Civil Society Network Engagement Plan

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Revisions

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Executive Summary

SKALA's Civil Society Engagement Plan presents rational for how the program will work with sub-national CSOs to contribute to improved participation, representation and influence of vulnerable groups in decision making. The Engagement Plan draws on SKALA commissioned studies to articulate a strategy for enhancing meaningful participation of CSO networks in provincial planning and budgeting.

To accelerate inclusive service delivery in Indonesia's lagging regions, SKALA prioritizes strengthening citizen participation in regional development processes. This focus is operationalised under SKALA's **End of Program Outcome 3: Greater participation representation and influence of women, people with disabilities and vulnerable groups** and implemented through **Thematic Action Plan 1 (TAP 1): Participation, Representation, and Influence in Planning and Budgeting**. The TAP identifies two complementary pathways: one strengthens government systems to invite CSO participation (supply), and the other builds CSO capacity to engage effectively (demand). This CSO Network engagement plan addresses the **demand pathway**, laying out how SKALA will support **CSO networks** in six partner provinces.

SKALA has deliberately focused on CSO networks, as opposed to individual organisations, as studies have shown that they amplify advocacy efforts, share resources and knowledge, and increase CSO legitimacy when engaging with government actors. They also foster peer learning and strengthen collective accountability in tracking policy and budget implementation.

Drawing on the literature, SKALA defies CSO Networks for the program purpose as:

> **"A group of civil society organizations and/or coalition that are committed to initiate a joint action plan/activities to promote inclusive policy, planning, budgeting and monitoring/evaluation of the regional development process".**

Within SKALA provinces, supporting these networks—particularly those rooted in critical collaboration with the state—is key to delivering on program objectives related to improved participation in regional planning and budgeting.

Across SKALA's partner provinces, research has identified five critical barriers to CSO networks effectively participating in provincial planning and budgeting. These are:

1. **Lack of Local Participation Guidelines:** Existing forums are inconsistently applied; subnational regulations often lack enforcement.

2. **Limited Access to Disaggregated Data:** CSOs cannot produce credible, evidence-based proposals without usable data.

3. **Weak Monitoring Capacity:** CSOs contribute to policy design but rarely monitor implementation.

4. **Weak Capacity for Budget Engagement :** Most CSOs cannot engage in formal budget discussions or align proposals with local fiscal structures.

5. **Fragmented Coordination:** Weak internal organization and over-reliance on donor funding limit sustainable collaboration.

These barriers constrain CSO Networks' ability to influence decision-making and contribute meaningfully to enhancing inclusive service delivery. While these challenges are common, there are distinct differences in how CSOs are engaging with government processes in SKALA's focus provinces.

To respond effectively to the nuances of each province, SKALA has classified CSO-government engagement into four collaboration models, each requiring a unique approach:

Model	Type	Province Examples	SKALA Focus
1	Ad-hoc, low-complexity	Kalimantan Utara, Gorontalo	Strengthen CSO roles, create guidelines and facilitate structured, data-informed collaboration
2	Long-term, low-complexity	NTB, Maluku	Strengthen forums, expand issue coverage
3	Short-term, high-complexity	Aceh, NTB	Facilitate structured, data-informed collaboration
4	Institutionalized, high-complexity	NTT	Embed CSOs in planning and oversight systems

This place-based strategy ensures that support is grounded in local realities and targets each province's stage of CSO–state engagement.

To effectively foster the demand pathway, SKALA will pursue two strategies 1) enable the formation of effective self-determining CSO coalitions by strengthening collective skills

in evidence-based advocacy and inclusive planning and budgeting, 2) introducing a platform to facilitate learning, engagement and collaboration between government and CSO networks on inclusive planning and budgeting..

To effectively foster the demand pathway, SKALA has engaged **Seknas FITRA** to build CSO network skills in the six provinces through a learning and training management system. The partnership focuses on enabling evidence-based policy advocacy by delivering the following:

1. **Needs Assessment and Content Review:** Identify learning gaps and good practices based on provincial diagnostics.

2. **Module Development:** Covering data analysis (e.g., REGSOSEK), inclusive budgeting, GEDSI tagging, public finance, policy advocacy, and monitoring.

3. **Testing and Validation:** Pilot modules and incorporate feedback from diverse learners.

4. **Capacity Building Delivery:** Train CSOs on data use, planning tools, and budget engagement.

5. **Collaborative Advocacy:** Facilitate platforms for joint CSO-government dialogue on planning and budgeting.

Training materials will be participatory, inclusive (especially of people with disabilities), and tailored to regional needs – based on current models of CSO-state engagement.

SKALA has engaged Seknas FITRA to deliver a structured 12-month action plan (April 2025–April 2026) focused on evidence-based advocacy and inclusive budgeting. Initial activities include stakeholder consultations and the development of an inception plan, followed by assessments of CSO networks and good practices in six provinces, drawing on SKALA commissioned analysis and program experience in each SKALA's province locations.

Civil Society Network Engagement Plan

Section 1: SKALA program background

The SKALA Program is a significant Australian investment designed to help Indonesia address regional disparities in development. SKALA aims to strengthen selected elements of Indonesia's large and complex decentralized government system responsible for the delivery of basic services. The program focuses on accelerating improved service delivery in less developed regions, particularly for vulnerable groups, including women and people with disabilities. SKALA's core approach is to facilitate better collaboration between Indonesian government stakeholders, at national and subnational levels, to help realize synergies that will trigger improved service delivery. SKALA builds on the successes and learning from Australia's previous 17 years of support to Indonesia's decentralized government system, including programs like KOMPAK (2015 – 2022), AIPD (2011 – 2015), and ANTARA (2005 – 2010).

SKALA is active in ten Provinces in Indonesia – Aceh, NTT, NTB, Kalimantan Utara, Gorontlo, Makulu, Papua, Papua Selatan, Papua Barat and Papua Barat Daya[1]. Generally characterised as less developed, these locations represent the diversity of human and development challenges in Indonesia - including newly established, post conflict, post disaster and archipelagic provinces.

Figure 1: SKALA program locations

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[1] With occasional spill-over effects in remaining Papuan Provinces.

NTB, Aceh, and those in Tanah Papua, were previously supported under KOMPAK and NTT received support under AIPD. These provinces are a point of reference and learning for the more newly engaged Provinces – with program deliberately seeking to share lessons between provinces.

Section 2: SKALA Program Logic

SKALA's program logic emphasises the need for effective, coordinated national leadership to create an enabling environment for subnational delivery of inclusive services. It acknowledges that concurrently, subnational governments need more effective planning and budgeting (underpinned by higher quality and more accessible data) to be able to meet the needs of their populations. It also recognises that for services to be appropriate and well targeted, the voices of vulnerable groups need to be more meaningfully represented in decision making processes.

PROGRAM LOGIC

Goal: To help reduce poverty and inequality within Indonesia by improving basic service provision to poor and vulnerable communities in less-developed regions

End of Program Outcomes

1. Stronger Enabling Environment for Subnational Service Delivery

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

2. Better Subnational Service Delivery

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

3. Greater Participation, Representation and Influence of Women, People with Disabilities and Vulnerable groups

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

Figure 2: SKALA Program Logic

SKALA's CSO Network Engagement Plan, focuses on refining the delivery of program activities under the third end of program outcome (EOPO 3) - greater participation, representation and influence of women, people with disabilities and vulnerable groups. The Government of Indonesia (GoI) sees universal basic service delivery as the foundation of future economic growth in the regions. There are, however, persistent disparities in the access to basic services, with women, people with disabilities, the aged and Indigenous communities continuing to be poorly served – a situation that is compounded for people with multiple marginalised identities (e.g. Indigenous women with disabilities). Government-led reforms to address this gap have been slow to deliver results, therefore key planning processes are seeking to develop more responsive approaches to reach vulnerable populations through increased participation in decision

making. The details of SKALA's programmatic response to this challenge is articulated in a thematic action plan targeting more meaningful participation.

Section 3: SKALA's Participation Thematic Action Plan

The implementation of SKALA's program logic is guided by a series of Thematic Action Plans (TAPs) which provide the theory of action for SKALA's work. These TAPs map the relationships between SKALA's three end of program outcomes (national enabling environment, strengthened subnational governance and greater participation of vulnerable groups in decision making) that are necessary to accelerate inclusive service delivery at the subnational level.

The thematic action plan that describes the necessary relationships to enable more meaningful CSO participation in subnational government decision making is **TAP 1: Participation, representation and influence of women and vulnerable groups in planning and budgeting**. Through this joint thematic action plan, SKALA and GoI partners are committed to pursuing a series of process and institutional improvements intended to deliver more meaningful participation in planning and budgeting.
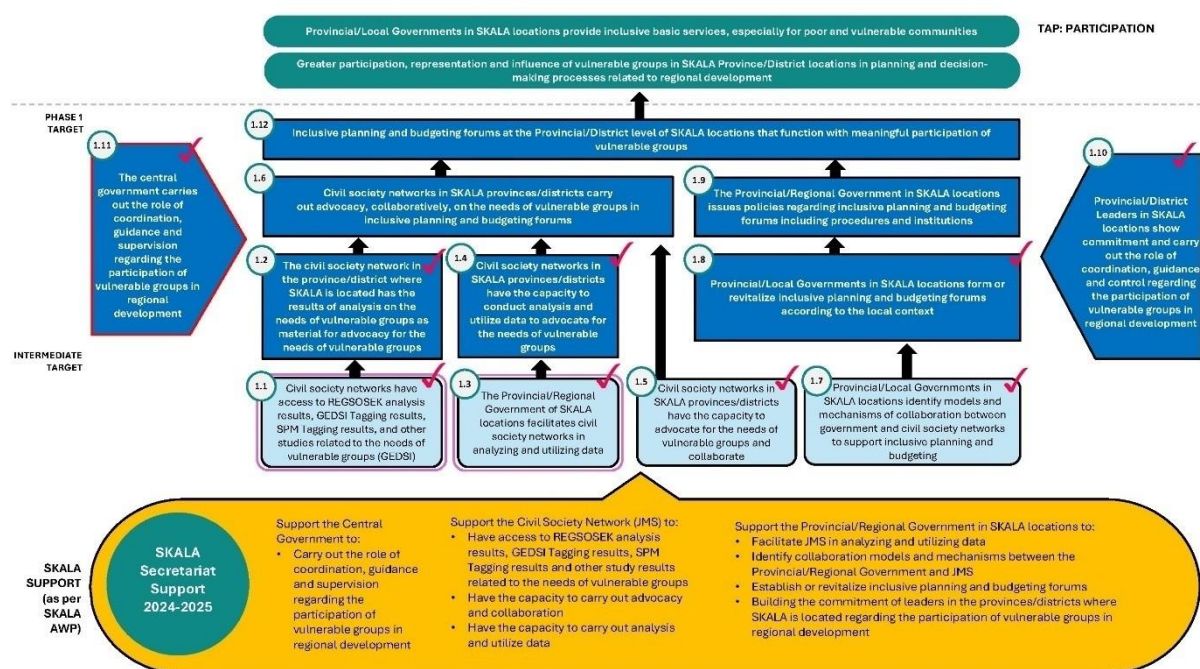

Figure 3: Participation thematic action plan theory of action

The expected outcome for this TAP by the end of Phase 1 (December 2025) is **functioning inclusive planning and budgeting forums at the Provincial/District level of SKALA locations, including with meaningful participation of vulnerable groups**. To achieve

this outcome, SKALA collaborates with three main stakeholder groups: central government, coalitions of civil society actors, and sub-national governments in SKALA locations (excepting Papuan Provinces).

Within the thematic action plan there are two complementary pathways that represent the supply and demand for meaningful CSO participation. The supply pathway seeks to strengthen the institutions and government processes that create the opportunities for CSO engagement with government decision making. The demand pathway seeks to equip coalitions of CSOs with the information, knowledge and tools necessary to effectively engage with government processes.

Table 1: Two Complementary Pathways of TAP 1

Pathway	Objective
Supply Pathway – Strengthen Government Institutions	Create rules, structures and incentives that *welcome* CSO input.
Demand Pathway – Strengthen CSO Network Capacity *(focus of this plan)*	Equip CSO Networks to produce budget-ready, data-backed proposals.

SKALA's work with the supply pathway has included working with Ministry of Home Affairs (MoHA), BAPPENAS, and the Ministry of Finance (MoF) at the national level, to influence policies and guidelines that create a more conducive environment for CSOs and vulnerable groups to engage in planning, budgeting, and policy advocacy. Key contributions have included:

- working with MoHA to develop national guidelines on subnational participatory planning
- working with BAPPENAS and MoHA to provide joint guidance to subnational governments on improving data quality and accessibility
- supporting MoF in developing performance-based DAU allocation formulas for MSS in education, health, and infrastructure as an incentive for effective delivery to all citizens – including

Sub nationally, SKALA has worked with the provincial governments to strengthen the supply pathway by supporting governments to:

- Institutionalise and revitalise existing CSO forums with established roles in providing government advice
- conduct mandated participatory planning processes in an inclusive manner

- Build knowledge of the role CSOs could play in planning and budgeting by brokering coordination between coalitions of CSOs and bureaucrats around specific policy agendas
- Build capacity on inclusive planning and budgeting requirements, as well as issues-based awareness in relation to specific vulnerable groups
- Curate and maintain publicly accessible subnational data sets that can be utilised by non-government actors.

This CSO Network Engagement Plan aims to provide focus and direction to SKALA's work to build the demand side – identifying the program's specific contribution to supporting networks to engage meaningfully in government decision making. In order to do so, it is first necessary to define how the program understands CSOs, CSO Networks and their role in the Indonesia's governance.

Section 4: Defining CSO networks for SKALA

A common definition of Civil Society Organizations (CSOs) defines CSOs as entities whose activities aim to improve or radically change the social and material conditions of economically and socially disadvantaged groups (Eldridge, 1989). This definition emphasises CSOs as agents of social transformation, advocating for marginalized communities and pushing for systemic change.

The literature acknowledges that Civil Society Organizations (CSOs) encompass a wide array of formal and informal groups. This definition is true in Indonesia, where the term is applied to a range of organisations from "Organisasi Non Pemerintah (NGO)" to more formalised membership-based organisations, faith-based organisations, union movements, foundations and grass roots community organisations – both formal and informal. There is a noted lack of clear national statistics on CSOs, with data often limited to registered organizations.

The role of Civil Society Organizations (CSOs) in Indonesia has evolved significantly, shaped by the country's shifting political context and legal frameworks. During the New Order era (1966–1998), CSOs were heavily restricted, operating under authoritarian control with limited civic freedoms. The fall of President Suharto in 1998 marked the beginning of the *Reformasi* era, which opened democratic space and allowed CSOs to engage more actively in civic and political life. One key legal change was **Law No. 9/1998 on the Freedom to Express Opinion in Public**, which affirmed the right to peaceful assembly and advocacy. This enabled a surge in CSO activity, particularly in pushing for democratic reforms, human rights, and government accountability.

As Reformasi progressed, legal and institutional reforms further strengthened the role of CSOs in governance. **Law No. 22/1999 on Regional Government** (later updated by **Law No. 23/2014**) laid the foundation for decentralization, allowing local governments—and by extension, local CSOs—to take on greater roles in development and policy-making.

This shift empowered grassroots organizations to collaborate directly with subnational authorities. Additionally, **Law No. 17/2013 on Mass Organizations (Organisasi Kemasyarakatan/Ormas)** established clearer guidelines for CSO registration, operation, and engagement in public affairs, though it also drew criticism for potential overregulation. Nonetheless, these laws helped formalize the space for civil society participation.

Over time, CSOs have become more engaged in collaborative governance, including research and policy development with state actors. Their roles are increasingly recognized through initiatives like the *Governance Index*, which assesses their impact on democratic consolidation. International attention during the post-Reformasi era also brought increased funding and technical partnerships through donors and NGOs, further boosting the capacity of Indonesian CSOs. Today, supported by this evolving legal framework, CSOs are key players in both national and subnational governance, promoting transparency, inclusion, and accountability across Indonesia's decentralized political landscape.

This history aligns with commonly cited academic frameworks regarding the evolving nature of CSO-State relationships (UNDP, 2013). CSO-State relations are frequently categorized into roles that include:

1. **Confrontational** – CSOs in this role actively challenge state policies and governance structures. They often engage in advocacy, protests, and legal actions to push for systemic change and accountability.

2. **Critical Collaborative** – These CSOs work with the state while maintaining a critical stance. They engage in policy discussions, provide research-based recommendations, and collaborate on governance reforms while ensuring they hold the government accountable.

3. **Coopted** – Some CSOs become closely aligned with the state, either voluntarily or due to external pressures. They may receive government funding or support, which can sometimes limit their independence and ability to critique state actions.

In Indonesia, studies have shown an enhanced collaboration between civil society and the government overtime. The regulatory framework governing CSOs has also evolved over time. Following the post-reformation period (after 1998), laws such as Law No. 17/2013 and its replacement, Law No. 16/2017 enacted in 2017, have influenced how CSOs operate and are regulated. This suggests an evolution in the nature of engagement, moving from potentially more confrontational stances towards increased collaboration. Some studies have even pointed to some CSOs moving from being critically collaborative to being more adaptive – tending to the coopted.

When seeking to understand the dynamics that exist between CSOs and state decision making, SKALA used this framing to understand the types of relationships CSOs have with subnational governments in partner provinces. To effectively apply the program's theory of action, the ability of CSOs to meaningfully participate in decision making requires the activation of **CSOs focused mainly on forms of critical collaboration**.

The literature also emphasizes the importance of robust **civil society networks** in bridging the gap between policy and practice. Networks and coalitions play a crucial role in strengthening Civil Society Organizations' (CSOs) engagement with the government as they enable:

- **Amplified Advocacy** – By working together, CSOs can present a unified voice, making their advocacy efforts more impactful and harder to ignore.

- **Resource Sharing** – Networks allow organizations to pool resources, expertise, and funding, enabling more effective policy engagement and program implementation.

- **Increased Legitimacy** – Governments are more likely to engage with well-organized coalitions that represent diverse stakeholders rather than individual CSOs.

- **Knowledge Exchange** – Collaboration fosters learning and innovation, helping CSOs refine their strategies and adapt to evolving governance challenges.

- **Stronger Accountability Mechanisms** – Networks can monitor government actions collectively, ensuring transparency and responsiveness in policy-making.

Building on the understanding of the evolving roles of CSOs, acknowledged the value-addition of effective CSO networks and leveraging program operational experience, SKALA engagement strategy will focus on supporting coalitions of CSOs to more meaningfully engage in Province decision making.

This plan outlines how the program intends to work with **CSO Network or Jaringan Masyarakat Sipil (JMS) to** deliver results in six partner provinces - Aceh, NTT, NTB, Kalimantan Utara, Gorontlo, Makulu. These six provinces were identified with our GoI partners as having the types of state-CSO relationships that were most appropriate for advancing collaborative participation models and supporting CSO Network development. In Tanah Papua where the relationships of the state to CSOs are prone to higher conflict and characterised by lower levels of trust, the program received guidance that necessary pre-conditions did mot exist for SKALA to engage in CSOs in these provinces.

Drawing on literature, a CSO Network is defined as a group of civil society organisations and/or a coalition committed to initiating joint action. These networks can be formal, informal, organic, or ad-hoc. With the additional lens of the program's mandate, a working definition of CSO Networks for SKALA is:

"A group of civil society organizations and/or coalition that are committed to initiate a joint action plan/activities to promote inclusive policy, planning, budgeting and monitoring/evaluation of the regional development process".

Section 5: Indonesia's policies on CSO engagement in planning and budgeting

Indonesia possesses a robust legal and institutional framework that formally supports participatory development planning at both national and subnational levels, with specific emphasis on Gender Equality, Disability, and Social Inclusion (GEDSI). Key national laws such as **Law No. 25 of 2004 on the National Development Planning System** and **Law No. 23 of 2014 on Regional Government** establish the foundations for inclusive regional development, mandating public participation in planning and budgeting. These are reinforced by **Minister of Home Affairs Regulation No. 86 of 2017**, which explicitly requires community involvement throughout the planning process, and **Government Regulation No. 45 of 2017**, which mandates public engagement in budgeting decisions. Additionally, **Law No. 14 of 2008 on Public Information Disclosure** ensures that planning and budgeting documents are accessible to the public, helping to foster transparency and accountability in government processes.

Complementing these national frameworks, several subnational initiatives and legal instruments aim to operationalize inclusive planning. Provinces are increasingly articulating commitments to "inclusive development" in their regional long-term plans and are issuing supporting regulations such as **Regional Action Plans for Persons with Disabilities (RAD PD)** and **Governor's Regulations on Gender Mainstreaming**. For instance, Maluku has ratified a governor's decree on RAD PD, while provinces like NTB and Gorontalo have initiated or drafted regulations on gender inclusion. Additionally, local governments are piloting tools such as **Inclusive Musrenbang** (community development planning forums), which aim to better engage marginalized groups—particularly women and persons with disabilities—in identifying regional development priorities.

These frameworks collectively imply a meaningful role for Civil Society Organizations (CSOs) in development planning and budgeting processes. Regulations mandate community participation in planning forums like **Musrenbang** and **public consultations/Forum Konsultasi Publik (FKP)**, providing an official pathway for CSOs to contribute to agenda-setting, priority selection, and resource allocation. In theory, these participatory mechanisms are designed to promote inclusive governance and ensure that the voices of marginalized groups influence policy decisions. **SKALA** builds on this foundation by working with national ministries and subnational governments to

strengthen implementation capacity, provide technical guidance, and facilitate the development of inclusive regulatory instruments and action plans.

However, despite the strong policy architecture, there remains a persistent gap between regulation and practice. CSO participation in formal planning forums is often limited, symbolic, or restricted to validating decisions that have already been made. Constraints such as limited budgets for public engagement, lack of government commitment, and internal bureaucratic misalignment (e.g., between Bappenas and the Ministry of Home Affairs) undermine meaningful participation. Moreover, CSOs frequently face barriers related to the confidentiality of budgeting processes, lack of clarity around the legal basis for inclusive Musrenbang, and weak institutional support for GEDSI initiatives. Limited CSO capacity to navigate technical planning processes further hampers effective engagement. While SKALA aims to address these challenges by developing technical guidance and supporting inclusive planning at the provincial level, significant work remains to translate legal mandates into consistent, impactful practice on the ground.

Section 6: State of the CSO-Government Engagement in SKALA Provinces

In order to establish an understand the nature of CSO-government participation in partner provinces, SKALA commissioned a number of pieces of analysis. Collectively these studies looked at the existing CSO ecosystem, the provincial development context and the nature of CSO-state relationships in each province. A summary of these findings by province is provided below.

A. Aceh

Provincial Inclusive Development Status

Aceh has made encouraging progress across key macroeconomic indicators, signalling growing economic momentum and improved social outcomes, though important challenges remain. In 2024, Aceh surpassed its economic growth target by reaching 4.66%, above the planned 3.75%, reflecting steady post-pandemic recovery and improved economic activity. Positive gains were also recorded in income distribution, as indicated by a declining Gini Index, and in poverty reduction—both pointing to the early results of inclusive development efforts. However, the province still faces persistent labor market challenges, with open unemployment at 5.75%, particularly affecting youth and educated jobseekers. While the poverty rate has continued to decline (decreasing from 17% in 2014 to 14% in 2023 and 13% in 2024), it remains among the highest nationally, underscoring the need to complement existing social assistance with long-term structural reforms that focus on job creation, skills development, and rural

economic revitalization. These results offer a strong foundation on which Aceh can build a more inclusive and resilient economy.

Enabling Policy Environment

Provincial Regulations and Declarations: Aceh has established a comprehensive regulatory framework to support GEDSI, composed of local laws, governor's regulations, and action plans such as the RAD PUG 2023–2026 and regulations on disability rights and protection for women and children. This framework signals political commitment to mainstreaming inclusivity across sectors. However, despite this robust policy architecture, implementation of GEDSI principles in program design, execution, and monitoring remains inconsistent. Many initiatives remain formalistic, emphasizing compliance over impact. Strengthened enforcement, measurable targets, and impact evaluation mechanisms are necessary to make the GEDSI agenda truly transformative.

Formal Consultation Mechanisms: Public participation in planning and budgeting has increased through mechanisms such as Musrenbang, Musrena, and Musyawarah Anak. However, representation remains uneven and often symbolic. Marginalized communities—particularly persons with disabilities, rural women, and minority groups—face physical and procedural barriers in accessing planning spaces. Political agendas, particularly aspirational funds (pokir), often override community-identified priorities. While public access to planning and budgeting documents is mandated by law, implementation is inconsistent, and accessibility remains a concern for persons with disabilities.

CSO Ecosystem

Characteristics of CSO-Government Relationships: CSOs in Aceh actively engage in advocacy, particularly around gender equality, disability rights, and child protection. While some collaboration with government agencies exists, CSO participation is largely symbolic, project-based, or ad hoc. Their role in formal planning and budgeting mechanisms remains limited, and systemic collaboration has yet to be institutionalized. Political sensitivities around issues like child marriage prevention also inhibit deeper engagement.

Types of CSOs: Aceh has a broad and active CSO landscape, including organizations such as MaTA, GERAK Aceh, CYDC, Youth.id, and BSUIA. These groups have contributed to development dialogues, policy formulation, and budget advocacy. Many are formally registered and maintain strong networks, yet disparities remain in terms of human resources, digital presence, and financial sustainability. Advocacy for sectoral integration of GEDSI by CSOs is emerging, but remains isolated and underfunded.

Existing SKALA Support

SKALA has played a critical role in facilitating CSO involvement in development planning and GEDSI mainstreaming in Aceh. While the province opted not to establish a formal CSO forum during the first semester of 2024, SKALA supported alternative mechanisms for civil society engagement. Through these efforts, CSOs in Aceh—supported by SKALA—provided substantive input into key policy processes, including the RPJPD, the Qanun on Women's Protection, the Qanun on Disability Rights Fulfillment, and the Regional Regulation on Community Participation. In 2023–2024, SKALA supported the development and formalization of the RAD PD, a significant milestone in Aceh's GEDSI agenda. CSOs, including persons with disabilities, participated actively as speakers and moderators in discussions on the draft disability qanun.

Barriers to Effective CSO Engagement

Significant barriers continue to hinder CSO engagement. These include limited capacity within CSOs, lack of access to disaggregated data, low digital visibility or profile for CSOs, and weak understanding of formal planning processes and the role of platforms like SIPD. Government agencies often lack the capacity to integrate GEDSI across sectors, and coordination between OPDs is weak. Most CSOs are excluded from legislative advocacy, as engagement with parliament is minimal or non-existent. Financial allocations for GEDSI programs remain vulnerable to reprioritization during fiscal shocks. Without structural embedding of CSO roles in governance systems, GEDSI risks remaining aspirational.

Opportunities and Entry Points

Despite these challenges, Aceh presents numerous opportunities to enhance CSO-government collaboration. CSO engagement would be enhance by supporting the development of inclusive Musrenbang guidelines, strengthening GEDSI working groups, and formalizing entry points into budget planning cycles. Increasing sectoral integration of GEDSI and fostering service delivery partnerships can bridge the gap between policy and implementation. Building CSO capacity in data collection, monitoring, and budget literacy will further position them as credible development actors. Enhancing access to policy-relevant, disaggregated data and digital platforms will strengthen advocacy. By embedding CSOs into core planning and accountability processes, Aceh can move closer to a governance model that reflects the principles of inclusive development.

B. Gorontalo

Provincial Inclusive Development Status

Gorontalo faces substantial socioeconomic disparities that disproportionately affect vulnerable populations, particularly women, persons with disabilities, and the elderly. The province's poverty rate stands at 15.15%, significantly higher than the national average of 9.36%. Within this, persons with disabilities experience the highest poverty incidence at 17.76%, followed by women at 15.29% and older adults at 13.86%. Educational attainment also remains low, with 25.89% of Gorontalo's population not completing primary school. Among persons with disabilities, this figure rises to 44.86%, while 39.55% of older adults have similarly low education levels.

Employment disparities remain entrenched, especially for women and persons with disabilities. Only 17.18% of working-age individuals with disabilities are employed, compared to 64.17% among the general population. Despite higher average education levels among women, their labor force participation remains significantly lower due to systemic barriers such as workplace discrimination, limited protections, and traditional gender roles. High rates of gender-based violence (267 reported cases in 2023) and child marriage (10.91% of women aged 18–24 were married before 18) further compound the vulnerability of these groups, emphasizing the urgent need for inclusive policy responses.

Enabling Policy Environment

Provincial Regulations and Declarations: Gorontalo follows national and regional frameworks such as the RPJPD, RPJMD, and Renja for planning and budgeting. While the province has issued regulations such as Provincial Regulation No. 1 of 2016 on the Protection of Women and Children, and Governor Regulation No. 50 of 2014 on Gender Mainstreaming, implementation remains inconsistent. Planning processes, while intended to be participatory, often exclude CSOs or engage them in symbolic ways. Transparency in public access to budget documents, laws, and regulations is limited, weakening oversight and accountability.

Formal Consultation Mechanisms: Mechanisms like Musrenbang and Forum Konsultasi Publik exist but often lack structures for integrating CSO recommendations. Women-focused Musrenbang has been implemented sporadically, but its influence on policy has been minimal. GEDSI-responsive budgeting frameworks remain underdeveloped, resulting in inconsistent funding for vulnerable groups. These structural gaps limit the extent to which participatory planning can address inequality in Gorontalo.

CSO Ecosystem

Characteristics of CSO–Government Relationships: CSOs in Gorontalo face tokenistic participation and limited influence in planning and budgeting forums. Government agencies recognize GEDSI advocacy but fail to incorporate it consistently into sectoral policies. While CSOs use policy research, legislative lobbying, and public engagement

strategies, their recommendations are rarely adopted due to bureaucratic inertia and the lack of formal partnerships.

Types of CSOs: Most CSOs are legally registered and have operational history but operate with limited human and financial resources. Networking capacity is moderate, with a few CSOs engaging in national and international platforms. Visibility remains weak for most CSOs, with limited digital presence and few income-generating strategies. Only one in five surveyed CSOs maintains a structured partnership with government. Service delivery is mostly donor-funded, including shelters for survivors of gender-based violence and legal aid.

Existing SKALA Support

SKALA has facilitated the establishment of inclusive consultation forums and supported the development of Gorontalo's RAD for Persons with Disabilities (RAD PD). SKALA provided training in gender-responsive budgeting to 35 participants and improved CSO access to REGSOSEK data. While Gorontalo opted not to form a formal CSO forum in 2024, these engagement efforts have helped CSOs contribute to planning dialogues and policy discussions.

SKALA's support has also involved raising awareness of GEDSI through data use, enabling CSOs to better align advocacy with government priorities. Technical assistance has been provided to help CSOs integrate their work with provincial development frameworks, with ongoing efforts to expand data accessibility and participatory guidelines.

Barriers

Systemic barriers include weak CSO capacity, lack of formal engagement structures, bureaucratic rigidity, and limited transparency in budget processes. GEDSI-responsive budgeting remains underdeveloped, and government-CSO coordination is mostly informal. CSOs also face cultural resistance when advocating for gender-sensitive policies and inclusive services.

Opportunities and Entry Points

Opportunities include leveraging emerging CSO networks like Jejak Puan, expanding collaborative models such as inclusive service pilots, and aligning GEDSI integration with RPJPD and RPJMD. Entry points involve institutionalizing dialogue mechanisms (e.g., rembug perempuan), strengthening monitoring frameworks, and building CSO capacity in budget analysis and Sistem Informasi Pemerintah Daerah (SIPD) engagement. A shift from episodic engagement to structured, institutional collaboration is essential for sustained impact.

Gorontalo's CSO ecosystem requires systemic support to become a true partner in inclusive governance. Strategic investments in capacity-building, formal engagement platforms, and targeted budget advocacy will be critical for moving toward effective GEDSI mainstreaming in the province.

C. Kalimantan Utara

Provincial Inclusive Development Status

Kalimantan Utara, Indonesia's youngest province, presents a mixed picture of opportunity and systemic barriers to inclusive development. The province's poverty rate stands at 6.45%, which is lower than the national average of 9.36%. However, poverty is disproportionately experienced by persons with disabilities (7.21%), women (6.46%), and the elderly (3.44%). The Gender Empowerment Index has declined in recent years, reflecting reduced female participation in leadership roles, professional sectors, and politics.

Employment patterns reveal further inequality. While the overall employment rate in the province is 62.65%, only 55.69% of women and 28.42% of persons with disabilities are employed. Many are engaged in informal or unpaid family work, particularly women (15.94%) and the elderly (15.25%), making them vulnerable to economic shocks. Education outcomes are similarly uneven: just 12.08% of persons with disabilities have completed senior secondary education, compared to 23.18% of the general population. Elderly residents also show high rates of low educational attainment, further limiting their access to services and opportunities.

Enabling Policy Environment

Provincial Regulations and Declarations: Kalimantan Utara has established a strong legal foundation for GEDSI mainstreaming. Peraturan Daerah No. 1 of 2021 protects women and children, while Peraturan Gubernur No. 13 of 2019 outlines gender mainstreaming strategies across sectors. These policies are incorporated into the RPJMD 2021–2026 under Missions 3 and 9, prioritizing gender equality and social inclusion. The RKPD 2023 includes programs focused on women's empowerment, child protection, and social rehabilitation for persons with disabilities. The passage of Perda No. 1 Tahun 2024 tentang Pajak Daerah dan Retribusi Daerah (PDRD) that provides for tax relief for disability modified vehicles, signals an openness to regulatory innovation to support inclusion and participation.

Despite this foundation, implementation is uneven. Gender budgeting efforts face limited allocations and insufficient political backing. Coordination among OPDs is weak, and gender focal points are often inactive. GEDSI mainstreaming is hindered by limited awareness, capacity gaps, and the lack of disaggregated data. As a result, development spending often fails to effectively reach vulnerable populations.

Formal Consultation Mechanisms: Efforts to promote participatory planning have gained traction. The Musrenbang Inklusif model—Mentari Kaltara—launched in 2024 with SKALA's support, involved women, persons with disabilities, children, the elderly,

and indigenous communities. It was accompanied by the formation of a GEDSI Forum, comprising 12 CSOs and five OPDs, which facilitates meaningful input from marginalized groups.

Nonetheless, broader planning processes such as Musrenbang and sectoral consultations remain largely symbolic, and inputs from CSOs are rarely reflected in final policy or budgeting decisions. While the RPJMD and RKPD are publicly accessible, detailed budget information is not consistently published online, limiting transparency and accountability.

CSO Ecosystem

Characteristics of CSO–Government Relationships: CSO-government engagement in Kalimantan Utara is still emerging. While CSOs are invited to participate in Musrenbang and policy dialogues, their contributions are often not incorporated into decisions. Some CSOs have succeeded in influencing regulations, such as the draft Perda on gender mainstreaming (Perda PUG), and have used media strategies to raise public awareness and pressure policymakers.

Types of CSOs: CSOs in Kalimantan Utara work across a range of issues including gender equality, disability rights, child protection, and youth empowerment. A few have strong legal standing and institutional capacity, but many operate without legal registration or structured governance. Most depend on volunteers, and financial resources are limited and donor-dependent. These constraints hinder their ability to engage consistently in planning, implementation, and advocacy.

Existing SKALA Support

SKALA has significantly contributed to advancing inclusive planning in Kalimantan Utara. It supported the design and implementation of Musrenbang Inklusif (Mentari Kaltara), helping establish structured forums for GEDSI group participation. It also facilitated access to the One Data Forum and REGSOSEK, providing a foundation for evidence-based advocacy.

Through capacity-building, SKALA delivered training on gender-responsive planning and budgeting to both CSOs and government stakeholders. It also supported the drafting of Perda PUG, signalling progress toward embedding GEDSI in provincial planning and legislation. These initiatives have helped strengthen the role and credibility of CSOs, enabling them to act as partners in development.

Barriers

Despite progress, systemic barriers remain. CSO involvement in formal planning is often symbolic, with limited impact on decisions. Many CSOs lack legal status or formal governance structures, reducing their legitimacy. Financial instability and limited human resources create high turnover and reduce institutional memory. Transparency in planning and budgeting is inadequate, and CSOs must often rely on informal

relationships to access policy spaces. These issues limit their ability to conduct sustained advocacy and service delivery.

Opportunities and Entry Points

There are several strategic opportunities to deepen CSO-government collaboration. Institutionalizing Musrenbang Inklusif through formal regulations could secure long-term participation of GEDSI groups. Improving CSO access to planning and budgeting platforms like REGSOSEK and SIPD would enhance evidence-based advocacy. Formal mechanisms such as rembug perempuan and multi-sector dialogues can provide regular and structured engagement.

Capacity building in budget literacy, planning systems, and monitoring tools would enable CSOs to engage more effectively in fiscal decision-making. Expanding service delivery models led by CSOs, particularly those supporting disability rights and women's economic empowerment, could build trust and visibility. Supporting youth engagement and leadership development will also ensure sustainability and broaden the CSO ecosystem.

With continued support from SKALA and growing momentum from civil society, Kalimantan Utara can move toward institutionalized co-governance rooted in inclusive and accountable development planning.

D. Maluku

Provincial Inclusive Development Status

Maluku continues to face socio-economic challenges that disproportionately affect vulnerable populations. As of the most recent data, the province's poverty rate stands at 16.42%, notably above the national average of 9.36%. Persons with disabilities experience the highest rates of poverty at 18.31%, followed by women at 16.15% and the elderly at 11.8%. Employment participation for persons with disabilities remains critically low at just 18.82% compared to 57.71% for the general working-age population. Many vulnerable groups, including the elderly, are concentrated in informal and independent work, limiting their access to social protection.

Educational attainment further limits upward mobility, especially among persons with disabilities and the elderly, with more than 40% of both groups having only completed elementary education. Cases of gender-based violence remain high and underreported, and Maluku ranks among the top ten provinces for child marriage prevalence. Geographic isolation and logistical costs further inhibit access to justice and services, particularly for those living on remote islands.

Enabling Policy Environment

Provincial Regulations and Declarations: Maluku has adopted key regulations including Perda No. 2/2012 on the Protection of Women and Children Victims of Violence, along with mandates for gender mainstreaming and disability rights. With SKALA support, the Maluku Provincial Government has recently enacted Regional Regulation (Perda) No. 7 of 2024 on Gender Mainstreaming (PUG). This regulation aims to enhance efforts to achieve gender equality in Maluku Province including for the development of a Regional Action Plan for Gender Mainstreaming (RAD PUG). The development of Regional Action Plan for Disabilities (RAD PD) is also underway. Both these documents reflect progress toward integrating GEDSI into formal policy frameworks.

Formal Consultation Mechanisms: Planning and budgeting cycles follow national frameworks, including RPJPD, RPJMD, and RKPD. However, CSO engagement is often limited to consultation stages such as Forum Konsultasi Publik (FKP) and Musrenbang, with participation remaining largely symbolic. Key budget documents like the KUA-PPAS are difficult to access, limiting CSO oversight. GEDSI-responsive budgeting remains underdeveloped, with a lack of formal budget tagging and limited institutional mechanisms for inclusive planning, such as dedicated Musrenbang for women or persons with disabilities.

CSO Ecosystem

Characteristics of CSO–Government Relationships: CSOs have been involved in the drafting of major regulations, such as RAD PD and Perda PUG, and serve as important advocacy actors. However, their engagement with government is still largely informal and often contingent on personal networks rather than institutionalized processes. CSO roles in policy are acknowledged, but operational collaboration and fiscal support from government agencies remain limited.

Types of CSOs: Maluku's CSOs include women's rights groups, disability organizations, and youth advocates. Many were established during or after the province's post-conflict recovery period. They maintain strong legal standing and national-level policy literacy but struggle with operational capacity. Internal constraints include unstable funding, limited visibility, and weak human resources. Networking is their strongest asset, often spanning local to international levels.

Existing SKALA Support

SKALA has supported the revitalization of the PUSPA Manise forum and facilitated the One Data Forum to improve government-CSO data exchange. It has provided targeted training in GEDSI, public financial management, and inclusive planning for both CSOs and government agencies. SKALA also provided technical assistance during the drafting of Perda PUG and RAD PD and supported participatory dialogue platforms, helping institutionalize CSO roles and build data literacy for more evidence-based planning.

Barriers

Systemic challenges limit GEDSI integration in Maluku. Public participation mechanisms often operate as formalities, lacking feedback loops and clear follow-up. Legal mandates for inclusivity exist, but enforcement is weak, and operational guidelines are often vague. Budget allocations for GEDSI remain inconsistent and primarily focus on gender rather than comprehensive inclusion. CSOs face chronic funding instability, limited access to disaggregated data, and constrained staff capacity. Government agencies similarly lack the institutional know-how to interpret and act on GEDSI data.

Opportunities and Entry Points

Maluku's progress in regulatory development and CSO-government collaboration presents clear opportunities for deeper institutional change. Institutionalizing inclusive planning mechanisms such as GEDSI-focused Musrenbang, strengthening RAD implementation through clear budgeting and indicators, and establishing CSO roles in service delivery are critical next steps. Formalizing CSO participation in planning processes, enhancing budget transparency, and supporting GEDSI budget tagging could elevate GEDSI from project-level activity to core policy practice. Investments in capacity building, especially in public finance, policy advocacy, and multi-stakeholder engagement, will be essential to embed equity in governance and deliver lasting change.

E. NTB

Provincial Inclusive Development Status

NTB faces significant socio-economic challenges, with a poverty rate of 13.85%, above the national average of 9.36%. Persons with disabilities face even higher poverty levels at 24.51%, followed by women at 20.03% and the elderly at 17.81%. Education disparities are also stark: 32.92% of persons with disabilities and nearly one-third of elderly individuals have not completed primary education. Employment rates among persons with disabilities remain low at 24.81%, with many in informal or unpaid roles. Child marriage persists as a major gender issue, rising from 16.23% in 2022 to 17.32% in 2023—now the highest rate in Indonesia. These figures highlight the urgency of GEDSI advocacy and action in the province.

Enabling Policy Environment

Provincial Regulations and Declarations: NTB has made significant normative and institutional advances in mainstreaming GEDSI. Key policies include the Perda on Child Marriage Prevention (2021), the Governor's Regulation on Gender Mainstreaming (2014), and the Perda on Disability Empowerment (2022). Initiatives such as the RAD for Persons with Disabilities and the Grand Design on Women's Empowerment and Child Protection reinforce strategic integration. However, operationalization remains uneven—budgeting

systems lack GEDSI tagging, and systemic cultural barriers (e.g., bride kidnapping, poor WASH access, disaster exclusion) persist.

Formal Consultation Mechanisms: Planning forums such as FKP and Musrenbang formally include CSOs, but participation is often perceived as tokenistic. CSO proposals rarely influence final budget decisions, as budget formulation is controlled by TAPD and DPRD without citizen involvement. While NTB leads in transparency—key planning and budgeting documents are accessible via the PPID portal and many CSOs lack the capacity to use these tools effectively.

CSO Ecosystem

Characteristics of CSO–Government Relationships: CSOs in NTB are vital actors in GEDSI advocacy, contributing to legal reform and service delivery. Key players include HWDI NTB, IWAPI NTB, Solidaritas Perempuan Mataram, and LBH APIK NTB. Their work spans inclusive infrastructure, migrant protection, and legal aid. Collaboration is growing, yet remains mostly project-based and weakly institutionalized.

Types of CSOs: Most CSOs in NTB are legally registered and well-networked, especially through platforms like Forum Puspa. Networking is a key strength, but visibility is low, particularly for elderly-focused groups. Many rely on volunteers, face HR shortages, and lack digital infrastructure. Disability-focused CSOs struggle with leadership transition and access to education. Funding is donor-dependent and volatile, with limited alternative revenue sources.

Existing SKALA Support

SKALA has supported RAD PD development, facilitated inclusive planning forums, and trained CSOs in REGSOSEK data use. It has also supported community consultations, reactivated COPI/Community Hub, and trained government partners in gender-responsive planning and budgeting. These efforts have improved CSO-government coordination and supported the institutionalization of inclusive practices.

Barriers

Despite a strong legal base, GEDSI implementation faces significant hurdles: low budget allocations, weak incentives for OPD implementation, administrative overreach, cultural resistance, and inaccessible public data. Discrepancies between policy and practice, combined with limited cross-OPD coordination, undermine GEDSI integration. Thematic Musrenbangs are not institutionalized at the provincial level, and planning often lacks meaningful follow-through. Disaggregated data for gender and disability is limited, and planning impact evaluations remain weak.

Opportunities and Entry Points

Enhancing CSO capacity in digital advocacy, budget tracking, and multi-stakeholder coordination is key. CSO monitoring of RAD PD, implementation and the mainstreaming

GEDSI in budgeting and disaster response would also be beneficial. With its strong CSO networks, transparent planning systems, and growing collaboration momentum, NTB is well-positioned to become a national leader in inclusive development—provided it addresses current capacity, coordination, and resourcing gaps.

F. Nusa Tenggara Timur (NTT)

Provincial Inclusive Development Status

NTT faces pronounced socio-economic inequality, with a poverty rate of 19.96%, well above the national average of 9.36%. Vulnerable groups, especially persons with disabilities (21.33%), women (20.03%), and the elderly (17.81%), are disproportionately affected. Education levels are low, particularly among persons with disabilities and older individuals, limiting employment prospects. Labor force participation remains unequal—only 26.38% of persons with disabilities are employed, while women largely occupy unpaid and informal roles (39.32%). The maternal mortality rate in NTT is the third highest nationally at 316 deaths per 100,000 births, underscoring barriers in healthcare access and quality.

Enabling Policy Environment

Provincial Regulations and Declarations: NTT demonstrates strong political will for GEDSI mainstreaming through a comprehensive policy framework. Key regulations include Perda on Disability Empowerment (2022), Gender Mainstreaming (2022), and Child Protection (2023). MUSIK KEREN (Inclusive Musrenbang for Vulnerable Groups), regulated by the 2025 Pergub, institutionalizes inclusive participation in planning. Strategic documents like the RAD PD and the Grand Design on Women's Empowerment and Child Protection further reinforce these efforts.

Formal Consultation Mechanisms: NTT has advanced participatory planning by integrating tools such as participatory gender analysis and inclusive training at village level. Collaboration with universities and CSOs supports advocacy and capacity-building. However, implementation is inconsistent. Gender-responsive budgeting is referenced in planning documents but not systematically applied. In 2024, the DP3A's Rp11 billion budget was largely consumed by administrative costs, leaving little for programmatic GEDSI work. Sectoral agencies often lack the skills or incentives to operationalize GEDSI mandates.

CSO Ecosystem

Characteristics of CSO–Government Relationships: CSOs are active partners in policy development and inclusive governance. Groups like LSM Mentari, CIS Timor, and Bengkel APPeK contribute to energy transition, disability inclusion, and grassroots planning.

Multi-stakeholder collaboration has become a defining feature of NTT's inclusive development approach.

Types of CSOs: Most CSOs are legally registered, networked, and integrated into planning processes via forums such as Forum Puspa. However, visibility varies based on digital capacity. Elderly-focused CSOs often lack digital presence and face thematic marginalization. Human resource capacity is a systemic weakness—most CSOs rely on volunteers and cannot offer regular salaries, impacting service quality and sustainability. Funding is donor-dependent and volatile, particularly for issues deemed lower priority, such as elderly rights.

Existing SKALA Support

SKALA has supported inclusive planning forums, RAD PD development, and GEDSI training for OPDs. It helped institutionalize GEDSI focal points and strengthened CSO-government partnerships, contributing to the operationalization of inclusive planning mechanisms across the province.

Barriers

Persistent challenges include limited budget allocations for inclusive programming, low institutional incentives for GEDSI implementation, dominant administrative costs, cultural resistance, and poor accessibility of planning documents. Planning transparency is also lacking, with many documents unavailable or shared in inaccessible formats. Weak civil registration systems also continue hinder inclusive service delivery. Despite progressive regulations, a gap remains between policy and practice. These systemic issues continue to undermine the application of inclusive policies.

Operational constraints persist. Cultural norms like bride kidnapping (kawin tangkap), poor WASH access, exclusion of persons with disabilities in disaster management.

Opportunities and Entry Points

NTT's policy foundation and active CSO networks present multiple entry points for deepening GEDSI integration. Priority actions include full operationalization of MUSIK KEREN, implementation of the RAD PD, institutionalizing gender-responsive budgeting, and mainstreaming GEDSI in disaster and health sectors. Strengthening institutional coordination, budget tracking, participatory frameworks, and cultural transformation initiatives are essential for achieving equitable, inclusive development.

Section 7: Key barriers to effective CSO-State engagement

Across SKALA's partner provinces, SKALA commissioned studies suggest that there are five key barriers to effective CSO-State engagement:

1. **Lack of Clear Subnational Guidelines for CSO Participation**

Across provinces, the absence of binding local regulations limits structured and consistent CSO engagement in planning and budgeting. While forums like *Musrenbang* and *FKP* exist, their impact is often symbolic. Strengthening subnational legal frameworks, sharing best practices, and leveraging mentorship between provinces with stronger engagement histories can institutionalize CSO roles in shaping policies and service delivery.

2. **Limited Access to Reliable, Disaggregated Data**

CSOs frequently lack the data required to build evidence-based policy recommendations. Disaggregated gender and disability data remains incomplete or inaccessible, despite efforts like NTB's Satu Data portal. SKALA is supporting ministries to improve data systems and accessibility—especially for visually impaired users—and is exploring partnerships to boost CSO capacity in data use, collection, and impact monitoring.

3. **Insufficient CSO Capacity to Monitor Policy Implementation**

While many CSOs contribute to policy formulation, few have tools to track follow-through. For example, Aceh's Gender Mainstreaming Action Plan and Maluku's GBV advocacy suffer from weak implementation oversight. In regions like Kalimantan Utara and Gorontalo, monitoring tools remain underdeveloped. Aligning provincial monitoring frameworks with government systems and establishing joint oversight mechanisms will help bridge this gap.

4. **Weak Capacity for Budget Engagement**

Although CSOs are active in advocacy, many lack the skills to engage in formal budgeting or develop proposals aligned with local fiscal systems. Budget influence is especially limited at the KUA-PPAS stage, where decisions are made internally by TAPD and DPRD. Training in budget analysis and structured collaboration between CSOs and local agencies is essential to link advocacy with actual public spending.

5. **Fragmented CSO Coordination and Sustainability Gaps**

Weak coordination among CSOs weakens their collective policy impact. While networks like Forum Puspa are active in provinces like NTB and Maluku—with SKALA's support—representation is uneven, and many forums lack strong mandates or resources. Revitalizing these platforms, formalizing CSO-service provider partnerships, and establishing co-financing arrangements can enhance policy influence and connect advocacy with service delivery.

SKALA's CSO network engagement approach, which focuses on equipping CSO Networks to engage in provincial planning and budgeting, responds specifically to barriers 3 – 5 specifically; insufficient CSO capacity to monitor policy implementation;

weak capacity for budget engagement and; fragmented CSO coordination. SKALA is concurrently working to address barrier 1 and 2 through the program's complementary Pillars and thematic action plans.

Section 8: Common models of CSO-State Engagement

The commissioned studies found that the nature of CSO-State collaboration in SKALA partner provinces could be distilled into four distinct models. These models of engagement provide a framework for diagnosing the maturity of CSO-State collaboration. By understanding the current state of CSO-state collaboration, SKALA will be able to shape the programs CSO network strengthening support to the needs of each specific partner province.

Model 1: Incidental Collaboration on Low-Complexity Issues

Characteristics: This type is characterized by **short-term, ad-hoc collaboration** on relatively simple issues, often involving ceremonial participation or basic service delivery tasks. Government engagement might be limited and not deeply integrated into broader planning processes. CSO networks may be newly forming or less structured.

SKALA Provinces: Kalimantan Utara appears to fit this model most closely. The initial stages of collaboration in Kalimantan Utara were described as often **event-based or service-oriented**. Findings suggest that provinces like **Gorontalo** and **Aceh** also exhibited characteristics of this model initially, before moving towards more structured engagement.

Model 2: Longer-Term Collaboration on Low-Complexity Issues

Characteristics: This model involves **more sustained collaboration** on relatively simple or narrowly defined issues, frequently focused on service delivery or specific, less complex projects. This might involve established forums with regular interactions but limited scope for influencing broader policy or planning.

SKALA Provinces: Nusa Tenggara Barat (NTB) shows a significant presence of this model. Forums like **Puspa Manise in Maluku**, focused on specific issues, also represent this type of longer-term, lower-complexity collaboration.

Model 3: Shorter-Term, Multi-Stakeholder Collaboration on Complex Issues

Characteristics: This model involves **multi-stakeholder engagement** on more complex policy or programmatic issues, but these collaborations tend to be project-based or for a limited duration. This could involve joint task forces, working groups for specific policy development, or collaborative advocacy campaigns.

SKALA Provinces: Nusa Tenggara Barat (NTB) demonstrates increasing traction in this model through multi-stakeholder collaboration in policy and program

development. **Maluku** also shows this model as the dominant form of CSO-government collaboration, addressing more complex issues within shorter timeframes. **Aceh** and **Gorontalo**, with their emerging integration, likely engage in this model for specific policy initiatives.

Model 4: Longer-Term, Institutionalized Collaboration on Complex Issues

Characteristics: This represents the most integrated form of collaboration, characterized by **long-term, institutionalized partnerships** between CSOs and government on complex policy and planning issues. CSOs have more consistent and formal roles in decision-making processes, and collaboration is embedded within government structures and regulations.

SKALA Provinces: Nusa Tenggara Timur (NTT) stands out as a province where "Model 4: long-term, multi-stakeholder collaboration" is the most dominant. Policies like the Regional Action Plan for People with Disabilities (RAD PD) in NTT, mentioned in our previous discussion and the GEDSI briefs, exemplify this longer-term, policy-oriented collaboration. While **Maluku** shows this model in its early stages, **NTT** demonstrates a more mature form of this institutionalized collaboration.

Section 9: SKALA CSO Network engagement approach

SKALA's CSO network engagement approach is designed to address the specific, place-based constraints of partner provinces identified through the program's commissioned research. The approach is designed to complement SKALA's ongoing work on the enabling national regulatory environment, and subnational capacity to support participatory planning. SKALA is adopting a two-track network engagement approach. Firstly, SKALA will leverage the program's access and relationships to broker collaborative engagements between the government and CSO networks. Secondly, the program will engage a knowledge partner to help build the skills that CSO networks need to effectively engage in policy processes.

SKALA led CSO-state engagement brokerage

Brokering engagement between coalitions of CSOs around priority policy and regulatory agendas. In each of SKALA's partner provinces, the SKALA team supports the production of development plans, policies and regulations related to inclusive service provision. To enable these documents to most accurately reflect and appropriately target the needs of vulnerable groups, SKALA plays a role in brokering Provincial government engagement with coalitions of appropriate CSOs around specific policy development windows. The program has an established track record of successfully facilitating this style of engagement, with over 30 CSO already engaged in the development of specific pieces of policy or regulation across partner provinces. These engagements have also

been supported by quality data and analytics. By modelling and supporting evidence-based, consultative engagement SKALA has sought to build the confidence of both parties in the value of this approach.

As the first step in institutionalising this approach without intensive SKALA support, the program has been cultivating a supportive ecosystem around the engagement model. SKALA has begun to establish a Community of Practice (CoP) model which brings government and non-government stakeholders (university, CSOs, journalists, think tanks, etc.) to build policy advocacy skills. The CoP is being established in all Provinces where SKALA is actively fostering CSO engagement and aims to build generic skills and competencies on policy advocacy - including policy analysis, the use of evidence and data, how to communicate recommendation to policymakers, and how to facilitate evidence-based policy discussions. Through this CoP, SKALA seeks to build the skills and competencies of both sides to initiate and facilitate these policy window driven CSO coalitions as a mechanism to deliver more meaningful participation.

This approach follows SKALA's over-arching theory of change by seeking to firstly model an inclusive engagement methodology, then foster the ecosystem that will support the institutionalisation of the method as a stepping stone to operational impact for vulnerable groups.

Partnering to build CSO network capacity to engage

To further support the demand-side outcomes in TAP 1, SKALA has also partnered with **Seknas FITRA**[2], a national CSO with extensive expertise in public financial management, citizen engagement, and evidence-based advocacy. This partnership will operationalize a targeted capacity-building program for CSO networks in six provinces (Aceh, NTT, NTB, Kalimantan Utara, Gorontalo, and Maluku), tailored to address province-specific gaps in planning, budgeting, and policy monitoring.

The core purpose of this partnership is to enhance the capacities of CSO Networks, in ways that will support the delivery of SKALA TAP 1 intermediate outcomes under program **Pillar Three: "Greater participation, representation and influence for women, people with disabilities and vulnerable groups"**. This engagement specifically intends to contribute to the following TAP Outcomes:

1. Civil society networks in SKALA provinces/districts have the results of analysis on the needs of vulnerable groups and are able to utilize data for advocacy
2. Civil society networks in SKALA provinces/districts have the capacity to conduct analysis and utilize data.
3. Civil society networks in SKALA provinces/districts have the capacity to advocate for the needs of vulnerable groups in inclusive planning and budgeting.

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[2] As the result of competitive open tender to provide technical support in the delivery of SKALA's strategy

Under this partnership, Seknas FITRA will deliver:

1. **Rapid Needs Assessment & Content Review:** Building on SKALA's diagnostic studies, FITRA will identify knowledge gaps and training needs across provincial CSO networks. This will include a review of existing advocacy tools and mapping of good practices in CSO-government collaboration to ensure locally relevant, responsive learning materials.

2. **Training Module Development:** FITRA will create a suite of modular, accessible training packages focused on key areas: evidence generation using REGSOSEK and other data sets; inclusive planning and budgeting; GEDSI and SPM budget tagging; regional public finance; policy advocacy strategy; stakeholder mapping; and monitoring of policy implementation. All content will be grounded in adult learning principles and adapted for diverse learners, including persons with disabilities. IBRCs will a play key role in providing knowledge, learning including these training modules.

3. **Testing and Validation:** These modules will be piloted with a small group of CSO representatives from SKALA provinces. Feedback from these sessions will be used to refine content for scale-up and ensure usability across differing local contexts and digital capacities.

4. **Province-Level Capacity Building:** FITRA will lead structured training sessions in each province, focusing on strengthening CSO capacity to develop budget-ready proposals, conduct policy monitoring, and effectively participate in government-led forums. These trainings will also equip CSOs with the tools to engage in SIPD-based budgeting and link community priorities with formal planning documents.

5. **Facilitated Collaborative Advocacy Platforms:** In addition to technical training, FITRA will convene dialogue spaces that bring CSOs, local government actors, and sectoral agencies together including through IBRCs. These platforms will enable real-time collaboration around inclusive planning priorities, and support CSO efforts to transition from project-based to policy-integrated engagement.

Section 10: CSO Network Engagement 12-month Action Plan

Over the next twelve months SKALA will undertake specific actions aligned with the two engagement approaches outlined above. These actions will be integrated into SKALA's annual work plan (AWP) in negotiation with GoI partners at the national and subnational level. While the activities to be implemented in partnership with Seknas FITRA are already detailed in a sub-contract agreement, the final details of the activities for SKALA led brokerage will be agreed and approved by the SKALA Steering Committee in July 2025.

Action Plan 1: SKALA led Provincial CSO-government brokerage

The activities currently under discussion with GoI partners for implementation in the next twelve months, include but are not limited to the following:

- **Facilitate CoP to ensure CSO engagement with policy issues.** In SKALA provinces the emerging CoP will be supported to engage in policy processes through the development of policy briefs addressing pressing policy issues such as child marriage, protection of migrant workers, gender-based violence services, etc. The CoP will also contribute to policy dialogue through a policy advocacy platform to contribute government priorities throughout the planning and budgeting process.
- **Facilitate government engagement with other donor funded CSO programs.** In SKALA provinces the program will play a role in identifying policy inputs from aligned programs and linking these to key government planning processes. These activities will optimise the way in which a wide variety of donor supported CSOs are able to contribute to policy development and planning mechanisms including Musrenbang Inklusif, development of regional action plans on Disability, Elderly and other relevant topics.

Action Plan 2: CSO network capacity to engage

To implement the supply-side strategy for strengthening CSO participation, SKALA will work with Seknas FITRA to deliver the following activities over the next 12-months.

April – May 2025: Mobilization and Inception

- **Kickoff and Coordination:** Finalize contracting and initiate coordination with SKALA provincial teams and key government stakeholders.
- **Inception Activities:** Conduct focus group discussions (FGDs) with ministries and provincial actors, hold a kickoff workshop, and develop a detailed inception plan.
- **Deliverable:** Inception Plan approved by GEDSI Lead by May 25, 2025.

May – June 2025: Assessments and Practice Mapping

- **Jaringan Masyarakat Sipil (JMS) Network Mapping:** Conduct rapid assessments of CSO networks in all six provinces.

- **Good Practice Documentation:** Identify models of sustainable CSO-government collaboration.

- **Deliverable:** Provincial assessment report submitted and approved by August 15, 2025.

July – September 2025: Module Development and Testing (Modules 1 & 2)

- **Content Development:** Design Modules 1 and 2 covering data & analysis (including REGSOSEK), inclusive planning/budgeting, GEDSI/SPM tagging and basic public financial management system.

- **Pilot Testing:** Conduct pilot training sessions and revise content based on participant feedback.

- **Deliverables:** Draft modules and pilot report submitted and approved by October 15, 2025.

September – December 2025: Capacity Building (Modules 1 & 2)

- **Provincial Rollout:** Deliver finalized training to CSO networks in all six provinces.

- **Content Focus:** Emphasize data use for policy proposals, navigating SIPD, and inclusive budgeting entry points.

- **Deliverable:** Summary activity report submitted by January 15, 2026.

October – December 2025: Development of Modules 3, 4 & 5

- **Content Development:** Create Modules 3, 4 and 5 covering policy advocacy strategies, policy brief development, Musrenbang inclusive, and IBRC development.

- **Deliverable:** Draft training modules submitted to SKALA for review.

January – April 2026: Delivery of Modules 3, 4 & 5

- **Pilot Testing:** Refine modules through testing with CSO participants.

- **Training Rollout:** Implement final modules in all six provinces.

- **Deliverables:** Final pilot report and capacity-building activity summary submitted by April 15, 2026.

Ongoing Activities

- **Collaborative Advocacy Platforms:** Facilitate joint CSO–government planning and budgeting dialogues.

- **Quarterly Reporting:** Submit progress reports and an annual report summarizing activities, challenges, and results.

- **Support to Pillar 3 Outcomes:** Provide ongoing technical input aligned with SKALA's broader GEDSI and participation objectives.

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PBR CSO Network Engagement Plan