



SKALA
Sinergi dan Kolaborasi untuk Akselerasi Layanan Dasar
Kemitraan Australia - Indonesia



Australian Government



Gender Equality, Disability and Social Inclusion Strategy

2023–2026

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Abbreviations

BAPPENAS	Ministry of National Development and Planning
BPS	Badan Pusat Statistik
CSO	Civil Society Organisation
DFAT	Department of Foreign Affairs and Trade
DPO	Disabled People’s Organisations
EOPO	End of Program Outcomes
GEDSI	Gender Equality, Disability, and Social Inclusion
Gol	Government of Indonesia
IDD	Investment Design Document
IO	Intermediate Outcomes
KOMNAS PEREMPUAN	Komisi Nasional Perempuan
KOMPAK	Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan
KSI	Knowledge Sector Initiative
MERL	Monitoring, Evaluation, Research and Learning
MoF	Ministry of Finance
MoHA	Ministry of Home Affairs
MoSA	Ministry of Social Affairs
MSS	Minimum Standards for Service Delivery
Otsus	Otonomi khusus
PAF	Performance Assessment Framework
PEA	Political-economy analyses
PFM	Public Financial Management
PMT	Program Management Team
RKPD	Rencana Kerja Pemerintah Daerah (Local Government Work Plan)
RKA	Rencana Kerja dan Anggaran (Work Plan and Budget)
RPJPN	Rencana Pembangunan Jangka Panjang Nasional (Long-Term Nasional Development Plan)
RPJMN	Rencana Pembangunan Jangka Menengah Nasional (Medium-Term Nasional Development Plan)
RPJMD	Rencana Pembangunan Jangka Menengah Daerah (Medium-Term Regional Development Plan)
SA	Subsidiary Arrangement
SEPAKAT	Sistem Perencanaan, Penganggaran, Analisis & Evaluasi Kemiskinan Terpadu
SKALA	Sinergi dan Kolaborasi untuk Layanan Dasar (Synergies and collaboration for service delivery acceleration)

Glossary of terms

Agency	Agency is the capacity of individual women, men, persons with disabilities and indigenous women (in Tanah Papua) to act independently and to make her/his own free choices, and to impose those choices on the world. It refers to capabilities, self-determination, the capacity to make choices, skills development, and an ability to manage her/his workload.
Disability-inclusive development	Promotes effective development by recognising that, like all members of a population, persons with disabilities are both beneficiaries and agents of development. An inclusive approach seeks to identify and address barriers that prevent persons with disabilities from participating in and benefiting from development.
Empowerment	The empowerment of women, persons with disabilities and indigenous women (in Tanah Papua) concerns women gaining power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality.
Gender equality	Gender equality is a goal to ensure equal rights, responsibilities and opportunities of women and men, and girls and boys. It is a goal that has been accepted by governments and international organizations and is enshrined in international agreements and commitments.
Gender mainstreaming	Gender mainstreaming entails bringing the perceptions, experience, knowledge and interests of women and men to bear on policymaking, planning and decision-making. It does not replace the need for targeted, women-specific policies and programs, and positive legislation; nor does it do away with the need for gender units or focal points. Gender mainstreaming is the strategy established by Member States of the United Nations to achieve gender equality.
Marginalised groups	Marginalised groups are defined as those who are excluded from political, social, cultural and/or social spaces based on identity. This marginalisation can impact their sense of dignity and ability, opportunities afforded and dignity to take part in society.

Persons with disabilities	Persons with disabilities is defined as people who have a long-term physical, mental, intellectual, or sensory impairment that can, in interaction with various barriers, hinder a person's full and effective participation in society on an equal basis with others.
Poor	Poor are defined in this strategy as the bottom 40 per cent of Indonesia's population that is the target of the Government of Indonesia's poverty agenda, as outlined in Indonesia's Medium Term Development Plan (RPJMN) 2014–2019.
Social inclusion	Social inclusion is defined as the process of improving the ability, opportunity, and dignity of people disadvantaged on the basis of their identity to take part in society.
Vulnerable Groups	The term 'vulnerable groups' was identified in the IDD and the SKALA contract and as such does not have a definition of the reference group. As a minimum, it is poor people, with a focus on women, people with disabilities and indigenous Papuans. SKALA will be guided by the Gol regulations on vulnerable groups, and this may change over time.

Executive Summary

Regional disparities in Indonesia due to historical, political, and geographical factors are exacerbated by the poor delivery of services in less developed provinces and districts across the nation. The poor quality and levels of accessibility to services for the general public creates further challenges for marginalised groups within these less developed regions.

The Australia-Indonesia Partnership: Synergies and Collaboration for Service Delivery Acceleration (SKALA) has been designed to address these challenges with specific GEDSI objectives. This is reflected in SKALA's overall goal: "To help reduce poverty and inequality within Indonesia by improving basic service provision to poor and vulnerable communities in less-developed regions" and is further defined and highlighted in the third of its three end of program outcomes (EOPOs). That is, SKALA will work towards "Greater Participation, Representation and Influence of Women, People with Disabilities and Vulnerable groups". As this is an 'important and deliberate' EOPO, in accordance with the OECD DAC Policy Markers, SKALA is classified as a 'Significant' program.

The SKALA GEDSI Strategy combines GEDSI-integrated interventions across substantive work in its program pillars, with targeted interventions for specific problems with particular vulnerable groups. Strategic entry points and interventions will be identified in SKALA's pillar engagement strategies at both national and subnational levels ensuring SKALA's multiple-track approach is complementary and mutually reinforcing.

As an Australian government funded program, SKALA's GEDSI Strategy references and ensures adherence to DFAT policies and principles. The GEDSI Strategy frames the development of its detailed national and subnational engagement strategies to ensure both GEDSI specific and mainstreamed interventions are informed and guided by an overarching analysis of gender, disability, and social inclusion issues within Indonesia's socio-cultural, economic, and political context. This includes key legal, regulatory, and institutional structures in place, with identified common issues still prevalent in Indonesian society.

The strategy also highlights the core principles and values underpinning SKALA's work and the behaviour and attitude of the team as it develops and undertakes interventions linked to each of its nine intermediate outcomes.

Understanding the multidimensionality and complexity of GEDSI, this strategy has also identified potential partnerships across DFAT-funded programs and other international development agencies to build synergies and collaboration whilst also avoiding duplication. This collaboration also emphasises SKALA's role as DFAT's subnational engagement platform.

1. Introduction

The Australia-Indonesia Partnership: Synergies and Collaboration for Service Delivery Acceleration (SKALA) 2022–2030 is an eight-year, AUD 160 million program divided into two phases. SKALA seeks to assist Indonesia to address regional disparities and poverty, especially in disadvantaged regions, primarily in Eastern Indonesia and special autonomy provinces, by improving the efficiency and effectiveness of its decentralisation policies and practices. The SKALA contract was signed with managing contracting DT Global on 25 October 2022 and the program commenced on 1 November 2022.

SKALA is a partnership between the Governments of Indonesia (GoI) and Australia (GoA), working with three GoI Ministries (BAPPENAS, Ministry of Finance (MoF), and Ministry of Home Affairs (MoHA). It is anticipated that SKALA will work in eight provinces and up to 32 districts. Decisions on these provinces and districts will be determined by SKALA’s steering committee which at the time of writing this version of the GEDSI Strategy has yet to convene.

The goal of SKALA is “to help reduce poverty and inequality within Indonesia by improving basic service provision, to poor and vulnerable communities in less developed regions of Indonesia”. This will be achieved by strengthening selected elements of Indonesia’s large and complex decentralised government system, working with multiple stakeholders at the national level (setting an enabling environment for subnational service delivery) and the subnational level for better service delivery and greater participation of women, people with disabilities and vulnerable groups.

The core approach is to support stakeholders better collaborate (*kolaborasi*), align and combine their efforts, resources, and expertise (*sinergi*), while building on the successes and learning of Australia’s past support to decentralisation. The overarching goal will be progressed through three interconnected end-of-program outcomes (EOPO):

- EOPO 1 (Enabling Environment Pillar): Central ministries develop and implement improved policies, plans, and budgets that can support better basic service provision in less developed regions.
- EOPO 2 (Subnational Pillar): Selected provincial and district governments more effectively plan, budget, and manage basic service provision.
- EOPO 3 (Citizen Participation Pillar): Women, people with disabilities and vulnerable groups in targeted areas are better represented and able to exercise influence in subnational service delivery-related planning and decision-making processes.

At the core of SKALA’s work is an explicit focus on women, people with disabilities and vulnerable groups. This document outlines how SKALA will ensure a focus on GEDSI and take tailored approaches within different contexts. As EOPO 3 is an ‘important and deliberate’ EOPO, in accordance with the OECD DAC Policy Markers, SKALA is considered a ‘Significant’ program.¹

The GEDSI Strategy is developed based on SKALA’s Investment Design Document (IDD) and builds on key learnings from previous decentralisation programs. It reflects SKALA’s thinking and analysis as well as GEDSI ambitions. The EOPOs are interconnected at national and subnational levels, with identified entry points for GEDSI-specific and mainstreamed interventions. The GEDSI strategy also outlines how SKALA plans to work with other DFAT-funded programs and development partners to complement, leverage and synergise across different portfolios.

¹ <https://www.oecd.org/dac/gender-development/dac-gender-equality-marker.htm>

As an Australian funded program, SKALA responds to Australia's Gender Equality and Women's Empowerment Strategy (2016)² which acknowledges gender equality and empowering women as an important right and a driver of growth, development, and stability. The DFAT strategy establishes three priority areas:

- enhancing women's voice in decision-making, leadership, and peacebuilding
- promoting women's economic empowerment
- ending violence against women and girls.

The first 2 priority areas are of direct relevance to SKALA's work.

DFAT has also prioritised disability rights and inclusion in international aid projects since 2008. Its Development for All: Strategy for Strengthening Disability-Inclusive Development in Australia (2015–2020) articulates the approaches that will be implemented through working with people with disabilities, their representative organisations, and partners.

SKALA will apply a GEDSI perspective to program implementation, culture and institutional processes and interactions. The Strategy will be implemented in parallel with other related guidelines, including Child Protection and Preventing Sexual Exploitation and Harassment. This Strategy is a living document, intended to be regularly refined and improved as the team learns and the program evolves. Further adjustments to activities and indicators are expected following the submission of the Multi-Year Work Plan and the MERL Framework.

² SKALA is aware that that the Foreign Minister has announced there will be a new Gender Strategy and a new Disability Inclusion and Rights strategy developed this year. This Strategy will be reviewed against the new policy as and when it becomes available.

2. Gender, Disability and Social Inclusion Analysis

2.1. Socio-Cultural, Economic, and Political Context

Women comprise 49.4 per cent of the Indonesian population of 272.6 million people. Over 10 per cent of the population are elderly (deemed as over the age of 60 years old), of which, 51.7 per cent are women and 48.2 per cent are men. Approximately 9 per cent (23.3 million) people have a disability, of which, 55.5 per cent are women and 44.5 per cent are men.

The Association of Indigenous Women of the Archipelago estimates that there are 70 million Indigenous people in Indonesia, of which 49 per cent (34.3 million) are women. A greater proportion of women live in poverty (2.89 million or 10.7 per cent compared to 2.68 million men or 9.92 per cent). Households that have a family member with a disability are more likely to be living in poverty as the primary carer is usually without access to paid employment thus reducing the household income and increasing living expenses compared to families without members with a disability.

Social and gender norms intersect with policies and can have a strong influence in cultural practices and decision-making processes in Indonesia. No single factor of intersectionality (education, ability, wealth, gender etc) can be considered without reflection of its interconnectivity to other factors. Gender norms that position men as the head of household have placed domestic responsibility and care duties with women which in turn can limit their access to paid employment and participation in public life. There are also strong cultural norms and taboos related to women's bodies that affect their access to health services. This diminishes opportunities for women to participate in meetings and voice their interests and concerns.

Social norms around people with disabilities are even more challenging. There is a perception that people with disabilities are a burden on society or the family, incapable of independence and an embarrassment to their family. Lack of public awareness towards people with disabilities has led to families hiding relatives with disabilities. Similarly, lack of government officials' understanding of people with disabilities and their needs has contributed to their further exclusion from services and participation in decision-making processes.

Key issues around access to basic services are highlighted below.

Education

The national average year of schooling is 8.9 years for men and 8.07 years for women. Education attainment across the provinces is uneven. Papua, West Nusa Tenggara and West Kalimantan have the lowest average years of schooling for women while DKI Jakarta has the highest. Primary and secondary school completion rates for children with disabilities is 56 per cent for primary school and only 26 per cent for secondary school. The availability of qualified teachers, access to facilities and appropriate resources to teach, and schools that do not accommodate different types of disabilities have contributed to the low completion rates.

Health

According to BPS, access to basic health services is highly varied across the country, the lowest rates being in Papua (only 36.44 per cent of the population have access to health services), and East Nusa Tenggara (54.43 per cent). In accordance with the 2020 Occupation Census Long Form by BPS, the overall Maternal Mortality Rate (MMR) in Indonesia is 189/100 000 live births.³ Whilst this reflects a reduction since Inter-Census 2015 when the MMR was 305 per 100,000, it remains extremely high and one of the highest in the region. These numbers are due to a combination of lack of facilities and resources in hospitals to deal with complications of pregnancy, ineffective referral systems, poor access to health services, policies, and gender norms around reproductive health issues. Although access to Indonesia's universal health insurance covers almost 90 per cent of the population, 53.8 per cent of people with disabilities still do not have access to this universal health care.

Access to legal identity

A legal identity is key to accessing basic services in Indonesia. For example, school enrolment requires a birth certificate, and access to social protection systems requires a Single Identity Number (NIK). Ninety-three per cent of the population have a NIK and over 90 per cent of children have a birth certificate. However, children in Papua, East Nusa Tenggara, Maluku, and North Sumatra still face challenges in accessing birth certificates due to geographical remoteness and the cost of travelling to the nearest service unit which can provide this documentation. It is estimated that 8.6 million children from poor families have not been officially registered.

Access to employment

Women's labour participation rate is 53 per cent and for men this is 82 per cent. The average monthly salary for women is AUD 235 compared to the national average of AUD 276. Profiles of women in employment indicate that the majority of women work in the informal sector, part time, have a lower salary than men, and a greater proportion of women overall undertake unpaid work. Over 40 per cent of women with disabilities are employed, while 67 per cent of people with disabilities work in the informal sector and have a much lower average monthly salary than the national average. In Indonesia, a person with a severe disability is 91.8 per cent less likely to get a job than non-disabled person.

Violence against women

High levels of violence against children and women hinders both the growth of children as well as women's participation in economic development. In accordance with the 2021 National Women's Life Experience Survey (SPHPN)⁴, 1 in 4 women aged 15–65 years had experienced physical violence during their lives; this has decreased compared to the 2016 survey (1 in 3 women). Komnas Perempuan reported that they received a 60 per cent increase in domestic violence cases during Covid-19. Data on violence against women with a disability is hard to obtain due to the overall lack of services for persons with disabilities. Women with disabilities are also more vulnerable to be assaulted, especially women with an intellectual disability. Access to services for women who experienced violence is limited in urban areas, and mostly is provided by non- government organisations.

³ Hasil Long Form Sensus Penduduk 2020, Badan Pusat Statistik (BPS)

⁴ The 2021 National Women's Life Experience Survey is conducted by the Ministry of Women's Empowerment and Child Protection in collaboration with BPS, and is not yet a public document but the findings are reported in the media <https://en.antaranews.com/news/236005/violence-against-children-women-hinders-development-ministry>

Women as leaders in Government

In 2004, Gol adopted a gender quota target of 30 per cent women in leadership as a special measure to increase women's participation in parliament, however, women's representation in all levels of government is still quite low. Women constitute 20 per cent of national parliamentarians and 30.9 per cent of provincial representatives. At the executive level, there are 6 women out of 34 ministers (18 per cent), only one governor (3 per cent), 13 district heads / mayors (2.7 per cent) and 5 per cent village heads. In the justice sector, women comprise 8.3 per cent of supreme court judges. There is no data on representation of women with disabilities in the legislature and at executive levels.

The abovementioned issues highlight how Indonesian women face multiple socio-economic, cultural, and political challenges that hamper efforts towards gender equality and disability inclusion. These challenges are further exacerbated by the Covid-19 pandemic, natural disasters, geographical barriers, and climate change. They hinder women's access to basic services and public decision-making processes. Women who live in rural, remote, or disaster-prone areas, have a disability, are poor, are from a minority group and/or are elderly, face greater challenges in accessing government services. Changes to these conditions will require high levels of political intent and support coupled with improved bureaucratic capacity and sensitivity towards GEDSI-related issues.

In February 2024, Indonesia will hold an election that will impact all levels of government, to synchronize all election and planning cycles. In order to achieve this, many regions are undergoing long periods of interim management and leadership, with acting Governors, District Heads (Bupati) and Mayors in some instances for up to three years. This is the first time in Indonesia's history that all levels, from the president to the village level, will undergo change simultaneously. Significant leadership changes are therefore anticipated at the national and subnational level, among both parliamentarians and government officials. As a result, SKALA will be working with a wide range of new partners which will also influence priorities.

In conjunction with leadership changes, the Gol is currently developing the national and subnational long-term development plan (RPJPN/RPJPD 2025–2045) and the national and subnational medium-term development plan (RPJMN/RPJMD 2025–2030). The long-term and medium-term plans incorporate gender mainstreaming considerations and indicators. This includes indicators such as "achievement of strong, healthy, and prosperous families" and "achieving gender equality with a specific focus on protecting women from violence, increasing access to basic services, increasing women's agency, and increasing women's access to livelihoods".

A notable component of the incoming national long-term development plan (RPJPN) is the intent to replace the Gender Development Index with the Gender Inequality Index. This reflects a move towards greater equality between women and men.⁵ This provides an opportunity for SKALA to influence the Gol National Strategy on Acceleration of Gender Mainstreaming and effective monitoring of the Gender Inequality Index. The draft has also incorporated key policies on gender equality (increasing access to basic services, women's leadership and decision-making as well as gender mainstreaming).

⁵ Indicators for Gender Inequality Index are: maternal mortality ratio; adolescent birth rate; per centage of men and women finishing high school; per centage of representation of men and women in parliament; and men's and women's labour participation rates

2.2. Policy Framework

Indonesia has recognised gender equality and disability inclusion in national legislation and policies. This includes the Human Rights Law (39/2009) and the People with Disabilities Law (8/2016). These are rights-based approaches that acknowledge the rights of people with disabilities to access basic services and decision-making. They also regulate data to inform planning and policies; promote reasonable accommodation and accessibility of services; and recognise the rights of women with disabilities. The ratification of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (8/1984) further recognises the rights of women to education, health, access to development planning and decision-making and aligns with the Convention on the Rights of Persons with Disabilities (2011). Despite this policy framework, implementation is not strong, and Indonesia has not delivered sufficient support for women, persons with disabilities and vulnerable groups.

Annex 1 tabulates the range of related Gol planning and policy frameworks for GEDSI.

Structural governance issues

Access to basic services such as health and education continues to be a challenge for diverse and vulnerable groups across the archipelago despite a regulatory framework accommodating the rights of vulnerable groups to receive quality services. Reasons for this are varied but generally include a lack of government capacity and women in leadership, lack of political will and resource constraints to provide those services. There are also other structural problems encountered both at national and subnational levels related to access, particularly for women and people with disabilities including those discussed below. Although the government has quotas for the inclusion of and minimum representation numbers, this is rarely, if ever, attained. In addition, glass ceiling issues are persistent in the Indonesian public sector. While overall there are slightly more women than men in the public sector (51.5 per cent in 2019), they are under-represented in the higher structural positions of Echelon-I (only 18 per cent) and Echelon II (only 13 per cent), where strategic decisions on policy responses and service delivery are made.⁶

Conflicting national laws

There is a plethora of government regulations that provide a framework for GEDSI support (refer Annex 1) however, many are in conflict. This creates confusion for service providers and the community. For example, on reproductive health, Indonesia's penal code criminalises abortion and any parties involved in facilitating the process, including medical staff. However, in health regulation No. 61/2014, abortion is legal for rape victims and for married women with life-threatening conditions, subject to her husband's permission. Similarly, access to contraception is limited to married women. These conflicting and restrictive laws limit women's access to health services and can contribute to high maternal mortality rates due to unsafe abortions.⁷

A lack of alignment between national and subnational laws

The Ministry of Education's regulation No. 32/2018 on minimum service standards for education has yet to integrate inclusive education as mandated by the disability law. Moreover, regulation No.13/2020 allows for students with disabilities to enrol in regular schools. This poses challenges

⁶ Glass Ceiling Study- Women's Career Progression in the Indonesian Civil Service, PROSPERA, 2020

⁷ Philbin et al (2020) Health system capacity for post-abortion care in Java, Indonesia: a signal functions analysis. *Journal of Reproductive Health*, (2020) 17:189

for district governments, as education for students with disabilities is mandated as the responsibility of provincial governments. As such, district governments are restricted in their authority to provide facilities for inclusive schools.

The Indonesian CEDAW report (2012–2019) identified 114 local regulations as discriminatory towards women.⁸ They include regulations on night curfews for women, compulsory head scarves for female students, and Quran literacy as a prerequisite for school graduation. From those 114 local legislations, three have been revised, nine have been revoked, while the remainder are still being reviewed by different ministries.

Despite being required by national law, subnational governments have low capacity to provide facilities and equal access to vulnerable people including people with disabilities, elderly, pregnant women, and children.

A lack of transparency/public information

Information, including laws and regulations that have been passed by the government, are available on government websites. However, at the subnational level, public information such as regulations, development planning (RPJMD), and budget-related documents are not always accessible to the public even though Law No. 14/2008 on access to public information stipulates openness and access to government documents. Government agencies are required to make public their gender budget statements; however it is often difficult to obtain budgetary information. The Forum of Budget Transparency's (FITRA) study found that out of 528 district government budget-related documents, only 16 per cent were available on their website, 46 per cent were accessible on request and 30 per cent were not accessible. Access to planning documents such as the local government annual development planning and workplans was easier to obtain with 20 per cent of documents available online and 47 per cent available on request.⁹

A lack of public participation

Opportunities exist for the public to participate in government planning, budgeting, policy development or in the public service as set out in the regulations above. However, there are still significant challenges. For example, West Nusa Tenggara's regulation on people with disabilities was passed without consultation with disabled people's organisations,¹⁰ whilst out of the Musrenbangs (development planning consultative session) in 70 districts, only 38 per cent involved women's organisations,¹¹ and only 11 per cent of districts held public consultations with their communities on the local government budget (APBD).

Poor data coordination

Data on people with disabilities is collected by the Ministry of Social Affairs, Ministry of Health, and Statistics Indonesia, however there is no integrated national database on people with disabilities. There are also poor data collection practices in most villages and subnational government offices.¹² This poses a variety of challenges to enforce regulations, to implement inclusive development and to ensure people with disabilities have access to basic services.

⁸ MOWE (2019) Indonesia's Eight Periodic CEDAW Report (2012–2019)

⁹ Seknas FITRA (2017) Laporan Local Budget Index 2017: Hasil Penelitian di 70 Kabupaten/Kota

¹⁰ Interview with HWDI NTB

¹¹ The report did not specify types of women's organisations and whether they were invited or demanded to be invited.

¹² PEDULI (2021) Peduli completion report

Social and gender norms hinder gender equality and inclusion

Social and gender norms are intertwined with policies and practices hindering the advancement of gender equality and disability inclusion. Gender norms are learned in families, schools, and communities from childhood. Gender norms that place men as the head of family and the breadwinner have shifted domestic work and care duties to women. This can also influence women's position in society.

3. GEDSI Strategy Overview

3.1. Core Principle

SKALA will ensure that GEDSI principles and approaches are strongly reflected in activity design, implementation, and through management processes and performance analysis.

SKALA will adopt the following principles and measures to guide its work:

Nothing about us without us	For activities with a specific focus on reaching and benefitting women’s groups and persons with disabilities, SKALA commits to ensuring the involvement and participation of women and people with disabilities in the design, implementation, and monitoring of these activities. SKALA will consult with local women’s organisations, disabled people organisations, indigenous entities/community to understand the intersectionality issues that faced by women, people with disabilities, indigenous people and other vulnerable groups in provinces as an integral part of the program cycle process.
Do no harm	Our activities will not reveal the identity of participants without their consent, nor tell their individual stories without their explicit approval. Principles detailed in DFAT’s Environmental and Social Safeguard Policy, DFAT’s Preventing Exploitation, Abuse and Harassment Policy will underpin our overall approach. We will obtain consent for the use of any image and/or sensitive material to ensure that participants, witnesses or other stakeholders are not negatively impacted as a result of their involvement with SKALA.
Non-discrimination	SKALA aims to remove barriers that may prevent fair and equitable participation, contribution, and benefits particularly for poor women, persons with disabilities and vulnerable groups in less disadvantage areas. Non-discrimination is fundamental to the human rights-based approach and one of the underlying principles of the Convention on the Rights of Persons with Disabilities.
Valuing diversity and intersectionality	SKALA values diversity and the lived experience of those with disabilities, and those who are from various cultural, religious, and socio-economic backgrounds. Diversity and intersectionality are taken into consideration in the design, implementation, data collection and monitoring of activities. Intersectionality will be included, to ensure our approach is appropriately adjusted in accordance with regions, cultures, social norms and target groups.
Working within government systems	SKALA interventions will work within government systems to ensure inclusive governance and improve planning and budgeting using evidence and data that is locally generated to support the decision-making process which improve basic services to benefit the women, people with disabilities and other vulnerable groups.

Regional Praxis

SKALA will work in different regions with a GEDSI-specific local context. This means that the program needs to adjust and cannot use a one size fits all approach. This includes raising regional good practices to the national level, and highlighting issues faced by local governments brought about by inconsistent national policy and regulation to inform the national government’s decisions on planning, budgeting, and policy development.

3.2. Multiple-track Approach

The SKALA GEDSI Strategy combines GEDSI-integrated interventions in substantive work across program pillars, and organisational functions, processes, and targeted interventions for specific problems with particular vulnerable groups. To achieve the program’s objectives, SKALA will identify strategic entry points and design interventions where multiple/twin-track interventions and activities are complementary and mutually reinforcing. This aligns with the twin-track approach to disability inclusion, outlined in DFAT’s Development for All strategy. Essentially, the twin-track approach combines disability-specific initiatives (which provide people with disabilities with the targeted support they need to participate fully in society and everyday life), with mainstreaming approaches (which ensure that broader systems, policies, and services include and benefit people with disabilities).

Figure 1. SKALA’s GEDSI Multiple Approaches



SKALA can have a tangible impact on service delivery to poor people with a focus on women people with disabilities and indigenous Papuans through complementary implementations that seek to strengthen provincial/district government’s implementation of appropriate laws and policies, while challenging the informal socio-cultural norms that constrain their implementation¹³. Strategy implementation may include a combination of the following interventions:

¹³ SKALA’s Investment Design Document, 2022 page 27.

Table 1 SKALA’s multiple interventions framework

<p>GEDSI targeted interventions</p> <p>Address the specific needs and circumstances of diverse population groups, geographical areas and/or organisations (such as civil society, community-based women’s groups and Disabled People’s Organisations (DPOs))</p>	<p>➤</p> <p>➤</p>	<p>GEDSI integrated interventions</p> <p>Aimed at changing, consolidating, or shaping existing mainstream policies, sector initiatives and government systems</p>
<p>Direct interventions</p> <p>Interventions to improve governance on basic service delivery, subsidies, policies and advocacy at national and subnational level</p>	<p>➤</p> <p>➤</p>	<p>Indirect interventions</p> <p>Includes evidence-gathering, research and analytical work, policy dialogue, institution building, coalition-building, gender responsive budgeting initiatives, capacity development, and/or organisational reforms</p>
<p>Short-term measures</p> <p>Progressive, transitional and/or preparatory measures such as media campaigns</p>	<p>➤</p> <p>➤</p>	<p>Long-term measures</p> <p>Systemic changes, behaviour and social change followed by social norms transformation</p>
<p>Government measures</p> <p>New legislation, policies, data production initiatives or allocations in national budgets</p>	<p>➤</p> <p>➤</p>	<p>Sector-specific measures</p> <p>Collaborative interventions with other programs within a particular sector such as the health sector, security sector, transport, etc</p>
<p>Institutional level</p> <p>Provide technical inputs and capacity building to increase understanding of policies, regulations, and guidelines for GEDSI mainstreaming</p>	<p>➤</p> <p>➤</p>	<p>Programmatic/thematic level</p> <p>Embrace complexity, intersectionality, and multiple discriminations to provide support for contextually appropriate service delivery</p>

TRANSFORMATIVE AND SYSTEMIC RESULTS

To influence the way government works with increased civil society engagement in the decision-making process to reduce inequalities and discrimination and achieve the program’s goals.

3.2. Limitations to implementation

SKALA aims to reduce regional inequality and improve service delivery by strengthening policies, institutional processes and systems, through planning and budgeting cycles at both national and subnational levels. SKALA works directly with multiple national ministries as well as local governments (provinces and districts) by supporting their agendas and priorities. This may constrain SKALA by having to follow the pace of government implementation of activities and their willingness to adopt changes to include GEDSI mainstreaming.

Governance changes can be slow, particularly where SKALA aims to shift attitudes, norms and behaviours related to gender equality, disability, and social inclusion, both within the government and the community. These are shaped not only by political and economic factors but by embedded social, religious, and cultural beliefs and norms. They constrain the extent of influence SKALA has over the reform process.

3.3. Risks

SKALA has high GEDSI ambitions and requires strong internal coordination between thematic pillars to avoid working in silos. To achieve these ambitions, the team must be dynamic and able to apply different ways of working across stakeholders through being adaptive, flexible and responsive. Risks will be monitored on an ongoing basis and discussed with (and escalated to) DFAT.

Some key risks specific to the GEDSI Strategy are:

Lack of coherence: SKALA will work at the national and subnational level, in up to eight provinces, across approximately 32 districts (four districts per province). At the national level, SKALA will engage with three key ministries: Bappenas, MoHA, and MoF. This means that there is high likelihood of many different activities. To ensure cohesion, strong coordination and support is required to drive a clear and comprehensive GEDSI agenda linking national and subnational activities.

Stakeholders' commitment: GEDSI awareness and sensitivity among SKALA's key stakeholders is varied. GEDSI issues might not be seen as a priority and there may be a lack of commitment from various stakeholders to strengthen GEDSI in their development policies, programming, budgeting, systems and implementation. Identifying, supporting and working with champions to build GEDSI communities of practice, using strategic communications, and appointing GEDSI focal points will be key in pursuing commitment.

Political change: Indonesia will hold a general election in 2024, and the results will change the political landscape both at the national and subnational level. The shift of leadership at all levels, usually followed by the change in ministries and government office leadership, will require SKALA to re-introduce the program and engage with new leaders to adapt and adjust their development priorities. It is essential to ensure any progress with outgoing leaders is not lost and SKALA is able to maintain momentum in implementation through strong ongoing GoI relationships.

GoI capacity: there are different levels of acceptance and capacity related to implementation of GEDSI principles across the 3 ministries and subnational governments. The varying capacity within the respective ministries warrants a different approach to addressing GEDSI and monitoring commitment to it. SKALA will emphasize support where there are clear entry points and championing of agendas (for instance in MoF), and leverage this to build broader engagement.

Do no harm principle: there is a possibility that SKALA activities could unintentionally increase the vulnerability for certain groups in the community via exposure or highlighting their existence. This would include the use of insensitive communications products. Whilst SKALA acknowledges that social change occurs with the potential for some confrontation between stakeholders, inclusion of participants in activities will be carefully considered to avoid or minimise participants’ risk through inclusion in activities. SKALA will also include the use of appropriate policies in the workplace (PSEAH, Child Protection), informed consent processes in communications, data collection processes, a comprehensive Ways of Working strategy that reinforces respectful relationships and behaviour, and an open and communicative work environment that encourages feedback loops.

3.5. Delivery Modality Criteria

To ensure SKALA GEDSI activities and interventions are effective, a delivery modality criterion is applied that includes:

Clear Logic	Pathways to EOPOs are identified, with outputs and intermediate outcomes that are GEDSI specific. EOPOs and IOs are defined at a broad level providing flexibility for the design of activities to meet different local operational contexts.
MERL	The MERL system will use aggregated data from across all national and subnational interventions to report progress against the overarching program logic. The MERL system will also allow comparison of progress across different subnational locations to identify approaches with potential to take to scale.
Value for Money/Budget	Activities and interventions should be responsive to strategic opportunities and shifts in budget allocations are allowed based on decision-making criteria.
Risk management	Regular updating of plans and strategies will occur in response to changing environments, including the risk environment.

4. Implementing the Strategy

4.1. Ensuring Concrete GEDSI Interventions in the Program Cycle

In the program cycle, GEDSI considerations, intersectionality and objectives will be applied through the following steps:

Step 1. Problem Analysis

- Analyse how the problem is experienced by women, people with disabilities and other vulnerable groups and common and specific barriers, experiences and opportunities that are faced by these groups.
- Identify specific barriers experienced by sex/disability/group.
- Identify and understand implications of different regulations by sex/disability/group.

Step 2. Activity Design and Planning

- Identify objectives and outcomes of activities and how these contribute to the relevant GEDSI-related Intermediate Outcome.
- Tailor strategies and activities to address differences in conditions and needs (this may mean separate activities for different groups).
- Indicators and progress markers established to track progress of different groups and specific activities.
- At a minimum, activities must gather and analyse sex and disability disaggregated data.
- Allocate sufficient resources and budget allocations for GEDSI interventions.

Step 3. Implementation

- Consider how women, people with disabilities and other vulnerable groups will participate and benefit from the initiatives/activities.
- Provide support to the committees by identifying opportunities for GEDSI reform, providing information and evidence as required.
- Support and promote GEDSI leaders/champions.
- Make reasonable accommodation to allow participation of vulnerable groups.
- Develop policies, systems, and mechanisms to operationalise GEDSI in SKALA including the operations manual, communication strategy, HR policies.
- At a minimum ensure data is disaggregated by sex, disability, and age.

Step 4. Monitoring, Evaluation, Research & Learning

- Ensure GEDSI is embedded in the MERL strategy. MERL also will have GEDSI-specific indicators and interventions.
- Program reviews track and analyse progress against GEDSI Action Plans and dedicate time to analyse these results for learning and improvement.

- GEDSI-specific evaluation questions assess results, Intermediate Outcome and activity levels against what was planned, what was done and seek to explain any variance.
- Undertake specific GEDSI research and communicate these results to inform policy and/or program improvement.
- Establish and facilitate learning processes that promote the effective participation of women and people with disabilities.

Step 5. Reporting

- Collect and analyse sex and disability disaggregated data.
- Present GEDSI analysis and results in reports.
- Regularly provide updates on GEDSI results to management, government partners and DFAT.

Interventions based on identified problems in each pillar and EOPOs

GEDSI is specifically addressed as one of SKALA's EOPOs, with several intermediate outcomes across the three pillars. GEDSI interventions will be integrated and inter-connected across activities within three pillars.

Annex 3 provides an overview which covers identified problems related to GEDSI in governance. These problems are then linked to each of SKALA's EOPOs and the proposed activities to be undertaken in conjunction with each IO, which reflects SKALA's twin-track approach.

Manifesting GEDSI in SKALA's Organisational Design and Culture

To ensure that the program achieves its GEDSI outcomes, GEDSI will remain core business in SKALA's program approach and culture, through:

- Ensuring the governance arrangements of SKALA's Steering Committee at the national level and in its Technical Committee at national and provincial levels, applies a GEDSI lens in their decision-making processes. The TC will play an important role in supporting GEDSI visibility and collaboration across development programs.
- Establishing a Program Advisory Team at the subnational level that ensures representation from civil society organisations (CSOs)/DPOs/Universities and other relevant institutions. The Advisory Team member composition will consider the representation of women, people with disabilities, and other vulnerable groups based on local contexts.

To build a gender-sensitive and an inclusive culture and processes, SKALA will apply GEDSI perspectives and approaches in program implementation, culture, and institutional processes through:

Disability focused recruitment SKALA recognises that institutional processes, including the staffing profile, can encourage and reinforce attention to GEDSI. Inclusive recruitment processes prioritise candidates' adherence to key values such as gender equality, respect, and social inclusion, and focus on soft skills and competencies: professionalism, critical thinking, decision-making, teamwork, strategic approach, and communication skills.

For SKALA, we will aspire to achieve between 5 – 10 per cent of staff who identify as having a disability. We will use our networks and contacts within disability associations to consult and ensure all elements of our recruitment processes are sensitive and accessible to persons with disabilities. It is important to note that disclosing a disability will be voluntary.

Internship Program It is proposed to implement an internship program with an allocation of 3 to 5 persons per year for a period of 3-6 months on a bi-annual basis. This internship program will aim to be inclusive of both able bodied and persons with disabilities and spread across the program offices and the provinces. The internship program will include an attraction strategy approaching tertiary institutions, graduate forums, and Australian Awards to attract recently qualified and returning Indonesian students including students with a disability. This may also include approaching the DT Institute that supports research and program deliverables that advances opportunities for individuals, this may be a combination of internships and fellowships with opportunities to undertake research. We will drive and promote the internship program through media advertisement and invite and encourage suitable students and graduates to apply.

Office Lay-out and Reasonable Accommodation Facilities To build an inclusive office culture and environment, SKALA has designed accessible infrastructure and includes use of sliding doors for all access, tactile floors to guide the persons with vision impairment, wide access for people with wheelchairs. GEDSI consideration indicators were included in the vendor selection process and intensive consultation were undertaken before-during-after the work is completed. A multi-function room has been included in the design and can be used as a nursery, or a rest/specific treatment room as needed. Adjustment for office equipment such as specific software programs will be facilitated as the needs are identified.

4.2. Resourcing

Human Resources

The GEDSI team works within the Implementation Unit and has staff resources at the national and subnational level. Based on the current organisational structure, the GEDSI team consists of:

- **GEDSI Lead (Jakarta based, long term):** Provide leadership to the cross-cutting program team to implement GEDSI activities, approaches, and processes. Seek strategic entry points and manage mutual relationships with key GEDSI Champions in Ministries, development partners and networks.

- **GEDSI Responsive Governance [Supply Side] Manager (Jakarta based, long term):** Manage and provide technical support to the program implementation team, particularly from the governance side, by strengthening implementation of existing government policies for mainstreaming gender equality, disability, and social inclusion issues.
- **GEDSI Citizenship Engagement [Demand Side] Manager (Jakarta based, long term):** Manage and provide technical support to the program implementation team, particularly from the citizenship and engagement side, by supporting and creating opportunities for increasing the representation, participation and influence exercised by women and vulnerable groups in government planning and policy processes.
- **GEDSI Coordinator (subnational, long term):** Provide technical support to the provincial team and coordinate with the GEDSI unit at the national level.
- **GEDSI Advisory Panel:** A panel of GEDSI short term advisers (national and international backgrounds) will provide technical input across the program and activity locations.

Roles and Responsibilities

In terms of the organisational functions and processes, the implementation of GEDSI will be a joint responsibility of the program team as outlined below.

GEDSI indicators will be applied as Key Performance Indicators for all staff which will be evaluated and discussed regularly during staff performance reviews, incorporating questions such as:

- What is your role/contribution to achieving GEDSI targets which are relevant to your work and position?
- Please provide examples that you think will lead to the systemic changes and influence the way/operational of stakeholders are working?
- Do you have any advice/suggestions as to how SKALA can better promote and address GEDSI issues across its interventions?

GEDSI Roles and Responsibilities of SKALA team

Leadership Team: Team Leader and Directors

At the highest level, provide leadership, risk management and quality assurance of the GEDSI Strategy and reporting.

Senior Management Team: Leads

- Responsible for quality of GEDSI implementation and risk management within their respective teams
- Contribute to analysis of GEDSI in annual work plans and reports
- Engage with the government on GEDSI entry points, results and learning for government programs and policies.

National and subnational implementation teams

- Incorporating GEDSI lens into Engagement Strategies for national and provincial level
- Undertake activity level monitoring and review of GEDSI activities, including risk management
- Conduct data collection on GEDSI indicators

- Integrate assessment of GEDSI results into implementation progress and reports.
- Engage GEDSI institutions as partners and experts to support delivery of the Action Plan (this may include CSOs/DPOs/individuals, academics and so on).

Planning and Quality Team

- Oversee planning and implementation of the workplans, including for GEDSI inclusion
- Ensure periodic reviews include GEDSI perspectives, data, analysis and risk management
- Collect and collate information from PEA and district reviews including GEDSI related work
- Support and mentor teams in data collection on GEDSI indicators
- Conduct data analysis of tools including GEDSI indicators
- Support development of progress and achievement reports
- Support identification of mini evaluations that consider GEDSI aspects
- Facilitate SKALA-wide learning processes around GEDSI issues and incorporate lessons learnt
- Co-design (with GEDSI team) research projects that seek to generate new knowledge on barriers to the furtherance of GEDSI outcomes in different contexts.

Communications

- Prepare accessible communication tools that are GEDSI sensitive and accessible knowledge products to share good practice
- Support an inclusive knowledge sharing and learning events
- Incorporate tools and applications to ensure improved accessibility of online websites/materials.

Technical Advisors

- Provide technical support for activities across the program that may require specific technical expertise outside the skill set of the SKALA GEDSI team
- Support monitoring against GEDSI Action Plan/s
- Support GEDSI analysis and reporting

DFAT

- Strategic oversight to GEDSI implementation and performance
- Participation in joint supervision missions including to review GEDSI progress
- Performance feedback on GEDSI
- Foster collaboration between DFAT supported programs

Independent Strategic Advisors Team

- Provide technical support for specific activities across the program that may require specific technical expertise outside the skill set of the SKALA GEDSI team
- Support monitoring against GEDSI Action Plans

Budget

Learning from the previous program, we acknowledge the importance of allocating and tracking GEDSI related budget commitments for reporting purposes. SKALA has established clear and consistent indicators for GEDSI and budgetary coding for reporting purposes to ensure clarity and consistency for monitoring GEDSI mainstreaming and integrated activities.

Specifically, SKALA will allocate GEDSI budgets for the following:

- National and subnational implementation teams allocations for GEDSI specific and mainstreaming activities
- A separate allocation for the GEDSI team to provide technical support to SKALA teams and partners, support monitoring, facilitate peer learning and knowledge management both within SKALA and externally

Partnerships with other DFAT programs

SKALA will work collaboratively with other DFAT investments and development partners to explore synergies and to increase DFAT's overall impact in gender equality and inclusion in Indonesia. Cross-collaboration is outcomes-focused, cross referencing and practical, and priority areas for emerging collaborations identified to date are outlined below:

DFAT/Development Partners Program and Collaboration Description

AIHSP: Collaborate to ensure key issues on health security are part of the local development planning and budgeting agenda and AIHSP's CSOs/DPOs partners are actively involved in voicing their agendas in shared program locations.

INKLUSI: Conducting collaborative studies or utilising INKLUSI partners' documents for SKALA's research such as the INKLUSI GEDSI situation analysis. INKLUSI CSO-partners can be engaged/involved in advocating on GEDSI issues related to development planning and budget decisions. They are generally locally based and established organisations, which are familiar with local government officials. INKLUSI CSO-partners can generate evidence-based GEDSI analysis and data to support SKALA's objectives. Where the 2 programs geographically intersect, INKLUSI and SKALA could support collective action between Gol and CSOs to influence changes in policies, social norms, and/or economic activities.

PROSPERA: Piloting a disability concessions program at local level with support from national and local budgets. SKALA will collaborate to identify suitable budget resources and its governance from the public finance management perspective. In addition, PROSPERA has conducted women in leadership training for their Gol partners – we will seek opportunities to conduct this training for SKALA counterpart Gol agencies.

KIAT: plans to pilot a water and sanitation program at the local level with support from the local budget, and SKALA could potentially collaborate to identify suitable fund resources and its governance from a PFM perspective.

Australia Awards Indonesia: Collaborate to develop an internship program for AAI graduates, short courses, and provide access for awardees in related research on decentralization and other related issues in Indonesia.

Tata Kelola PemERintahan yang Efektif, Efisien, dan KuAT (ERAT): USAID Collaborate and share learnings focussed on increasing the quality of policy implementation and service delivery at the subnational level in similar or adjacent locations proposed for SKALA.

The World Bank: Conducted a Gender Responsive Public Finance Analysis Framework at the national level, to be piloted in the Ministry of Health. SKALA will approach the World Bank for possible collaboration and use of their analysis framework to conduct GR-PEFA at the subnational level as a baseline and complement advocacy initiatives to mainstream GEDSI in planning and budgeting cycles.

UN-Women: Advocating gender priorities and gender mainstreaming indicators for RPJPN 2025–2045 and RPJMN 2025–2029.

UNFPA: Advocating gender priorities and gender mainstreaming indicator for RPJPN 2025–2045 and RPJMN 2025–2029.

PROAKTIF: SKALA will communicate with PROAKTIF and TNP2K to identify existing studies and analysis which could be used to further inform and complement SKALA interventions. TNP2K could also support building awareness and influence around agendas requiring national political support

An expected role of SKALA is to act as the subnational platform for DFAT development programs. In general, SKALA will be positioned to provide input and support for other programs in navigating subnational regulatory environments and ensuring where possible that interventions are incorporated into local development plans and budgets.

5. Tracking Our Progress – MERL

5.1. Integrating GEDSI in MERL

Other teams in SKALA will collaborate with the MERL team to develop GEDSI indicators and perspectives to design a fit-for-purpose MERL system. Through the MERL system, SKALA will systematically integrate GEDSI issues and perspectives to:

- Develop potential pilot-to-scale pathways
- Monitor implementation
- Continuously learn how to achieve increase impact at scale

In accordance with the OECD DAC Gender Equality and Disability Policy Markers, SKALA is designed to have a positive impact on advancing gender equality and disability inclusiveness. In accordance with the minimum criteria, SKALA has undertaken the following:

Minimum Criteria	Evidence
A GEDSI analysis of the project/programme has been conducted.	Yes, gender analysis completed as part of this strategy
Findings from this GEDSI analysis have informed the design of the project/programme and the intervention adopts a ‘do no harm’ approach.	Yes, in addition, GEDSI is part of the selection criteria for all our activities
Presence of at least one explicit GEDSI objective backed by at least one specific indicator (or a firm commitment to do this if the results framework has not been elaborated at the time of marking the project).	Yes, EOPO 3 and IO 3, 5, 7, 8 & 9 are specific to GEDSI principles
Data and indicators are disaggregated by sex and disability where applicable.	Yes, data will be disaggregated as part of the MERL Plan
Commitment to monitor and report on the GEDSI results achieved by the project in the evaluation phase.	Yes, this will be part of the MERL reporting

SKALA will actively learn and adapt for GEDSI improvements, being responsive and able to scale and build on what works. This includes through the six-monthly review and reflection processes to adapt, drop or scale down what is not working. This learning process is applied at different stages and levels, including:

- **activity level**, to enable continuous iteration and to improve implementation performance
- **subnational level**, for program revision, adjustment, replication and scale-up/Gol institutionalisation
- **national level**, for national scale-up, assessing progress towards EOPOs and SKALA’s goals

SKALA will undertake activity reviews to monitor progress against GEDSI activities and to identify modifications required for improvement. These reviews will facilitate ongoing learning and adaptation in a structured and facilitated manner.

Peer learning

The GEDSI Team will play a role in building a body of evidence and helping SKALA to tell the GEDSI story both internally and with government and stakeholders with:

- Greater focus placed on internal capacity building, knowledge management and peer learning on GEDSI emerging issues such as through internal learning sessions on the Gender Responsive-Public Expenditure Framework Analysis
- Peer learning across provinces facilitated formally through the review cycle and integrated into SKALA activity engagement and events with national and local governments
- Leveraging of GEDSI budget allocations to develop human interest stories and profile smart GEDSI practices prepared by the SKALA team. For example, SKALA shares stories on results and practices related to programming GEDSI every month. These are drafted by national and provincial team members and intended to build a culture within SKALA of cross-learning and sharing
- Active strategic networking, by initiating GEDSI practitioners' alliances in a more informal way. This includes initiating WhatsApp Groups to facilitate discussion and coordination of various development programs

Sharing learning with the government for dialogue and influence

The communications and Public Diplomacy team will provide support to the GEDSI team to prepare and socialise products and evidence of SKALA's results in programming GEDSI, through:

- Shared learning and good practices with government partners at national and local levels through SKALA's governance mechanisms as well as through relevant events and reviews
- Integrated GEDSI learning and advocacy into thematic activities (e.g., PFM, locally generated data systems, citizen participation). SKALA recognises the importance of being opportunistic to leverage existing planned dialogues and networks at the national and local levels, such as the Festival Forum KTI, rather than conducting separate engagements on GEDSI issues that can result in GEDSI being regarded as a 'side issue'
- Relevant policy engagement on specific GEDSI issues may involve collaboration with programs leading on these issues, such as INKLUSI
- Active engagement with various GEDSI events that are conducted by other DFAT programs and stakeholders

Reporting requirements

Aligned with program reporting requirements, progress against the GEDSI Strategy will be analysed and reported in the following ways:

- **Progress reports** every six months will focus on reporting GEDSI progress against work plans and indicators
- **Annual Work Plan** prepared and reviewed mid-year and will include GEDSI-specific and mainstreamed activities
- **Reporting to the Steering Committee** to include progress updates and analysis against GEDSI objectives that are in line with the GoI and GoA priorities

- **Annual Performance Appraisals** will provide performance feedback to SKALA and one category relates to programming gender equality, disability and social inclusion
- **Performance Assessment Framework (PAF) indicators** SKALA will report to DFAT on the relevant PAF indicators that are GEDSI sensitive to help track results, as part of broader PAF reporting requirements to DFAT

Annex 1

Indonesia's policy and regulatory frameworks related to GEDSI

The National Medium-term Development Plan (RPJMN) 2020–2024

The current RPJMN provides a basis to increase gender equality and women's empowerment by providing an overarching framework for strengthening policies and regulations, accelerating the implementation of gender mainstreaming within government institutions, strengthening gender responsive planning and budgeting, increasing the role and participation of women in development, and enhancing networking and coordination amongst government agencies and with communities and the private sector. It includes oversight of the Masterplan for Persons with Disabilities (Rencana Induk Penyandang Disabilitas/RIPD) in accordance with Government Regulation No. 70/2019, concerning Planning, Conducting and Evaluating with regard to Respect, Protection, and Fulfilment of the Rights of Persons with Disabilities, to achieve inclusive development.¹⁴

National and subnational government agencies use the RPJMN as a guide to formulate ministry and local government development plans which is why it should be considered as an important entry point for SKALA.

Presidential Instruction (Inpres) on Gender Mainstreaming in Development No. 9/2000

This Inpres applies to national and local government institutions and provides a policy framework for the implementation of gender mainstreaming at all stages of the country's development program and policies. This policy provides the basis for establishing gender mainstreaming working groups in ministries and at provincial and district. There is limited information available on how these working groups operate and influence the application of gender equality in planning and budgeting, suggesting that overall, these structures have been ineffective.

There are however promising advances in gender mainstreaming, for instance in East Java, Central Java, Aceh, and West Sulawesi where regulations have been passed on gender mainstreaming. Bappenas is currently proposing a stronger regulation on gender responsive planning and budgeting to be issued by the President on gender mainstreaming this year (2023)¹⁵. The objective of the new regulation is to improve gender mainstreaming governance at the national, provincial, district/city, village levels with 5 strategies as follows: (1) preparing a roadmap for the development of gender equality and women's empowerment; (2) gender integration in strategic and sectoral activities; (3) developing the gender mainstreaming instrument in the development process; (4) increasing human resources capacity; and (5) strengthening the strategic environment as an underlying enabler.

The new regulation also proposed an increase of ministry participation in the task force committee with representatives from 7 ministries and 2 agencies at the national level (previously only 4 ministries). These are: Ministry of Human Development and Culture, Bappenas, Ministry of Finance; Ministry of Women Empowerment and Child Protection; Ministry of Home Affairs, Ministry of Villages, Transmigration and Underdeveloped Regions, Ministry of Administrative and Bureaucratic Reform and agency representation from the Financial and Development Oversight Agency and Central Bureau of Statistics.

¹⁴ Republic of Indonesia (2020), National Medium-Term Development Plan 2020–2024

¹⁵ Interview with Bappenas, January 2023.

Gender responsive budgeting

Gol has applied gender budgeting principles to ensure that budget processes and outcomes benefit women, as well as men. The Ministry of Women's Empowerment and Child Protection, MoF, MoHA and Bappenas are responsible for overseeing gender responsive planning and budgeting. A joint circular was issued in 2012 to accelerate gender budgeting and planning at both at local and central government levels. Despite this circular stipulating requirements to relevant agencies on gender analysis and gender budget statements, the implementation of gender mainstreaming in planning and budgeting across government agencies at national and subnational levels remains patchy.

Regional autonomy

Law 23/2014 on Regional Government outlines the division of roles between national, provincial and district governments to realise gender equality, data on gender, and the roles of local governments in providing basic services. The law provides the foundation for the subnational government to apply non-discriminatory and affirmative treatment for vulnerable groups.

Although the regional autonomy law provides opportunities for women to participate in local governance and to influence policy making process, including gender equality policy, a lack of resources has hindered women's access to run for office. Conversely, regional autonomy also gives greater power for subnational governments to issue local regulations that may be discriminatory towards women. This is monitored by the National Commission on Violence Against Women who provide an annual report on any conflicting law.

Separately there exists special autonomy regulations for specific regions (e.g., Papua provinces, Aceh, Yogyakarta and Jakarta). The law on Special Autonomy in Papua No. 2/2021 highlights the rights of Indigenous Papuans and mandates a 30 per cent budget allocation for education, 20 per cent for health: and concern on women's empowerment and minimum of 30 per cent women's representation in local parliament and women's representation in the Papuan People Council (Majelis Rakyat Papua). The Aceh Special Autonomy Law also provides authority to apply Syariah law in the province, while including clauses on women's representation in local political parties and the Ulema Council as well as the roles of the local government to protect women's rights.

People with Disabilities Law (8/2016)

The People with Disabilities Law no 8/2016 is based on a rights-based approach and is in line with the international Convention on the Rights of Persons with Disabilities which was ratified by the Indonesian government in 2011. It mandates that people with disabilities have equal access to services. Since the passing of the law in 2016, coalitions of DPOs and other CSOs have collaborated to advocate for the implementation of the regulations.

There are several ministries responsible for implementing this law as regulated by the following:

- Ministry of Social Affairs: Government Regulation/Peraturan Pemerintah (PP) No. 52/2019 on social welfare and PP No. 75/2020 on rehabilitation services for people with disabilities
- BAPPENAS: PP No. 70/2019 on inclusive development
- Ministry of Education: PP No. 13/2020 on decent facilities and services for students with disabilities including affirmative action for enrolment, skilled teachers, accessibility of building and teaching materials

- Ministry of Law and Human Rights: PP No. 39/2020 on access to the justice system
- Ministry of Public Works and Housing: PP No. 42/2020 on accessibility to public housing, services, and protection from natural disasters
- Ministry of Labour: PP No. 60/2020 on employment services for people with disabilities
- MoF is currently processing a PP on concessions and subsidies for people with disabilities.

In conjunction with the Disability Law, President Widodo inaugurated a National Commission on People with Disabilities in December 2021 to monitor and evaluate the implementation of disability rights. The secretariat is funded through the Ministry of Social Affairs. The Coalition of Disabled Persons' Organisations have raised concerns about the commission's independence due to this funding arrangement.

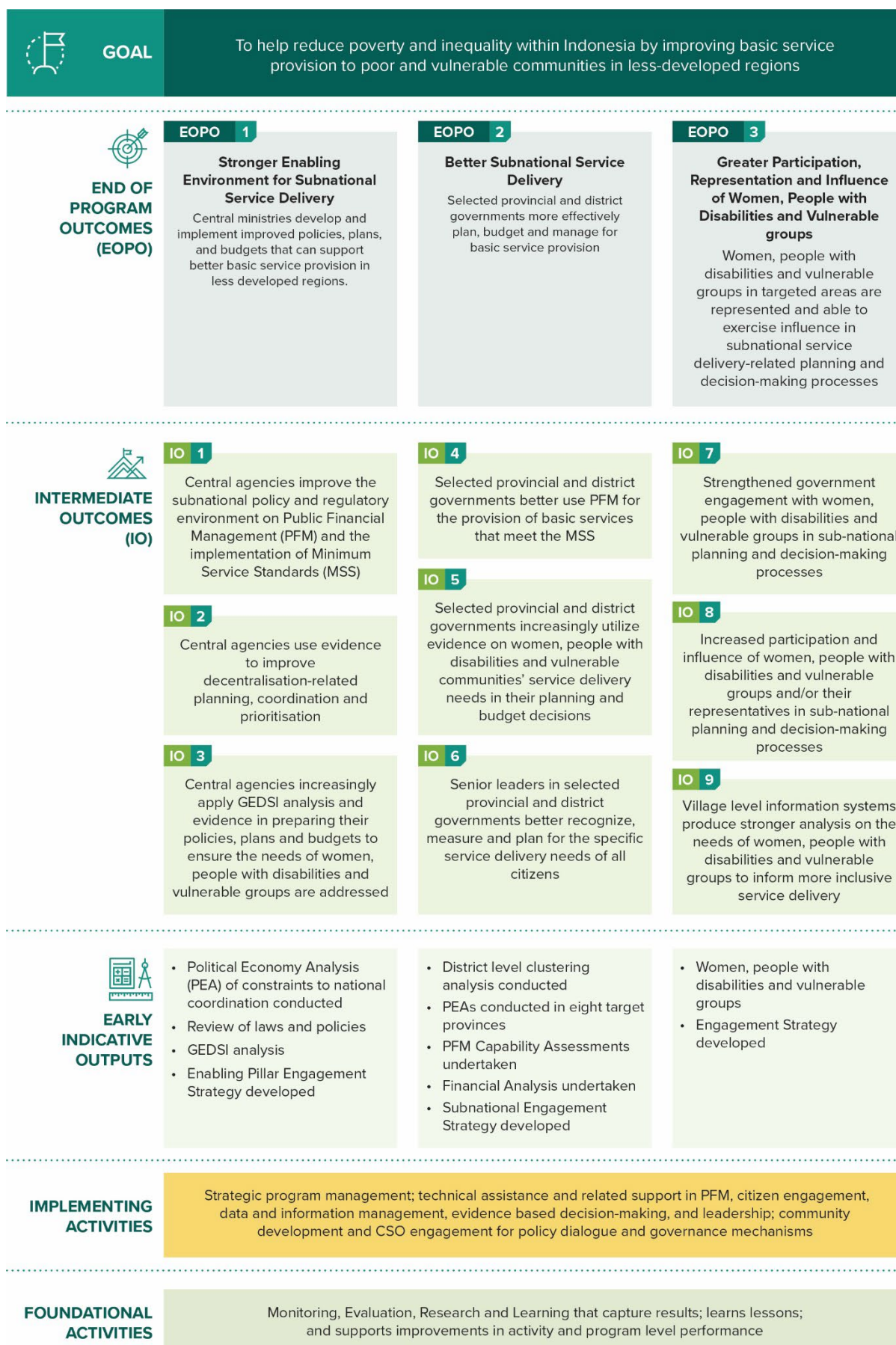
Additionally, BAPPENAS coordinates the National Action Plan on Disability Inclusion in collaboration with local governments to issue regional action plans. Bappenas has issued regulation No. 3/2021 on inclusive development and planning. This regulation provides a further foundation for the participation of people with disabilities in development, ensuring their interests are addressed in planning and budgeting and inclusive basic services. MoHA has also issued a regulation on regional planning and budgeting particularly for the management of education, health facilities and to facilitate legal identity to people with disabilities.

Public Services policy

Basic services for women, people with disabilities, the elderly and other vulnerable groups are regulated in law No. 25/2009 on public services. It highlights the quality of services, principles of equal rights, preferential treatment for vulnerable groups, availability of information, and minimum service standards. It also includes participation of the public on service standards, monitors services, complaints and demands for better services. Government regulation No. 2/2018 on minimum service standards, delegates the authority to provide basic services to subnational governments. Those services are health, education, public works and spatial planning, public housing, public order and security, community protection, and social services. The results of district government performance for 2021 in providing these services show that 35 per cent are rated as high, 62 per cent average and 3 per cent low.¹⁶

¹⁶ Ombudsman (2021) Penilaian kepatuhan standard pelayanan publik 2021

Annex 2 - SKALA Program Logic



Annex 3

GEDSI Targeted Interventions based on identified problems and EOPOs 2022–2026¹⁷

PROBLEM		
<p>EOPO 1</p> <ul style="list-style-type: none"> • Inconsistent and fragmentation policies and regulations at national level. • Poor government officials’ understanding on GEDSI. • Sex/disability disaggregated data is not being used or not available. • Lack of capacity to do problem analyses using GEDSI perspectives and linking the analyses with activities and budget allocation. • GEDSI issues in the Special Autonomy Regions such as in Papua and Aceh often overlooked and not sufficiently addressed. • Poor national government monitoring to ensure a gender lens is applied in planning and budgeting. 	<p>EOPO 2</p> <ul style="list-style-type: none"> • Disincentives to implement regulations because of inconsistencies and fragmented policies and regulations applied at the subnational level. • Subnational Government officials’ understanding on GEDSI is still poor. • Sex/disability disaggregated data is not being used or not available. • There is a lack of capacity to do problem analyses using GEDSI perspectives and linking the analyses with activities and budget allocation. • GEDSI issues in the Special Autonomy Regions such as in Papua and Aceh often overlooked and are not appropriately addressed. • Subnational government monitoring and evaluation to ensure a gender lens is applied in planning and budgeting needs to be strengthened. 	<p>EOPO 3</p> <ul style="list-style-type: none"> • Government capacity to facilitate an inclusive planning and budgeting processes is limited. • Limited participation, representation and influence of women, people with disabilities and vulnerable groups in government planning and policies processes. • Sex/disability disaggregated data is not being used or not available in the village information system.

¹⁷ The logic on the interventions developed was based on identification of issues and strategic entry points that were discussed with key ministries and some development partners through preliminary workshops with CSOs/ DPOs, discussions with GoI and with internal staff. To reshape the interventions SKALA will consult further with local government, CSOs and DPOs during the inception period.

SPECIFIC INTERVENTIONS BASED ON RELEVANT INTERMEDIATE OUTCOMES

IO 3

- Raise awareness and provide technical advice to the central ministries to develop and implement inclusive policies related to basic services delivery.
- Facilitate coordination and policy dialogue among the central ministries, as well as with selected subnational governments on strengthening gender mainstreaming, and disability inclusive development.
- Conduct capacity building for the government on the importance of GEDSI, to address specific needs of women and people with disability, using data/evidence for policy, plans and budget.
- Continue providing support to central ministries and subnational governments to develop disability inclusion action plans at subnational level.

IO4

- Supporting subnational governments to develop regulations on People with Disabilities, to implement disability-inclusive decision-making processes such as disability inclusive Musrenbang Forum, to collect and use data on disability to inform policies and practices.

IO5

- Facilitate policy dialogues with subnational governments to use data for planning and budgeting and improve service delivery.
- Capacity development to subnational governments including on how to address and include the needs of women and other vulnerable groups in planning and budgeting.
- Capacity building and technical advice to 1 or 2 selected districts to implement gender responsive budgeting in full cycle. The selection should be based on the political economy analysis of their interests and incentive to reform.
- Conduct learning events on the gender responsive budgeting pilots above and communicate the learnings to the central ministries/multi-stakeholders to improve policies and practices.
- Replicate the pilots above to other districts with the necessary adaption to local contexts.

IO6

- Increase exposure and understanding of government officials on disability and indigenous people issues, particularly in Papua.
- Capacity building of senior leaders on how to apply GEDSI in their planning and budgeting and how to measure performance on service delivery that address the needs of women and other vulnerable groups.
- Provide technical support for Specific Autonomy province to identify GEDSI issues and creating program for specific groups such as Indigenous Papuan Elderly.

<p>IO7</p> <ul style="list-style-type: none"> • Raising awareness for the basic services delivery stakeholders to influence GEDSI mainstreaming in their sector. • Analyse available disaggregated data to inform gaps and recommend priorities for planning and budgeting. • Identify best practices in the subnational level on community participation including DPOs in the planning and implementation of GEDSI interventions and conduct events/learning material to disseminate best practices. • Support government on amending or developing protocols on public participation/consultation on planning and budgeting decision making process. • Strengthening DPOs to enable their engagement in government planning processes and policy dialogue. 	<p>IO8</p> <ul style="list-style-type: none"> • Facilitate government to make accessible information on how to participate in government forum (such as Musrenbang) to women, people with disabilities and other vulnerable groups. • Support government to develop protocols on public submissions on planning and budgeting. • Facilitate government engagement with non-government stakeholders including DPOs and gender studies at local universities. • Facilitate community access to make public submissions on planning and budgeting. 	<p>IO9</p> <ul style="list-style-type: none"> • Provide capacity building to the government on the benefits of having quality data on GEDSI. • Facilitate engagement/network with think tanks at the subnational level. • Provide technical assistance to the government including to develop processes and protocols to collect, analyse and utilize GEDSI data. • Create and facilitating GEDSI Community Practice Network where leaders to share, promote and celebrate achievements. • Facilitate engagement and multi-stakeholder’s forum to discuss strategies on linking up the village information system into decision making processes at subnational level.
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Annex 4

Action Plan 2023

In the first year of the program period, SKALA will undertake some GEDSI Actions Plans as part of an assessment process to inform its baseline and as part of developing Multi-Year Workplans. These will focus on:

- Prepare systems and mechanisms
- Commission analysis
- Develop relationships with key stakeholders (including nurturing relationship with existing government officials).

To ensure that the strategy can be adopted based on local contexts, a consultation process will be held after the target provinces are selected and an additional GEDSI and Citizenship Engagement Strategy will be developed at the provincial level. Pillar specific action plans will be updated further as part of the individual strategies, however, a high-level Action Plan from March-December 2023 is outlined below:

GEDSI Action Plan March-December 2023

Program Level				
No	Outputs/Activities	Indicators	Timeframe	Responsibility
	<ul style="list-style-type: none"> • Ensure that the Steering Committee, Technical Committee, and the provincial committees integrate GEDSI • Activities include: <ul style="list-style-type: none"> • providing inputs to the committees TORs/Constitution, providing reports, briefings, inputs to meeting agendas, information • supporting gender champion(s) among committee members to advance GEDSI practices/understanding 	<ul style="list-style-type: none"> • GEDSI inputs to the SC and TC TORs • # briefings/reports on GEDSI submitted • # Potential women’s representatives/ Gender champions from Gol are identified and supported • # GEDSI meeting agenda items • # Workplan, implementation strategies and other program strategic documents apply gender lens 	Refers to timeline of the SA being signed	SKALA Leadership Team GEDSI team

	<ul style="list-style-type: none"> • Ensure relevant SKALA manuals and strategies adopt GEDSI principles: • Implementation strategy • Communication strategy • Operations manual 	<ul style="list-style-type: none"> • GEDSI Inputs to these strategic documents • Affirmative action policy • Equal employment policy • GEDSI refresher training for SKALA staff • Inclusive language and office policies 	Jan-June 2023	SKALA Leadership GEDSI team
	<ul style="list-style-type: none"> • Ensure adoption of GEDSI into MERL framework and practices 	<ul style="list-style-type: none"> • GEDSI inputs to the strategy • GEDSI specific interventions • # GEDSI events • Inputs on how GEDSI data will be collected and analysed • # Research on GEDSI • MIS developed 	Jan-June 2023	MERL Lead Research Lead
	<ul style="list-style-type: none"> • Provide GEDSI inputs on political economy analysis for provinces/districts 	<ul style="list-style-type: none"> • Inputs on GEDSI in the PEA document. 	Jan-Dec 2023	Leads & Team
	<ul style="list-style-type: none"> • Conduct recruitment for: <ul style="list-style-type: none"> • GEDSI provincial coordinators • GEDSI TA Panel 	<ul style="list-style-type: none"> • Provincial GEDSI and disability inclusive officer recruited. • Needs of expertise identified • TOR Developed • GEDSI TA Panel recruited 	March-June 2023	GEDSI Team
	<ul style="list-style-type: none"> • Conduct GEDSI internal learning forum and training for SKALA staff 	<ul style="list-style-type: none"> • # Learning forum activities • GEDSI training 	Jan-Dec 2023	GEDSI Team
	<ul style="list-style-type: none"> • Developing interim workplan, budget and forecast 	<ul style="list-style-type: none"> • Interim Workplan. • Budget & forecast 	Feb 2023	GEDSI Team
	<ul style="list-style-type: none"> • Provide GEDSI updates to DFAT 	<ul style="list-style-type: none"> • #GEDSI briefings 	Jan-Dec 2023	GEDSI Lead

Pillar 1. Stronger enabling environment for Subnational service delivery.

EPO 1. Central ministries develop and implement improved policies, plans, and budgets that can support better service provision in less developed regions.

1	<ul style="list-style-type: none"> Develop Enabling Environment Pillar Strategy Identify key GEDSI priorities in the central ministries (MoHA, BAPPENAS, MoF) related to service delivery. Analysis on how the central ministries use GEDSI evidence in policies, plans and budgeting Identify key actors and champions for GEDSI reforms. Identify approach to work with the central ministries on GEDSI Identify capacity building needs for the central ministries on GEDSI 	<ul style="list-style-type: none"> Approach on GEDSI GEDSI priorities in the central ministries identified. # Women and ODP consulted # GEDSI related activities # Meeting/coordination 	Jan–June 2023	Implementation Team
2	<ul style="list-style-type: none"> Build relationship with key central ministries, through: Provide technical support in relevant on policies and program activities such as: SPM, SIPD [MoHA] Dana Abadi, Dana Insentif Daerah, Otsus Fund [MoF] SEPAKAT/SAIK+ [Bappenas] 	<ul style="list-style-type: none"> # Meetings/coordination GEDSI input provided in the policy draft GEDSI input provided in the guideline 	Jan–Dec 2023	PFM Team LOGIS Team GEDSI Team
3	<ul style="list-style-type: none"> Organise capacity building development as recommended by the Engagement Strategy 	<ul style="list-style-type: none"> # Training/workshop 	April–Dec 2023	GEDSI Team
4	<ul style="list-style-type: none"> Identify opportunities to collaborate with other DFAT programs and development partners in PFM areas 	<ul style="list-style-type: none"> # Meeting with other DFAT programs. List of initiatives 	Jan–June 2023	Implementation Team

Pillar 2. Better subnational governance for service delivery

EPO 2. Selected provincial and district governments more effectively plan, budget, and manage for basic service provision

1	<ul style="list-style-type: none"> • Provide GEDSI inputs on the development of subnational pillar engagement strategies (8 provinces) that includes: • Policies and practices of the subnational governments to use evidence to improve basic services that meet the needs of women, people with disabilities. • Capacity building needs for subnational government on gender and disability responsive budgeting • Capacity building needs for using data and evidence to inform policy, planning and budgeting • Key actors/champions to build relationship for GEDSI and service delivery reforms in provinces/districts 	<ul style="list-style-type: none"> • TORs • GEDSI approach • GEDSI related activities 	March–June 2023	Implementation Team National Subnational
2	<ul style="list-style-type: none"> • Conduct situational analysis on how subnational governments use data to inform planning and budgeting for service delivery 	<ul style="list-style-type: none"> • Situational analysis document which includes practical recommendations 	July–Dec 2023	LOGIS Team GEDSI Team
3	<ul style="list-style-type: none"> • Conduct an assessment on the quality of data and availability in subnational management information systems for inclusive planning and budgeting at district level 	<ul style="list-style-type: none"> • Assessment report 	July–Dec 2023	LOGIS Team GEDSI Team
4	<ul style="list-style-type: none"> • Ensure local governments can facilitate women, people with disabilities and vulnerable groups in planning forums 	<ul style="list-style-type: none"> • List of participants • List of needs and reasonable accommodation 	July–Dec 2023	Subnational Team

Pillar 3. Greater participation, representation and influence of women and vulnerable groups

EPO 3. Women, people with disabilities and vulnerable groups in targeted areas are represented and able to exercise influence in subnational service delivery-related planning and decision-making processes.

1	<p>Develop GEDSI and Citizen Engagement Pillar Strategies that includes:</p> <ul style="list-style-type: none"> • Regulations and practices for public participation • Availability of GEDSI data and use at the subnational level • Identify practices or barriers for women, people with disabilities and vulnerable groups to access government decision making processes • Identify networks and champions for GEDSI reforms • Identify opportunities for women and vulnerable groups to influence planning and budgeting 	<ul style="list-style-type: none"> • # Women’s organisations consulted. • # Disabled People’s Organisations consulted • # Vulnerable groups or community consulted • GEDSI and Citizen Engagement Strategy document which includes identification of challenges and incentives of subnational governments to involve communities in local policies development process and decision -making forums for planning and budgeting 	March–June 2023	<p>GEDSI Team</p> <p>Subnational Team</p>
2	<ul style="list-style-type: none"> • Develop ways of working with networks and NGO stakeholders at district level and facilitate their engagement with government 	<ul style="list-style-type: none"> • List of organisations/individual champion at district level • List of initiative 	July–Dec 2023	<p>GEDSI Team</p> <p>Subnational Team</p>
3	<ul style="list-style-type: none"> • Ensure local governments can facilitate women, people with disabilities and vulnerable groups in decision-making forums 	<ul style="list-style-type: none"> • An inclusive facilitation guideline • List of participants • List of needs and reasonable accommodation 	July–Dec 2023	Subnational Team
4	<ul style="list-style-type: none"> • Develop relationships and collaborate with relevant DFAT/development partners programs 	<ul style="list-style-type: none"> • List of potential collaborations • # Coordination meeting • Meeting notes/back to office reports 	Ongoing	<p>SKALA Lead</p> <p>GEDSI Team</p>

