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CONVERGING DEVELOPMENT AGENDAS :

'Nawa Cita', 'RPJMN', and SDGs

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UNDP INDONESIA COUNTRY OFFICE*

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1 INTRODUCTION

On 20 October 2014, Joko “Jokowi” Widodo was inaugurated as the seventh president of Indonesia. The new president came to power with a national development agenda called *Nawa Cita*, consisting of nine development priorities. The *Nawa Cita* were then translated into the 2015-2019 National Mid-Term Development Plan or RPJMN (*Rencana Pembangunan Jangka Menengah*), launched in January 2015. The RPJMN consists of three parts: the National Development Agenda, the Sectoral Development Agenda, and the Regional Development Agenda with the *Nawa Cita* explicitly accommodated in chapter six of the first part of the RPJMN.

On 25 September 2015 at United Nations Headquarters the leaders of the 193 UN Member States adopted the Sustainable Development Goals as the new global development agenda for the period 2016-2030. Following the adoption by the UN Member States of “Transforming Our World: The 2030 Agenda for Sustainable Development” on 2 August, the endorsement of the 17 SDGs marked a new milestone in the commitment of the international community for a global development agenda building on the achievements of the Millennium Development Goals (MDGs).

The new SDGs now need to be translated and integrated into national and local development agendas. In the case of Indonesia, this raises the question of the extent to which the *Nawa Cita*, the RPJMN and the SDGs converge and how the new global goals can support Indonesia’s national development.

This paper therefore analyzes whether this convergence exists. It seeks to review the extent to which the SDGs are already reflected in the national development agenda and identifies opportunities to integrate them fully when needed. It does so in more detail in four areas of specific interest to UNDP and the Government of Indonesia, namely poverty and inequality, environment and energy, and governance and global partnership. Not being of a technical nature, this paper looks at the global and national agendas at the SDG level rather than at the 169 targets.¹

2 CONVERGENCE MAP

The *Nawa Cita* and SDGs originate from different perspectives. The *Nawa Cita* starts from the President’s vision of the nation’s sovereignty in political, economic, and cultural arenas, derived from an assessment that the nation suffers from three types of situations: (1) incapability to ensure the safety of all citizens, (2) poverty, inequality, environmental degradation, and natural resource over-exploitation, as well as (3) intolerance and crisis of national character. Meanwhile, the SDGs see poverty, inequality, and environmental degradation and natural resource over-exploitation as global issues that need to be tackled by all nations in the coming 15 years.

Furthermore, the *Nawa Cita* as reflected in the RPJMN include both sectoral and regional (spatial) targets, while the SDGs focus mainly on sectoral issues. Differences also surface in the categorization of issues between the

¹ Indonesia actually has another development plan document, the RPJP (*Rencana Pembangunan Jangka Panjang*) or long-term development plan, covering a 25-year timeframe (2005-2025) that may parallel with the SDGs, which cover a 15-year timeframe. The RPJP, however, only consists of general guidelines of development direction with no further technical elaboration, thus it is not perfectly comparable to SDGs..

global and national agendas. As an example, good governance in the Nawa Cita and RPJMN is seen both as a special target to achieve and an overarching theme to mainstream, while in the SDGs it is one goal, number 16, with specific targets to reach.

At the substantive dimension, no significant contradiction is found in the development agenda. Chapter 3.4 of the RPJMN is even prepared to bring the national development agenda to the global context, where the SDGs are mentioned as a reference.² Minor discrepancies, however, may occur at the technical dimension —e.g., the targeted size of poverty rate to reduce, the planned years of schooling to achieve, etc. Those possible discrepancies will need to be identified as part of the preparation for the monitoring of progress against indicators.

Despite those differences, an analysis of the Nawa Cita, RPJMN, and SDGs shows a high degree of convergence. The Nawa Cita is mainly accommodated in chapter 6 of the RPJMN, thus a one-to-one comparison among the three can be done here. A simple table of comparison among the three is below, with a more detailed review presented in the annex.

As the table shows, all SDG targets intersect with Nawa Cita components. Goals 1 and 2 on poverty and hunger respectively are strongly related to at least four Nawa Cita components—components 3, 5, 6, and 7. Goal 3 of the SDGs on health development in essence is linked to almost all components of the Nawa Cita. Goals 4 and 5 of the SDGs on education and gender respectively are also captured by components 3 and 5 through 9. Similarly, goal 16 on governance is related to at least three components of the Nawa Cita —components 1, 4, and 9. Goals 8 and 9 on inclusive growth and resilient infrastructure development are covered in components 3, 6, and 7 of the Nawa Cita. Goal 12 on sustainable production and consumption only relates to one Nawa Cita component, namely Nawa Cita 7.

Table 1: The Intersections

Nawa Cita	RPJMN*	SDGs
Nawa Cita 1	Chapter 6.1, 10 sub-chapters	Goals 3, 10, 16, 17
N2	C6.2, 5 sub-chapters	G16
N3	C6.3, 3 sub-chapters	Gs1-11
N4	C6.4, 6 sub-chapters	Gs14-16
N5	C6.5, 5 sub-chapters	Gs1-6
N6	C6.6, 11 sub-chapters	Gs1-10
N7	C6.7, 9 sub-chapters	Gs1-5, 8, 9, 12-15
N8	C6.8, 1 (sub-)chapters	Gs3-4, 11
N9	C6.9, 1 (sub-)chapters	G5, 10, 16, 17

* The titles of the chapters follow the components of Nawa Cita

Clearly, the Nawa Cita, RPJMN, and SDGs are converging. The question now is what this convergence implies. First, it is obvious that in the case of Indonesia the SDGs are not a set of alien goals to be forced into the national development agenda. Rather, the SDGs are fully compatible with and in a number of cases reinforcing the Nawa Cita and the RPJMN. They can therefore be easily integrated into the country's development agenda. In addition, the SDGs with their inclusive approaches, the engagement of the international community, and the technical work that underpins them can

² In that chapter SDGs are mentioned seven times, while MDGs four times.

potentially offer many things for the country's agenda. They include new perspectives and policy approaches; technical toolkits; the involvement of civil society, the private sector and philanthropic organizations; as well as many technological innovations. An important dimension of the integration of the global and national agenda needs to be made at the planning and budgeting level with the linkage of budgetary allocations to the SDGs.

Second, the convergence of Indonesia's national agenda with the global one offers opportunities for the country to engage internationally and regionally, in particular through South-South cooperation. Goal 17 of the SDGs provides a platform for sustainable global partnerships that benefit the participating countries and support stakeholders. Indonesia, as an emerging country, is actively involved in South-South cooperation through a number of bilateral exchanges as well as through triangular cooperation, for example with United Nations agencies and partner countries. The new development landscape with the rise of the South and the successful implementation of the SDGs opens opportunities for Indonesia to contribute to, and benefit from, South-South cooperation. This is in line with the key messages sent by the Global Partnership Steering Committee after a meeting from 3-4 September 2015 in Mexico for the Global Partnership for Effective Development Cooperation (GPEDC) membership to take to the 70th United Nations General Assembly and the UN Summit to adopt the Post-2015 Development Agenda, saying that effective development cooperation needs to "focus on results" where the monitoring framework "provides an evidence-based approach to accountability which is geared towards multi-stakeholder learning and sharing of lessons."³

3 INTEGRATION OF AGENDAS

This section illustrates four areas with potential for strong integration of global and national agendas, namely inequality, sustainable energy, anti-corruption, and South-South cooperation.

3.1 Inequality

Absent from the MDGs, the reduction of inequality among and within countries is now part of the new global agenda with SDG 10, which sends a strong message about the importance of the issue worldwide. In Indonesia, inequality has significantly increased over time and represents a hindrance to the further development of the country and a potential threat to its stability. The Gini coefficient taken as a measure of inequality is at its highest level in the history of the Republic of Indonesia. The coefficient currently stands at a high 0.41 against 0.31 when political reform and decentralization policies were first introduced in the beginning of millennium. As published by the country's statistics agency, BPS, the wealthiest 20 percent of the population now has more than 48 percent of the total household expenditure pie, while the poorest 40 percent of the population has only 17 percent. These are significant changes from the 45 percent (the wealthiest) and 19 percent

³ See Section II, <http://effectivecooperation.org/wordpress/wp-content/uploads/2015/08/Document-8-Key-Messages-for-the-70th-UN-General-Assembly1.pdf>. Notice also the GPEDC document also mentions three other principles of effective development co-operations, namely country ownership, inclusive partnerships, and transparency and accountability; as stated in page 2.

(the poorest) in the beginning of the reforms mentioned above. Spatially, the three most dynamic islands —Sumatra, Java, and Bali— consumed 83 percent of the regional GDP pie in 2014, a significant increase from 80 percent in the beginning of the millennium.⁴

The current RPJMN has set an ambitious target of reducing the Gini coefficient to 0.36 by the end of 2019. Meeting this target and that of SDG 10 will require a combination of specific policies both at central and local levels. There is also a clear recognition in the RPMN that the eastern part of the country suffers a lot from inequality. Chapter 6.3 of the RPJMN —translating Nawa Cita 3 on development of peripheral areas— provides some direction in managing this issue. This includes the establishment of a foundation for asymmetric decentralization, equalization of development especially in the eastern part of the country (Kawasan Timur Indonesia), and the eradication of poverty. Affirmative policies are expected to be designed for deprived areas, including areas along the country’s borders, geographically isolated areas, impoverished villages, and jurisdictions with weak public services. Five-year quantitative targets are also defined in the RPJMN to be elaborated in the annual government plan or RKP (Rencana Kerja Pemerintah).⁵ Poverty reduction policies alone are unlikely to suffice to reduce inequality in a significant enough way to meet the Gini reduction target by 2019. The key issue with respect to inequality reduction in Indonesia will be the combination of targeted poverty reduction measures with specific redistributive policies, including fiscal and social protection ones, which will have a more direct and significant impact on income inequality, primarily. A second key issue will be to look beyond income inequality and address other forms of inequality, in particular those related to access to health, education or justice.

3.2 Energy

At the very beginning of his term, President Jokowi made the historic decision to reduce energy subsidies. Although this was in some respect an unpopular decision, this allowed the Government in May 2015 to reallocate Rp 186 trillion that would have been otherwise spent on the fuel subsidy to nine sectors —health, education, rural development, border areas, agriculture, housing, transportation, and sub-national infrastructure.⁶

At the same time, the Government is placing a strong emphasis on energy development, including renewable energy. Chapter 6.7.3 of the RPJMN on energy development states that apart from increasing fossil-based fuel production and storage, quantitative targets are being set for the expanded use

4 <http://bps.go.id/linkTabelStatis/view/id/946> on private expenditure or consumption and <http://bps.go.id/linkTabelStatis/view/id/1625> on Gross Domestic Regional Product.

5 There are six groups of quantitative targets to achieve in 2015-2019, namely development targets in (1) macro-aggregates, (2) human and social affairs, (3) leading-economic sectors, (4) development equity, (5) regional (sub-national) affairs, and (6) in politics, law, and defense affairs.

6 Yuri Sato and Arie Damayanti wrote in BIES Vol. 51, No. 2, 2015, p. 169, “On 1 January, the government partially removed the fuel subsidy and introduced a more market-based policy of price adjustment, making retail fuel prices and the administered component of inflation more responsive to changes in oil prices and the exchange rate. The current mechanism calculates the retail price of fuel by adding the basic cost to the costs of distribution and warehousing, as well as adding taxes and margins. The basic cost is determined by an oil-price index (the Mean of Platts Singapore) and the nominal exchange rate between the rupiah and the US dollar, so the basic cost will be lower when oil prices decrease or when the rupiah appreciates, and vice versa. In January, for example, fuel prices dropped twice because of a steep decline in oil prices.”

of biodiesel, bioethanol, and other types of bioenergy. New emphasis is also being placed on the establishment of natural power generators and energy mixing is also a part of energy development—demonstrating the government’s commitment to sustainable energy. The new policies, if effectively implemented, are likely to tangibly contribute to goal 7 of the SDGs to “Ensure access to affordable, reliable, sustainable and modern energy for all.”

Three targets of SDG 7 and two means of implementation appear closely related to the government plan in the RPJMN. On access to energy (goal 7.1), for example, the RPJMN has set the electrification ratio to increase from 81.5 percent (2014) to 96.6 percent (2019); this is followed by a target to increase electricity consumption from 843 KWh to 1,200 KWh in five years. There is also a special target to boost access of the poor to household lights from 52.3 percent to 100 percent in the same period. On renewable energy, the RPJMN has set 6-10 percent for renewable energy and 7.5 GW of renewable power generation. At the same time, there is a target to reduce the capacity of fossil fuel-based power generators to only 2.04 percent. Policy actions stated in chapter 6.7.3 on energy efficiency are directly relevant to goal 7.3 of the SDGs.

3.3 Anti-Corruption

Indonesia along with Albania, Rwanda and Tunisia are the four pilot countries for SDG goal 16 on governance in an initiative that examines readiness in producing and utilizing data on governance and assesses the complementarity of the goal and (sub-) national policies. Under the pilot initiative, governments at the national and sub-national levels have been keen to identify indicators that measure progress in governance of development. As a pilot country for goal 16 and building on its national experience, Indonesia is already well placed to make international contributions to advancing the governance-related targets of goal 16.

Corruption is one of the main issues addressed in both the SDG 16 pilot project and in the RPJMN, chapter 6.4 of which summarizes key government policy directions on good governance. In Indonesia, anti-corruption has become a national agenda item since the introduction of political reform in 1999 (Law 31/1999 on Anti-Corruption Crime). RPJMN has explicitly recognized that corruption is a major impediment to achieving sustainable development. The RPJMN has a target to reduce corruption through the Anti-Corruption Behavior Index (from 3.6 to 4.0, of 0-5 scale) and the Law-Enforcement in Anti-corruption Index (20 percent increase in 2019). Corruption, however, may appear in almost all areas of the SDGs, making it a cross-cutting issue—not merely an issue in goal 16. Provisions of health care, education services, policies for sustainable production and consumption, or even actions to eradicate poverty are not immune from corruption. Knowing its negative impact on these areas, anti-corruption acts therefore need to be placed as a standard practice in governing the SDGs. Chapter 6.4.2 of the RPJMN on Prevention and Eradication of Corruption notes that Indonesia ratified the UN Convention Against Corruption.⁷

⁷ The 2003 UN Convention is ratified in April 18th, 2006, via Law 7/2006.

3.4 Global Partnership

The new development agenda includes one goal on partnerships, the last one number 17. As goal 8 of the MDGs, SDG 17 potentially serves all the other goals. Indonesia pays special attention to multilateral co-operation, for example with the UN, ASEAN, G20, APEC, SSTC, WTO, FEALAC, and ASEM. Multilateral cooperation for Indonesia aim in particular at contributing to global and regional development, the sharing of experience in democratization, as well as conflict resolution, in particular through participation in the peacekeeping forces. Global partnerships are explicitly mentioned in chapter 6.1.6 of the RPJMN. In chapter 6.6.1, the RPJMN has set seven targets and six policy directions covering international co-operation in the areas of economic development and trade as well as politics, democracy, and human rights. This is echoed in chapter 6.1.7 on Minimizing Globalization Impact with two targets and 12 policy directions covering, among others, a review or evaluation on existing economic co-operation. However, as the range of cooperation is quite wide, global partnership in the RPJMN is not only linked to goal 17, but also goals 13 (climate change) and 16 (governance).

One area of specific interest for Indonesia's engagement with the SDGs both domestically and internationally will be South-South and Triangular Cooperation. Since the Asia-Africa Conference, Indonesia has been actively participating in cooperation with other developing countries. The 50th Anniversary of the Conference lead to a reaffirmation by the Government of the importance it attaches to South-South cooperation in its multiple dimensions. The RPJMN includes incentive development for Government-to-Government, People-to-People, and Business-to-Business relations under the SSTC. The Government has also engaged in SSC initiatives with UNDP as well as bilateral partners.

While not a substitute to Official Development Assistance from Northern countries, SSTC will have an increasingly important role to play to address the SDGs. With the UN in particular, significant opportunities exist for Indonesia to increase its engagement in SSC in poverty/inequality, environment/energy and governance/anti-corruption, as well as other areas for its own benefit and that of partner countries.

4 CONCLUDING COMMENT

As this brief analysis points out, convergences exist between the Nawa Cita, the RPJMN and the SDGs whereby global goals are in large part reflected in the national agenda. The next steps will be to strengthen this convergence by reflecting SDG targets in national policies and make the SDGs appear explicitly in national policy actions for planning, budgeting, and institutional arrangements both at the national and sub-national levels. Indonesia has gained most valuable experience planning, budgeting, and coordinating for the MDGs that can be applied. Finally, and in line with the extremely inclusive approach adopted for the formulation of the Post-2015 development agenda, an important step will be to design participatory mechanisms for civil society, the private sector, and philanthropic organization to rally behind the SDGs and national development priorities.

5 APPENDIX

Table 2: The Detail of Intersections

Nawa Cita	RPJMN	SDGs
N1. Returning the state to its task of protecting all citizens and providing a safe environment	Chapter 6.1 <ul style="list-style-type: none"> • Foreign politics • Defense • Maritime Development • Protection of Indonesian citizens abroad • Protection of Indonesia migrant workers abroad • Global cooperation • Globalization • Military industry • National police development • Population data 	G3. Ensure healthy lives and promote well-being for all at all ages G10. Reduce inequality within and among countries G16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels G17. Strengthen the means of implementation and revitalize the global partnership for sustainable development
N2. Developing clean, effective, trusted and democratic governance	Chapter 6.2: <ul style="list-style-type: none"> • Democracy • Women representation • Transparency • Bureaucracy reform • Public participation 	G16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
N3. Development of peripheral areas	Chapter 6.3: <ul style="list-style-type: none"> • Decentralization • Regional development • Poverty 	G1. End poverty in all its forms everywhere G2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture G3. Ensure healthy lives and promote well-being for all at all ages G4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all G5. Achieve gender equality and empower all women and girls G6. Ensure availability and sustainable management of water and sanitation for all G7. Ensure access to affordable, reliable, sustainable and modern energy for all G8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all G9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation G10. Reduce inequality within and among countries G11. Make cities and human settlements inclusive, safe, resilient and sustainable

(table continues)

Nawa Cita	RPJMN	SDGs
N4. Reforming law enforcement agencies	Chapter 6.4: <ul style="list-style-type: none"> • Law and justice • Corruption • Illegal Logging • Narcotics and drugs • Land rights • Women and marginalized groups 	G14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development G15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss G16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
N5. Improve quality of life	Chapter 6.5: <ul style="list-style-type: none"> • Family planning • “Smart Indonesia” • “Healthy Indonesia” • Welfare of marginalized group • Sustainable livelihood 	G1. End poverty in all its forms everywhere G2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture G3. Ensure healthy lives and promote well-being for all at all ages G4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all G5. Achieve gender equality and empower all women and girls G6. Ensure availability and sustainable management of water and sanitation for all
N6. Increasing productivity and competitiveness	Chapter 6.6: <ul style="list-style-type: none"> • National connectivity • Urban transport • Housing • Infrastructure • Investment • State-owned Enterprise • Innovation • Economic Growth • Trade • Labor competitiveness • Economic data 	G1. End poverty in all its forms everywhere G2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture G3. Ensure healthy lives and promote well-being for all at all ages G4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all G5. Achieve gender equality and empower all women and girls G6. Ensure availability and sustainable management of water and sanitation for all G7. Ensure access to affordable, reliable, sustainable and modern energy for all G8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all G9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation G10. Reduce inequality within and among countries

(table continues)

Nawa Cita	RPJMN	SDGs
N7. Promoting economic independence by developing domestic strategic sectors	Chapter 6.7: <ul style="list-style-type: none"> ● Food ● Water ● Energy ● Natural resources ● Maritime ● Finance ● Fiscal 	G1. End poverty in all its forms everywhere G2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture G3. Ensure healthy lives and promote well-being for all at all ages G4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all G5. Achieve gender equality and empower all women and girls G8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all G9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation G12. Ensure sustainable consumption and production patterns G13. Take urgent action to combat climate change and its impacts G14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development G15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
N8. Overhauling the character of the nation	Chapter 6.8	G3. Ensure healthy lives and promote well-being for all at all ages G4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all G11. Make cities and human settlements inclusive, safe, resilient and sustainable
N9. Strengthening the spirit of “unity in diversity” and social reform	Chapter 6.9	G5. Achieve gender equality and empower all women and girls G10. Reduce inequality within and among countries G16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels G17. Strengthen the means of implementation and revitalize the global partnership for sustainable development



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