

SUMMARY

Gorontalo Province Development Report: Planning with Human Development Index

Introduction

The report was done collaboratively by two government agencies —Bappenas, and Gorontalo Province— with the support of UNDP. It aims to be a strategic input for development planning, implementation, budgeting, and monitoring as well as an effort for improving human development index (HDI) in Gorontalo Province. This report identifies 15 sub-districts that have lower scores than the Province's score and need more policy interventions.

Rationales behind this report are:

- Poverty is still persistent and prevalent in the province.
- There hasn't been a comprehensive HDI-based development report at the provincial level —it is the first provincial-level HDI report that provides some lessons that may be applicable to other provinces in developing such a report.

Key Findings

- **Concept and Human Development Measurement**
Human development is a multi-dimensional framework of development linking economic, education, and health dimensions with external environment development conditions, namely natural, social, and global environment. Human development progress in economic, education and health dimensions is captured through the Human Development Index (HDI). This is a measure combining income per capita, literacy, and life expectancy into an aggregated index. The basic challenge to improve this index is the capacity to increase the quality of development outcomes in the sectors that directly support HDI as well as other related sectors.
- **Gorontalo Human Development**
The quality of human development is still a lingering issue in the central and local government development agendas. Despite all the progresses that have been achieved, Gorontalo still faces a lot of challenges in human development arena, and its overall achievement in human development is behind other provinces. This includes low school attendance, high infant mortality and malnutrition, as well as low income per capita. Even though the

rank improved, Gorontalo still comes in 24th out of 33 provinces in Indonesia in achieving HDI —the seventh out of 11 provinces in eastern Indonesia. Five districts in Gorontalo are in the mid to upper rank: Gorontalo city (ranked 150), Bone Bolango (ranked 266), Pahuwato (318) and Boalemo (363) out of 456 districts in Indonesia.

- **Education and Literacy**

Education sector still faces serious challenges. Compared to the relative to the national and other province's figures, school attendance is relatively low, and no substantial increase occurred during the four-year-period of analysis. Interdistrict gap as well as intersubdistrict discrepancy are also still a problem.

Gorontalo citizens can only accomplish the lowest level of education, which is elementary school or less; and only a handful of citizens can go through higher levels of education. The disparity of school attendance widens as the level education gets higher. Even so, Gorontalo still managed to achieve a high literacy rate. Compared to the average national level literacy rate, Gorontalo's figure is higher.

The low level of education performance might be caused by the low 'internal efficiency' of elementary school and the low education continuity to the next level. The high rates of repeating students and drop out students explain the former, while inaccessibility due to lack of public transport, broken school infrastructure, as well as limited absorption capacity of the schools explains the later. It is also important to note that education costs increase as the level gets higher.

For the poor, access to education varies among districts and among levels of education. The higher the education level, the higher the variety of the access of poor people to education from one district to another. This, however, is not gender related since no significant differences in school attendance and literacy rate are found between boys and girls.

In some part of the communities awareness of the importance of education is still an issue. Some even still think that education is solely government's concern. The unseen quick-welfare impact explains why the awareness of education tends to be low in some parts of the communities, especially those living in rural areas and/or from slash-and-burn cultivation.

The education expenditures contributed by community is also low, therefore, the financial burden is mostly with the governments. The budget allocation for education at the province level through APBD is far from adequate, but it is quite the opposite at district level. There is also a gap on education budget per capita among districts.

- Health.

Life expectancy in Gorontalo Province is lower than that in the national and Sulawesi levels. A similar condition is also found in infant mortality rate. The low coverage of birth assisted by medical staff may explain this situation. Compared to the other provinces in Sulawesi, Gorontalo Province along with Sulawesi Tenggara is ranked at the lowest level. In rural areas the coverage is about 2.5 times lower than in the urban areas. The high maternal mortality rate found in the province may also be explained by the above condition.

Lack of nutrition and malnutrition are still two other serious problems in some districts. The worse problem is found in the center of agricultural production: Pohowato. But urban area like the City of Gorontalo is not isolated from this problem where the urban poor becomes the most vulnerable one.

Morbidity is still relatively high, that may relate to the medical self-care of the community in handling health problems. At the same time, sanitation is also an issue where access to clean water and availability of family latrines are still far from adequate. With the exception of the City of Gorontalo, all districts in the province can only provide sanitation facility to less than half of the citizens. In districts located far from the province's capital, the figure is even worse, only one third or one fifth.

The availability and coverage of medical assistance is another important issue in this province. Compared to the other provinces in Indonesia, Gorontalo Province is noted to be a province with one of the lowest medical assistance coverage. Only few are medical doctors, nurses, and midwives available in Gorontalo Province. Most of the limited medical personnels are only concentrated in the City of Gorontalo as the capital of the province. Many other districts are not served adequately by medical personnels resulting in the lack of and unequal distribution of medical personnel in the province.

The current picture of community's health status and the availability of medical assistance can actually be improved considering the budget allocation for health for the Gorontalo Province is not the worse in Indonesia. Gorontalo sits in the middle rank compared to other provinces in Indonesia. However, the current health budget allocation is still one third under the national target "Healthy Indonesia" 2010 that sets 15 percent as the benchmark.

- Descent quality of life

The Gorontalo Province along with its districts has experienced high economic growth, even higher than the national figure. Unfortunately,

it is not equally distributed because there is still a gap among the income classes that widens from time to time.

- Poverty, especially in rural areas is still a serious issue. The most potential way to reduce the level of poverty in the rural area is by revitalizing agricultural sector. A range of structural problems in this sector requires a special attention. Within the realm of infrastructure some of those problems are land ownership, the quality of irrigation system and watershed management. In the policy area, the problems include access to capital, entrepreneurship skill and marketing opportunities at the farmer level as well as the institutional capacity of the relevant government institution. There is a need for a more proportional public expenditure allocation among sectors in the APBD to handle these issues.

Lessons Learned

In developing this report, provincial and district-level governments forged ahead with a better coordination to discuss development priorities for Gorontalo province.

Another lesson learned from this report is that there are not many data that could meet required standard for Human Development reporting at district and sub-district level. Hence, cooperation with BPS as the prime data provider as well as with government offices at the sub-district level is highly important.

On the basis of the process and result of Gorontalo HDI assessment, more development resources has been allocated to the sub-districts through the formulation of RKPD and APBD 2009 and 2010. This was an effort to tackle poverty and other human development problems through enhanced priority setting in regard to planning process, implementation, budgeting, and monitoring by government agencies, both at the provincial and district level. This initiative has placed the Provincial Government of Gorontalo in a leading position in the application of Human Development Index and Human Development framework in regional development planning>

The Way Forward

There are several human development agendas that should be of concern of the province. The first challenge is how to effectively incorporate information about the quality of human development into development planning process. The related and relevant data need to be routinely updated. This does not only cover

the deepening, extending, and balancing the coverage of sectors related to HDI calculation, but also to ensure proper data collection that could well-represent the variety of social-economic classes, gender and the hierarchical administration unit at the sub-district level. These sets of information are needed to formulate goals and targets for detailed development planning based on sector, socioeconomic classes and government hierarchical administration unit, including financial mechanism options. This means that there should be a synergy and consistency between government institution, both vertical and horizontal, to ensure that human development considerations are mainstreamed into development planning. Within this context monitoring and evaluation of human development goals and targets are an integral part of this endeavour.