



Pillar 3

ENGAGEMENT STRATEGY



Table of Contents

- Abbreviations2
- Introduction4

- 1. Theory of Change..... 6**
 - 1.1 High-Level Contextual Analysis.....6
 - 1.2 Problem Analysis and Picture of Success9
 - 1.3 Programmatic Boundaries11

- 2. Theory of Action 14**
 - 2.1 IO7.....14
 - 2.2 IO8.....14
 - 2.3 IO9.....15

- 3. Activity Decision Making Criteria 16**

- 4. Coherence and Cooperation 18**

Abbreviations

Bappenas	Ministry of National Development Planning
DTKS	<i>Data Terpadu Kesejahteraan Sosial</i> (Integrated Social Welfare Data)
EOPO	End of program outcome
GEDSI	Gender equality, disability and social inclusion
GoI	Government of Indonesia
ICT	Information and communication technology
Inpres	<i>Instruksi Presiden</i> (presidential decree)
IO	Intermediate Outcome
KOMPAK	Previous DFAT decentralisation program
LAN	<i>Lembaga Administrasi Negara</i> (National Institute for Public Administration)
LOGIS	Locally generated information systems
MERL	Monitoring, Evaluation, Research and Learning
MoHA	Ministry of Home Affairs
MSS	Minimum Service Standards
OTSUS	<i>Otonomi Khusus</i> (special autonomy)
PES	Pillar Engagement Strategy
PFM	Public financial management
Regsosek	<i>Registrasi Sosial Ekonomi</i> (social economy registry)
SDI	Satu Data Indonesia
SKALA	<i>Sinergi dan Kolaborasi untuk Akselerasi Layanan Dasar</i>

Introduction

The Pillar 3 Engagement Strategy of the Australia Indonesia Partnership – *Sinergi dan Kolaborasi untuk Akselerasi Layanan Dasar* (SKALA) program focusses on SKALA’s approach in building influence and ensuring the voice and representation of poor and vulnerable communities are better incorporated into local government processes of planning and budgeting, leading to improved service delivery. This strategy will be implemented in close alignment with the Pillar 1 Engagement Strategy, which focuses on ensuring policies and regulations provide a conducive environment for subnational governments. The Pillar 3 Engagement Strategy also supports and interlinks with the Pillar 2 Engagement Strategy, which focuses on the capacity of subnational governments to provide improved service delivery. Engagements through Pillar 3 will provide options and inputs to both national stakeholders (Pillar 1) and subnational governments (Pillar 2) to ensure the perspectives and effective representation of vulnerable communities are incorporated. There are also clear linkages between this Pillar 3 Engagement Strategy and SKALA’s GEDSI Strategy.

SKALA utilises pillar engagement strategies (PES) to provide a clear framework which expands on the program logic developed in SKALA’s initial design. The purpose of these PES is to provide the missing middle between the general theory of change (program logic) by grounding this “theory” in the different implementation contexts or “practices” the program will operate in. This is particularly necessary given the program’s high-level outcomes, broad geographic scope, different scales of operations, and collaboration with government partners across all levels with various capabilities. The PES provides clarity on what SKALA will do, and why, in the different areas the program is operating in.

The PES includes 2 important components: a Theory of Change, which is a description of how and why a desired change is expected to happen in a particular context; and a Theory of Action, which is a practical description of the actions, mechanisms and processes that will bring about the anticipated change, that is, to operationalise the Theory of Change. The PES explains what an intervention’s outcomes are expected to be, what may constrain the achievement of these outcomes in a specific context, how change is expected to be brought about, and the actions that will be taken to deliver an effective program to achieve the stated outcomes.

As primary documents driving SKALA’s implementation, the efficacy of the PES is tested on a periodic basis through the Monitoring, Evaluation, Research and Learning system and reviewed at least annually and updated as required. This includes testing the assumptions and risks that underpin these strategies. This will help justify shifts in implementation and explain how the program has adapted over time to become more effective. The process also builds institutional knowledge of what is, and is not, working across the program.

SKALA’s overall goal is to “help reduce poverty and inequality within Indonesia by improving basic service provision to poor and vulnerable communities in less-developed regions”. SKALA’s results framework sets out 3 specific end of program outcomes (EOPOs):

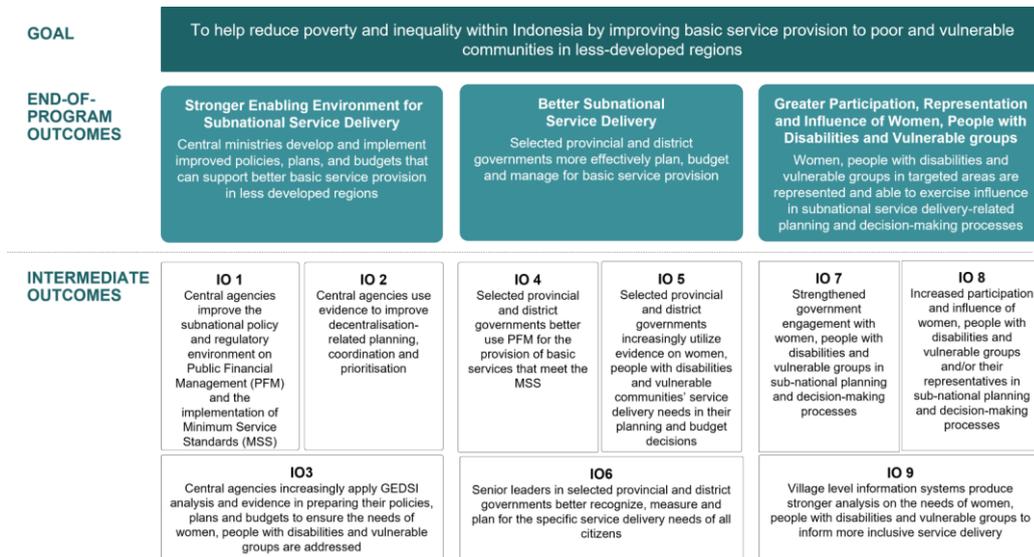


Figure 1. SKALA Program Logic

These EOPOs and intermediate outcomes (IOs) mapped in the program logic provided in Figure 1 have a high level of interconnectivity and support each other to achieve the overall goal of the program.

Central to SKALA’s approach are the poor and vulnerable communities of less-developed regions and the constraints they face in accessing minimum basic services. Although this forms the last of SKALA’s 3 EOPOs, the representation and influence of women, people with disabilities and vulnerable communities must always be the focus of the SKALA team. This representation and influence is aimed particularly towards improved provision of basic services, particularly related to health, education and social welfare. As such, SKALA’s work should impact on service delivery units benefiting from improved planning, budgeting and intersectoral support. Given its nature as a governance program, SKALA will look to ensure effective targeting and provision of services through improved provision of micro/village level data and analysis/evidence. Accurate and community validated data serves to ensure the voice and representation of poor and vulnerable communities, combined with other relevant datasets. SKALA will seek to ensure analysis responds to key policy questions and is used effectively by local decision makers.

This Pillar 3 Engagement Strategy focusses on efforts to build the knowledge of the needs of poor and vulnerable communities and the narratives of their experiences in accessing basic services. Relevant stakeholders able to support and establish or strengthen networks to increase influence in bringing about the required change are also identified. This document details key challenges, opportunities for success, risks and elaborates a way forward. It sets out activity decision making criteria and concludes with a consideration of coherence across the IOs and stakeholder coordination.

1. Theory of Change

1.1 High-Level Contextual Analysis

At the highest level, SKALA needs to consider both global and national trends that may impact national priorities and discourse in Indonesia as well as specific factors identified directly within the key counterpart ministries that may have an impact not only at national and subnational levels but also to communities.

Global Factors

There are several global factors that significantly impact poor and vulnerable communities worldwide. These factors exacerbate existing challenges communities already face and create additional barriers for their social and economic development:

1. **Poverty and inequality** – marginalised communities often experience the greatest disparities in terms of wealth and access to resources. Contributing to this is the limited access to education, healthcare, and basic services which can create a cycle of poverty.
2. **Climate Change** – resulting in more extreme weather conditions, increased risk of natural disasters and possible displacement, particularly of communities impacted by rising sea levels, landslides, earthquakes, floods, and so on and so forth. This creates additional budgetary pressures in dealing with emergencies, including possible food security issues, which can shift attention and resources away from service delivery. Poor and vulnerable communities often are in regions which are prone to extreme weather conditions resulting in lack of food, loss of livelihoods and displacement.
3. **Increasing utilization of (and dependence on) digital technology** – COVID has added momentum to increasing the uptake of digital platforms, improving the interoperability of systems and application of artificial intelligence. Poor and vulnerable communities are often located in regions with poor access and availability of information and communication technology (ICT) and lack the resources to afford such access. As such, poor and vulnerable communities run the risk of being omitted from analytics requiring digital footprints.
4. **Political identity and influence** – SKALA will span 2 national and subnational election periods, amplifying current trends where identity politics rather than the policies of candidates have become more influential in garnering political support. Poor and vulnerable communities in the provinces where SKALA will be working are often located in low population density regions, and do not provide sufficient votes to be influential. Lack of access to ICT and education also means that many of these communities are insufficiently aware of their rights, nor of the workings or responsibilities of government, to be able to effectively advocate for their needs. In some districts in Papua, votes are cast collectively in a process referred to as “system noken”, where effectively individual voting rights of the community are determined by the district’s political elite.

- 5. Discrimination and Social Exclusion** – another factor is conscious and unconscious discrimination based on race, ethnicity, gender, religion, and other factors which also plays a role in marginalizing certain communities while perpetuating poverty and vulnerability.

National Context

Indonesia has made significant improvements to its basic services, with 97.82 per cent¹ of children completing basic education, 87 per cent of the population having access to health services with health insurance (BPJS Kesehatan), and over 99.37 per cent of citizens having access to legal identity² which provides access to social protection programs. However, challenges remain; there are regional disparities in access to basic services in Eastern Indonesia, outer islands, and remote communities. Illiteracy rates are highest at 28.35 per cent in Papua³ and much higher rates at 92 per cent in remote and highland areas where most Indigenous people live.

Indonesia has one of the highest maternal mortality rates in the Association of Southeast Asian Nations⁴, and stunting is as high as 42 per cent in some locations.⁵ Children with disabilities face significant challenges to access basic education and Indigenous people do not have equal access to basic services. Additionally, women's representation and participation in decision making continues to be low across all levels of government, with discriminatory gender and social norms contributing to this situation.

The local general elections to be held in November 2024 will elect new district heads and governors, following the presidential and legislative election in February 2024. In many regions where SKALA will operate, new relationships will need to be established with new subnational governments that have new or different policy priorities and agendas.

Policies on Gender Equality, Disability and Social Inclusion

Indonesia has a strong policy framework on gender equality and disability inclusion, demonstrated by the laws and regulations below:

- Ratification of the Convention on the Elimination of All Forms of Discrimination against Women (8/1984)
- Law No. 8/2016 on the People with Disabilities
- Presidential Instruction (*Inpres*) No. 9/2000 on Gender Mainstreaming in Development in each ministry's planning, budgeting, implementation, monitoring, and evaluation processes from national to local levels
- Ministry of Home Affairs Regulation No.67/2011 on General Guidelines for Implementation of Gender Mainstreaming in the Regional levels

¹ BPS (2023) Education Completion Rate According to Education Level and Province 2020-2022

<https://www.bps.go.id/indicator/28/1980/1/education-completion-rate-according-to-education-level-and-province.html>

² Mendagri (2023) Data-kependudukan <https://dukcapil.kemendagri.go.id/page/read/7/>

³ BPS (2023) Percentage of Illiteracy (2020-2022) <https://www.bps.go.id/indicator/28/102/1/percentage-of-illiteracy.html>

⁴ Indonesia, Vietnam, Laos, Brunei, Myanmar, the Philippines, Cambodia, Singapore and Malaysia

⁵ UNICEF (2020) the State of Children in Indonesia

- Government Regulation No. 52/2019 on Social Welfare and Government Regulation No. 75/2020 on Rehabilitation Services for People with Disabilities
- BAPPENAS Regulation No. 70/2019 on Inclusive Development
- BAPPENAS Regulation No. 3/2021 on Inclusive Development and Planning

In addition to these laws, Indonesia also has mandatory spending to address social and economic inequalities in regions; for example, 20 per cent of the budget is allocated for education, and 10 per cent for health. There is no review yet on the actual implementation and effectiveness of this mandatory spending.

The gender mainstreaming regulation that was issued over 20 years ago to regulate the adoption of gender equality in planning and budgeting at all government levels is yet to be consistently followed and fulfilled by ministries. The World Bank reported that only 26 per cent of ministries were found to have developed gender analysis as part of budget preparations, and that the analysis did not address gender inequality specifically. Further research is required to clarify the extent in which this is being followed by local governments.

With regards to the disability law, despite slow progress to enact the implementing regulations across 8 ministries, the government has progressed to issue national action plans on disability inclusion in development. With KOMPAK assistance, several provinces have regulated subnational action plans to use a disability lens in development. It is important to monitor the implementation of the action plans to ensure the needs and interests of people with disabilities are reflected in planning and budgeting.

Data and Evidence Use

Fragmented data systems used in planning also impact on the representation and influence of vulnerable and poor communities. Currently there are several approaches and methodologies undertaken to collect community level data, managed by different ministries and local governments. This has led to duplicative data collection processes. Beyond wasting resources and time, different data collection methodologies and quality assurance practices can result in different and therefore contested results. From several issues-mapping process (or assessments) with government and relevant parties, it can be seen that this data is sometimes used interchangeably by provinces or districts, depending on how this may impact on budget allocations. For example, national survey-based data from NTB province reports a high prevalence of stunting, at 30 per cent of all children in the province. However, initiatives conducted by the province to directly identify the distribution of children (by name and address) affected by stunting concluded that 17 per cent are affected. This presents a dilemma in determining budget allocations to address stunting.

The Government of Indonesia (GoI) is working to address such data problems in part through the Satu Data Indonesia (SDI) initiative through Presidential Regulation No. 39 Year 2019. The aim of this initiative is to improve data sharing across ministries and with local governments, leading to improved analytics supporting stronger policy decisions. By December 2020, over 40,000 datasets had been interconnected through 43 institutional data portals (Ismani, 2020). However, numerous challenges remain in the implementation of this initiative due to several factors (Ismani 2020), including:

- Inconsistent use of digital platforms and data sharing standards between and among government agencies.
- Overlapping data systems and differences in data collected and presented on the same subject matter.
- Poor data security, data privacy measures, and existing digital divides (capacity and access) across regions.
- Limited supply of qualified personnel to support adoption and implementation of open government and open data systems, particularly at subnational levels.
- Need for further regulation and governance mechanisms to provide a legal basis for data sharing and publication.
- Limited guidance on how to use data in government functions, particularly planning and budgeting.
- Data not clearly required in most programmatic planning, and linkages weak.
- Lack of recognition and incorporation of micro-level data required for local government targeting and planning at the village level.

These issues negatively impact across a range of government functions, including the effectiveness of planning and delivery of minimum service standards (MSS). Initiation of the MSS policy was a strategic move by GoI and is currently well institutionalised and already an important part of the Ministry of Home Affairs (MoHA) business process. Despite the incorporation of MSS in the obligatory functions of government, its implementation remains inconsistent across regions due to poor capacity and limited systems to scope and undertake requirements (capacity issues), especially by local governments at the forefront of service delivery. Previous KOMPAK technical assistance has also focused on inputs to support the governance aspects of MSS delivery, including guidance on MSS unit costing mechanisms to support budgeting at the local government.

Impacting on the implementation of MSS is the lack of coordination and alignment of policy changes between sectoral ministries and SKALA's 3 counterpart ministries. Several sectoral ministries have sought to enforce refinements to previously issued policies without considering the capacity of local governments to adapt to these changes, nor the requirement for instance within MoHA to revise guidelines in accordance with sectoral changes. Adding to this is the need to better align and synchronize between Bappenas, Ministry of Finance and MoHA themselves, each with their own systems, processes, and priorities.

In addressing these problems specifically related to poor and vulnerable communities, there is a need to strengthen local government systems and capacity of evidence-based planning in gender equality, disability and social inclusion (GEDSI) specific analysis and mainstreaming this in budgeting. This requires the adoption and scaling of community-based data systems, a number of which have been effectively trialed and developed across a range of DFAT funded programs (ACCESS, LOGICA, AIPD and KOMPAK).

1.2 Problem Analysis and Picture of Success

SKALA's EOPO – 3 is broken down into 3 intermediate outcomes (IOs), which are considered in turn

below:

IO 7 Strengthened government engagement with women, people with disabilities and vulnerable groups in sub-national planning and decision-making processes.

IO 8 Increased participation and influence of women, people with disabilities and vulnerable groups and/or their representatives in sub-national planning and decision-making processes.

IO 9 Village level information systems produce stronger analysis on the needs of women, people with disabilities and vulnerable groups to inform more inclusive service delivery.

IO 7 Strengthened government engagement with women, people with disabilities and vulnerable groups in sub-national planning and decision-making processes.

Key problems

- Lack of knowledge regarding gender mainstreaming regulations and requirements in local government, for instance in providing direct participation for women and people with disabilities to support planning processes in identifying existing issues which must be addressed.
- Lack of awareness and capability of regional government units in designing and implementing effective measures for participation of marginalised groups in development.
- Poor processes in planning, budgeting, and monitoring and evaluating interventions to improve conditions for poor and vulnerable communities.
- Lack of genuine spaces for participation of marginalised groups, including information on opportunities to directly participate.

Picture of success

- Subnational governments have regulations on the participation of women, people with disabilities, Indigenous people, and vulnerable groups as well as the capability to implement these regulations including allocated budget (especially in pilot provinces and districts).
- Subnational governments are effectively implementing interventions based on effective engagement with poor and vulnerable communities and receiving input on areas for improvement.
- Sub-national governments are utilizing data on and inputs from poor and vulnerable communities to improve programs and interventions.

IO 8 Increased participation and influence of women, people with disabilities and vulnerable groups and/or their representatives in sub-national planning and decision-making processes.

Key Problems

- Low awareness of the rights to basic services provision for women, persons with disabilities and vulnerable groups.
- Women, people with disabilities, and vulnerable groups are yet to meaningfully participate and be represented in the subnational planning and decision making processes. This is because local

governments do very little information dissemination related to vulnerable group programs.

- Women's and people with disabilities' groups have low capacity in scoping and communicating their needs in subnational decision making processes; they are also not yet organised and consolidated as an advocacy group.
- Non-government service providers are not effectively engaged in planning and budgeting processes and overall have limited access to decision making processes.

Picture of success

- Key groups of women, people with disability, other vulnerable groups, and non-government service providers are actively participating and influencing local government development planning and decision making.
- Based on the inputs of key groups of women, people with disability, other vulnerable groups and non-government service providers, measurable improvements the delivery of inclusive basic services occur.

IO 9 Village level information systems produce stronger analysis on the needs of women, people with disabilities and vulnerable groups to inform more inclusive service delivery.

Key Problems

- Lack of availability and accessibility of reliable, accurate and up-to-date disaggregated data on the needs of women, persons with disabilities and vulnerable groups.
- Lack of utilisation of data, analysis and information systems in planning and budgeting to meet needs of vulnerable groups.
- Sharing, analysis and integration of data to support planning and budgeting processes at village level is yet to be optimized.
- Poor distribution, institutionalisation, and integration of village level information systems by district and provincial governments, also due to variety of village level data systems and data collection conducted by national ministries.
- Poor capacity of poor and vulnerable communities to provide and present data and analysis of the needs of women, people with disabilities and other vulnerable groups to impact on more inclusive service delivery.

Picture of success

- Strengthened involvement of women, persons with disability, and vulnerable groups in the process of planning and decision making at district and province levels utilizing validated datasets and strong analysis.
- This IO focuses on data availability, accuracy and utilisation. It will be good to have one point picture of success of the improve data of the village level information system itself.

1.3 Programmatic Boundaries

To ensure the program portfolio does not progress too broadly, a number of programmatic boundaries have also been identified as guidance for the team.

IO 7

- Working on governance type issues, which means avoiding going deeply into sectoral programming.
- Emphasis on working on implementation level regulations, processes and procedures of local government (district and province), and not at the national law level.
- Not creating own data/information systems, focusing on strengthening and harmonisation of available data systems and access to anonymised datasets by poor and vulnerable communities.

IO 8

- Not creating own data/information systems, focusing on strengthening access and analysis of available data systems by representatives of poor and vulnerable communities.
- Working within and in support of ongoing government initiatives.
- Mapping and utilising existing knowledge assets and approaches which can effectively enhance capacity of poor and vulnerable communities in participating effectively in planning and budgeting processes rather than simply mobilising technical assistance or developing materials from scratch.

IO 9

- Not creating own data/information systems, focusing on strengthening, integration, and institutionalisation of available data systems with improvements proposed as required to comply and support government processes and improved representation of poor and vulnerable communities.
- SKALA will not engage directly at village level but seek to impact and improve systems and institutionalisation at district level.

Solutions

IO 7

- Facilitation and technical assistance provided to local governments (province and district level) on optimising space for the participation of women, people with disabilities (and their organisations) and vulnerable communities in planning processes and in the decision-making forums.
- Strengthening the institutionalisation and implementation of gender mainstreaming and disabilities action planning with complementary local regulations and procedures.
- Technical assistance and capacity building of local government institutions and relevant bodies including collaboration with universities in collaborative implementation, monitoring and evaluation of GEDSI mainstreaming.

IO 8

- Strengthening the role of local communities of practice and influence through the provision of collaborative spaces between key stakeholders and practitioners able to identify and analyse disparities and the needs of women, people with disabilities (and their organisations) and other vulnerable communities.
- Support to key stakeholders and practitioners able to identify and analyse disparities and the needs of women, people with disabilities (and their organisations) and other vulnerable

communities in presenting and communicating analysis and advocating their needs effectively in local planning and decision-making processes.

- Support in the development of effective communication strategies which encourage participation and the influence of women, people with disabilities (and their organisations) and other vulnerable communities.
- Facilitation and technical assistance to non-government service providers to participate in and influence planning and budgeting processes to improve inclusive service delivery.

IO 9

- Facilitation and technical expertise provided (in collaboration with local organisations and universities) to local governments in the establishment, scaling and utilisation of village information systems, data analytic platforms such as SEPAKAT, and micro data updating integrated into national systems such as Registrasi Sosial Ekonomi (Social Economy Registry or Regsosek).
- Technical expertise provided to local governments, where possible through local universities in strengthening the capacity of district and village level apparatus in integrating village level data systems as a key component of local government information systems collecting community level data and particularly providing required analytics regarding women, people with disabilities (and their organisations) and other vulnerable communities. This is aimed at supporting planning and implementation of inclusive MSS, and poverty reduction action plans and programs.

Blockers

IO 7

- Poor response and lack of strong leadership from key officials and political leaders.
- Competing agendas due to limited fiscal capacity.
- Poor capacity including management and institutional capacity (including finance management, GEDSI issues) of local partners, in particular universities.

IO 8

- Lack of capacity and influence of local civil society particular at the district level.
- Vested interests of key stakeholders not wishing or able to advocate against poor local government performance.
- Poor ICT infrastructure and capacity to broadcast key messages.
- Blockages in participation due to lack of responsiveness from local government.
- Conflicting interests of local groups.

IO 9

- Skepticism of local government and stakeholders in improving data level data.
- Conflicting national government regulation and programming.
- Lack of capacity and/or intent of local stakeholders to participate and collaborate.
- Conflicting interests of local groups.
- Poor infrastructure, including ICT/internet coverage as well as basic utilities such as electricity.

2. Theory of Action

2.1 IO 7

Based on the above, SKALA will essentially undertake 2 streams of activities to strengthen government engagement with women, people with disabilities and vulnerable groups in subnational planning and decision making processes.

The first is to design and deliver support for local governments in developing and implementing inclusive policies. This requires mapping of existing policies, what are required policies and mechanisms, and who are the internal government champions willing and able to support this agenda. SKALA will seek to collaborate with local university centres and other key stakeholders that are able to provide support and influence local political leadership. Separately, SKALA will also seek the support of national ministries in providing the required frameworks and directives to progress this agenda. In the initial phase, SKALA will focus on the provincial level to then progress to district levels, once districts are selected and leadership is determined.

The second is the mapping and optimisation of participatory spaces for women, persons with disabilities, and vulnerable groups. This includes improving local government capacity to identify key participants to such events, including accessibility of venues and other requirements allowing for active participation of people with disabilities. Changes proposed and decisions made need to be tracked to ensure consistency and accountability towards decisions reached during participatory sessions. To support this and maintain the participation of key stakeholders within government, there will be a need to improve capacity to monitor and evaluate GEDSI related activities and to report back and assess progress collaboratively.

2.2 IO 8

Under this IO, SKALA will undertake 3 approaches to increase participation and influence of women, people with disabilities and vulnerable groups and/or their representatives in subnational planning and decision making processes.

The first is to strengthen and expand existing communities of practice and influence to encourage increased participation and influence of women, persons with disabilities, and vulnerable groups in planning and decision making. As much of the capacity will be at provincial level, this will be the initial focus of the team while building evidence and establishing grass root level links and networks to districts likely to be supported by SKALA.

The second action is to provide increased capacity and awareness of stakeholders by enhancing communication and information flows to relevant stakeholders in order to ensure their involvement and influence in development planning and decision making. Where necessary this may require visits and consultations to other provinces and districts as well as support from national government agencies to provide clarity on where participation and influence is required.

The third element is to identify and support non-government service providers in influencing and providing inclusive basic services. This includes input on identifying where there are gaps in the services they are providing and identifying necessary changes and improvements to fulfill MSS requirements. This group of stakeholders will also integrate into the overall advocacy efforts of the communities of practice and influence, providing further options to government in increasing the outreach and distribution of MSS to vulnerable and poor communities. This is particularly pertinent in Papua where some of the most remote regions are only penetrated by non-government service providers.

With each stakeholder, improved access and analysis of community data and strengthened capacity in presenting the data and analysis effectively will also be required as part of the process of building their active and effective participation.

2.3 IO 9

This IO will be addressed through 2 approaches. The first is to strengthen the governance, availability, reliability and utilisation of data at district and province level to ensure that the needs of vulnerable groups are reflected in delivery of basic services. This requires the support of local governments, with technical capacity built at provincial level and through collaboration with local universities to encourage the integration of village information systems data allowing for district and province level aggregation. In terms of actual service delivery, the action planning for fulfillment of MSS is a viable option and policy directive from MoHA which could be utilised to push for better data collection and validation.

The second approach is to build local capacity. Using Aceh as an example, local universities and the engagement of students could play a significant role as a key government partner to support the provision of comprehensive, valid, and up-to-date data and analysis on the needs of women, persons with disabilities, and vulnerable groups. Further scoping will be required to identify capacity and build engagement with partners and measure the intent of local governments to collaborate in this space.

3. Activity Decision Making Criteria

The following criteria were proposed through the design process:

Criteria	Details
GEDSI	Potential to progress SKALA’s GEDSI ambitions and proposed approach (mainstreaming and/or targeted). Has the activity considered the SKALA GEDSI Strategy in the design?
Program Coherence	Alignment with specific IOs in the SKALA program logic and complementarity/synergies with other planned SKALA activities and/or DFAT/other development partner activities.
Results and risks	Anticipated results and potential pathway for increasing impact at scale, weighed against the risks (e.g., risk of not achieving results, reputational risks, execution risks, ability of partners to implement etc).
Sustainability	Activities aim to contribute to change in service delivery and Gol priorities; have the potential to scale up or out; adaptability in design process with clear outcomes; is the activity appropriately resourced and budget available in Gol systems.
Design effectiveness	Sound design principles, with a clear purpose and likely impact of catalytic change, with demonstrated transparency and accountability reforms.
VFM	Appropriately budgeted and not a duplicated activity.

Aside from the criteria agreed to with Bappenas within the governance framework which are more general, a number of key factors should be considered by the team in supporting initiatives proposed by counterpart ministries. These include the following considerations:

- Activities that can be effectively implemented and sustained with available resources and existing stakeholders' commitment to ensure high sustainability post-SKALA.
- Activities backed by robust evidence and data, including from the experience of KOMPAK.
- Activities that will provide measurable impact, minimizing niche and narrow activities that do not align with SKALA’s thematic interests.
- Activities that promote application of advanced analytics and research to facilitate responsive

and transparent planning and budgeting.

- Activities that support linkages across IOs and/or are oriented towards improved inter and intra-ministerial collaboration.

4. Coherence and Cooperation

Broadly speaking, SKALA functions in 3 ways, or through “3-Ps”:

- providing critical practice space to scale effective practices/*praktik*.
- ensuring effective monitoring, evaluation, and research to ensure learning is achieved to continue adapting and strengthening its approach/*pembelajaran*.
- by effectively advocating findings and influencing areas requiring reform within Indonesia’s complex decentralization environment/*pengaruh*.

As outlined in the previous sections, the “*Praktik*” function of SKALA in IO 7 consists of regulatory and systems strengthening activities, particularly in ensuring “participatory spaces” as provided in regulations are indeed participatory not only in terms of ensuring attendance of relevant stakeholders, but also in ensuring their active participation is facilitated. Other practices to be established and scaled are through public stakeholder forums and networks able to improve understanding of local governments towards the challenges faced in providing MSS to poor and vulnerable communities. This includes the need to strengthen and integrate locally generated information systems (LOGIS) such as SAIK+, SIO and SIGAP, as these systems provide micro level insights which are required particularly for inclusive targeting and programming. LOGIS datasets themselves must be further combined with other data sets in order to provide sufficient evidence for policy and detailed programming decisions, and this capacity needs to be provided or established through local networks and stakeholders.

The issues of service delivery and the mapping of various stakeholders, the reach of non-government as well as non-government stakeholders and the gaps existing across different regions will require further research and analysis to be conducted through the “*Pembelajaran*” or learning function of SKALA. Lessons also need to be derived from other districts and provinces and shared learning events will be needed to build a common understanding of both issues and solutions.

Presentations and discussions, hopefully leading to systemic and behavioural change of local governments linked with local stakeholders, requires a broad range of stakeholders pushing and influencing in the same direction. This is where SKALA’s “*Pengaruh*” function comes into play, by supporting central ministries in influencing local governments to open up participatory spaces for local stakeholders to effectively engage. This is also where improved analysis and presentation of data by key stakeholders through networks supported by SKALA will be critical in influencing government policy. Cooperation with other programs and development agencies will also mainly come about through the “*Pengaruh*” function in jointly advocating required improvements. At the Pillar 3 level, this allows SKALA to effectively cooperate with INOVASI, INKLUSI, KIAT, PRO-AKTIF, PROSPERA, AIPJ2, and others as needed.



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