



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



KNOWLEDGE BRIEF

Local Development Planning for Inclusive Policy and Basic Services

Context

This brief is for provincial planning officials, civil society representatives, national policymakers, and development partners who are involved in or supporting local development planning. It provides insights on how to strengthen the planning process to deliver more inclusive, responsive, and evidence-based policies and basic services.

Local development planning in Indonesia is a fundamental instrument for driving equitable and sustainable growth across regions. As a decentralised country, Indonesia relies heavily on local governments to translate national development goals into actions that respond to regional needs.

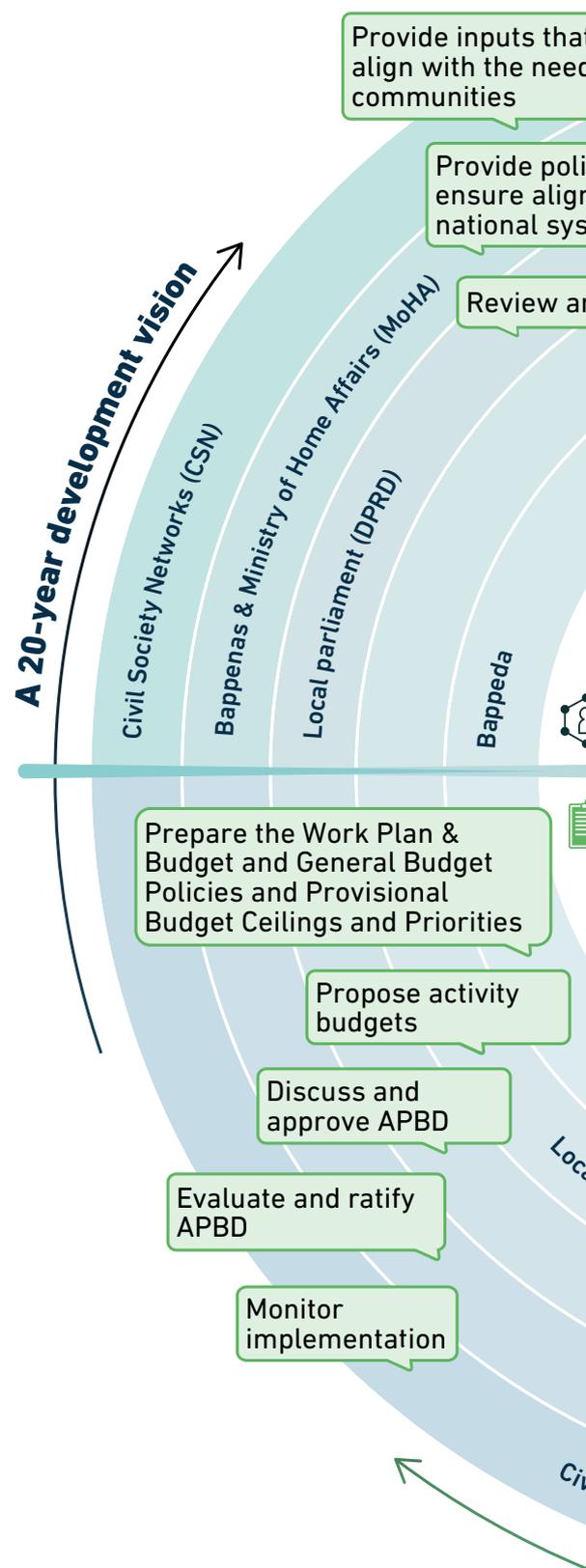
Governed by Law No. 23 of 2014 and further detailed in Ministry of Home Affairs Regulation No. 86 of 2017, sound local planning can promote income equality, create jobs, and improve basic services delivery.

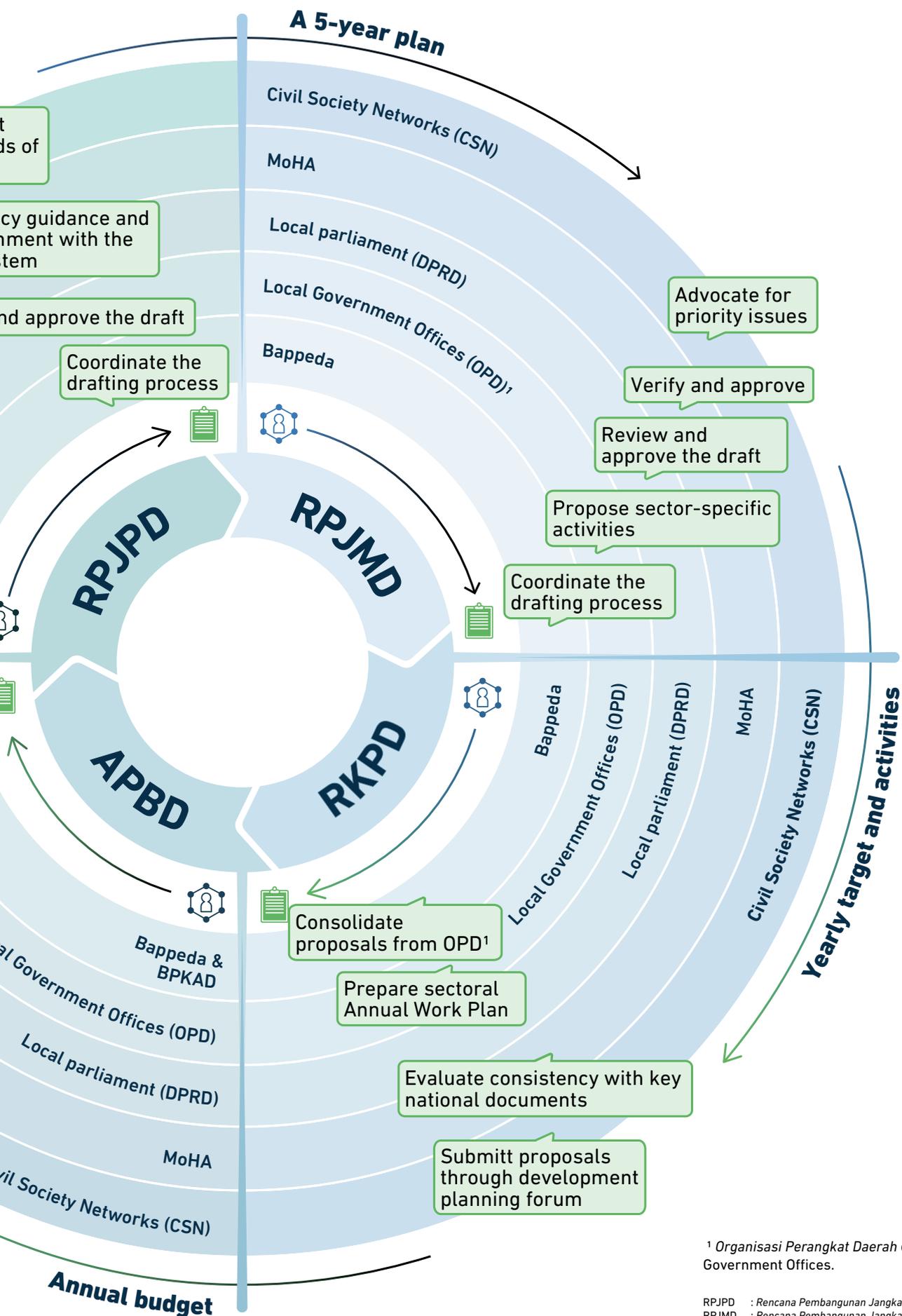
It is meant to ensure consistency between local priorities and broader national strategies like the RPJPN (National Long-Term Development Plan) and RPJMN (National Medium-Term Development Plan), while accounting for regional spatial dynamics through Regional Spatial Planning.

The Local Planning Cycle

Local development planning in Indonesia operates through two interconnected tracks: a 20-year Long-Term Development Plan (RPJPD) and a 5-year Medium-Term Development Plan (RPJMD). The RPJPD, derived from national and spatial plans, sets out the long-term vision and priorities for a region, while the RPJMD translates that vision into actionable policies, budgets, and sectoral programs. Preparing these plans involves close coordination with national ministries and diverse stakeholders to ensure alignment with national strategies. The process draws on three core approaches—technocratic, using data and evidence to guide decisions; political, incorporating the elected leader’s mandate and policy direction; and participatory, engaging communities to surface local needs and aspirations. Balancing these approaches is essential to producing local development plans that are inclusive, realistic, and responsive.

However, local planning quality remains uneven. Many local governments face persistent challenges: fragmented data sets that do not yet capture the needs of marginalised populations; weak coordination among planning and budgeting agencies; low levels of community participation in planning forums; and institutional instability caused by staff rotations. These issues often result in plans that do not reflect real needs or are inadequately resourced. In many cases, vulnerable groups such as women, people with disabilities, and the poor remain invisible in formal planning processes. They may be engaged ceremonially but often lack adequate understanding of government planning processes and terminologies to communicate needs in a way that aligns with government procedures. As the need for inclusive service delivery grows, local governments will need to find ways to make their planning more targeted, responsive, and transparent.





¹ Organisasi Perangkat Daerah or Local Government Offices.

- RPJPD : Rencana Pembangunan Jangka Panjang Daerah
- RPJMD : Rencana Pembangunan Jangka Menengah Daerah
- RKPD : Rencana Kerja Pemerintah Daerah
- APBD : Anggaran Pendapatan dan Belanja Daerah
- BPKAD : Badan Pengelolaan Keuangan dan Aset Daerah

Inclusive Planning in Action: Principles and Practices

Inclusive planning is most effective when it is intentional, evidence-based, and rooted in real community needs. SKALA's support to subnational governments shows how three key principles, macro alignment, data use, and meaningful participation, can be applied in practice to strengthen local development planning.

1.

Alignment with National Frameworks. Planning that aligns with national goals ensures that local strategies are coherent, resourced, and sustainable.

SKALA facilitates vertical coordination so that partner provinces can embed national mandates such as the RPJPN, Minimum Service Standards (MSS), and fiscal reform targets into their RPJPD and RPJMD. Several partner provinces have made significant efforts to align local planning documents with national priorities.

- The **Kalimantan Utara** provincial government strengthened its RPJMD by integrating measurable indicators on Gender Equality, Disability, and Social Inclusion (GEDSI) and basic services. This was achieved through technical working sessions and structured reviews, which also helped ensure consistency with the RPJPD. By doing so, the province is improving the relevance and fundability of its development targets.
- In **Aceh**, the government finalized its RPJMD with a strong focus on MSS and fiscal reforms aligned with Law No. 1/2022. This was accompanied by a comprehensive review process and inter-agency coordination to align sectoral priorities in health and education.
- In **Papua Selatan and Papua**, planning teams took an important step by integrating RPJPD directions into their RPJMDs, some for the first time. Efforts were made to link long-term development visions with actionable, mid-term outcomes. This early investment in structured planning lays the groundwork for a more phased, strategic approach to development, especially critical in remote and underserved areas where institutional capacities are still being built.

2. Data-Driven Decision-Making

Evidence-based planning starts with access to reliable data. SKALA collaborates with its provincial partners to boost subnational capacity to analyse and apply disaggregated data in development planning. This improves targeting, accountability and cross-sectoral coordination.

- In **Papua Barat**, provincial agencies are using national socioeconomic and geospatial data to map underserved communities and adjust priorities in the local RPJPD and RKPD. Provincial staff training on how to use SEPAKAT² and cross-sector workshops have also contributed to these targeting and alignment efforts. Going forward, the planning process can better reflect on-the-ground disparities and support more integrated interventions, especially in areas like housing, disaster preparedness, and rural health services.
- In Nusa **Tenggara Barat (NTB) and Gorontalo**, planning offices are working to integrate the Ministry of Home Affairs' Regional Government Information System (*Sistem Informasi Pemerintahan Daerah* or SIPD) and SEPAKAT platforms into strategic documents such as Regional Action Plans. SKALA provided technical guidance and helped test specific use cases for infrastructure and social programs. This integration of systems is expected to improve coordination between planning and budgeting functions so that local governments can identify service gaps and link them more directly to financing decisions.
- In **Nusa Tenggara Timur (NTT)**, the provincial government led a detailed data matching exercise between REGSOSEK and existing social protection beneficiary lists. This revealed several inclusion and exclusion errors which the provincial government, together with central level partners, addressed through data cleaning, analysis, and visualisation. The improvements helped redirect over IDR 11.3 billion to better-targeted assistance for vulnerable groups. The data integration effort significantly improved targeting accuracy, which in turn made budget use more credible and evidence-backed.

² SEPAKAT adalah alat analisis yang dikembangkan oleh Bappenas untuk membantu pemerintah daerah dalam menganalisis data sosial dan ekonomi nasional guna mendukung proses perencanaan pembangunan.

3. Participation as a Pathway to Inclusion

Participatory planning is not just a procedural requirement. It is a pathway to more inclusive, equitable, and responsive service delivery. SKALA supports platforms and processes that enable communities, especially women, persons with disabilities, and marginalised groups to engage meaningfully in planning.

- In **Kalimantan Utara**, the local government is following up on various civil society proposals from the Inclusive Aspirations (Mentari Kaltara) Forum by integrating them into regional planning and budgeting in the RKPD. SKALA collaborated with civil society networks to improve their capacity to engage in technical policy discussions and by facilitating structured dialogues with government planners. This is expected to lead to increased public trust in more inclusive local government policies.
- In **Aceh**, local government reforms improved access for persons with disabilities to Musrenbang or development planning forums. Adjustments were made to submission formats, and targeted outreach was conducted to improve participation. Through collaboration to develop inclusive guidelines and feedback loops, the province now tracks the extent to which citizen inputs are reflected in planning documents. This transparency is expected to enhance public trust and encourage greater community engagement in government planning processes.
- Meanwhile, in **Papua**, culturally adapted consultation methods were employed during RPJPD development to incorporate the voices of Adat or Indigenous leaders and customary councils. SKALA partnered with Papua to translate key documents and design accessible facilitation tools. The provincial government can now anchor development plans in community values and strengthen planning legitimacy in areas where state institutions are relatively new or fragile.



What Makes These Practices Work

Sustainable improvements in local development planning depend on the right enabling conditions. *First*, clear and consistent national regulations create a stable policy environment and set shared expectations across government levels. *Second*, strong local leadership is critical to drive reform, overcome resistance, and champion inclusive practices. *Third*, the presence of strong planning units ensures that there are institutional homes for long-term, technically sound planning processes. *Fourth*, effective cross-agency collaboration—both horizontal and vertical—enables better policy integration, joint problem-solving, and mutual accountability. *Finally*, stable staffing and continuous capacity building, especially for functional positions, helps retain institutional memory and ensures that planning systems remain effective even amidst political or structural changes.

Key Takeaways to Strengthen Local Development Planning

Sustainable and inclusive local planning depends not just on strong processes, but on the systems, roles, and tools that support them. Several practical lessons have emerged from SKALA's collaboration with its partner provinces.



Start with what already works.

Leverage existing regulatory and institutional entry points, such as Ministerial Regulation No. 89 of 2021 and the central role of Bappeda as foundations to improve coordination, performance alignment, and strategic planning at subnational levels.



Use disaggregated and validated data to define priorities.

Data access and analysis tools are essential for translating needs into targeted interventions and making local plans more evidence-based and fundable.



Ensure inclusive participation is embedded, not ad hoc.

Public participation can extend beyond Musrenbang to all stages of the planning cycle and be supported by easy-to-understand and timely guidelines that are shared with all stakeholders. Special attention should be given to engaging civil society and reaching groups such as women, persons with disabilities, and Indigenous people.



Track how public inputs are used.

Establish feedback mechanisms to monitor the uptake of citizen and CSN proposals into final planning documents.



Adapt solutions to local contexts, while ensuring system interoperability.

Regional innovations in planning and data use are valuable and should be designed to align with national systems like SIPD and SEPAKAT for local relevance and broader coherence.



Strengthen functional roles to preserve knowledge and continuity.

Prioritise capacity development for planners and statisticians in functional positions to maintain institutional memory and reduce disruption during transitions.



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