

United Cities and Local Governments Asia-Pacific

Terms of Reference

Vacancy No	:	015/UCLG ASPAC/UA/IX/2025
Position	:	Consultant for Development of Policy Instrument for Low-Carbon Development and Climate-Resilient (Pembangunan Rendah Karbon dan Berketahanan Iklim-PRKBI) in Indonesia
Division	:	Programme
Project/Programme	:	The Integrated Urban Climate Action for Low-Carbon & Resilient Cities (Urban-Act)
Budget line	:	50651 Urban-Act Project; Budget line 50651.2.2 National/Local Experts
Supervisor	:	National Project Coordinator
Duty Station	:	UCLG ASPAC Secretariat Office in Jakarta
Duration	:	October 2025 to July 2026
Posting date	:	02 October 2025
Closing date	:	19 October 2025

BACKGROUND

The Urban-Act (Integrated Urban Climate Action for Low-Carbon & Resilient Cities) is a forward-looking initiative funded by the Federal Ministry for Economic Affairs and Energy (BMWE) of Germany through the International Climate Initiative (IKI), and implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) in collaboration with United Cities and Local Governments Asia Pacific (UCLG ASPAC), the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), and other consortium partners. Under the Urban Act Output I: “Improved Institutional Environment for Climate-Sensitive Urban Development,” the project seeks to develop a policy instrument that supports the realization of Low-Carbon Development and Climate Resilience (*Pembangunan Rendah Karbon dan Berketahanan Iklim – PRKBI*).

To pursue this objective, a dedicated work package was designed and has been conducted since 2023. Completed activities include:

A. Policy Review on PRKBI

A Policy Review was developed in 2023-2024 to assess the vertical alignment of PRKBI policies at national and regional levels, using an evidence-based methodology with case studies in West Sumatra and North Sumatra (Padang and Medan). The review analysed alignment across key planning documents such as RPJP, RPJM, RKP, and agency strategic plans. While PRKBI programs are generally aligned at subnational levels, key challenges remain, including misaligned priorities, limited budgets, weak coordination, and the lack of formal climate governance structures at the regional level. Additionally, most PRKBI activities are not integrated into regional development planning documents (RPJMD & Renstra), making subnational climate action difficult to track and measure. Another key finding highlights that the integration of climate resilience into regional planning documents remains less common than low-carbon development, underscoring the urgent need to formulate policy instruments and planning documents that specifically address climate resilience.

B. City Enabling Environment on Environmental Climate Governance (CEE-ECG) Assessment

The CEE-ECG assessment framework was designed to evaluate how effectively a city's broader environment—its policies, laws, institutions, governance systems, and public engagement—supports environmental sustainability and climate change action, with the goal of informing policy and capacity-building efforts. In collaboration with the Urban-Act consortium—including UCLG ASPAC, GIZ, UNESCAP, IRESS Stuttgart University, and TU Dortmund—conducted the City Enabling Environment – Environment and Climate Change Governance (CEE-ECG) assessment. The assessment, covering five Urban-Act pilot countries (China, India, Indonesia, Thailand, and the Philippines). The findings highlight disparities across countries, with persistent gaps in decentralization, institutional capacity, and local autonomy. Strengthening governance, Monitoring, Reporting, and Verification (MRV) systems, and transparency remains essential. In Indonesia, while environmental governance is led by the Ministry of Environment with support from other ministries like Bappenas and the Ministry of Home Affairs, coordination issues persist, causing fragmented policy implementation despite progress in aligning with global commitments.

Both the Policy Review on PRKBI and the CEE-ECG Assessment are closely interrelated in their objectives and findings, offering critical insights into the state of environmental and climate change governance in Indonesia. While the PRKBI Policy Review focuses specifically on assessing the vertical alignment of low-carbon and climate-resilient development policies from national to subnational levels—using evidence-based analysis in Padang and Medan—the assessment provides a broader, cross-country perspective on the enabling environment for climate governance across five Urban-Act pilot countries, including Indonesia. To address existing governance gaps, both studies recommend the development of technical regulations to support implementation at the subnational level. This effort will substantially support the improvement of the sub-criteria assessed, namely Sub-criterion 1 (Legal, Regulation, and Policy Framework for the Country's Climate Actions) and Sub-criterion 2 (Institutional Arrangements and Coordination Mechanisms for Climate Actions). Accordingly, this work is expected to contribute to an increase in the current score.

In Indonesia, the Ministry of National Development Planning/Bappenas is the Urban-act project's strategic partner and with other relevant ministries in shaping the development of the Policy Instrument. The current findings—derived from the Policy Review, the CEE-ECG Assessment, and Bappenas' inputs—provide a strong foundation and clear direction for formulating an instrument that ensures the vertical integration of climate action within national and subnational planning processes. The climate policy instrument aims to improve policy alignment, enhance accountability, and strengthen contributions toward achieving national climate targets across all sectors. An identified key component of this work is the development of methodologies and tools to track and indicate the resilience of subnational entities to support the climate-resilient development agenda (*Pembangunan Berketahanan iklim – PBI*). This includes, but not limited to, establishing criteria, identifying influencing factors, and designing calculation methods to determine whether and to what extent a city can be considered resilient. The work will require close collaboration with relevant sectoral ministries, including the Ministry of Home Affairs (Kemendagri) and the Ministry of Environment (KLH), to ensure alignment with policy mandates. Ultimately, this work must align stakeholder inputs to ensure a well-targeted effort—strengthening the legal and regulatory basis to reinforce institutional arrangements for climate governance in Indonesia.

Considering that the climate agenda needs to be further mainstreamed at the local level, enhancing local government capacity and strengthening the vertical integration of climate-related policies can be done through formulation of Key Performance Indicators (IKK). These indicators serve as the primary metrics for evaluating an institution's effectiveness in achieving its strategic objectives and provide a basis for assessing the extent to which programs, activities, and budget allocations deliver measurable benefits to society. Within this framework, IKK are used as instruments to evaluate local government performance through the annual Local Government Implementation Report (LPPD) system. The evaluation of local government administration is mandated under Law No. 23/2014 on Local Government. The technical regulations governing the LPPD are stipulated in Government Regulation No. 13/2019 on Local Government Reports and Evaluation, further elaborated through Minister of Home Affairs Regulation (Permendagri) No. 18/2020 and updated by Permendagri No. 19/2024. In addition, the Ministry of Home Affairs issues annual General Guidelines for the Preparation of LPPD, which outline the IKK.

In this context, the project will support the development agendas of Government of Indonesia (GoI) by advancing policy instruments in the form of climate-related key performance indicators (IKK). While most existing regulations mandate the use of IKK, they have yet to incorporate climate resilience dimensions. The inclusion of this work component therefore presents an opportunity to strengthen local government performance evaluation by embedding a climate resilience lens. This would create a mechanism for translating national priorities into subnational planning and accountability, improving coherence between national and local policies, and reinforcing local governments' role in driving both climate mitigation and adaptation.

To this end, the development of the Climate Policy Instrument will strategically incorporate the findings of the 2024 CEE-ECG Assessment to ensure alignment of PRKBI policies with national frameworks and international climate commitments, while addressing institutional and governance gaps identified in the assessments. This Terms of Reference (ToR) outlines the proposed approach, timeline, and key activities for the development of the Policy Instrument. It also provides a roadmap for addressing the identified challenges and implementing the recommended strategies, setting the stage for the next phase of the initiative focused on enhancing environmental and climate governance in Indonesia.

OBJECTIVES

1. To identify areas of policy instrument development for PRKBI (especially with strong focus on PBI agenda) that require improvement, with a focus on developing methodologies and tools to track and indicate the resilience of subnational entities, in collaboration with relevant stakeholders (Bappenas, KLH, and Kemendagri).
2. To develop a policy instrument—namely, a 'framework of methodologies and tools for resilience tracking at the subnational level'—based on the findings of Objective One.
3. To assess and propose the integration of climate resilience indicators into national government's evaluation of local government performance policies.
4. To mainstream the findings of the enabling environment assessment within the Indonesian context, particularly in relation to the vertical alignment of PRKBI policies.

SCOPE OF WORK

1. Continuously review and align the findings and existing policies related to low-carbon and climate resilience, by collaborating with ministerial partners.
2. Identify and elaborate on existing gaps in policy instruments, particularly in methodologies and tools for tracking subnational resilience, as well as gap analyses of current local government evaluation indicators against climate resilience needs, and develop options for integration (e.g., strengthening existing indicators or proposing new indicators if necessary).
3. Conduct stakeholder consultations to identify appropriate tools and methodologies for resilience tracking, as well as to explore opportunities for integrating climate resilience indicators into national government's policy on local government performance evaluation.
4. Implement pilot testing with selected cities to test the tools and methodologies, while revising and improving them based on the results.
5. Draft and finalise policy instrument on methodologies and tools for resilience tracking, for implementation at both national and regional levels, along with policy recommendations on integrating climate resilience indicators into local government performance evaluation.

DELIVERABLES

- A comprehensive report that reviews and maps the assessment recommendations alongside existing national and regional policies related to low-carbon and climate-resilient development, highlighting areas of alignment and misalignment, and providing a strong rationale for policy instrument development that will contribute to improving Indonesia's current CEE-ECG score.
- A detailed analysis outlining existing gaps in policy instruments, with a specific focus on methodologies and tools for tracking climate resilience at the subnational level, as well as the integration of climate resilience indicators into national government's evaluation framework of local government performance.
- Documentation of the consultation process, including stakeholder inputs, proposed methodologies and tools, and key recommendations for strengthening the policy instrument on climate-resilient development.
- A report summarizing the pilot testing results conducted with pilot cities and sample regions, including feedback and adjustments made to the tools and methodologies based on the findings.
- A finalized, standardized framework and guideline document for resilience tracking, along with policy recommendations for integrating climate resilience indicators into local government performance evaluation, ready for adoption and implementation at national and subnational levels.

AVAILABLE RESOURCES FOR THE CONSULTANT'S REFERENCE:

- a. Low Carbon Development Indonesia (LCDI/PRK – Pembangunan Rendah Karbon) and Climate Resilience Development Indonesia (CRD/PBI – Pembangunan Berketahanan Iklim) policy document.
- b. Indonesia National Climate Targets and Planning Documents (RPJPN, RPJMN, Renstra, RKP, etc).
- c. Policy review: Vertical Integration on Low Carbon and Climate Resilience Development in Indonesia (Case study: Medan and Padang City).
- d. City Enabling Environment Rating: Assessment of the Countries in Asia and the Pacific.

DURATION

The consultancy will be carried out for 8 Months, from October 2025 to July 2026 with a maximum working day of 18 days per month.

REQUIREMENTS AND QUALIFICATIONS

Specific expertise

1. Research skills; in both Qualitative, Quantitative and Mix Methodology; Data Collecting and Data processing; Qualitative and Quantitative Data analysing tools/software.
2. Reporting skill (example of publication on policy instrument).
3. Advocacy skill with coordination experience dealing with Ministries in Indonesia (Ministry of Bappenas, Ministry of Home Affairs/Kemendagri, Ministry of Environment/KLH).

Special Requirements of the Assignment:

1. Minimum master's degree in a relevant discipline (relevant experience may substitute the relevant degree).
2. Minimum 10 (ten) years of experience conducting research and local development fields.
3. Experience working with the national government, local governments, multi-donor agencies, and/or development partners, especially in Asia-Pacific.
4. Excellent oral and writing skills in English.
5. Highly developed communication skills, including the ability to develop reports, draft/edit texts, and articulate ideas in a clear, concise style to various audiences and facilitation skills.
6. Experience working in an international environment, respecting different cultures and nationalities.
7. Positive work ethic with a willingness to cooperate.
8. Considerable travel may be required.

SUPPORTING TEAM

The position will be supervised directly by the National Project Coordinator – Urban Act in coordination with the Climate Project Officer.

HOW TO APPLY

Interested candidates are invited to submit CV outlining the capacity and experience in consultancy services to recruitment@uclg-aspac.org with a copy to helmi.abidin@uclg-aspac.org and nyoman.yoga@uclg-aspac.org.

Only shortlisted candidates will be contacted. Applications must be submitted online by 19 October 2025 at 12.00 pm (Jakarta Time or GMT+7).

ANNEX I: TIMELINE OF POLICY INSTRUMENT DEVELOPMENT

Activity	2025						2026							Consultant Deliverable
	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	
Consultant Recruitment Process														N/A
Phase 1	Examination of Policy Gaps and Determine Strategy to Develop Methodologies and Tools to Track and Indicate the Climate Resilience of Subnational Entities to Support Climate-Resilient Development													
<p>Formulate a recommendation package to be delivered to Bappenas, as well as other ministerial partners (Kemendagri, KLH) - along with a comprehensive communication strategy.</p> <ul style="list-style-type: none"> Continuously review and align the findings and existing policies related to low-carbon and climate resilience, by collaborating with ministerial partners. Identify and elaborate on existing gaps in policy instruments, particularly in methodologies and tools for tracking subnational climate resilience, as well as gap analyses of current local government evaluation indicators against climate resilience needs, and develop options for integration (e.g., strengthening existing indicators or proposing new indicators if necessary). 														<p>A comprehensive report that reviews and maps the assessment recommendations alongside existing national and regional policies related to low-carbon and climate-resilient development, highlighting areas of alignment and misalignment, and providing a strong rationale for policy instrument development that will contribute to improving Indonesia's current CEE-ECG score.</p> <p>A detailed analysis outlining existing gaps in policy instruments, with a specific focus on methodologies and tools for tracking resilience at the subnational level, as well as the integration of climate resilience indicators into national government's evaluation framework of local government performance.</p>

Activity	2025						2026							Consultant Deliverable
	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	
Stakeholder consultation Activity Description: Analyze the key findings and recommendations from the existing policy review and the CEEECG assessment with key stakeholders (Bappenas and relevant ministries). Develop a justification report demonstrating how the methodologies and tools for climate resilience tracking can effectively address the identified policy gaps, as well as gap analyses of current local government evaluation indicators against climate resilience needs, and develop options for integration (e.g., strengthening existing indicators or proposing new indicators if necessary). These insights will be consolidated into the comprehensive report, which maps the CEEECG recommendations against Indonesia's current policy landscape and outlines strategies for enhancing climate resilience tracking at the subnational level. Goal: To refine the policy review, identify and sharpen the policy gaps, and reach a consensus among stakeholder partners on the strategic plan for developing the methodologies and tools for climate resilience tracking that is appropriate to fill those gaps.														Documentation of the consultation process, including stakeholder inputs, proposed methodologies and tools, and key recommendations for strengthening the policy instrument on climate-resilient development.
Preparing the groundwork to identify appropriate tools and methodologies to track and indicate the climate resilience of subnational entities to support the climate-resilient development agenda (<i>Pembangunan Berketahanan iklim – PBI</i>). This includes, but not limited to, establishing criteria, identifying influencing factors, and designing calculation methods to determine whether and to what extent a city can be considered resilient. In addition to this, explore opportunities for integrating climate														N/A

Activity	2025						2026							Consultant Deliverable
	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	
resilience indicators into national government's policy on local government performance evaluation.														
Conducting Pilot Test for the Tools and Methodologies These activities may encompass, but are not limited to: <ol style="list-style-type: none"> Select Pilot Locations: In addition to Padang and Medan (Urban Act Pilot City), identify and select other representative subnational areas (e.g., cities or provinces) that are necessary for pilot testing the methodologies and tools for tracking subnational climate resilience, along with the evaluation indicators (to be consulted with the Bappenas). Pilot Test the Tools/Framework: Implement the measurement tools and indicators in selected locations to assess their functionality, practicality, and accuracy in real-world contexts. Collect and Analyze Data: Gather data during the pilot phase and analyze the results to assess the performance of the tools and indicators. Document Lessons Learned: Identify challenges, strengths, and areas for improvement based on feedback from the pilot implementation. Refine the Tools/Framework: Adjust and improve the tools and indicators based on pilot findings and stakeholder feedback. Validation Workshop: Conduct a validation session with stakeholders (e.g., Bappenas, Kemendagri, relevant ministries, subnational governments) to finalize the tools and agree on their adoption. 														A report summarizing the pilot testing results conducted with pilot cities and sample regions, including feedback and adjustments made to the tools and methodologies based on the findings.

Activity	2025						2026							Consultant Deliverable
	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	
Phase 2	Methodologies and Tools to Track and Indicate the Climate Resilience of Subnational Entities to Support Climate-Resilient Development													
Drafting policy instrument (Zero and first draft)														A finalized, standardized framework and guideline document for resilience tracking, along with policy recommendations for integrating climate resilience indicators into local government performance evaluation, ready for adoption and implementation at national and subnational levels.
Stakeholder consultation (format and participants TBD)														
Goal: Discuss and gather input for the first draft of the tools/framework and indicators.														
Revision of the first draft of the tools/framework and indicators														
Incorporate Feedback from Experts and Stakeholders <ul style="list-style-type: none">Share the draft with technical experts, Bappenas, Kemendagri, and relevant ministries for feedback.Facilitate discussions or focus group sessions if needed.														
Finalize the tools/framework and indicators (Final draft)														
Stakeholder consultation for final feedback and input														
Policy instrument to be endorsed and acknowledge by the ministries in Indonesia														