It is in this context that some major civil society groups—led by INFID—have called for more multi-stakeholder representation in the formal institutional architecture for SDG implementation.

As an example of the above lack of trust issue, the government’s promotion of labor union participation in the process of planning the implementation of the SDGs in Indonesia was rather limited, if not absent. While on one hand Goal 8 aims at creating decent work for all and, on the other hand, Indonesia’s labor conditions and the conditions of work for Indonesian overseas workers are still generally poor, consultation with those organizations directly working to improve workers’ conditions has not generally been conducted in depth. Policies on how to improve labor conditions—both within the

country and abroad—have not been very clear. This situation certainly poses great challenges for the country's achievement of Goal 8 and the SDGs in general.

Aside from the challenges of promoting multi-stakeholder approaches, the capacities of LGs and CSOs in general need to be strengthened so that they can participate more meaningfully. LG capacities vary considerably within the country. The challenge of capacity building here includes the financial, technical and managerial capacities of LGs as well as of CSOs. Provinces like the Jakarta Special Capital Region, Riau Province and a few others have enough capacity to initiate the development of their own SDG Action Plan. At the city/regency-level there have also been discussions about how to respond to the change from MDGs to SDGs. But many more provinces and LGs have not yet paid serious attention to the need to align the SDGs with their own development plans and programs.

Consistency in the overall development policy—or the lack thereof—is also an area of concern if Indonesia is to achieve the SDGs. While the “Development from the Periphery” approach that the current administration is adopting is meant to address growing inequality—both horizontal and vertical—by giving development priority to poor villages and peripheral areas, the structural and systemic problems with the markets that always favor large metropolises and big economic players have not been clearly addressed. Conflicting policies in the areas of trades, industries, the environment, spatial planning—to name a few—are many.

There is also a challenge with data and indicators. With hundreds of indicators for the 17 sustainable development goals, the capacity of Indonesia's Central Bureau of Statistics (BPS - *Badan Pusat Statistik*) to collect data for the indicators across diverse regions and nationally is still unproven, at best. While the BPS has so far been able to support adequate demographic, social and economic data for Indonesia's development plans and other policy-making processes, adjusting them to monitor the achievement of the SDGs will require an enormous amount of resources that may not be available for the BPS. This condition is exacerbated by the varying data systems and management at national level and the lack, at times, of relevant local data. There is a definite need for capacity building in this area.

Encouraging Multi-Stakeholder Cooperation

The national government, local governments (both city and regency governments), and CSOs are the primary driving forces to form multi-stakeholder platforms. While the roles of LGs and CSOs have been increasingly acknowledged, the role of the private sector is no less important. Three out of 17 global goals are related specifically to economic and business development: Goal 8 (decent work and economic growth); Goal 9 (industry, innovation, and infrastructure); and Goal 12 (responsible consumption and production). These goals indicate the relevance of the private sector in achieving the SDGs. In implementation, the companies should be able to distinguish business as usual from implementing SDG-related programs. In Indonesia, some big corporations are now paying more serious attention to social development, indicating a paradigm shift towards sustainable business processes. Corporate Social Responsibility (CSR) is often considered a channel to implement social programs. For example the recent SDG campaign, SATU Indonesia, is a joint collaborative action between the Ministry of Health and PT. Astra International, a leading multi-industry corporation in Indonesia. It aims at improving quality of life in education, the environment, SMEs, and health issues with respect to achieving the SDGs.

The seeds of multi-stakeholder coalitions have emerged in Indonesia, involving not only CSOs, LGs and the national government, but also the private sector. For example, in the field of education, there has been a “movement” of volunteerism spearheaded by the “*Indonesia Mengajar*” (“Indonesia Teaches”), a non-governmental initiative financially supported by both CSR and crowd-funding, that sends new university graduates and young professionals to teach students in remote areas where school conditions and teacher availability are generally poor or non-existent.

The program builds cooperation with the remote areas' local governments. The initiator of this program, Mr. Anies Baswedan, a former Minister of Education, has scaled up the approach by launching the government-sponsored "Guru Garda Depan" ("Frontier Teachers") while maintaining the original program to continue its pioneering work.¹⁰

A similar coalition of civil society, the private sector, local governments and the national ministry is being developed in the health sector. The program, which is called "*Pencerah Nusantara*" ("the Archipelago's Enlighteners"), sends a team of health workers - doctors as well as nurses, midwives, nutritionists, environmental health specialists, etc. - to remote areas where health conditions and services are generally poor. It was originally initiated by the Office of the President's Special Envoy for the MDGs during President Yudhoyono's administration. The position ceased to exist after the change of government but the program is now carried out by an NGO, the Center for Indonesia's Strategic Development Initiatives, in cooperation with a number of companies and local governments.¹¹ The initiative has now been expanded by the Ministry of Health to become a government program called "*Nusantara Sehat*" ("Healthy Nation"), which complements the decades-old government program that sends doctors or medical students to villages all over the country.

The area of renewable energy has PETA ("*Penggerak Energi Tanah Air*" or "Homeland Energy Movers"), initiated by the Ministry of Energy and Mineral Resources in cooperation with an NGO to promote community-based renewable energy generation in the least-developed regions. Similar collaborative approaches have now been replicated, albeit still in the very early stages, to ensure access to clean water for all, better sanitation for the poor and slum upgrading. Similar collaborative initiatives can potentially be replicated in other SDG sectors.

In this regard, it is important to note the existence of the large-scale government-sponsored "*Program Nasional Pemberdayaan Masyarakat*" or "National Community Empowerment Program" (PNPM) that has trained and sent thousands of facilitators to villages to support development and empower communities. The program has also built cooperation with many NGOs/CSOs at the local and community levels. Although this large-scale government program was officially terminated with the change of government, thousands of able facilitators have become available to support such collaborative initiatives.

Lastly, there is one important stakeholder that merits special attention due to the importance it has for the country, that is, labor organizations. In Indonesia, there is a Labor Union (KSBSI) which supports and organizes labor with the goal of advancing and protecting workers' interests. During the MDGs period, this social partner was not optimally approached by the government, particularly when compared to the cross-sectorial engagements that existed between the government and the private sector. Thus, in this SDG era, it would be advantageous to engage this group from the beginning to ensure achievement of the related SDG targets.

¹⁰ Unfortunately, Mr. Anies Baswedan was among the ministers replaced during the most recent cabinet reshuffle (27 July 2016). It remains to be seen whether the Guru Garda Depan initiative will be continued by the new Education Minister. Mr. Baswedan himself has said that he will continue promoting education in the frontier areas through non-government initiatives.

¹¹ *Pencerah Nusantara* partners with several major companies in Indonesia including PT. Indofood, GE Healthcare Indonesia, PT. Nestle Indonesia, Bank Tabungan Pensiunan Negara, and Coca-Cola Indonesia. In addition, the movement has also secured partnerships with professional organizations, CSOs, philanthropic communities, and research institutions.

5. Strengthening the Means to Achieve the SDGs

Enabling Environments - Mechanisms, Policies, and Coalitions

In this case, enabling environment cover the mechanisms, policies, and coalitions that are relevant for the implementation of SDGs and need to be developed to support achievement of the goals.

Mechanisms and Policies

As indicated in previous sections, there are a number of mechanisms in place to help achieve the SDGs, partially by learning from the experience of MDG implementation. The following presents a number of logical steps for establishing a country strategy:

- The enactment of a national regulation (in this case, a presidential regulation) that is aimed at coordinating actions in various ministries and at various levels of the government.
- The setting-up of an inter-ministerial National Coordination Team and its supporting National Secretariat for SDGs to help consolidate government actions, including communication with various clusters or platforms (the parliaments, LGs, the private sector and philanthropic foundations, academic/research communities and civil society).
- The formulation of national, provincial and local SDG action plans.
- The incorporation of the plans into more legally-binding national, provincial and local development plans can ensure that government programs and budgets are directed to the achievement of the SDGs.
- A monitoring system developed to act as a “dashboard” to monitor the achievement of the global goals at the local level.¹²

¹² For more than five years now, there has been an evolving project—eventually called P3BM: Pro-Poor Planning Budgeting and Monitoring—supported by the ADB, the World Bank and various other donors that, among others, has developed an application to monitor the achievement of MDG targets at the city/regency level. The project, now completed, had been under the supervision of the Bappenas and worked closely with the National Secretariat for MDGs.

However, as has been discussed throughout this report, government alone cannot achieve the MDGs, much less the SDGs. Participation by all relevant stakeholders is crucial. The mechanism by which other stakeholders can be involved can take various forms: awareness raising/public campaigns, direct support for direct actions, incentives-disincentives for private business players and many others. As discussed, the current government’s general policies are also in sync with the aims of the SDG movement. The detailed targets and indicators may not be exactly the same at present, but they must be gradually further synchronized if Indonesia is to meet its global commitments.

Multi-stakeholder Coalitions

The role of multi-stakeholder coalitions still needs to be further defined, particularly in regards to how to strengthen SDG implementation. In this context, multi-stakeholder coalitions that involve the private sector and civil society are essential. For example, as mentioned earlier in this study, the role of trade unions is extremely relevant. SDG Goal 8, and specifically target 8.8: “Protect labor rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment” cannot be attained without their participation. In this sense, it would be necessary to engage unions from the beginning and promote a real debate between workers, employers and eventually the government, as an instrument of social and economic governance for development, to stimulate inclusive growth and combat inequality.

The private sector has a degree of resources (and the flexibility to use these resources) that government or civil society does not have. Corporations are equipped with technical know-how and expert resources that could significantly boost many development projects throughout the nation. Good and environmentally-sound business practices should provide fundamental contributions to sustainable development. For this, closer and more strategic cooperation between private

sector actors (including philanthropic foundations) and CSOs and LGs can help improve those key actors' contributions to achieving the SDGs in Indonesia.

As previously mentioned, *Pencerah Nusantara* and *Indonesia Mengajar* were established as civil society initiatives by building collaboration with the private sector and local governments, and later, the national government's relevant ministries. If such multi-stakeholder collaborative models can be applied, the prospect that Indonesia can achieve the SDGs is promising.

Encouraging an Enabling Environment for CSOs and LGs

Presidential Decree Number 15 of 2010 on the Acceleration of Poverty Reduction mandated the establishment of a "National Team for Accelerating Poverty Reduction" or TNP2K (www.tnp2k.go.id/en/) under the direct guidance and supervision of the Vice-President's Office. The institution was established to coordinate the acceleration of poverty reduction across sectors and stakeholders at the central level. In addition to mandating the establishment of TNP2K at the central level, Presidential Decree number 15 of 2010 also mandated the formation of Regional Poverty Alleviation Coordinating Teams (Tim Koordinasi Penanggulangan Kemiskinan Daerah, or TKPKD) at the provincial and municipal agency levels.

CSOs and LGs in Indonesia continue to play constructive roles largely driven by the evolving environment of decentralization and democratization that enables them to take part in Development plans. Decentralization policy has evolved since the enactment of Law No. 22/1999 on Local Governments (which was subsequently amended by Law No. 32/2004 and, then, Law No. 23/2014 on the same subject). The changes reflect the government's attempt to "right some wrongs" that characterized the so-called "big bang of decentralization" of the 1999 law, when most government functions were transferred by the national government to local governments, practically bypassing the provinces. The later laws on decentralization were partially aimed at strengthening the roles of the provinces.

While the first ten years of the decentralization era were often negatively marked by corruption cases committed by a significant number of elected local leaders and public officials (who euphorically enjoyed their new found powers), the past five years or so have seen growing "healthy competition" among mayors to perform better in serving the people and their respective municipalities and to become "public champions."¹³ The media, both conventional and alternative social media, plays an important role in this by heavily promoting well-performing mayors or governors, while also putting the spotlight on many that do not perform well.


The process of creating an enabling environment should not miss this momentum because political support is fundamental for SDG implementation. Commitment from the national government is highly anticipated, particularly in how the SDGs will be embedded and mainstreamed in every development agenda. It is important that the very best minds are involved to ensure the achievement of the SDGs in Indonesia. This means bringing in the best people to positions in the government, both at the national and local level, the private sector, and CSOs. It also means bringing those people to under-developed areas to trigger bottom-up development.

The role of the media shouldn't be forgotten either. Publication, education, and dissemination are needed to spread balanced SDG information. Exposure to issues about SDGs is a determinant of successful implementation of the global agenda at the national and local scale.

The Media, as well as CSOs/NGOs, reinforced by the democratization system in Indonesia, has also brought a bigger political space for CSOs and for the public in general.¹⁴ Freedom of expression is regulated but is generally much

13 Although there has not been any serious research regarding this new trend of "healthy competition" among local leaders to become "media darlings" for being good to their respective constituents or for being innovative, anyone who regularly reads news or articles on local governance in the popular media or attends relevant seminars would be able to sense such a positive trend in decentralization in Indonesia.

14 Besides introducing the decentralization policy, the "Reform Era" also introduced various constitutional, political, and legal changes as part of the nation's democratization drive. National, provincial and local leaders (president, governors, mayors and members of legislative national parliament/local councils) are directly elected by the people every five years. There is a two time term-limit for elected leaders. This electoral reform was also accompanied by various other legal reforms aimed at improving transparency and the accountability of public officials.



better than it was throughout the history of the country. Much more open social media has also significantly increased public discourse and even influenced public officials. There are cases where public decisions were influenced by public sentiment expressed through social media.

There are two laws related to democratization that provide political and functional spaces for CSOs. These are the Law of Public Information Openness (Law 14/2008) and the Law of Social Organizations (Law 17/2013). The laws may not be adequate for some, but could potentially provide starting points. When government issued the Law of Social Organizations, CSOs and NGOs were worried that the government would constrain many of the organizations' actions, though none of these worries have yet materialized. CSOs and NGOs in Indonesia enjoy freedom, especially when compared to the ones in Malaysia, Thailand or Cambodia (the Philippines is another ASEAN country that allows relatively greater freedom for CSOs/NGOs to operate).

As indicated earlier, the presidential regulation should also help to create space for the required enabling environment. *Bappenas*, the leading government agency for the implementation of SDGs, should be able to increase awareness among key line ministries regarding the SDGs. At the local level, *Bappeda* should be able to encourage CSOs and LGs to become more engaged and encourage partnerships.

Other support may come from development partners. The EU, for example, has supported the strengthening of CSOs and LAs in Indonesia through the "EU Country Roadmap for Engagement with Civil Society." The process involves a wide range of CSOs as well as authorities and development partners. At the same time, the EU's activities on gender equality and women's empowerment called "Gender Action Plan (GAP)" 2016-2020, is likely to become an important step in encouraging CSO and LG capacity development in that area in Indonesia.

Lastly, participation by the private sector should not be limited to Corporate Social Responsibility as many of the CSR programs are still using the old donor-recipient paradigm. Current trends show that more actors from the corporate

world are concerned with social impacts and how they can contribute to development through business activities. The gradual transition from CSR activities, detached from the main business activities, to a more internally ingrained Corporate Shared Value (CSV) seen in many established corporations, highlights the potential for the private sector to be involved in efforts to achieve the SDGs in Indonesia. Good and environmentally-sound business practices should provide better and more fundamental contributions from the private sector to sustainable development. Closer and more strategic cooperation between private sector actors (including philanthropic foundations) and CSOs and LGs can help improve these key actors' contributions to the achievement of the SDGs in Indonesia.

6. Conclusions, Key Messages and Recommendations

Conclusions and Key Messages

The study comes to six inter-related conclusions and corresponding key messages as follows:

- [1] The challenge of achieving SDGs in Indonesia is enormous. While achieving the all-encompassing 17 goals, 69 targets with hundreds of indicators (plus the spirit of “No One Left Behind”) is already challenging enough for most developing countries, it is even more so for Indonesia considering its wide socio-economic and geographic disparities, the scale of its population (especially those who still live in poverty), the increasingly dynamic nature of civil society activism, and the politically fragmented decision-making structures. **Key message:** *While cultural diversity is a virtue that needs to be promoted, socio-economic disparity needs to be more seriously addressed and the fragmentation of decision-making processes needs to be bridged.*
- [2] While preparedness of a country as diverse as Indonesia in implementing an agenda as all-encompassing as the SDGs can never be measured quantitatively, it may be appropriate to say that, at this point in time, Indonesia can be seen as less than “half-prepared” to implement SDGs. There are “positive factors” that can potentially help Indonesia achieve the SDGs, such as its good and bad experiences in implementing the MDGs (including the existence of national and local MDG action plans and the Presidential Instruction to accelerate MDG achievement): the early integration of the global goals in national and local development plans; political support from government and civil society leaders; the establishment of a national secretariat; some good local/community-level practices and others. But there are also some serious “negative/challenging factors” such as increasing socio-economic disparity and relatively low levels –although improving– of trust between major stakeholders. **Key message:** *Build on the positive conditions in order to overcome the challenges of achieving the SDGs. Multi-stakeholder endeavors that can help improve mutual trust among different stakeholders need to be continuously supported.*
- [3] The major transformations that Indonesia is currently experiencing, especially the democratization and decentralization processes (but also the neo-liberalization of economies and urbanization that are not discussed in this study), can also be seen as “double-edged swords.” They create an enabling environment that greatly opens up opportunities for CSOs, LGs and the private sector to play more significant roles in development but without better “coordination” and clearly-defined role distribution these can also create fragmentation in the decision-making processes and less-than-optimal use of scarce resources. CSOs and LGs also need capacity building in order for them to play their relatively newfound and growing roles more effectively. **Key message:** *Strengthen the positive aspects of the on-going and unavoidable transformations while at the same time mitigating their negative impacts. Capacity building of CSOs and LGs is key to successful transformation.*
- [4] Another important component in the enabling environment for CSO and LG participation is the (planned) presidential regulation that will provide a strong legal basis for the establishment of a national coordination team and its supporting national secretariat for the SDGs. The enactment of this presidential regulation has been delayed by differences among stakeholders: the Bappenas sees it within its authority to play the coordinating role and civil society groups envision stronger multi-stakeholder representation in the institutional set-up for SDGs. **Key message:** *After being delayed for some months, the enactment of the presidential decree may not need to wait until all stakeholders agree, as this will not happen any time soon. A less-than-ideal arrangement should be accepted as a stepping-stone to a more inclusive institutional set-up, while trust among the differing stakeholders is being built or strengthened step-by-step.*
- [5] Formulation of national and local action plans with global goals embedded will allow the government to develop programs and allocate budgets to achieve the SDGs.

While government programs alone cannot result in the achievement of the SDGs, they can be made as strategic as possible so that government budgets trigger optimal contributions from other stakeholders. **Key message:** *Global goals need to be “nationalized” and “localized”, and the processes of doing that need to involve all major stakeholders, including CSOs and LGs.*

[6] There have been examples of collaborative multi-stakeholder initiatives in the areas of education, health, renewable energy and, to a lesser degree, in improving access to clean water and better sanitation as well as better human settlements. Most of these collaborative actions - which involve CSOs, the private sector, LGs and the national government - are conducted in peripheral areas of countries and seem to be at an early stage of development. Such actions are in sync with the SDGs’ spirit of multi-stakeholder collaboration and “Leaving No One Behind.” **Key message:** *There are local-level actions that can be implemented now. Promote, strengthen and expand such collaborative actions without having to wait for national-level institutional arrangements to be settled and agreed by all stakeholders.*

Recommendations

To the national government:

1. Publicly commit to the implementation of the SDGs and show how they will be mainstreamed in every development plan and agenda. This could include: promoting the SDGs so that more stakeholders are aware of them and willing to participate in achieving them; encouraging the active involvement of key line ministries in the implementation of the SDGs; and, engaging the very best minds to implement the development agenda most effectively.
2. Create the enabling environment to strengthen the means of SDG implementation as well as encourage the involvement of other stakeholders. This includes speeding up the necessary legal and regulatory support for the SDGs, primarily enactment of the presidential regulation. If an ideal institutional set-up that is agreed by all stakeholders cannot be found now, start with a “less-than-ideal” institutional arrangement that is as participatory as possible, with an understanding that it can be gradually improved in the near future.
3. Use all available means to build and strengthen the financial, technical and managerial capacities of LGs and CSOs.
4. Embrace and facilitate more multi-stakeholder approaches both in institutional set-up as well as in program implementation leading to the achievement of SDGs. The government cannot work alone to reduce socio-economic inequality while promoting socio-cultural diversity and achieving the SDGs.
5. Include how SDG action plans should be developed and embedded in national and local development plans in the presidential regulation.
6. Expand cooperation with development partners, including the EU, for the achievement of the SDGs, including by strengthening the financial, technical and managerial capacities of CSOs and LGs.

To local governments:

1. Work to reduce socio-economic inequality and promote socio-cultural diversity within respective territories. There has been a worrying growth of “primordialism” in some districts and regions in Indonesia as shown by discriminatory bylaws. This certainly is antithetical to the SDGs’ spirit of “Leaving No One Behind.” Fortunately, the national government has the legal power to review and repeal such bylaws. Relevant public campaigns may need to be conducted for this purpose.
2. Learn from the experience of implementing the MDGs and build on the momentum of Local MDG Action Plans to generate support for SDG implementation. While national coordination is important, LGs must not wait for national institutional arrangements and action plans to be completed before they embark on the work at the local level.
3. Actively participate in collaborative multi-stakeholder actions that can potentially contribute to the achievement of SDGs.
4. Strengthen your own capacities, including by developing collaboration with other stakeholders (international donors, international NGOs, national and local NGOs, the private sector and others).

To Civil Society Organizations

1. Learn from the experience of MDG implementation and build on the momentum that the promotion of MDGs has generated. This includes disseminating public information regarding SDGs more widely to encourage involvement and creating support guides and problem-solving tools for SDG implementation.
2. While it is within their rights for CSOs to keep lobbying for stronger multi-stakeholder representation in the planned national institutional arrangement, it may be wise to accept a less-than-ideal alternative if that means speeding up the process of implementing SDGs. Trust is not there yet between the national government and CSOs. Therefore, it is hard for national government to open up to the presence of CSOs in the governing body of the SDGs.
3. Reduce dependency on donor support by tapping potential domestic resources such as crowd-funding, memberships and the like.
4. Replicate successful collaborative actions that have been initiated by other CSOs. Peer-to-peer learning among CSOs can also be a source for capacity building.

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