PROAKTIF Case Study Compendium

Documenting PROAKTIF's Contributions to Social Protection and Poverty Reduction Policy in Indonesia

15 YEARS OF INDONESIAN AND AUSTRALIAN
Partnership for
Poverty Alleviation

PROAKTIF
AUSTRALIA – INDONESIA PARTNERSHIP PROGRAM FOR
POVERTY ALLEVIATION AND COMPREHENSIVE, INCLUSIVE
AND ADAPTIVE SOCIAL PROTECTION

Introduction

Poverty Alleviation and Comprehensive, Inclusive, and Adaptive Social Protection (PROAKTIF) is a three-year partnership between the Government of Indonesia (GoI) and the Government of Australia (GoA), funded through the Australian Department of Foreign Affairs and Trade (DFAT). Launched in January 2023, PROAKTIF is the successor to MAHKOTA (2015-2023) and builds on over a decade of Australia's technical support to strengthen Indonesia's social protection policies and poverty reduction strategies.

PROAKTIF supports the Policy Support Team, a government-hosted policy think tank housed within the Coordinating Ministry for Community Empowerment (Kemenko PM). The Policy Support Team provides evidence-based policy advice, technical analysis, and coordination support to reduce poverty and inequality.

PROAKTIF has two key outcomes:

Outcome 1: The Policy Support Team makes an effective contribution to reforming and improving Indonesia's poverty alleviation programs.

Outcome 2: The enabling facility supports the Policy Support Team to optimise its performance, including in the promotion of GEDSI and performance monitoring.

This compendium of six case studies highlights PROAKTIF's support across diverse policy areas: incentivising local governments to align budgets with national poverty goals (budget convergence), strengthening employment social insurance for migrant workers (PMI), improving the accuracy of poverty targeting (P3KE), developing a poverty graduation approach, and embedding GEDSI principles in policy research and programs.

Program Context

When PROAKTIF began in January 2023, the Policy Support Team operated under the Coordinating Ministry for Human Development and Cultural Affairs (Kemenko PMK), continuing its role as Indonesia's poverty and social protection policy think tank.[1] Following the 2024 elections and institutional restructuring, which included the creation of the Poverty Alleviation Agency (BP Taskin) and the split of Kemenko PMK into two coordinating ministries: Kemenko PMK and the new Kemenko PM, the team was reconstituted as the Policy Support Team for Society Welfare under Kemenko PM.

Strengthening Poverty Reduction through Performance-Based Fiscal Incentives

Case Study
## *on*
PROAKTIF's Contributions

Summary

To support Indonesia's goal of eradicating extreme poverty by 2024, the Government of Indonesia (GoI) introduced a new fiscal incentive mechanism in 2023, rewarding local governments whose budgets align with national poverty reduction strategies. The Policy Support Team (PST), funded by PROAKTIF, played a key role in operationalising budget tagging as a basis for assessing performance.[2] Their technical support helped identify eligible programs and activities, streamline budget classifications, and conduct joint assessments with the Ministry of Finance (MoF) and the Ministry of Home Affairs (MoHA). Over IDR 1.5 trillion (AUD 150 million) in incentives was awarded across two years, with evidence showing 60 per cent of provinces and 70 percent of districts that received fiscal incentives in 2023, and 66 percent of provinces and districts in 2024, were those with low to moderate fiscal capacity. The system is now embedded into national policy, ensuring its continued use under a new presidential instruction and the 2025-2029 National Development Plan.

Context

Development Problem

While poverty levels in Indonesia have declined over the past two decades, the eradication of extreme poverty remains a significant and ongoing challenge. The COVID-19 pandemic significantly disrupted this progress. According to Statistics Indonesia (Badan Pusat Statistik, BPS), the national poverty rate increased from 9.78 per cent in March 2020 to 10.14 per cent in March 2021 (approximately 28 million people) due to the pandemic's socioeconomic impacts. The rate of extreme poverty,[3] also rose from 3.8 per cent in March 2020 to 4.2 per cent in September 2020. Although the extreme poverty rate subsequently declined to 2.14 per cent by March 2021 (approximately six million people),[4] it remained a critical concern, particularly in rural and remote regions.

Figure 1: Percentage of Poverty and Extreme Poverty[5, 6]
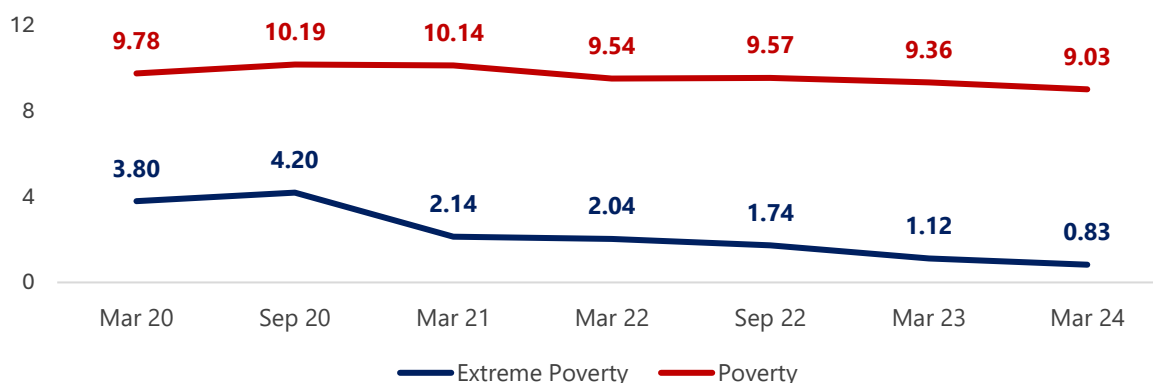
In response, the Government of Indonesia (GoI) made it a national objective to eradicate extreme poverty by 2024, setting a target six years ahead of the global SDG deadline. This commitment was first articulated by President Joko Widodo during a high-level cabinet

meeting (Rapat Terbatas) in March 2020, and was later reinforced by Vice President Ma'ruf Amin at a ministerial coordination meeting in August 2021. The latter established a strategic framework comprising three core pillars:[7]

1. Reducing household expenses through social assistance and insurance;
2. Increasing incomes via job access, small business development, and SME support; and
3. Addressing geographic poverty pockets by expanding infrastructure and basic services.

These pillars laid the foundation for the Extreme Poverty Reduction Initiative (EPRI), which was formally launched through Presidential Instruction (Inpres) No. 4/2022[8] with the objective of eliminating extreme poverty by the end of 2024.

Political Economy

The GoI's goal to eradicate extreme poverty by 2024 was implemented within a highly decentralised governance framework, in which both central and local governments share responsibility for poverty reduction. Indonesia's budget system grants significant fiscal and programmatic authority to subnational governments, making their active involvement essential to national initiatives such as EPRI. However, this same decentralisation introduces coordination challenges, particularly in aligning priorities, approaches, budgets, and program implementation across ministries, sectors, and local jurisdictions.

To guide implementation, the GoI issued Inpres No. 4/2022, which mandated 22 ministries, six national agencies, and all regional governments, to take strategic actions under EPRI. While the Vice President's Office was assigned a central coordinating role, actual delivery of programs largely depended on the capacity and commitment of provincial and district governments, many of which faced constraints in planning, data management, and budget execution.

One of the most critical policy and operational challenges in the EPRI implementation was related to achieving program and budget convergence across different levels of government. Despite shared goals, ministries and local governments often operate with different planning timelines, program classifications, and nomenclature systems. The Ministry of Home Affairs (MoHA) maintains a standard list of program activities through its ministerial regulations, but these lists are not explicitly structured around the three EPRI pillars. As a result, local governments are not always able to easily identify or report programs that contribute to national extreme poverty reduction targets.

In order to overcome the challenges mentioned above, GoI decided to provide fiscal incentives to local governments whose financial planning was in line with national efforts to reduce poverty. Fiscal incentives are regulated under Law No. 1/2022.[9, 10] They are a GoI mechanism

to reward regions that have performed against a respective indicator and are used as a tool to encourage other regions to achieve similar results.

The Extreme Poverty Reduction category was first introduced in the fiscal incentive scheme in 2023 and continued in 2024. This aimed to improve alignment between local budgets and EPRI goals by identifying and classifying subnational programs that support EPRI's three pillars.

Description of Outcome

In 2023 the fiscal incentive scheme introduced an Extreme Poverty Reduction category for the first time, directly linking additional central funds to local government performance in aligning budgets with EPRI's three-pillar strategy. Eligibility was assessed using a national budget tagging framework and other performance indicators.

In 2023, the Ministry of Finance (MoF) formally adopted a list of 563 programs/activities aligned with EPRI's three-pillar strategy: reducing household expenses, increasing household income, and minimising poverty pockets. This list was derived from a review of over 10,000 local government planning items[11] and was formalised through MoF Regulation No. 97/2023.[12] The tagged programs/activities were used to assess local budget allocations and formed one of three indicators for awarding incentives.

Based on this framework, MoF awarded IDR 750 billion (AUD 76 million) in fiscal incentives to 7 provinces and 19 districts/cities,[13] presented by the Vice President at a national ceremony on 9 September 2023.[14]

Following an update to MoHA's planning regulation in late 2023,[15] the tagging process was continued during the 2024 fiscal year, producing a revised list of 492 programs/activities.[16] Using the same three-indicator scoring model, MoF awarded IDR 775 billion (AUD 75 million) in fiscal incentives to 9 provinces, 99 districts, and 22 cities,[17] with the awards formally presented on 24 September 2024.[18]

Contribution

The introduction and implementation of fiscal incentives for extreme poverty reduction in 2023 and 2024 were significantly shaped by the technical and strategic support provided by the Policy Support Team (PST). Working in close collaboration with Kemenko PMK, MoHA, and MoF, the PST provided inputs that contributed to the issuance of the fiscal incentive regulations and supported the development and operationalisation of the budget tagging mechanism that underpinned the performance assessment framework.[19, 20, 21]

In 2023, the PST facilitated two national workshops, in which over 10,000 budget items were reviewed with the aim of identifying which local programs/activities aligned with the three

strategic pillars of EPRI. The first workshop, held in May 2023 with MoHA, identified programs/activities at the provincial and district levels. A second workshop, co-hosted with East Java Province also in May 2023, further refined the list. These results were circulated to local governments for feedback and finalised in July 2023 through synchronisation with MoHA's local planning system (SIPD) and MoF's financial system (SIKD), resulting in a consolidated list of 563 appropriately linked poverty reduction programs/activities.

This final list formed the basis for MoF Regulation No. 97/2023, which officially established the tagging framework as a key input of the fiscal incentive process. The PST also participated in the joint assessment process that followed, reviewing local government performance in the use and verification of P3KE data, one of three scoring indicators used to determine eligibility for the fiscal incentives. The team's input accounted for 25 percent of the total scoring used by MoF to select incentive recipients.[22]

A similar contribution was made in 2024. Following the issuance of MoHA Ministerial Decree 900-1.15.5-1317/2023, the PST supported the tagging process to ensure consistency with EPRI priorities. The PST led a technical workshop in December 2023 with Kemenko PMK, MoHA, MoF, and the Vice President's Office, identifying 1,020 local budget items. A follow-up workshop held in April 2024, helped finalise the list. This resulted in a streamlined set of 492 programs/activities which were officially endorsed through MoF Regulation No. 43/2024 on 21 June 2024. As in the previous year, the PST participated in the joint assessment process, providing technical review of P3KE data use and supporting consistent scoring across regions.

In addition to shaping the tagging process, the PST also contributed to improving the quality of the fiscal incentives framework. During this process, the team helped identify routine or non-strategic expenditures, such as general travel costs that were incorrectly categorised as poverty related. These items were removed from the final tagging, improving the integrity of the indicator, helping ensure that only expenses clearly linked to impactful programs were considered for fiscal rewards.

While the responsibility for the design, regulation and attribution of the fiscal incentives lay with MoF and MoHA, the technical assistance provided by the PST was critical to translating EPRI priorities into an actionable, performance-based fiscal mechanism. These contributions ensured that the fiscal incentive scheme was not only technically sound but also effectively implemented across two budget cycles.

Significance

The introduction of fiscal incentives based on EPRI budget tagging had significant impact on Indonesia's efforts to reduce extreme poverty by promoting more strategic, targeted, and equitable public spending at the local level. The indicators developed through the tagging process not only enabled the MoF to assess local government performance but also created a

standardised mechanism to reward regions whose programs align with national poverty reduction priorities. The budget tagging initiative has contributed to creating a clearer basis for aligning local spending with national poverty reduction priorities by helping to inform how local budgets are structured and evaluated.

Importantly, the fiscal incentive scheme appears to have benefited some of the most resource-constrained areas. Analysis by the PST found that approximately 60 percent of provinces and 70 percent of districts that received the 2023 fiscal incentive, and 66 percent of provinces and districts in 2024, were those with low to moderate fiscal capacity.[23] This suggests that the incentive has helped direct additional resources to regions most in need of support.

Beyond resource allocation, the budget tagging framework is also enhancing the quality of local planning and budgeting. By examining tagged budget items, the MoF and PST identified the majority of spending under toward Pillar 1 (reducing household expenses) in local poverty programming. In 2023, for example, direct and indirect spending under Pillar 1 accounted for 19.6 per cent and 33.3 per cent of total poverty-related expenditures, respectively. These figures significantly surpassed the allocations for Pillar 2 (increasing income), which were just 1.5 per cent and 1.6 per cent, respectively. This has provided insight to national and local governments regarding budget imbalances so that they could better determine whether underinvested areas like economic empowerment and infrastructure development would require additional allocations in future planning cycles.

Figure 2: Tagging for PPKE Budget Based on the Three EPRI Pillars

Legend: ■ Reducing Expense Burden ■ Increase Revenue ■ Minimizing Poverty Pocket Areas
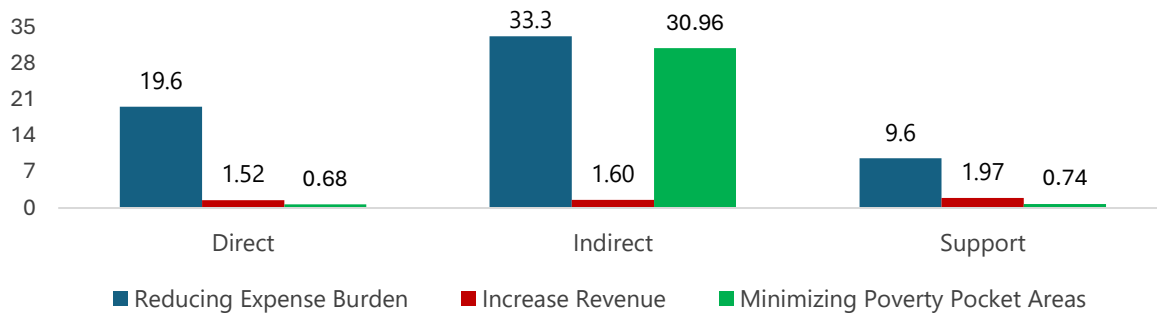
Prospects for Future Action

Following the expiry of Inpres No. 4/2022 on 31 December 2024, the President signed a new regulation, Inpres No. 8/2025 on the Optimisation of Poverty Reduction and Elimination of Extreme Poverty, on 27 March 2025.[24] The new Inpres will be in place until the end of 2029 and reaffirms the government's focus on poverty reduction. It assigns coordination responsibilities to Kemenko PM and designates BP Taskin as the new agency responsible for national poverty policy, taking over the functions previously carried out by the former National Team for the Acceleration of Poverty Reduction (TNP2K).[25]

Under this new framework, Kemenko PM is responsible for synchronising ministerial programs, coordinating the use of the National Socio-Economic Data (DTSEN), overseeing implementation, and reporting to the President.

The new Inpres also provides continued authority for MoF and MoHA to deliver performance-based fiscal incentives, now expanded to include both extreme poverty and broader poverty reduction. This ensures that the tagging and assessment systems developed over the past two years will remain relevant and institutionalised.

Additionally, the 2025-2029 National Mid-Term Development Plan (RPJMN)[26] and the new administration's commitment to eliminate extreme poverty within two years reiterate poverty reduction as a priority.[27] As a future action, both the independent evaluation commissioned by PROAKTIF and the PST recommended conducting an evaluation of the fiscal incentive's effectiveness.[28, 29] Such an evaluation is essential to verify the accuracy of the indicators used, determine whether local budget allocations are directly or indirectly contributing to EPRI objectives, and assess whether the incentives are increasing the coverage and value of poverty-related programs at the local level. The findings would provide valuable insights into the mechanism's cost-efficiency and inform the design of future poverty reduction strategies.

Challenges and Lessons Learned

A key challenge in implementing the budget tagging process was achieving consensus among government stakeholders, particularly between MoHA and MoF, on the interpretation of the three strategic pillars of the EPRI framework. This was especially complex during the 2023 fiscal year, which marked the first time that GoI introduced a fiscal incentive directly linked to poverty reduction efforts.

Determining whether local government programs contributed directly or indirectly to EPRI goals often required nuanced judgement. A key consideration was whether the same program category should be treated as equally relevant in both urban and rural areas, or whether the tagging should distinguish between contexts. To address this challenge, Kemenko PMK, supported by the PST, facilitated a series of meetings and two technical workshops in 2023, combined with informal engagement with MoHA and MoF officials to clarify definitions and promote a consistent interpretation of the EPRI framework.

The ability to reach agreement efficiently was largely supported by strong working relationships developed over years of collaboration, as well as by the PST's deep institutional understanding of local planning and budgeting processes. By 2024, the consensus-building process had become considerably smoother, aided by the use of the 2023 benchmarked tagging results as a reference point for more rapid validation.[30]

A key lesson learned from this process is the importance of clear benchmarks and shared standards to guide technical discussions. The PST has recommended that future efforts include a dedicated evaluation to assess whether current tagging standards are effectively maximizing impact on poverty reduction. This will help ensure that agreed criteria remain both evidence-based and relevant over time.

Another notable challenge was the scale of the tagging exercise itself. Reviewing thousands of subnational planning items to identify eligible programs and activities placed significant pressure on the PST, particularly the advocacy unit. However, strong relationships with MoHA and MoF helped keep the workload manageable. A key takeaway is that regular inter-agency coordination and mutual trust are essential for implementing technically demanding and time-sensitive initiatives.

Limitations of the Case Study

This case study draws on the following body of evidence, including consultations with the PST, findings from the PROAKTIF-commissioned independent evaluation of the EPRI initiative (conducted by the Economic Policy Research Institute), external key informant interviews, and a review of relevant government regulations (see Annex 1: Table 1 for further details).

However, an important limitation remains: the absence of a formal evaluation assessing the impact of fiscal incentives on local government performance and outcomes for beneficiaries. Such an evaluation would provide a deeper understanding of how budget tagging influences subnational planning and resource allocation, and how it affects the lives of intended beneficiaries. This would significantly strengthen the assessment of the policy's overall effectiveness.

Strengthening Employment Social Insurance for Indonesian Migrant Workers

Case Study

on

PROAKTIF's Contributions

Summary

This case study documents the contribution of PROAKTIF to the Government of Indonesia's (GoI's) efforts to improve employment social insurance coverage for Indonesian Migrant Workers (Pekerja Migran Indonesia, PMI). Drawing on field research conducted in three major migrant-sending districts and ongoing policy engagement, the Policy Support Team, funded by PROAKTIF, helped shape elements of Presidential Regulation No. 130/2024 on Strengthening the Governance, Placement, and Protection of PMI, issued in October 2024.

The Policy Support Team's (PST's) research revealed critical gaps in insurance awareness, enrolment, and continuity, particularly for women and those relying on informal placement channels. These findings were shared through a multi-stakeholder Focus Group Discussion (FGD) and formally submitted via the Daftar Inventaris Masalah (DIM) process. Two key provisions in the final regulation, 1) the mandate to integrate interministerial data systems and 2) the instruction to expand support services in destination countries, reflect the PST's inputs.

While implementation is at an early stage, the regulation is an important step and aligns with Australia's development cooperation priorities. Additionally, the Coordinating Ministry for Economic Affairs (Kemenko Ekon) is considering updating the Perpres to address remaining gaps, including protections for undocumented workers and their family members.

Context

Development Problem

International labour migration plays a vital role in Indonesia's economy. In 2023, Indonesian Migrant Workers (PMI) sent an estimated USD 14.5 billion in remittances back home, contributing around 1.1% of national GDP.[31, 32] The number of PMI is estimated to be as high as 9 million,[33, 34] with women comprising approximately 42 – 50% of this population.[35, 36] Despite this significance, PMI, especially women and undocumented workers, remain one of the most vulnerable and uncovered groups in Indonesia's labour force.

A key gap in their protection lies in employment social insurance coverage. PMI face a wide range of risks across the migration cycle, including recruitment failures, workplace accidents, contract termination, sexual violence, post-return health, and retirement issues. While Indonesia mandates participation in key schemes such as Work Accident Insurance (Jaminan Kecelakaan Kerja, JKK) and Death Insurance (Jaminan Kematian, JKm),[37] actual coverage rates remain extremely low. As of mid-2023, only around 400,000 PMI were registered with BPJS Employment, representing a small fraction of the total migrant workforce.[38]

Lack of awareness, fragmented registration processes, limited support services in the country of origin and destination countries, and poor inter-agency data interoperability all contribute to low enrolment and frequent lapses in coverage. For instance, PMI who change employers

or extend contracts abroad typically do not retain their insurance membership in Indonesia, as the current system does not track these changes. This is particularly problematic given that an estimated half of all PMI may be undocumented, further complicating outreach, registration, and protection efforts.[39]

Political Economy

Indonesia's efforts to strengthen employment social insurance for PMI take place within a complex political economy, shaped by overlapping institutional mandates, fragmented data systems, and the entrenched role of both formal and informal actors in the placement process. At the national level, multiple ministries and agencies, including the Ministry of Manpower (MoM), BPJS Employment, the Indonesian Migrant Workers Protection Agency (BP2MI), Kemenko Ekon and the Coordinating Ministry for Community Empowerment (Kemenko PM), share responsibilities related to PMI, often resulting in coordination challenges and policy fragmentation.

One of the most significant technical and governance challenges is the lack of interoperability across management information systems (MISs). More than ten systems are currently in use, including SIAPKerja (MoM) and SiskoP2MI (BP2MI), each with separate data structures and limited integration. These systems track outbound PMI but do not accommodate updates such as contract extensions, changes in employers, or job transitions abroad, leading to deactivation of insurance coverage in those situations. Moreover, these systems primarily focus on the PMI only without accounting for their dependents. Social health insurance for PMI families also require linked data on family members, which is currently not captured in most systems.

Importantly, this landscape is further complicated by a pervasive informal brokerage system, which increases the cost of placement for PMI and undermines accountability in both registration and protection processes. Informal brokers often bypass formal procedures, creating barriers to proper insurance registration and increasing the vulnerability of migrant workers, especially undocumented ones.

Amid these institutional and operational challenges, the Government of Indonesia (GoI) has developed an increasingly solid regulatory framework to promote the rights and welfare of PMI (Annex 2: Table 2). While these legal instruments provide a strong policy foundation, gaps remain in implementation, particularly in interministerial coordination, local enforcement at the local level, protection coverage, and data system integration.

Indonesia has committed to international frameworks such as the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ratified 2012),[40] the 2022 ASEAN Agreement on Portability of Social Security Benefits,[41] and Sustainable Development Goal (SDG) 8 on decent work and inclusive economic growth.

Indonesia has not yet ratified, though, a key international instrument, the ILO Convention No. 118 on Equality of Treatment (Social Security).[42]

Description of Outcome

The policy outcome highlighted in this case study is the strengthening of specific provisions within an already planned national regulation to improve protections for PMI. On 17 October 2024, the GoI issued Presidential Regulation (Perpres) No. 130/2024 on Strengthening the Governance, Placement, and Protection of PMI.[43]

The Perpres established a national action plan (Rencana Aksi) for 2024, which guides ministries, local governments, and related agencies to coordinate efforts to improve PMI governance. It mandates improvements across several priority areas, including:

- Simplifying and integrating data systems to improve traceability and service delivery;
- Improving social protection coverage, including through expanded access to BPJS Ketenagakerjaan (Employment Social Insurance) and BPJS Kesehatan (Health Social Insurance);
- Enhancing pre-departure preparation, orientation, and skills certification;
- Expanding support services at departure, arrival points, and in destination countries;
- Strengthening oversight to reduce non-procedural placement and exploitation.

While the regulation was drafted under the leadership of Kemenko Ekon as part of Indonesia's broader labour migration policy framework, PROAKTIF, through the PST, provided research and technical advice that specifically informed improvements in data system integration and the expansion of overseas support services.

The Perpres assigns coordination responsibilities to Kemenko Ekon, with implementation shared across a wide range of ministries, provincial and district governments, and statutory bodies including BP2MI, BPJS, and the Ministry of Health (MoH).

Contribution

Primary Contribution

Australia's support through the PROAKTIF program, delivered via the PST, made a timely and evidence-informed contribution to the development of Perpres No. 130/2024 on Indonesian Migrant Workers. Drawing on field research, policy analysis, and engagement with key government agencies, the PST, working through Kemenko PMK, helped shape elements of the regulation aimed at improving social insurance access and data interoperability for PMI.

In December 2023, the PST conducted a field study in three of Indonesia's top migrant-sending districts: Indramayu, Tulungagung, and Lombok Timur. Through surveys and interviews with

former PMI, the study uncovered critical gaps in awareness, enrolment, and continuity of social insurance coverage. Only 23% of respondents (25% female; 21%; male) were aware of their obligation to register with BPJS Employment,[44] and just 18% had actually enrolled in the JKK and JKm schemes.[45] Among those, only 3% were also enrolled in the optional Old Age Security program (Jaminan Hari Tua, JHT) scheme.[46] Notably, 84% of registrations were facilitated by placement companies, highlighting over-reliance on intermediaries.

In addition to state institutions, placement agencies currently play a significant role in informing and enrolling PMI into social insurance. According to the PST's 2023 study, only 10% of PMI first learned about insurance through BPJS Employment, while 62% first heard about it from their placement agency.[47] This dependence on intermediaries raises concerns about lack of consistency and standardisation, limited government oversight and accountability, conflict of interest, and information accuracy.

The study also documented low understanding of entitlements, employer withholding of insurance cards, and lapses in coverage due to contract extensions not being tracked by BP2MI systems. These findings were later validated and expanded during a multi-stakeholder Focus Group Discussion (FGD) convened by the Kemenko PM and facilitated by the PST[48] in February 2024, involving BPJS Employment, BP2MI, MoM, Kemenko PMK, and civil society organisations.[49]

The FGD surfaced many actionable recommendations including, but not limited to:

- Simplifying and integrating interministerial data systems to enable PMI traceability;
- Expanding support services abroad for insurance registration and claims processing;
- Increasing transparency, and supervision of the involvement of intermediaries (placement agencies, sponsors, field officers), especially in terms of the obligation to register PMI with the employment social security program and submit proof of participation to PMI.

Following the FGD, the PST formally submitted a DIM, a *problems-and-solutions* document, through Kemenko PMK, to Kemenko Ekon, which was leading the regulation drafting. The PST also participated in the technical drafting process, contributing inputs in some of the stages of the process outlined below.[50, 51]

1. Initial discussions among ministries and agencies partly informed by PST's research;
2. Development of a zero draft by Kemenko Ekon;
3. Submission of DIMs by contributing institutions (including the PST, through Kemenko PMK);
4. Technical meetings to review content (PST involved);
5. Draft revisions by the lead ministry (Kemenko Ekon);

6. Legal harmonisation and vetting by the State Secretariat;
7. Official issuance of the regulation on 17 October 2024.

Two key provisions in the final Perpres benefited from the inputs of the PST's work:[52, 53, 54]

- A mandate to simplify and integrate PMI-related databases across institutions to support better traceability;[55]
- An instruction for BPJS Employment and the Ministry of Foreign Affairs (MoFA) to expand support services abroad for PMI, including registration and claims.[56]

While other recommendations from the PST were not included in this version of the regulation, they continue to inform ongoing discussions for future revisions and broader legal reforms.

Inclusion of Women's Voices and GEDSI

The PST's research included perspectives from both male and female former PMI. In the 2023 field study, 58% of respondents were women, which provided a meaningful opportunity to explore gendered patterns in awareness, access, and coverage of employment social insurance. While the sample was not designed with gender quotas, the resulting respondent profile enabled the team to generate gender-disaggregated insights, including that female PMI were slightly more aware of insurance obligations than men, yet faced similar barriers in understanding benefits and accessing services.

Although gender-specific findings were not included in the initial DIM submission and were not reflected in the final *Presidential Regulation (Perpres) No. 130/2024*, they were incorporated into the final research report's recommendations. These included proposals to promote gender-sensitive socialisation, review benefit designs to better address gender-related risks, and strengthen local monitoring through the involvement of women's groups.[57] These recommendations may inform upcoming preparatory discussions with Kemenko PM, Kemenko Ekon, and selected ministries/agencies (K/L) on the potential revision of Perpres No. 130/2024 and Law No. 18/2017.[58] The PST is expected to provide technical inputs to Kemenko PM, as needed.

Role of Other Actors

While PROAKTIF, through the PST, played an important role contributing with relevant evidence, Presidential Regulation No. 130/2024 was the product of a broad interministerial drafting process led by the Kemenko Ekon. Formal contributions were submitted through Kemenko PMK, which represented the PST[59] in official discussions and officially submitted the DIM.

Several ministries and government agencies contributed to the regulation's design, including through submission of their own DIMs and participation in technical drafting meetings.[60]

Private sector actors, particularly placement agencies, also played a role during the policy consultation stage. Several participated in the February 2024 FGD convened by Kemenko PM, where they provided insights about contract practices, enrolment procedures, and gaps in workers awareness. Their feedback helped contextualise the broader challenges in implementation and service delivery.

The PST's role was primarily to act as an evidence-bridging actor, connecting frontline realities, with regulatory and policy frameworks under development, and its contributions were influential in shaping some aspects of the final regulation.

Consideration of Alternative Explanations

Even without PROAKTIF's contribution, the Perpres would almost certainly have progressed as it would not affect the leadership of the process, under Kemenko Ekon, or GoI's broader commitment to enhancing PMI protection and implementing Perpres 36/2023.[61] However, it is likely that the final regulation would not have included the two specific and well-informed provisions on data integration, interministerial coordination, and support services abroad.[62, 63] The timing and nature of the PST's inputs, anchored in recent, field-based evidence, provided valuable contributions that helped inform the final Perpres.

Significance

Perpres No. 130/2024 is an important step in Indonesia's efforts to improve the governance and protection of PMI, particularly through expanding access to employment-related social insurance. With an estimated PMI population of up to 9 million, many of whom with very limited social insurance coverage, the regulation responds to some of the longstanding policy gaps with a cross-agency action plan.

By mandating interministerial data integration, clarifying institutional responsibilities, and requiring expanded support services in destination countries, the regulation addresses several of the systemic barriers that have limited PMI access to JKK, JKm, and JHT schemes. These improvements are expected to reduce enrolment gaps, strengthen continuity of coverage, and ease the processes of registration, contract extension, and access to services while abroad.

This outcome is well aligned with Australia's development priorities in Indonesia, supporting inclusive economic growth, social protection reform, and regional labour mobility frameworks. Through PROAKTIF, Australia is contributing to sustainable policy improvements that promote resilience, inclusion, and dignity for some of Indonesia's most vulnerable workers.

Prospects for Future Action

Implementation of Perpres No. 130/2024 is still in its early stages. Agencies such as BPJS Employment and BP2MI are reviewing technical and operational adjustments to improve PMI

registration, service delivery, and access to claims, particularly in destination countries. However, further implementation will require interministerial coordination, harmonisation of data systems, and formal budget allocations across institutions.

As of early 2025, newly restructured national ministries and agencies, including Kemenko PM and BP Taskin, are still awaiting official APBN funding, which may temporarily delay certain aspects of rollout of any activities under their responsibility. Additionally, Kemenko Ekon is considering updating the Perpres, with the aim of addressing institutional and content-related gaps in the current version.

The proposed revision is expected to introduce a longer implementation timeframe, update institutional responsibilities in line with government restructuring, and incorporate additional protections and empowerment measures, such as:[64]

- Recognising and responding to the needs of undocumented PMI;
- Expanding provisions for PMI family members;
- Addressing the increasing *feminisation* of migration and the importance of insurance coverage for women and dependents.

A new round of DIM submissions and technical meetings is anticipated, with the PST's earlier research possibly contributing to inform some of these. In addition, early discussions are taking place around the possible amendment of Law No. 18/2017 on the Protection of Indonesian Migrant Workers.

Challenges and Lessons Learned

A key factor enabling this policy shift was the timely generation of field-based evidence and the PST's capacity to channel this effectively through Kemenko PM. This approach helped foster alignment among stakeholders during the drafting process and contributed to ensuring that workers' lived realities were reflected in the final provisions.

Despite this progress, the limited timeframe for implementing Perpres No. 130/2024 presented significant challenges. Ministries and agencies were expected to develop and complete action plans within 2024, leading to delays and, in some cases, only partial implementation. Furthermore, institutional restructuring following the 2024 elections, most notably the establishment of Kemenko PM and BP Taskin, introduced unanticipated complexities. These changes made coordination more difficult, as each institution pursued its own priorities and agenda.

Several lessons emerged from this experience. First, providing targeted technical assistance to institutions with limited familiarity with social protection for migrant workers is critical, particularly when new entities are established. Second, the importance of a streamlined

regulatory framework with feasible timelines cannot be overstated. Finally, maintaining progress in the face of political or institutional shifts requires strong inter-agency coordination and sustained leadership.

Limitations of the Case Study

This case study draws on a combination of evidence sources, ([see Annex 2: Table 3](#)) including the primary field research of the PST,[65] an invitation record of the PST's participation in the 2024 DIM process, Perpres 130/2024, consultations with the PST, and two external interviews (Kemenko PM and BPJS Employment).

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AUSTRALIA - INDONESIA PARTNERSHIP PROGRAM FOR
POVERTY ALLEVIATION AND COMPREHENSIVE, INCLUSIVE
AND ADAPTIVE SOCIAL PROTECTION

Expanding Access to P3KE for Extreme Poverty Reduction

Case Study
on
PROAKTIF's Contributions

Summary

In support of Indonesia's goal to eliminate extreme poverty by 2024, the Policy Support Team (PST), funded by PROAKTIF, developed and operationalized the extreme poverty targeting database (P3KE) to improve the targeting of social protection programs.

Between 2023 and 2024, P3KE transitioned from a technical product to an operational national system, accessible to nearly all provincial and city governments. It responded to 364 formal data requests and demonstrated how national household data systems can be effectively used to refine program targeting. Notably, in the 2024 Government Rice Reserve (CPP) program, over half of the beneficiaries were newly identified using P3KE data, and the share of single elderly recipients nearly doubled.

Although P3KE is no longer maintained as a standalone database, its methodologies, such as targeting protocols and ranking approaches, have contributed to laying important foundations for Indonesia's new integrated social protection data platform, National Single Socioeconomic Data (DTSEN).

Context

Development Problem

While poverty levels in Indonesia have declined over the past two decades, the eradication of poverty remains a significant and ongoing challenge. According to national official statistics, as of 2024, approximately 9 percent of Indonesians are poor (approximately 25 million people) and 0.8 percent are extremely poor (2.3 million). One of the most persistent challenges in Indonesia's poverty reduction efforts has been the difficulty of accurately identifying and targeting the poorest households.[66, 67] Many programs have suffered from exclusion errors, where eligible households were missed, or inclusion errors, where benefits went to the less needy. The data systems used to do so have long been fragmented, inconsistently updated, and of varying technical quality.[68] These problems are magnified in efforts to reach the extreme poor, where targeting errors can have serious consequences for both household welfare and policy credibility. Indonesia's national objective of eliminating extreme poverty by the end of 2024 has heightened the urgency of overcoming this challenge.

Political Economy

Given Indonesia's continued reliance on poverty targeting to select social assistance beneficiaries, the social protection system has long depended on household-level data to determine program eligibility. The country's earliest major data initiative to consolidate information on poor and vulnerable households, the Unified Database (BDT), was developed in 2011 and managed by the National Team for the Acceleration of Poverty Reduction (Tim Nasional Percepatan Penanggulangan Kemiskinan, TNP2K).[69] This later evolved into the Integrated Social Welfare Database (Data Terpadu Kesejahteraan Sosial, DTKS), currently

managed by the Ministry of Social Affairs (MoSA), and became the primary reference for national programs such as Family Hope Program (PKH) and Sembako.[70]

Despite its central role, DTKS has faced persistent limitations. It has not been regularly updated, continues to lack full national coverage, and relies heavily on proxy means testing (PMT), which often misclassifies household welfare status.[71, 72] These challenges make it difficult to target assistance accurately, particularly for extremely poor households.

In this context, the Government of Indonesia (GoI) issued Presidential Instruction No. 4/2022 on the Acceleration of the Elimination of Extreme Poverty (EPRI), which mandated all ministries, provinces, and districts to improve coordination and use a unified data source to reach the poorest.[73] To help address this challenge, the Targeting for Accelerating the Elimination of Extreme Poverty (Pensasaran Percepatan Penghapusan Kemiskinan Ekstrem, P3KE) database was developed by the Policy Support Team (PST) to provide an updated, accessible, and technically sound dataset to support planning and targeting across government levels.[74]

Description of Outcome

P3KE was developed by the PST and operationalised under a national policy mandate to provide an accurate, consistent basis for extreme poverty targeting. Its rollout enabled ministries and local governments to access updated household-level data for planning and delivery, fulfilling requirements under Presidential Instruction No. 4/2022. Although P3KE as a standalone system has ended, its technical features, targeting methods, and operational protocols now form a part of the new National Socioeconomic Single Data (DTSEN) framework. P3KE data accounts for 68 percent of the population included in DTSEN,[75] and Statistics Indonesia (BPS) has adopted P3KE's approach to ranking single-person and elderly households to strengthen targeting for vulnerable groups.[76]

Between 2023 and 2024, the PST operationalised the P3KE database to support the GoI's efforts to improve the identification of extremely poor households.[77] Built using household survey data from the National Population and Family Planning Board (BKKBN), P3KE introduced a decile-based welfare ranking system and was designed to be updated based on annual BKKBN survey data covering a subset of the population,[78] providing a better alternative for program planning and targeting across ministries and subnational governments.

By 2024, P3KE had evolved into an operational system: ministries and local governments were able to formally request and access relevant data through a dedicated portal managed by Kemenko PMK.[79] Standardised access procedures were introduced, including requirements for submitting signed request letters, conducting local verification and validation, and issuing local government decrees (Surat Keputusan) to confirm the use of P3KE data in program delivery.

The 2024 dataset, updated with BKKBN's July 2023 survey, covered over 71 million households and was delivered in multiple formats to accommodate a wide range of users. In 2024, 364 formal data requests were made by 329 districts/cities, 25 provinces, and 10 K/L,[80] and fulfilled by the Policy Support Team and Kemenko PMK. P3KE was also recognised by external stakeholders as a valuable tool for identifying extremely poor households and as a complementary resource alongside broader socioeconomic data.[81]

At the national level, P3KE was used in 2024 to improve targeting for the Government Rice Reserve (CPP) program. The database helped refine beneficiaries' eligibility lists and cross-check them against previous recipients in an effort to reduce both exclusion and inclusion errors. As a result, 52 percent of CPP 2024 recipients were newly identified households that had not previously received PKH or Sembako benefits.[82, 83] Notably, the share of single elderly recipients nearly doubled, rising from 23 percent in 2023 to 42 percent in 2024, following the introduction of affirmative targeting based on P3KE data.[84, 85]

Contribution

Primary Contribution

Australia's support, delivered through the PROAKTIF program, was directly linked to the operationalisation of the P3KE database. Building off initial design work in 2022 under MAHKOTA, the PST continued the development and operationalisation of P3KE in 2023 and subsequently defined the processes and procedures that allowed the database to be accessed and used by the government.

Between 2023 and 2024, the PST worked to ensure P3KE functioned not only as a dataset but as a fully accessible national resource. This included creating standardised sub-datasets for local use, supporting verification and validation processes, and coordinating with Kemenko PMK to institutionalise requests and delivery procedures. Specifically, the PST was responsible for:

- Database Development and Annual Updating: compiled and processed annual BKKBN survey data, representing a subset of the total household population, into a national database updated annually. The 2024 version of P3KE covered over 71 million households, ranking their welfare status by decile and adjusted for elderly-headed households using a refined proxy means test (PMT) methodology.

- Platform Development and Access Facilitation: a dedicated online portal was created for government entities to request data. Users submit a signed letter outlining their request, after which Kemenko PM (formerly Kemenko PMK) reviews the request, clarifies data needs, and delivers the dataset in the requested format (e.g. Excel, Stata, SQL).[86]

- Division of Roles for Data Servicing: Kemenko PM staff (formerly Kemenko PMK) were trained and supported to take over data servicing for district and provincial governments, while continuing to handle requests from ministries and national agencies.

- Support for Local Verification and Validation: in accordance with Presidential Instruction No. 4/2022, local governments were required to validate P3KE data through village-level consultations before issuing a Surat Keputusan acknowledging its use. The Policy Support Team provided guidance on how to implement this process consistently.

- Capacity Building for Data Use: the PST delivered targeted training and hands-on support to line ministries and subnational governments to improve understanding and use of P3KE for poverty targeting. This included regional clinics and coordination events, such as those held in West Papua and Papua in March 2024,[87, 88] where local officials were trained in data validation and verification techniques.

Inclusion of GEDSI Considerations

The PST applied adjustments to P3KE to better reflect the vulnerability of elderly-headed households, who often face high living costs and limited income. This adjustment improved their inclusion in poverty-targeted programs, most notably, in 2024, a larger share of single elderly beneficiaries received rice assistance through the CPP assistance program compared to previous years. The adjustment methodology was also shared with BPS to inform future national targeting frameworks. While P3KE provides gender-disaggregated household data, it does not directly drive gender-targeted programming, which depends on how implementing agencies use the data. Disability data is not currently included in P3KE, however, the PST proposed improvements to the BKKBN's annual family survey to incorporate disability information, beginning with the 2025 data collection cycle.

Role of Other Actors

The development and implementation of P3KE involved several key institutions. Kemenko PMK managed the national portal and coordinated the official issuance of datasets to subnational governments.[89] BKKBN provided the underlying household survey data through its annual family data collection. District and provincial governments requested access to P3KE and potentially used the data for local planning and targeting.

Consideration of Alternative Explanations

Although Presidential Instruction No. 4/2022 established a policy mandate for P3KE, the technical and institutional systems necessary to operationalise the database were not in place before PROAKTIF's support. Without the PST's work, it is unlikely that P3KE would have been accessed so widely.

Significance

By 2024, nearly all provincial and district/city governments in Indonesia had formal access to the P3KE database, following its full operationalization and extensive socialization efforts led by the PST through Kemenko PMK.[90] A total of 364 requests for P3KE 2024 data were fulfilled across government levels, including ministries, provinces, and districts/cities, representing a significant increase from the previous year.[91] This uptake reflects a growing awareness and ability to access and use P3KE for program targeting. Broad access to the database helped establish a foundation for consistent, data-driven poverty reduction planning, particularly for initiatives aimed at reaching the poorest households.

One example of P3KE data use comes from Tebing Tinggi City, where the mayor issued Decree (Surat Keputusan) No. 100.3.3.3/147/2024, formally adopting P3KE as the official data source for extreme poverty targeting.[92] Following the validation and verification process mandated by the national EPRI directive, including village-level consultations (musyawarah desa/kelurahan), the city used the database to deliver a wide range of services to poor and vulnerable households. These included rice assistance for over 12,900 recipients, stunting prevention programs, vocational training in areas such as sewing, automotive repair, and makeup artistry, as well as housing and sanitation interventions, including provision of septic tanks. Importantly, P3KE data was also integrated into the city's planning documents, including the 2024 Annual Action Plan (RAT), the Local Poverty Reduction Implementation Report (LP2KD), and the 2023–2026 Regional Development Work Plan (RPKD).

Testimony from Tebing Tinggi City

> *"Yes, the Bappeda team received intensive training from TNP2K [PST]. They were invited to Jakarta and taught P3KE data usage methods by Pak Irwan [PST] and other experts like Pak Wahyu (Directorate General of Regional Development) until late at night. One example was a case study integrating P3KE data into development planning. There were no difficulties in accessing P3KE data."*
>
> **Erwin Suhaeri Damanik**, *Head of Planning, Tebing Tinggi City*

Prospects for Future Action

The future of P3KE as a standalone database has come to an end following the issuance of Presidential Instruction No. 4 of 2025 on DTSEN.[93] This directive mandates the integration of P3KE, DTKS, and Regsosek into a unified data platform for all social assistance and empowerment programs.[94] Ongoing data management and sharing responsibilities have been transferred to Kemsos.[95]

While P3KE itself is no longer active, its technical design, ranking methods, and operational lessons have laid strong foundations for DTSEN. P3KE accounts for 68 percent of the total

population included in DTSEN, and its welfare ranking mechanism for single-person households, the elderly, female-headed households, and families with persons with disabilities has been adopted by Statistics Indonesia to ensure that GEDSI principles are embedded in the new system's targeting process.[96]

In 2025, the PST continued to assist Kemenko PM in strengthening the internal management of DTSEN, including the establishment of a Targeting Task Force, the design of a robust data updating mechanism, and the alignment of poverty reduction interventions with the new system.[97] Ensuring strong technical management and clear regulations will be essential to institutionalize good practices from P3KE, thereby enabling DTSEN to deliver more accurate and inclusive targeting for Indonesia's social protection programs.

Challenges and Lessons Learned

Efforts to promote the use of national data systems across levels of government faced several challenges. In some local governments, limited technical capacity hindered adoption, while high staff turnover within Kemenko PMK disrupted continuity and knowledge transfer. Although reporting requirements were mandated, they were not always clearly defined or easy to implement, leading to inconsistent compliance and limited visibility into how P3KE data was used. In addition, competing institutional priorities, particularly the rollout of Regsosek, diverted attention and resources, reducing the focus on P3KE in some regions. As a result, over 200 district and city governments did not request access to P3KE data in either 2023 or 2024, and many of those that did failed to submit follow-up reports, limiting the ability to assess the system's effectiveness compared to other targeting databases.

Several key lessons emerged from this experience. Clear government mandates, combined with structured frameworks, such as linking P3KE use to eligibility for fiscal incentives, proved helpful in encouraging local governments to adopt and report on data use. Where regions integrated P3KE into existing planning and reporting systems, adoption was smoother and more sustainable. Capacity-building efforts, including targeted training and technical clinics facilitated by the Policy Support Team, were effective in strengthening local capabilities and confidence. Looking ahead, future data initiatives would benefit from simplified reporting requirements, sustained technical assistance, and clear, consistent incentives to maintain engagement and ensure that national data systems are used to their full potential.

Limitations of the Case Study

This case study draws primarily on administrative data supplied by the PST, including logs of data requests and fulfillment records, supplemented by three external interviews (see Annex 3: Table 4). While these sources offer a useful snapshot of initial access and uptake of the P3KE database, including independent verification on the PTS's contributions, there remains a degree of limited visibility into how the data was subsequently used by government agencies

at different levels. In particular, the absence of follow-up reporting from many local governments that accessed P3KE constrains the ability to draw conclusions about downstream programmatic outcomes or the database's effectiveness in improving targeting.

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Graduation Approach: Transitioning from Social Assistance to Sustainable Livelihoods

Case Study
## *on*
PROAKTIF's Contributions

Summary

Between September 2024 and March 2025, Kemenko PM, with support from the PROAKTIF Policy Support Team (PST), led the development of a draft Poverty Graduation Ecosystem Model, one of several graduation approaches currently under discussion in Indonesia. The model proposes a structured, time-bound approach to help poor households transition from social assistance to sustainable livelihoods, linking basic needs support with income generation, coaching, and financial inclusion. Although still under development, it has generated cross-ministerial engagement and is expected to be finalised by the PST alongside a policy brief in mid-2025. If adopted, it could inform future regulation that aims to improve coordination and effectiveness in Indonesia's poverty reduction strategy.

Context

Development Problem

Indonesia's poverty reduction efforts have delivered important gains over the past two decades, yet progress has slowed in recent years. As of 2024, 9 per cent of the population remains poor (approximately 25 million people). Despite expanded investment in social assistance, overall poverty rates have plateaued, and extreme poverty persists in many parts of the country. This stagnation reflects a structural limitation in the current approach to poverty alleviation, which remains heavily focused on short-term income support rather than enabling long-term economic resilience.

Figure 3: Social Protection Budget and Poverty Rate, 2015 – 2024[98, 99]
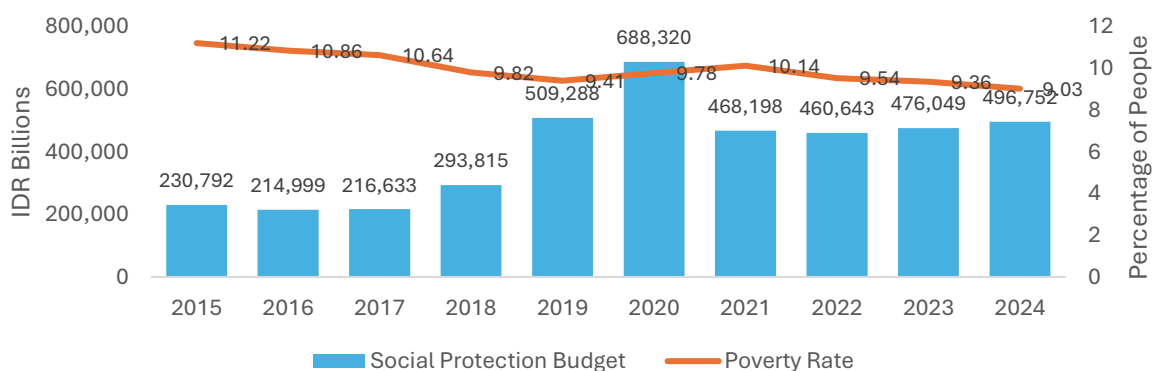
Social protection programs such as the conditional cash transfer Family Hope Program (Program Keluarga Harapan, PKH) and the Staple Food Program (Program Sembako) provide critical safety nets to approximately 30 million poor and vulnerable households.[100, 101] However, these schemes are primarily designed to address immediate consumption needs, not to build the productive capabilities or pathways required for households to sustainably exit poverty.[102, 103, 104, 105] Empowerment and livelihoods programs do exist across various ministries,[106] but they are rarely linked to social assistance in a systematic, time-bound, or sequenced way.

This fragmented landscape means that beneficiaries of social assistance often face abrupt transitions, limited support to improve their earning capacity, and high risk of falling back into poverty. Without a more integrated and outcome-oriented model to help poor households transition from social assistance to sustainable livelihoods, Indonesia risks missing its long-term poverty eradication goals.

Political Economy

Popularized by BRAC in Bangladesh, poverty graduation approaches have been adopted by different initiatives and agencies and tested in various countries.[107] Despite the necessary contextual implementation differences across countries, these models usually share a basic design feature: combining time-bound support such as cash transfers, productive assets, savings, loans, and coaching, to support poor households achieve self-reliance.[108] Impact evaluations in several countries have shown sustained improvements in income, assets, consumption, food security, health, and well-being.[109, 110]

The concept of poverty graduation, supporting individuals to transition from social assistance to economic self-reliance, has gained increasing attention within the Government of Indonesia (GoI). However, understanding and application of the concept remain fragmented. At present, there is no unified legal or policy framework defining graduation, clarifying institutional roles, or outlining programmatic pathways to achieve it.

Various ministries have initiated their own efforts.[111] The Ministry of Social Affairs (MoSA), for example, has implemented the Pahlawan Ekonomi Nusantara (PENA) program as a follow-up to PKH, though several challenges and limitations have been observed.[112] Meanwhile, Bappenas is piloting graduation models in selected areas of the country, with support from international partners such as BRAC. Many other ministries implement livelihood or economic empowerment programs that contribute to graduation outcomes but often operate in silos, lacking a shared vision, coordination mechanisms, or common performance indicators.

In November 2024, Kemenko PM, with support from the Policy Support Team (PST), hosted a workshop to map out key challenges in adopting a coherent and integrated poverty graduation model. Several critical issues emerged:[113]

- Existing by-name-by-address databases and related updating mechanisms are not sufficiently robust to accurately identify individuals who graduated from poverty.
- Clear delineation between income deciles is lacking, complicating the sequencing of social protection programs and limiting their effectiveness.[114]
- The definition and operational understanding of "graduation" vary significantly across ministries, underscoring the need for a shared conceptual framework.[115]

- Local government initiatives often focus on short-term economic empowerment without mechanisms to monitor sustained economic improvement or track outcomes over time.

Momentum for a more unified approach has grown in recent years. The Ministry of Finance's (MoF) 2024 Financial Note (Nota Keuangan) identifies poverty graduation as a national priority, emphasising the need for strategies that go beyond basic assistance[116] to include productive inclusion, employment, and access to capital. MoSA has observed the need for enhanced cross-ministerial coordination and data sharing among agencies implementing graduation-related programs.[117] Furthermore, the 2025-2029 National Medium-Term Development Plan (RPJMN) reinforces this priority by setting an explicit target to graduate 1.5 million social assistance beneficiaries by 2029.[118]

Despite this growing recognition, efforts remain fragmented in the absence of a unified policy framework or institutional mechanism to guide and coordinate implementation. Responding to this gap, Kemenko PM has initiated the development of a national graduation scheme, leveraging its coordination and policy harmonisation role under Presidential Regulation No. 146/2024.[119] This includes aligning and synchronising community empowerment programs as part of a broader poverty graduation strategy.

Poverty graduation has since been elevated as a flagship initiative in Kemenko PM's workplan through 2029.[120] In response to this evolving institutional landscape, the PST has supported Kemenko PM to build on and strengthen earlier technical work in this area, ensuring timely alignment with government priorities and laying the groundwork for a more integrated and impactful national approach.
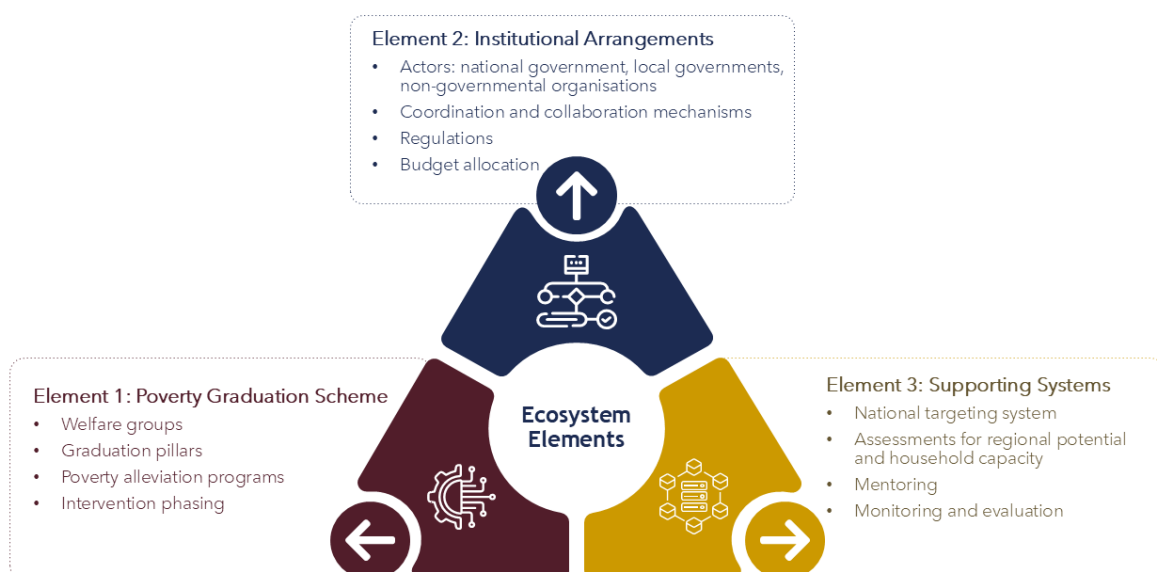
Description of Outcome

Since September 2024, the PST, under the leadership of Kemenko PM, has been working on the design of a Poverty Graduation Ecosystem Model. The model sets out a structured approach to help poor and vulnerable households move beyond short-term assistance by building pathways to economic inclusion. It aims to address the lack of coordination between social assistance and economic empowerment programs, clarify institutional roles, and improve program sequencing across ministries and levels of government. The model is still under development and has not yet been formalised through regulation but represents a significant step in shaping a possible more coordinated approach.

By March 2025, Kemenko PM, with the support from the PST, had completed the first element, the Graduation Scheme, including a detailed graduation pathway and program logic. The second and third elements are under development and are expected to be finalised by Q3 of 2025, following a series of coordination meetings and a formal policy brief submission to Kemenko PM.

The model is built around three core elements:

1. Poverty Graduation Scheme: a framework that links four key pillars considered international best practices on poverty graduation:[121, 122]
    a. Meeting Basic Needs: Ensuring access to food, shelter, healthcare, and education to stabilise households and enable participation in development activities.
    b. Generating Income: Providing cash transfers/basic income, vocational training, job placement, or entrepreneurship support to create sustainable income sources.
    c. Coaching and Empowering: Offering mentorship, skills development, and regular guidance to strengthen confidence, knowledge, and decision-making.
    d. Financing and Savings: Promoting financial inclusion through savings, loans, and insurance, along with financial literacy education to build household resilience. The scheme sets out stages of household progress (poor-vulnerable-aspiring middle-class), assessment methods, and a proposed timeframe for support at each stage, tailored to local context and livelihood potential.

2. Institutional Arrangements: an outline of the roles and responsibilities of national and local actors, to be refined through further consultation in 2025.

3. Supporting Systems: a design for integrated tools and systems to support beneficiary targeting, case management, monitoring, and coordination across K/L and districts.

Figure 4: Poverty Graduation Ecosystem Model[123]

Element 2: Institutional Arrangements
- Actors: national government, local governments, non-governmental organisations
- Coordination and collaboration mechanisms
- Regulations
- Budget allocation

Ecosystem Elements

Element 1: Poverty Graduation Scheme
- Welfare groups
- Graduation pillars
- Poverty alleviation programs
- Intervention phasing

Element 3: Supporting Systems
- National targeting system
- Assessments for regional potential and household capacity
- Mentoring
- Monitoring and evaluation

The PST's approach to poverty graduation has also informed the drafting of the BP Taskin's national masterplan of poverty reduction.[124, 125, 126]

Figure 5: Element 1 – Poverty Graduation Scheme
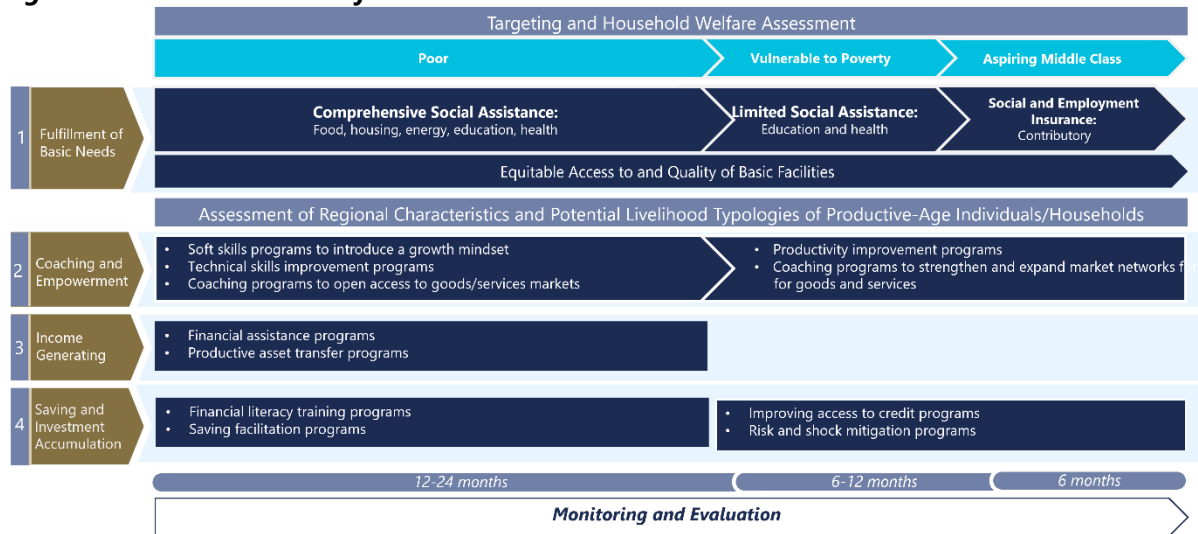
Contribution

The development of the draft Graduation Ecosystem Model was initiated under Kemenko PMK and later advanced under Kemenko PM, which has taken a leading role in this area based on its coordination mandate, despite the absence of a formal government assignment of institutional responsibility for graduation. The process began with a stocktaking exercise led by the PST to map existing poverty alleviation and economic empowerment programs across ministries. This review aimed to understand the current landscape of social assistance and graduation-relevant interventions, identify gaps in coordination and exit strategies, and identify opportunities for a more structured approach to graduation.

In parallel, the PST conducted a desk review of international graduation models and analysed secondary data from the National Socioeconomic Survey,[127] the National Labour Force Survey,[128] and the Indonesia Family Life Survey[129] to inform the design of the proposed model. These early inputs helped shape the conceptual foundation of the model, particularly element 1, the Graduation Scheme.

Between October and November 2024, Kemenko PM led national and sub-national consultations, with support from the PST, in Bandung (West Java) and Palembang (South Sumatra), to explore how local governments implement poverty alleviation programs and to identify lessons for program sequencing and coordination.[130] The Bandung visit focused on formal employment pathways, while Palembang emphasised micro, small, and medium enterprises (MSMEs) development. The field visits also examined targeting mechanisms, graduation readiness, and the extent to which district-level programming considers the needs of vulnerable groups, including persons with disabilities.

Building on these findings, Kemenko PM convened a technical workshop in November 2024,[131] inviting key ministries to provide feedback on the draft Graduation Scheme, with a focus on program linkages for MSMEs and wage workers. In December 2024, the PST submitted internal policy recommendations to Kemenko PM, outlining preliminary features of the proposed graduation approach and its potential relevance to the RPJMN 2025 – 2029 targets.

To further strengthen cross-government coordination, a Graduation Ecosystem Coordination Meeting was held in November 2024 and January 2025.[132] The November 2024 workshop had successfully identified challenges and enablers to build a common graduation model which include the absence of several significant pre-condition elements: masterplan for poverty reduction that include poverty graduation as the strategy, targeting database, legal mandate for graduation model to be carried forward (and to ensure common understanding of poverty graduation from ministries), and technical guideline for step by step implementation.[133]

In January 2025, the meeting brought together representatives from 26 ministries and five national agencies, providing a platform to present the draft Graduation Scheme, share stocktaking results, and gather feedback from MoSA regarding their experience with the PENA program and from other ministries regarding economic empowerment programs overall. The meeting successfully collected views from other ministries on their respective empowerment programs, with important notes from MoSA on the shortcomings of MoSA's current graduation approach. MoSA emphasised that graduation would need different approaches to be able to shift from social assistance mindset.[134] The meeting also re-confirmed the budget availability of each ministry concerning the budget efficiency policy, in anticipating the possibility to implement economic empowerment programs.

A second round of field consultations, led by Kemenko PM, also with support from the PST, took place in February 2025, revisiting Bandung and Palembang to introduce the draft model to local governments and assess the feasibility of the three Graduation Ecosystem Model elements.[135] These consultations helped:

- Test the inclusivity of the Graduation Scheme (Element 1), particularly for persons with disabilities;
- Explore coordination needs for Institutional Arrangements (Element 2) across central, provincial, and district actors; and
- Identify implementation roles for Supporting Systems (Element 3), including targeting, implementation, and monitoring at the local level.

Significance

The development of the Graduation Ecosystem Model marks an important step toward fostering a shared understanding across government of how to support sustainable poverty

reduction in Indonesia. By proposing a structured, time-bound approach to help households transition from social assistance to sustainable livelihoods, once completed, the model will aim to address longstanding gaps in program sequencing, coordination, and institutional alignment.

The stocktaking workshops held in November 2024 and January 2025 have contributed to building a shared understanding among ministries, fostering cross-sector dialogue, and laying the foundation for integrated planning.[136] The model's finalisation, expected by mid-2025, together with the planned submission of a policy brief to Kemenko PM, is expected to serve as a policy basis for future implementation and regulatory development.

Another significant result was that the poverty graduation model informed the development of the BP Taskin masterplan for poverty reduction. This masterplan, expected to be formalized through a Presidential Instruction (Inpres), will support national poverty reduction efforts as mandated by Inpres No. 8 of 2025 on the Optimization of the Implementation of Poverty Alleviation and the Elimination of Extreme Poverty. MoSA confirmed the graduation concept as being well aligned with its vision of supporting beneficiary self-reliance and contributing to poverty reduction, indicating a good basis for continued uptake.[137]

If adopted, the graduation ecosystem model could contribute to greater budget efficiencies[138] within Indonesia's social protection system by promoting linkages across ministerial programs and facilitating access to livelihoods and inclusive economic opportunities. This, in turn, could help poor households build resilience and reduce long-term reliance on assistance. However, it is essential that the model is not misapplied to justify premature exclusion from social assistance in the name of budget savings.

Prospects for Future Action

The immediate next steps are to finalise the remaining two elements of the Graduation Ecosystem Model, institutional arrangements and support systems, and complete the accompanying policy brief, planned for mid-2025.

The graduation initiative has also been included in the Kemenko PM workplan for the coming years, which provides an assurance that this initiative will be taken forward by Kemenko PM in the future. In addition, establishing a clear legal basis (Inpres), particularly to define institutional arrangements and coordination mechanisms (between Kemenko PM, BP Taskin, and other K/L), will be critical to operationalise the model across ministries and levels of government. Once the BP Taskin masterplan is endorsed by a Inpres, it will provide a legal basis for potential future implementation of the Graduation Ecosystem Model, since the model is included in the masterplan.

Challenges and Lessons Learned

Developing a shared graduation model has faced significant coordination challenges. Multiple K/L implement their own programs with distinct mandates, timelines, and interpretations of what "graduation" entails. This fragmentation made it difficult to align definitions, delivery mechanisms, and sequencing across government.[139, 140] Furthermore, there was institutional reluctance to restructure or integrate initiatives in the absence of a clear legal mandate.[141]

Data and monitoring constraints. As highlighted by Bappenas, the lack of reliable, by-name-by-address data and robust household tracing systems undermines the ability to track whether households have genuinely and sustainably exited poverty.[142] These technical limitations limit accountability and hinder efforts to design evidence-informed graduation pathways.

High-level commitment is not enough. A key lesson learned is that high-level commitment alone and formal inclusion of the model in strategic documents, while necessary, are not sufficient on their own. Practical alignment requires early and continuous engagement with key technical ministries to build consensus on shared definitions, institutional roles, and operational frameworks.

Stocktaking builds awareness, not execution. Initial stocktaking and inter-ministerial workshops proved valuable in building awareness and sparking dialogue, but translating policy ideas into actionable plans requires more sustained coordination. Dedicated working groups and structured implementation plans are critical to ensure progress and shared accountability.[143]

Leadership and legal anchoring are critical enablers. Despite the constraints, strong leadership from Kemenko PM, combined with the inclusion of the graduation model in the BP Taskin masterplan, provides a critical opportunity to embed graduation principles into future regulation and cross-ministerial planning. Moving forward, ensuring clear roles, adequate capacity for local governments, and credible data systems will be essential for the model to deliver real results.

Limitations of the Case Study

This case study captures an early-stage policy development process and does not assess the implementation or impact of the Graduation Ecosystem Model, which remains under development and has not yet been formally adopted by GoI. The analysis is based primarily on internal documentation, technical discussions facilitated by the PST, consultations, and three external interviews (See Annex 4: Table 6). While these sources provide insight into the model's design and the policy dialogue to date, the case study does not include triangulated evidence from program beneficiaries or a broader range of stakeholders. Therefore, findings should be understood as a reflection of preliminary policy-shaping efforts rather than a comprehensive evaluation of reform outcomes.

Strengthening the Integration of Gender Equality, Disability, and Social Inclusion (GEDSI) into the Policy Support Team Technical Assistance

Case Study
on
PROAKTIF's Contributions

Summary

This case study highlights the contribution of PROAKTIF's Core Team in advancing consideration and integration of Gender Equality, Disability, and Social Inclusion (GEDSI) into the Policy Support Team (PST) technical assistance to Government of Indonesia (GoI) on social protection and poverty alleviation.

The PROAKTIF Core Team's support focused on strengthening gender equality and disability inclusion through a combination of capacity building, mentoring, strategic advice, targeted research, and engagement with civil society. This comprehensive approach contributed to the PST's development of technical capacity and operational practices, enabling the generation of new evidence and more inclusive policy recommendations.

While the case study documents the PST's role throughout the evidence-to-policy process, its influence has extended downstream, informing ongoing consultations and engagement with the Coordinating Ministry for Community Empowerment (Kemenko PM). It also illustrates the practical application of Australia's commitment to GEDSI by ensuring that its investments effectively reach the most disadvantaged, preventing unintended harm, exclusion, and further marginalisation, while promoting their rights, equitable opportunities and benefits.

Context

Political Economy

Despite progress in embedding gender equality and disability inclusion principles into policy frameworks, including the Presidential Instruction No. 9/2000 on Gender Mainstreaming and the Law No. 8/2016 on Persons with Disabilities,[144] translating these commitments into practice remains uneven. Persistent and significant gaps in political commitment, technical expertise, resources, and organizational culture hinder the effective translation of these frameworks into practice.[145] The newly established Kemenko PM faces additional challenges in this regard. Kemenko PM's current organizational structure does not explicitly prioritize gender or disability inclusion, indicating that these issues may receive limited attention within its mandate. In addition, the coordination of disability inclusion policies and programs in Indonesia is led by Coordinating Ministry for Human Development and Cultural Affairs (Kemenko PMK) and mainstreaming of disability issues has yet to materialise in government.

Another challenge is the lack of transparency and structured opportunities for public engagement in policy processes, particularly for women and people with disabilities. These groups often have minimal influence over the design of the policies and programs that directly impact their lives. Efforts to consult with Organizations of Persons with Disabilities (OPDs) and women's organizations remain *ad hoc* and inconsistent, with limited evidence that their voices meaningfully shape social protection priorities and policy and program design. Longstanding calls from women and people with disabilities and their advocates saw some progress during

COVID-19 economic recovery efforts, which included expanded and more inclusive social protection measures.[146]

Understanding and addressing structural inequalities and ensuring that the voices of the most vulnerable are heard is essential for designing effective social protection policies and programs. Acknowledging that different groups within a community have unique needs, experiences, and challenges allows for more targeted and responsive interventions, minimizes unintended negative impact, and ensures more efficient use of public resources. An approach that considers equity and inclusion not only improves overall well-being and upholds the rights of marginalized groups, but also increases the likelihood of policies and programs achieving their intended outcomes.

Program Context

GEDSI are strategic priorities of the program, with the PROAKTIF Core Team supporting the Policy Support Team (PST) to integrate these perspectives across all stages of research, from design and fieldwork to analysis and communication. This effort aims to contribute to advancing GEDSI outcomes through strengthening the coverage and inclusion of the social protection system; and improving access and equity in the implementation of social protection programs.

Despite this commitment, the PST continues to face challenges in effectively applying GEDSI principles. A first 2023 diagnostic survey on GEDSI skills and practices revealed that GEDSI approaches were not yet well integrated into the PST's evidence generation and policy development processes. While there was general familiarity with gender policies and growing awareness of GEDSI's importance, confidence in applying GEDSI frameworks, particularly around disability inclusion, remained low. Staff acknowledged limited understanding of concrete strategies for integrating GEDSI across key areas such as research design, implementation, analysis, policy recommendations, and monitoring and evaluation. Survey findings underscored the need for tailored technical support, blended training approaches, and clearer operational guidance, alongside sustained senior management commitment and stronger efforts to promote gender balance in leadership roles.[147]

To address these gaps, the PROAKTIF GEDSI Strategy provides guidance and a structured approach for strengthening GEDSI integration. The program's GEDSI strategy guides the support provided to the PST. The strategy adopts a twin-track approach involving: (i) mainstreaming GEDSI principles across the evidence to policy cycle and across the structure of the Policy Support Team, and (ii) designing and implementing targeted GEDSI-specific interventions to address identified gaps and structural inequalities. The PROAKTIF GEDSI Team, with support from external GEDSI experts and in collaboration with the GEDSI Focal Points within the PST, is implementing the GEDSI Strategy to build internal capacity, strengthen GEDSI integration across PST's activities and promote more inclusive policies and programs.

Description of Outcome

This case study highlights progress in the PST's capacity, and institutional practices to incorporate GEDSI considerations into research design, implementation, and policy recommendations. The PROAKTIF Core Team played a pivotal role in driving and supporting this progress in capacity and institutional practices.

Firstly, the PST's individual, technical capacities to analyse and develop policies that address inequality was strengthened through a combination of tailored training, practical guidance, and ongoing mentoring. This contributed to a deeper understanding of GEDSI principles and improved the team's ability to effectively apply them throughout the policy cycle. Incremental improvements in individual capacity were observed over time. One female key informant noted a marked increase in the team's awareness of GEDSI, attributing it to the targeted training and mentoring provided. She observed that this awareness now extends even to small but meaningful actions, such as ensuring that visual materials like policy posters are inclusive.[148] Another key informant highlighted that, whereas investment in GEDSI had previously been sporadic, PROAKTIF had brought a more systematic and consistent focus to these issues.[149]

These views were supported by the second GEDSI assessment of skills and practices conducted in November 2024, which found that staff generally perceived improvements in their ability to use disaggregated data. This suggests a gradual shift toward more evidence-based integration of GEDSI considerations in analysis and reporting. In addition, planning and decision-making processes also showed progress, particularly in the integration of disability analysis. Despite these progresses, the overall quality of GEDSI analysis remains an area for further development.[150] Key informants noted that GEDSI considerations are not yet consistently embedded in day-to-day work and are often addressed through standalone activities rather than mainstreamed across broader policy and programmatic processes.[151] Furthermore, there remains significant variability in the level of GEDSI integration across teams, with some demonstrating strong engagement and others showing limited responsiveness.

Secondly, the PROAKTIF Core Team helped reinforce institutional commitment to GEDSI by supporting the establishment of GEDSI Focal Points, with representatives from all units of the PST. Spearheaded by the PROAKTIF Core Team and supported by targeted capacity building and continuous mentoring, these focal points have become internal GEDSI champions, driving integration of GEDSI considerations into research, policy, and operations and sharing information with others. The operationalisation of the GEDSI Focal Points has contributed to increased awareness from PST senior management[152] and increased prioritization of GEDSI in 2024. An example of the GEDSI Focal Points' role in promoting attention of GEDSI to PST's senior management was their active involvement in the planning and organization of the 2025 International Women's Day event, in collaboration with Kemenko PM, opened by the Secretary

of Kemenko PM. The 2024 GEDSI assessment found that staff perceived a substantial rise in PST's senior management's commitment and active engagement in driving GEDSI mainstreaming across the PST.[153] These findings were generally supported by interviews with key informants, who noted that GEDSI was included in strategic directives from the PST leadership and regularly communicated by unit/team leaders during the development of work outputs.[154] However, PST KIIs also noted that there were more opportunities to mainstream GEDSI outside of specific work outputs, for example, in general meeting and planning discourse.[155]

Thirdly, the PROAKTIF Core Team supported the PST's systematic engagement with women's organizations and OPDs throughout both the design and analysis phases of its work. This included consultations with groups such as PEKKA, Kapal Perempuan, Koalisi Perempuan Indonesia, PERTUNI, GERKATIN, Perhimpunan Jiwa Sehat, Himpunan Wanita Disabilitas Indonesia. These organizations provided valuable inputs to monitoring field activities, studies on the social insurance for health (JKN) benefit package for people with disabilities and on cash-for work programs. Their contributions enabled a better understanding from the PST of how community consultation can inform more equitable policy design and strengthen the quality of policy recommendations, offering a model for broader application across Kemenko PM.

Contribution

Primary Contribution

PROAKTIF Core Team played a catalytic and enabling role in elevating the PST's institutional focus on GEDSI. This contribution combined tailored technical assistance, diagnostic assessments, strategic advisory, and capacity development, all grounded in international good practice and responsive to the evolving needs of the PST. Through this process, PROAKTIF Core Team aimed to ensure that the evidence provided to the GoI was informed by the best available international practices and knowledge on gender equality, disability, and social inclusion. A key milestone and starting point was PROAKTIF's 2023 diagnostic assessment, which identified critical capacity gaps and institutional barriers to GEDSI integration. These findings informed the development of a co-created *GEDSI Strategy* and workplan, ensuring both relevance and ownership.

From 2023 to 2025, the PROAKTIF Core Team implemented the PROAKTIF GEDSI Strategy and provided a sustained, responsive package of support to enhance attention to GEDSI and strengthen its integration within the Policy Support Team. This included:

- Capacity building: delivery of targeted training sessions, GEDSI clinics facilitated by an international expert and introductory workshops on disability-inclusive data collection,

facilitated by CBM Australia. The team also promoted awareness by engaging facilitators and speakers with disabilities to lead discussions.

- On-going mentoring: provision of continued guidance and support for GEDSI Focal Points across the PST, which helped fostering cross-unit collaboration, elevating GEDSI as a shared priority and in securing leadership support. Key informants noted that mentoring and the on-the-job clinics were critical to ensure that the PST had the knowledge to apply a GEDSI lens to their work.
- On-demand technical input: provision of tailored GEDSI expertise to inform research design and analysis, including the development of data collection tools to improve the capture of sex- and disability-disaggregated data.
- Facilitation of inclusive engagement: generating demand and enabling broader participation of women's organisations and OPDs in research and policy processes, including consultations that helped inform GEDSI priorities for the Ministry of Manpower (MoM). Key informants identified this area of work as a valuable source of support that enhanced their understanding of GEDSI issues.
- Support for inclusive analysis: provision of assistance in the synthesis of inclusion-related findings and formulation of practical policy recommendations (e.g., conducting in-depth disaggregated analysis of P3KE data).
- Awareness-raising initiatives: organization of key institutional events to mark relevant dates such as the commemoration of International Day of Persons with Disabilities and the International Women's Day, helping to foster a more inclusive organisational culture.

On selected initiatives, PROAKTIF expanded its impact directly to GoI by supporting disability-inclusive data training for key government stakeholders in September 2024. These efforts aimed to enhance awareness and build capacity for inclusive policy design and monitoring beyond the PST. For example, in partnership with CBM Australia, the program facilitated training on disability-inclusive data practices, involving representatives from Kemenko PMK, National Population and Family Planning Board (BKKBN), and the Vice President's Secretariat.

Consideration of Alternative Explanations

Without the support of the PROAKTIF Core Team, gender and disability perspectives may have been acknowledged by some advocates in the PST but would likely not have been systematically applied across the evidence-to-policy process or integrated consistently across different sectors. Community consultations, still an uncommon practice within the government, would likely have been overlooked in the early stages of research, weakening the depth and relevance of resulting policy advice. Disability inclusion, in particular, would likely have remained a significant capacity gap. The mentoring, training, targeted expert support and hands-on research support provided by the PROAKTIF Core Team created opportunities to build internal capacity, test practical and inclusive approaches, and embed disability inclusion more meaningfully into research and policy development.

Significance

The support provided by the PROAKTIF Core Team has led to more consistent integration of GEDSI perspectives across the PST's work, ranging from inclusive policy and program recommendations to survey design, data analysis, and amplifying the voices of vulnerable groups. As a result, the PST shows signs of being better equipped to advise on inclusive poverty alleviation and social protection policies.

The PST generated new evidence used to drive key policy reforms. For instance, the application of GEDSI principles to the monitoring of the Government Food Reserve Program (CPP) in 2024 led to a recommendation to prioritize people with disabilities and female-headed households in future targeting for food assistance.[156] One notable finding from the study was that rice distribution often defaulted to male household members and lacked accommodations for elderly recipients, such as home delivery or queue exemptions. According to a key informant, these findings raised concerns among key partners, particularly the National Food Agency, who prefer performance indicators focused on logistical aspects (e.g. quality standards, time) and perceived this analysis as marginal or *irrelevant* to their core business. This experience underscores the importance of explicitly engaging with GEDSI perspectives from the outset of program design, as their invisibility can lead to resistance during implementation and analysis.

A key area of improvement, according to a key informant, has been data collection, particularly with support from the PROAKTIF Core Team in identifying GEDSI-relevant questions and variables. Disability inclusive questions were included for the first time in BKKBN's 2024 family survey (PK-BKKBN). The PROAKTIF Core Team played a pivotal role in the design of the survey of monitoring activities and in preparing field staff for inclusive data collection, including staff from the PST, Kemenko PM and other relevant ministries.

There is now consistent and deliberate engagement with women's organizations and OPDs, helping to ensure that the voices and experiences of marginalized groups are more accurately reflected in policy and program analysis. This strengthened focus on the inclusion of these voices has significantly enhanced the PST's capacity to integrate gender and disability perspectives into its policy advice.

This body of work bolstered PROAKTIF's reputation in disability inclusion, prompting the MoM to seek assistance in improving access to the labour market for vulnerable groups. Consultations supported by the PROAKTIF Core Team led to important recommendations for addressing barriers faced by people with disabilities in accessing the labour market, including:

- Employment opportunities for people with disabilities should be based on abilities, not assumptions: hire first, adjustments and support can follow,

- Exclusive or segregated programs can limit real-world interaction and reduce self-confidence in those settings,
- Shift the emphasis to focus on the skills and potential of people with disabilities, not on their limitations
- Include people with disabilities in recruitment processes and decision-making to ensure that consideration is given to genuine inclusion from the onset, and
- Improve data collection and analysis on the circumstances of people with disabilities to inform more responsive and informed policies including data on education levels and capabilities.

Prospects for Future Action

With stronger internal capacity and improved operational practices, the PST is now better positioned to apply a GEDSI lens across its work. In the final phase of the program, the PROAKTIF Core Team will focus on consolidating these gains by further embedding inclusive approaches into the team's advisory and coordination functions. This includes using disaggregated data to inform policy and program recommendations, as well as more systematic engagement with women's organizations and OPDs. The PROAKTIF Core Team will also develop practical GEDSI guidelines/toolkit to help sustain the impact of PROAKTIF's work, with ongoing value for both civil society and the GoI. However, the window for further action is limited, as the program is scheduled to conclude in December 2025.

Challenges and Lessons Learned

A strong partnership between the PROAKTIF Core Team and the PST was critical to advancing GEDSI integration. However, the continued reliance of the PST on PROAKTIF's leadership for inclusion-related work highlights the need for ongoing mentoring to build internal ownership, ensure sustained internal capacity and guide the eventual transfer of GEDSI capacity to Kemenko PM and other relevant stakeholders.

Another key lesson is the critical value of early engagement in policy and program design, which proved more effective in shaping evidence and influencing policy discourse rather than late-stage input. Additionally, a comprehensive and well-resourced approach, particularly for data collection and monitoring, was essential to ensure quality in inclusion efforts. Key informants observed that direct technical assistance on existing projects, such as support for the development of the CPP monitoring tool and the GEDSI analysis of cash-for-work programs, combined with training and assistance in conducting consultations with OPDs and women's groups, proved to be the most effective strategy for shaping analysis and influencing policy directions.

Nonetheless, several institutional, technical, and operational challenges hindered the full integration of GEDSI principles into the PST's work. These included the prevailing assumption

that gender equality and disability inclusion are niche concerns, disconnected from mainstream policy, and a widespread perception that policy as inherently 'neutral' unless it explicitly targets a specific group. Key informants noted that many perceive GEDSI as *extra work* rather than an integral part of their responsibilities. Such views limited the prioritization of GEDSI in policy discussions.

Competing demands and tight timelines further contributed to inadequate attention to these issues. A key concern raised by line ministries, as reported to key informants, was assumptions about the budget implications of prioritizing these issues, highlighting the broader challenge of gaining traction for the GEDSI agenda amid competing priorities. Moreover, the PROAKTIF Core Team was not directly engaged in broader awareness-raising within Kemenko PM and its partners, which posed a risk that progress within the PST may not translate into institutional change at the ministry level, potentially limiting the sustainability and broader impact of the progress achieved.

In response to these concerns, the PST, in some instances, adapted its approach to communicating GEDSI principles. One key informant noted that alternative framings, such as "leave no one behind", were perceived as more acceptable and less likely to trigger institutional resistance than explicit references to gender equality or disability inclusion.[157] While this framing is consistent with the substantive goals of GEDSI and was reinforced during training, it may also risk obscuring certain forms of inequality by emphasizing universality over specificity.

Key informants underscored the importance of showcasing practical examples of successful GEDSI analysis and advocacy strategies. Translating abstract GEDSI concepts into actionable and accessible steps was seen as essential to deepening engagement.[158] In response, the PROAKTIF Core Team is currently developing a GEDSI guidelines and toolkit, which will include strong, context-relevant examples of analysis and practice. The toolkit aims to support and inspire GEDSI advocates across government institutions. Disability inclusion will be a particular focus of the toolkit, following findings that it remains especially difficult to mainstream. As one key informant observed:

> The toughest struggle is changing the ministry's mindset, which still views disability medically, not as a human right.

This highlights the need for both technical guidance and long-term efforts to shift underlying attitudes within institutions.

Limitations of the Case Study

This case study highlights the strategies deployed by the PROAKTIF Core Team in advancing consideration and integration of GEDSI perspectives into the PST technical assistance to GoI on social protection and poverty alleviation. Drawing on interviews with selected key

informants and comparing results between the 2023 and 2024 self-assessment surveys on the PST's skills and practices (see Annex 5: Table 7), the study reflects on improvements in GEDSI capacity and practice resulting from the support provided by the PST.

Measuring improvements in skills presents inherent challenges, particularly within the short timeframe of the project. Skill development is an incremental process, and shifts in knowledge or practice are not always immediately observable or easily captured through self-assessment surveys or interviews. Additionally, this case study does not include a policy tracing component. As a result, it has not been possible to systematically assess the extent to which the PROAKTIF Core Team's inputs influenced the PST's analysis or policy recommendations. This is due in part to the fact that key processes are still underway and detailed analyses have yet to be finalised.

Finally, this case study does not offer an in-depth account of the technical support provided to the PST. It is intended to be read in conjunction with the complementary case study focused on GEDSI mainstreaming in the cash-for-work research, which provides a more detailed exploration of practical applications and outcomes.

Driving GEDSI Integration in Technical Support Provision: PROAKTIF's Strategic Approach and the Case of Cash-for-Work

Case Study

on

PROAKTIF's Contributions

Summary

This case study documents how the PROAKTIF Core Team, supported the Policy Support Team (PST) in integrating gender equality and disability inclusion principles into a 2024 exploratory study on cash-for-work programs in Indonesia. From its outset, the PROAKTIF Core Team mentored the PST on inclusive design, data collection, and analysis methods.

The study generated new evidence on exclusion risks, which can inform the development of future policies and programs. While the study has not yet led to formal policy change, it is informing ongoing consultations with Kemenko PM and laying the groundwork for more inclusive social protection reforms. The PROAKTIF GEDSI Strategy guided the approach to this work by ensuring that support was integrated into the core analysis and design processes. This was complemented by targeted activities under the GEDSI component, including facilitating consultations to strengthen inclusion and representation (see *Case Study: Strengthening the Integration of GEDSI into the Policy Support Team Technical Assistance*).

Context

Development problem

Despite decades of poverty reduction and social protection expansion, Indonesia's labour market continues to exclude many women and people with disabilities from stable and decent work. Data from 2025 shows that women's labour force participation remains significantly lower than men's (55 percent compared to 83 percent)[159] with even larger gaps among the poorest decile[160] and between urban and rural populations.[161] Most women are concentrated in the informal sector, working in low-wage, insecure jobs, which reflects a significant gender wage gap.[162] This persistent gender gap limits household economic security and contributes to a small but long-lasting gender poverty gap, particularly among women of childbearing age.[163] Structural barriers, such as limited educational opportunities, gendered social norms, and the unequal distribution of unpaid care work, further restrict women's ability to transition into more stable or higher-income sectors.[164]

People with disabilities face persistent barriers to labour market participation, leaving them disproportionately exposed to economic insecurity and limiting their path to financial autonomy. Only 38 percent of people with disabilities are in the labour market, compared to 66 percent of those without disabilities, highlighting a significant gap in economic participation.[165] Women with disabilities are especially disadvantaged, with 70 percent not engaged in paid work, compared to 52 percent of men with disabilities. Among those employed, nearly 90 percent are in the informal sector.[166] People with disabilities' participation in the labour market are heavily influenced by factors such as education levels, mobility, and the lack of universally accessible infrastructure and services.[167]

Cash-for-work programs have become a significant part of Indonesia's poverty alleviation strategy, creating employment opportunities for the most vulnerable at the village level. For example, in 2023, village-level programs were implemented in 12% of the country's villages, engaging approximately 1.3 million participants.[168] The most common form of cash-for-work involves short-term, labour-intensive roles in community infrastructure projects, which are often perceived as suited primarily for men. This perception leads to the exclusion of both women and people with disabilities, regardless of their ability to perform the tasks. Evidence from 2023 shows that village-level cash-for-work schemes had low inclusion of women, with only 6% of participants being women and just 3% from female-headed households.[169] This suggests that program benefits are not being equitably distributed, pointing to the need for a deeper understanding of program design, accessibility barriers, and prevailing social norms and assumptions.

Political Economy

Cash-for-work programs in Indonesia have typically included objectives to improve the economic potential for poor and marginalized populations through short-term employment and opportunities for skills development. This provides an opportunity for more focused attention on women and people with disabilities who are typically economically marginalized and often excluded from these activities.

In Indonesia, cash-for-work programs are highly fragmented with over 16 schemes implemented across sectors and levels of government. There are currently no unified regulations governing cash-for-work programs, and inclusion efforts vary by ministry and region. Community leaders and implementers hold considerable discretion in selecting activities and participants, and prevailing social norms often limit access for women and people with disabilities. Additionally, most programs are short-term and focus on infrastructure development, offering limited pathways to sustained economic empowerment and typically, disproportionally benefiting men. In 2024, the Policy Support Team (PST), recognising these challenges, initiated an exploratory study to review cash-for-work programming in Indonesia, with a view to generating practical guidance to enhance the long-term impact of these programs in alleviating poverty.

The shared understanding between the PST and the Core Team highlighted that considering gender equality and disability inclusion is key for assessing the effectiveness of cash-for-work programs. Different groups within a community have distinct needs, experiences, and behaviours and these need to be recognized to ensure that programs do not produce unintended negative consequences and ensure a more efficient use of public resources. Addressing underlying structural inequalities is key to developing more effective and inclusive policies and programs. Ultimately, these principles not only improve wellbeing overall but also help policies achieve their intended objectives.

While gender equality and disability inclusion are a priority for the Government of Indonesia (GoI), progress has been uneven. For example, implementation of national policy frameworks on gender equality, including the Gender Analysis Pathway in 1998 and the Presidential Instruction on Gender Mainstreaming No. 9 of 2000, remains inconsistent, with gaps in political commitment, technical skills and organizational culture.[170] This is evident in the newly established Kemenko PM, under which the PST is now formally hosted, where institutional frameworks to prioritize gender equality and disability inclusion are still lacking.

The study of cash-for-work programs presented an opportunity for PROAKTIF's Core Team to support the PST with targeted mentoring and technical assistance for more systematic application of gender equality and disability inclusion analysis from the early stages of the study design. A 2023 diagnostic assessment of capacity and practices conducted by the PROAKTIF Core Team found that gender and disability mainstreaming were not well embedded into the Policy Support Team's practices, with most staff lacking confidence in applying these approaches.[171]

The PROAKTIF Core Team worked closely with the PST to integrate inclusive principles in research design and analysis, to support field research methods, consultations with women's organisations and OPDs and to apply good practices for data collection and analysis. The aim was also to demonstrate the value of integrating gender equality and disability inclusion perspectives to enhance the quality of policy advice and build the institutional momentum for reforms that create better opportunities for women and people with disabilities. Key informants noted that without the support of the PROAKTIF Core Team, the GEDSI analysis would have been far less comprehensive, and key recommendations, such as the need for activity diversification, would likely not have been identified.

Description of Outcome

The 2024 cash-for-work study was an exploratory study aimed at assessing the scope and design of cash-for-work programs in Indonesia, with attention given to identifying opportunities to enhance the inclusion of women and people with disabilities. The study combined a literature review, secondary data analysis, workshops with government, and field research in four districts (Surabaya (East Java), Bantul (DIY), Pidie (Aceh), and Lombok Timur (NTB)). The PROAKTIF Core Team played a key role in driving and supporting the inclusion of gender equality and disability inclusion perspectives in the study.

First, the support from the PROAKTIF Core Team to this study strengthened the PST's capacity to conduct gender and disability inclusive analysis, an important intermediate outcome for future work. Mentoring support was provided by the PROAKTIF Core Team to the design of data collection tools, development of variables, to interpreting findings, and to identifying key recommendations for action.

Second, the support provided by the PROAKTIF Core Team to the study helped demonstrate the value of engaging with women's organisations and Organisations of Persons with Disabilities (OPDs). By incorporating their lived experiences into both the design and analysis phases, the PST gained a deeper understanding of how community consultations can inform more equitable policy design. Key informants in the PST highlighted several important considerations for enhancing inclusion in cash-for-work programs:[172]

- The importance of creating supportive conditions to ensure equal access to work opportunities for women and persons with disabilities, including training tailored to their specific needs.
- The need to expand and diversify cash-for-work activities to better accommodate the participation of these groups.
- The value of involving women and persons with disabilities in the design of cash-for-work activities to ensure their perspectives and needs are fully addressed.

Third, the support provided to the study generated new evidence on the barriers faced by women and people with disabilities in cash-for-work programs. This evidence was drawn from consultations with participants and non-participants in cash-for-work programs in four districts, as well as interviews with service providers and community stakeholders. The findings filled a critical gap in understanding of how cash-for-work programs in Indonesia may reinforce patterns of structural inequalities. Key barriers to accessing to cash-for-work programs include:

- Gendered perceptions of who's work should be prioritised and what is suitable work for women and people with disabilities.
- Limited flexibility in work arrangements to accommodate inequality distributed unpaid care responsibilities.
- Limited access to information and communication channels for women and people with disabilities, especially in rural areas.
- Safety concerns, wage disparities, and accessibility issues for participants with disabilities.
- Additional costs for people with disabilities related to transportation, assistive devices, and personal support.

The study produced several recommendations, including (i) advocacy campaigns on the potential of inclusive programs targeting community leaders and policymakers, (ii) expanding opportunities in economic sectors where women are traditionally overrepresented, (iii) enhancing community outreach (iv) adopting inclusive design standards, (v) providing inclusive training for service providers, (vi) recognizing unequal care responsibilities, and (vii) promoting flexibility in programs to accommodate diverse abilities and care needs. The

recommendations are directed to relevant ministries responsible for implementing programs and formulating policies, as well as to local governments, including village administrations.

Contribution

Primary Contribution

The PROAKTIF Core Team worked closely with the PST throughout the study, providing targeted technical assistance and mentoring to embed gender equality and disability inclusion principles in the analysis of cash-for-work programs, and its policy recommendations. This included:

- Co-designing the study to ensure gender- and disability-focused questions were included from the outset.
- Developing data collection tools to captured sex- and disability-disaggregated data, as well as using qualitative methods to gain insights into the lived experiences of women and people with disabilities.
- Conducting field visits alongside the PST in Surabaya and Lombok Timur to observe program delivery and conduct interviews.
- Leading targeted interviews with 47 women and 46 men, including cash-for-work programs participants and non-participants, service providers, women's organisations, and OPDs. This was part of a broader effort that engaged more than 200 individuals (19 percent male and 81 percent female) through a quantitative survey conducted by the PST.

Based on these inputs, the PROAKTIF Core Team developed a dedicated analysis focusing on GEDSI aspects within the cash-for-work program, including specific recommendations for improvement. This approach helped address the PST's limited experience in conducting inclusive research and engaging with vulnerable groups. By participating in this process, the PST staff were able to observe, learn, and apply more inclusive research methods and analytical frameworks.

Consideration of Alternative Explanations

Without PROAKTIF Core Team's support, gender inequalities may have been considered, but not in a comprehensive or integrated way, and would unlikely use and potential of mixed methods to better understand poverty. Community consultations, still not a common practice in government, would likely not have occurred in the early stages of the study. Yet, these consultations provided essential insights for deepening understanding of how cash-for-work programs affect different groups. Importantly, disability inclusion has not yet been institutionalized as standard practice by the government. The PROAKTIF Core Team employed strategies such as mentoring, targeted expert input, and hands-on research support to build

internal capacity and support meaningful analysis of these programs with sights set on identifying actionable recommendations to make these programs more inclusive.

Significance

The cash-for-work study offered a valuable opportunity for the PROAKTIF Core Team to showcase the policy potential of gender equality and disability inclusion analysis to guide policy analysis and reform. A second, more indirect outcome from this support, was the development of the PST's skills to undertake GEDSI analysis.

The study has strong demonstration potential for the GoI, highlighting how and why integrating gender equality and disability inclusion principles can lead to better policy advice. These issues are often treated as niche with a prevailing assumption that policy is inherently 'neutral', however this study shows that policies affect different groups in different ways, and that without careful consideration, women and people with disabilities, two of the most vulnerable groups, are often left behind. This outcome aligns with the Australian Government's commitment to promote gender equality, and disability and social inclusion. Through PROAKTIF, Australia is supporting not only better policy advice, but also stronger institutional capacity to deliver equitable outcomes over time.

Prospects for Future Action

Since completing data collection in November 2024, the PST, with support from the PROAKTIF Core Team, has been developing recommendations to strengthen the design and delivery of cash-for-work programs in Indonesia. In May 2025, these recommendations were reviewed in joint discussions with Kemenko PM and can now be considered in forthcoming ministerial regulations and/or technical guidelines led by Kemenko PM later in the year. A key informant noted that international development partners have validated the PST's proposals and strong GEDSI focus, recognizing the expansion and diversification of cash-for-work as a practical entry point for implementing GEDSI principles.[173]

The PROAKTIF Core Team continues to support this process by ensuring the proposed models reflect inclusion-related findings from the study and the lived experiences of women and people with disabilities. While no new policies have been issued to date the approach offers a pathway for the uptake of these recommendations. Two areas likely to generate broader positive effects are direct consultation with community groups and strategies to engage people with disabilities and women in qualitative data collection, with the study highlighting the value of lived experiences in understanding program impacts. The approach and value of this work will also be showcased in the GEDSI guideline/toolkit expected by August 2025.

Challenges and Lessons Learned

A major challenge identified by a key informant was the highly fragmented institutional landscape in which cash-for-work and poverty alleviation programs are implemented.[174] Multiple government bodies oversee different components of these efforts, and the extent to which GEDSI considerations are prioritised varies widely. This institutional fragmentation has hindered policy coherence and weakened the consistency of GEDSI-related recommendations. This highlights the need for substantial coordination efforts to bring all GoI parties together and to align approaches.

Resistance to GEDSI integration is also shaped by broader political dynamics. Policy reforms perceived to carry fiscal implications often face pushback, especially in the context of tightening budgets and institutional uncertainty, such as those surrounding Kemenko PM's evolving policy direction. These factors have constrained efforts to expand and improve the inclusivity of cash-for-work models. Several informants emphasised the need for stronger institutional mandates, such as a binding Presidential Regulation, to ensure cross-ministerial alignment and accountability. While there is a foundation for inclusive practice in existing regulation (e.g., the Village Ministerial Regulation, which mandates participation of women and persons with disabilities), implementation remains inconsistent. Suggested strategies to address this gap include performance-based incentives (such as additional village funds for inclusive participation) and systematic GEDSI training for bureaucrats to improve institutional awareness and commitment.

Another important lesson from the GEDSI analysis was the invisibility of women's contributions to cash-for-work programs. For example, a key informant noted that in Yogyakarta, women supported the cash-for-work program through care work (preparing food for workers), yet their participation was not formally recognised, underscoring the need for more gender-sensitive monitoring and evaluation frameworks.

Despite these institutional and political challenges, the close collaboration between the PROAKTIF Core Team and the PST was essential in ensuring GEDSI perspectives were meaningfully integrated into the cash-for-work study. Given time constraints and limited internal capacity on GEDSI, the analysis was largely led by the PROAKTIF GEDSI team. What this meant was that the depth and quality of GEDSI integration benefited from external technical support but also revealed a gap of in-house expertise, particularly within the Economics team.[175] While the findings were reviewed and validated by the PST and eventually shaped study outputs and model recommendations, this experience stresses the importance of building internal capacity to apply GEDSI frameworks independently. A lesson for future work is the need to ensure earlier and more consistent involvement of GEDSI specialists within core policy teams, as well as structured training and technical mentoring to foster sustained institutional ownership of GEDSI integration.

Encouragingly, the PST fully actively engaged with the GEDSI findings, reviewing and endorsing them following internal discussion and feedback. This engagement helped ensure alignment across teams and strengthened the legitimacy of GEDSI recommendations within broader policy dialogues. The PST has since participated in a focus group discussion (FGD) with development partners, universities, and civil society organisations, and is expected to join upcoming FGDs with line ministries and local governments. This ongoing engagement offers a promising platform for strengthening the inclusivity and impact of future cash-for-work initiatives. A key takeaway is that collaborative technical support can be catalytic, but long-term progress depends on embedding GEDSI capacities and responsibilities directly within policymaking teams.

Limitation of the Case Study

This case study documents a promising, ongoing process of policy engagement, but it remains too early to assess whether the cash-for-work study will result in lasting policy or programmatic change led by Kemenko PM. At the time of writing, the PST's final report and recommendations are still under development. As such, this analysis reflects interim progress rather than definitive outcomes, and the impact of the policy recommendations cannot yet be fully traced.

A key limitation of the case study is that consultations have so far been limited to the PST (see Annex 6: Table 8). Importantly, most cash-for-work programs fall outside the direct mandate of Kemenko PM, so the relevance and effectiveness of the recommendations will need to be tested with other key stakeholders, particularly the Ministry of Public Works and other implementing agencies.

Kemenko PM's evolving priorities suggest that cash-for-work is unlikely to be elevated as a policy focus in the near term. However, the emerging poverty graduation ecosystem presents a potential entry point for linking inclusive cash-for-work strategies to longer-term poverty reduction frameworks.

Annex 1: Budget Convergence

Table 1: Case Study's Documents and Persons Consulted to assess Outcome and Contribution

Source	Detail
Ministerial Decree	Minister of Home Affairs No. 050-5889/2021 on The Result of Verification, Validation and Inventory of Classification Codification and Nomenclature for Planning and Budgeting for Local Government
Ministerial Decree	Minister of Finance No. 350/2023 on Details of Current Year Performance Fiscal Incentive Allocation for Community Welfare Improvement Category Groups in Fiscal Year 2023 by Province/Regency/City
Ministerial Decree	Minister of Home Affairs No. 900.1.15.5-1317/2023 on Amendment to the Decree of the Minister of Home Affairs Number 050-5889 of 2021 concerning the Results of Verification, Validation, and Inventory of the Updated Classification, Codification, and Nomenclature of Regional Development and Financial Planning
Ministerial Decree	Minister of Finance No. 353/2024 on Details of Fiscal Incentive Allocation for the 2024 Fiscal Year for Current Year Performance Awards for Community Welfare Category Groups by Province/Regency/City
Ministerial Regulation	Minister of Finance No. 97/2023 on Regarding Fiscal Incentives for Performance Awards in the Current Year in The Category of Improving Public Welfare for the 2023 Budget Year
Ministerial Regulation	Minister of Finance No. 43/2024 on Management of Fiscal Incentives for the 2024 Fiscal Year for Current Year Performance Awards
Independent Evaluation	Case Study of the Contributions of TNP2K's Policy Team to the Government of Indonesia's Poverty Reduction Policy and Programmes
Consultations	Siti Alifah Farhana Dinanta Ahyar, Local Planning and Budgeting Specialist, Policy Support Team, PROAKTIF
Focus Group Discussion	Reflection session with Policy Support Team, Advocacy and Partnerships Team on 19 June 2025
Key Informant Interview	Sigit Wahyu Kartiko, Head of the Regular Team for Regional Financial Information Management, MoF
Key Informant Interview	Jivy Magdalena Dina Paomey, Directorate General of Regional Financial Development, MoHA

Annex 2: PMI

Table 2: PMI Regulatory Landscape

Regulation	Description
Law 18/2017 on the Protection of Indonesia Migrant Workers	Replacing Law 39/2004 that was legalized before Indonesia ratified ILO Convention 1990 on Migrant Workers in 2012. Outlines socio-economic and legal protections for PMI and provides guidance to all levels of governance on integrating services.
Presidential Regulation 90/2019 on the Agency for the Protection of Indonesian Migrant Workers (BP2MI)[176]	Building on the law, BP2MI was formed as a revitalization of the National Agency for the Placement and Protection of Indonesian Migrant Workers (BNP2TKI).
Government Regulation 59/2021 on the Implementation of the Protection of Indonesia Migrant Workers[177]	Replacing Government Regulation 3/2013. The new regulation is a derivative regulation of Law 18/2017.
Presidential Instruction 2/2021 on the Optimization of the Implementation of Employment Social Insurance[178]	Mandates the addition of payment channels and the facilitation of registration for Indonesian Migrant Workers (PMI) abroad.
Regulation 4/2023 on Social Insurance for Indonesian Migrant Workers[179]	Issued by the MoM (replacing regulation 18/2018),[180] details PMI enrolment requirements, protections (including on sexual harassment), and benefits.
Presidential Regulation 36/2023 on the Roadmap for Social Security for the Years 2023-2024	One of the strategies outlined in the regulation is the enhancement of social security programs, encompassing an increase in enrollment coverage, including the participation of PMI.

Table 3: Case Study's Documents and Persons Consulted to assess Outcome and Contribution

Source	Detail
Primary Research Report	Strengthening the Protection of PMI through Employment Social Insurance
Invitation	Invitation to Participate in Technical Discussions on the Protection and Placement of PMI
Presidential Regulation	No. 130/2024 on Strengthening Governance for the Placement and Protection of Indonesian Migrant Workers
Consultations	Resmi Setia Milawati, Senior Social Insurance for Employment Policy Specialist, Policy Support Team, PROAKTIF

Key Informant Interview	Niken Ariati, Acting Assistant Deputy for Social Security, Kemenko PM
Key Informant Interview	Vinca Meitasari, Former Assistant Deputy for PMI Membership and Construction Services; Head of Kudus Branch Office, BPJS Employment

Annex 3: P3KE

Table 4: Case Study's Documents and Persons Consulted to assess Outcome and Contribution

Source	Detail
Presidential Regulation	Number 4 of 2022 on Accelerating the Elimination of Extreme Poverty
Policy Support Team	P3KE Portal (no longer live)
Policy Support Team	Policy Support Team Tickets and P3KE Use, 2023 – 2024
Policy Support Team	Analysis of P3KE Data Utilization by Regional Governments 2023
Bappeda Tebing Tinggi City	Utilization of P3KE Data in Convergence Extreme Poverty Eradication Program With Non-Governmental Sector
Consultations	Mochammad Eko Fadhillah, Senior Data Management Specialist, Policy Support Team, PROAKTIF
Consultations	Priadi Asmanto, Senior Policy Research and Development Specialist, Policy Support Team, PROAKTIF
Key Informant Interview	Grace Palayukan, Data and Analytics Lead, SKALA[181]
Key Informant Interview	Ahmad Avenzora, Director of Statistics, BPS.
Key Informant Interview	Erwin Suheri Damanik, Head of Regional Development Planning Agency, Tebing Tinggi City

Annex 4: Graduation

Table 5: Stakeholders Consulted for the Development of Graduation Scheme[182, 183]

Source	Stakeholder	Purpose
Key Informant Interviews	National: Bappenas; Kemenko PMK, Ministry of Social Affairs, Ministry of Cooperatives and SMEs, Ministry of Manpower	Insights on programs related to formal employment and development of MSMEs
Focus Group Discussions; Key Informant Interviews	Subnational: Bappeda; Social Services; Department of Cooperatives and SMEs; Department of Manpower; Department of Industry and Trade; Women's Organisation	Insights on programs related to formal employment and development of MSMEs
Focus Group Discussions; Key Informant Interviews	Village Leaders, Community Leaders, Poor Households, Organisations for Persons with Disabilities, Local Businesses: Kabupaten Bandung; Kota Palembang	Identify the poverty conditions tied to people's livelihood base (poverty profile); understand poor people's experiences in moving out of poverty; and assess the benefits of anti-poverty programs
Workshop	Kemenko PMK, Policy Support Team	Discuss the main findings from the data collection to inform draft Graduation framework
Coordination Meeting	Kemenko PM; Kemenko PMK; Kemenko Ekons; Coordinating Ministry for Food; Bappenas; Ministry of Finance; BPS; BP Taskin; Ministry of Social Affairs; BP2MI; Ministry of Villages and Development of Disadvantaged Regions; Ministry of Cooperatives; Ministry of Micro, Small and Medium Enterprises; Ministry of Creative Economy/Creative Economy Agency; National Food Agency; Ministry of Primary and Secondary Education; Ministry of Religion; Ministry of Higher Education, Science and Technology; Ministry of ATR/BPN; Ministry of Energy and Human Resources; Ministry of Housing and Settlement Areas; Ministry of Research and Technology; Ministry of Health; Ministry of Manpower; Ministry of Public Works; Ministry of Industry; Ministry of Environment; Ministry of Trade; Ministry of Tourism; Ministry of Women's Empowerment and Child Protection; Ministry of Communications and Digital; Ministry of Youth and Sports; Ministry of Marine Affairs and Fisheries;	Data and information gathering and coordination on draft Graduation framework

Ministry of Agriculture; Ministry of Forestry; Ministry of State-Owned Enterprises/PT.PNM; Bank Indonesia; BNPB; DFAT PT Sarana Multigriya Financial Director General of Food Crops; Baznas

Table 6: Case Study's Documents and Persons Consulted for Outcome and Contribution

Source	Detail
Presentation	Draft Graduation Model: Synergy between Ministries/Institutions in the Graduation Ecosystem to Support Sustainable Poverty Alleviation
Terms of Reference	Poverty Graduation Initiative, September 2024
Terms of Reference	Poverty Graduation Initiative, January 2025
Terms of Reference	Poverty Graduation Phase 2, February 2025
Consultations	Rizki Fillaili, Graduation Specialist, Policy Support Team, PROAKTIF
Consultations	Nila Warda, Graduation Economist, Policy Support Team, PROAKTIF
Key Informant Interview	Dinar Dana Kharisma, Director of Social and Economic Empowerment, Bappenas
Key Informant Interview	Ketut Supena, Director of Remote Indigenous Community Empowerment and Social Entrepreneurship, Ministry of Social Affairs
Key Informant Interview	Roben Ricco, Secretary General, Ministry of Social Affairs

Annex 5: GEDSI Integration

Table 7: Case Study Documents and Persons Consulted for Outcome and Contribution

Source	Detail
Survey Report	Diagnostic Assessment of TNP2K GEDSI Capacity and Needs (1st GEDSI Self-Assessment Survey)
Survey Report	2nd GEDSI Self-Assessment Survey
Training materials/module	Mainstreaming attention to GEDSI in Social Protection Monitoring and Evaluation Activities, Anne Lockley and PROAKTIF GEDSI Team, January 2024, 30 January - 1 February 2024
Report	Training on Mainstreaming attention to GEDSI in Social Protection Monitoring and Evaluation Activities, Anne Lockley, Novitasari Yusadireja, and PROAKTIF GEDSI Team, February 2024
Evaluation	Pre-post Test form of the Training on Mainstreaming attention to GEDSI in Social Protection Monitoring and Evaluation Activities, Participants of the Training, February 2024
Report Summary	GEDSI Clinic - Monitoring and Evaluation Team, PROAKTIF GEDSI Team, February 2024
Report Summary	GEDSI Clinic - Policy Advocacy and Partnership Team, PROAKTIF GEDSI Team, February 2024
Report Summary	GEDSI Clinic - Economic Capacity Improvement Policy Team, PROAKTIF GEDSI Team, February 2024
Report Summary	GEDSI Clinic - Policy Team, PROAKTIF GEDSI Team, February 2024
Monitoring Instrument	Implementation of Sembako, Pemakanan, and PENA 2023
Brief	GEDSI and Sembako, PROAKTIF GEDSI Team, 2024
Brief	GEDSI and PENA, PROAKTIF GEDSI Team, 2024
Guideline	Guidance for Gender Equality and Disability Inclusion focused review of TORs, PROAKTIF GEDSI Team, 2024
Training materials/module	Disability-Inclusive Data Collection, CBM Global, September 2024
Tip Sheet	Inclusive communication with people with disabilities, CBM Global, September 2024
Tip Sheet	Making data collection inclusive of people with disabilities, CBM Global, September 2024

Presentation	Dissemination of Results from the Exploratory Study on the Implementation of the Cash-for-Work Program in Indonesia, 25 November 2024	TNP2K Secretariat
Key Informant Interview	Raden Muhammad Purnagunawan, Manager, Economic Capacity Improvement Policy Team, Policy Support Team, PROAKTIF
Key Informant Interview	Nur Cahyadi, Manager, Monitoring and Evaluation Unit, Policy Support Team, PROAKTIF
Key Informant Interview	Axel Aquila Briliandiva, Senior Program Officer, Policy Support Team, PROAKTIF
Key Informant Interview	Dwi Oktiana Irawati, Social Insurance for Health Policy Specialist, Policy Support Team, PROAKTIF

Annex 6: GEDSI Cash-for-Work

Table 8: Case Study Documents and Persons Consulted for Outcome and Contribution

Source	Detail
Survey Report	Diagnostic Assessment of TNP2K GEDSI Capacity and Needs (1st GEDSI Self-Assessment Survey), PROAKTIF GEDSI Team, 2023
Survey Report	2nd GEDSI Self-Assessment Survey, PROAKTIF GEDSI Team 2024
Terms of Reference	Study on Strengthening Cash-for-Work Programs to Improve Access to Jobs/Income for the Poor and Vulnerable Groups, 2024
Report	Gender Equality and Disability Inclusion Consideration in Cash-for-Work Programs (draft), PROAKTIF GEDSI Team, 2024
Executive Summary	Exploratory Study on the Implementation of the Cash-for-Work Program in Indonesia, Kemenko PMK – TNP2K Secretariat, 2024, November 2024
Invitation	Invitation for the Dissemination of Cash-for-Work, November 2024
Presentation	Dissemination of Results from the Exploratory Study on the Implementation of the Cash-for-Work Program in Indonesia, 25 November 2024
Presentation	Cash-for-Work Programs to Expand Employment Opportunities, Policy Support Team, April 2025
Key Informant Interview	Nur Sabrina Akmala Putri, Village and Local Economy Development Specialist, Policy Support Team, PROAKTIF
Key Informant Interview	Deniey Adi Purwanto, Employment Policy Specialist, Policy Support Team, PROAKTIF

[1] Established in 2010, the inter-ministerial committee National Team for the Acceleration of Poverty Reduction (TNP2K) was situated under the Vice President's Office (VPO). The TNP2K Policy Team operated as a policy think tank reporting to TNP2K and the VPO. In 2023, the TNP2K Policy Team host ministry was changed to Kemenko PMK.

[2] Budget Tagging was developed as a tool to map activities carried out by various Ministries/Agencies to address specific cross-sectoral issues (across organizations and functions). Budget Tagging is the practice of identifying, measuring, and monitoring activities and expenditures that are relevant to specific issues. The information produced through Budget Tagging can be used for policy analysis and reviewing issues, planning, or budgeting, or to strengthen accountability for commitments. Ministry of Finance Learning Center (2023) *Penandaan Anggaran (Budget Tagging) dalam RKA-K/L*. Available at: https://klc2.kemenkeu.go.id/kms/knowledge/penandaan-anggaran-budget-tagging-dalam-rka-k-l-58389d43/detail/ (Accessed: 9 April 2025).

[3] Defined using the World Bank's threshold of individuals living on less than USD 1.90 per day (PPP).

[4] In 2021, the World Bank revised its methodology to calculate extreme poverty by changing the base year. Secretariat of Vice President (2022) *MEMORANDUM Number M- /D-2/KK.04.01/07/2022*.

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[20] Jivy Magdalena Dina Paomey (2025) *Key informant interview*, 24 June 2025.

[21] Sigit Wahyu Kartiko (2025) *Key Informant Interview*, 4 September 2025.

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[26] Ibid., Badan Pemeriksa Keuangan (2024).

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[28] Ibid., Economic Policy Research Institute, pp. 27 – 28.

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[45] Ibid., p. 58.

[46] Ibid., p. 59.

[47] Ibid., pp. 57 – 58.

[48] Vinca Meitasari (2025) *Key informant interview*, 16 June 2025.

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[55] Ibid., Badan Pemeriksa Keuangan (2024), p. 52.

[56] Ibid., Badan Pemeriksa Keuangan (2024), pp. 25 – 26.

[57] Ibid., Milawati, R. S., pp. 72 – 74.

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[59] Policy Support Team members were present during technical meetings, directly providing information as part of Kemenko PMK.

[60] Kemenko Ekon, Kementerian Ketenagakerjaan, Kementerian Luar Negeri, Kementerian Kesehatan, Kementerian Dalam Negeri, Kementerian Hukum dan Hak Asasi Manusia, Kementerian Komunikasi dan Informatika, Kementerian Keuangan, Kementerian Perdagangan, Kementerian Sosial, BP2MI (Badan Pelindungan Pekerja Migran Indonesia), BPJS Ketenagakerjaan, BPJS Kesehatan, Sekretariat Kabinet, Pemerintah Daerah Provinsi dan Kabupaten/Kota, and Kepolisian Negara Republik Indonesia.

[61] Badan Pemeriksa Keuangan (2023) *Presidential Regulation No. 36/2023 on Social Security Roadmap for 2023-2024*. Available at: https://peraturan.bpk.go.id/Details/252661/perpres-no-36-tahun-2023 https://peraturan.bpk.go.id/Details/38601/uu-no-11-tahun-2009 (Accessed: 20 February 2025).

[62] Ibid., Ariati.

[63] Ibid., Vinca Meitasari.

[64] Resmi Setia Milawati (2025) *Consultations*, 8 April 2025.

[65] Draft material from the field work (surveys, key informant interviews, and analysis) was prepared in 2024, however, the report was finalised in 2025. Milawati, R. S., Hardiawan, D., Lutfian, M. V., and Ardiansyah, P. (2025) *Strengthening the Protection of PMI through Employment Social Insurance*, Draft 16 April 2025.

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[68] TNP2K (2024) *Promoting Better Targeting to Achieve Indonesia's Poverty Target in 2024*, PowerPoint Presentation.

[69] Department of Foreign Affairs and Trade (2018) *Case study 3: Indonesia*. Available at: https://www.dfat.gov.au/about-us/publications/Pages/integrating-data-information-management-social-protection (Accessed: 7 April 2025).

[70] TNP2K (2024) *Promoting Better Targeting to Achieve Indonesia's Poverty Target in 2024*, PowerPoint Presentation.

[71] Cabinet Secretary of the Republic of Indonesia (2021) *Social Ministry Introduces New DTKS*. Available at: https://setkab.go.id/en/social-ministry-introduces-new-dtks/ (Accessed: 9 April 2024).

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[73] Badan Pemeriksa Keuangan (2022) *Presidential Instruction Number 4 of 2022 on Accelerating the Elimination of Extreme Poverty*. Available at: https://peraturan.bpk.go.id/Details/211477/inpres-no-4-tahun-2022 https://peraturan.bpk.go.id/Details/38601/uu-no-11-tahun-2009(Accessed: 7 April 2024).

[74] The P3KE database was hosted at the Policy Support Team office in Jakarta.

[75] PROAKTIF (2025) *Key Informant Interview Report*, Ahmad Avenzora Direktur Statistik.

[76] Policy Support Team (2025) *P3KE Note*.

[77] The Policy Support Team first created a functioning P3KE database in 2022, but due to low awareness levels usage was limited.

[78] P3KE 2022 started with 67.4 million households. P3KE 2023 updated information for 30.4 million households and added 1.7 million new households. P3KE 2024 updated information for 14.5 million households and added 2.3 million new households.

[79] Since the announcement of DTSEN, the P3KE portal is no longer live. Kemenko PMK (2024) *P3KE Portal*. Available at: https://p3ke.kemenkopmk.go.id/ (Accessed: 22 January 2025).

[80] Policy Support Team (2025) *Tickets and P3KE Use, 2023 – 2024*.

[81] Interview with SKALA. Grace Palayukan (2025) *Key informant interview*, 16 June 2025.

[82] New beneficiaries replaced previous beneficiaries who were incorrectly included (inclusion error).

[83] Comparison of CPP 2023 beneficiary data using DTKS to CPP 2024 beneficiary data in 2024 using P3KE. TNP2K (2024) *Utilisation of P3KE 2024 Data for Convergence and Improvement of Program Targeting, PowerPoint* Presentation, slide 11.

[84] TNP2K (2024) *Utilisation of P3KE 2024 Data for Convergence and Improvement of Program Targeting, PowerPoint* Presentation, slide 12.

[85] Achmad Tohari (2025) *Consultations*, 5 May 2025.

[86] Requesting governments upload a letter of request requesting data. Kemenko PMK, with support from the formerly named TNP2K Policy Team, contact the requesting representative, clarify needs, and send the appropriate P3KE dataset in the requested format.

[87] West Papua, Southwest Papua: 13 districts. Papua, Central Papua, South Papua, Mountain Papua: 29 districts.

[88] The events were led by the Vice Deputy of Kemenko PMK and included the Vice Governor of Papua and West Papua, representatives of provinces/districts/cities, Kemenko PMK, MoHA, and Regional Development Planning Agency.

[89] However, in December 2024, Kemenko PM closed the portal and data sharing services.

[90] Access to is separate from whether a government agency actually accessed P3KE.

[91] In 2023, there were a total of 19 served requests for P3KE 2023 data: 1 K/L, 2 Provincial, and 16 districts/cities.

[92] Bappeda: Tebing Tinggi City (2024) *Utilisation of P3KE Data in Convergence Extreme Poverty Eradication Program With Non-Governmental Sector*.

[93] Badan Pemeriksa Keuangan (2025) *Presidential Instruction Number 4 of 2025 on National Social and Economic Single Data*. Available at: https://peraturan.bpk.go.id/Details/314649/inpres-no-4-tahun-2025 (Accessed: 6 March 2025).

[94] Ministry of Social Affairs (2025) *President Signs DTSEN Instruction: MoSA to Conduct Random Testing and In-depth Data Analysis*. Available at: https://kemensos.go.id/en/latest-news/social-minister/President-Signs-DTSEN-Instruction:-MoSA-to-Conduct-Random-Testing-and-In-depth-Data-Analysis (Accessed: 6 March 2025).

[95] Badan Pemeriksa Keuangan (2025) *Presidential Instruction Number 8 of 2025 on Optimization of Implementation of Poverty Alleviation and Elimination of Extreme Poverty*. Available at: https://peraturan.bpk.go.id/Details/316745/inpres-no-8-tahun-2025 (Accessed: 30 March 2025).

[96] Policy Support Team (2025) *P3KE Note*.

[97] Priadi Asmanto (2025) *Consultations*, 17 June 2025.

[98] Policy Support Team calculations based on Ministry of Finance budget data. Policy Support Team (2024) *Poverty Graduation Scheme Initiative*, PowerPoint presentation.

[99] Statistics Indonesia (2024) 'Poverty Profile in Indonesia March 2024', *Official Statistical News*, No. 50/07/Th. XXVII, p. 3. Available at: https://www.bps.go.id/id/pressrelease/2024/07/01/2370/persentase-penduduk-miskin-maret-2024-turun-menjadi-9-03-persen-.html (Accessed: 15 April 2025).

[100] TNP2K (2023) *Developing A Comprehensive, Inclusive, and Adaptive Social Protection System for All in Indonesia*. Available at: https://kms.kemenkopm.go.id/ (Accessed: 15 April 2025).

[101] PKH and SEMBAKO support approximately 10 million and 20 million households, respectively, with some overlap.

[102] Cahyadi. N., Hanna, R., Olken, B. A., Prima, R. A., Satriawan, E., and Syamsulhakim, E. (2020) 'Cumulative Impacts of Conditional Cash Transfer Programs: Experimental Evidence from Indonesia', *American Economic Journal: Economic Policy*, 12(4), pp. 88 – 110.

[103] Policy Support Team (2023) *Field Monitoring Report of PENA*.

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[105] SMERU (2020) *Strengthening Economic Opportunities For Program Keluarga Harapan Families: A Case Study of Four Districts in Java*. Available at: https://smeru.or.id/en/publication/strengthening-economic-opportunities-program-keluarga-harapan-families-case-study-four (Accessed: 14 April 2025).

[106] Policy Support Team (2024) *Poverty Graduation Scheme Initiative*, PowerPoint presentation, slide 3.

[107] Early graduation models were tested across multiple countries with the support of the Consultative Group to Assist the Poor (CGAP) and the Ford Foundation.

[108] Devereux, S. and Sabates-Wheeler, R. (2015) 'Graduating from Social Protection? Editorial Introduction', *IDS Bulletin*, 46(2), pp. 1 – 12.

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[111] MoSA reiterated the need for a mapping (or stock-taking) exercise of all K/L in graduation-related programming is required. Ketut Supena (2025) *Key informant interview*, 19 June 2025.

[112] TNP2K (2023) *Monitoring and Evaluation of Complementarity of the Social Assistance and Indonesian Economic Heroes (PENA) Program*, PowerPoint presentation, slide 41.

[113] Dinar Dana Kharisma (2025) *Key informant interview*, 18 June 2025.

[114] For example, a beneficiary that already graduated from one program (PKH) but still receiving another program (such as PIP), although they are not in the poor category but from the PIP regulation the beneficiary is still eligible.

[115] For example there are still assumptions that graduation is seen as program graduation instead of poverty graduation. A beneficiary that no longer receiving PIP program but still poor are considered as "graduated" from their respective ministry since each ministry is focusing on their program only.

[116] Badan Pemeriksa Keuangan (2022) *Law No. 28/2022 on State Revenue and Expenditure Budget for the 2023 Fiscal Year*. Available at: https://peraturan.bpk.go.id/Details/232782/uu-no-28-tahun-2022 https://peraturan.bpk.go.id/Details/38601/uu-no-11-tahun-2009(Accessed: 14 April 2025).

[117] Ketut Supena (2025) *Key informant interview*, 19 June 2025.

[118] Badan Pemeriksa Keuangan (2025) *Presidential Instruction Number 12 of 2025 on the National Medium-Term Development Plan for 2025 – 2029*, Attachment II, p. 348 Available at: https://peraturan.bpk.go.id/Details/314638/perpres-no-12-tahun-2025 (Accessed: 14 April 2025).

[119] Badan Pemeriksa Keuangan (2025) *Presidential Instruction Number 146 of 2024 on the Coordinating Ministry for Community Empowerment*, Article 6. Available at: https://peraturan.bpk.go.id/Details/306508/perpres-no-146-tahun-2024 (Accessed: 5 May 2025).

[120] Reflection sessions held with the Policy Support Team Monitoring and Evaluation Unit on 18 June 2025.

[121] Gollin, M., de Miranda, C., Muriuki, T., and Commins, S. (2023) *Designing and Delivering Government – Led Graduation Programs for People in Extreme Poverty*. Cited in PROAKTIF (2024) *Terms of Reference: Poverty Graduation Initiative*, September 2024.

[122] brac (2025) *Graduation Essentials*. Available at: https://bracupgi.org/research-and-resources/economic-inclusion/graduation-essentials/ (Accessed: 14 April 2025).

[123] Policy Support Team (2025) *Synergy between Ministries/Institutions in the Graduation Ecosystem to Support Sustainable Poverty Alleviation*, PowerPoint presentation.

[124] According to the Policy Support Team and Bappenas, the new masterplan has accommodated both input from Bappenas and the Policy Support Team without significant differences.

[125] Dinar Dana Kharisma (2025) *Key informant interview*, 18 June 2025.

[126] Reflection sessions held with the Policy Support Team Monitoring and Evaluation Unit on 18 June 2025.

[127] Statistics Indonesia (2023*) Indonesian Population Consumption Expenditure, March 2023*. Available at: https://www.bps.go.id/id/publication/2023/10/20/40a8ad9c5478055fca31e2ca/pengeluaran-untuk-konsumsi-penduduk-indonesia--maret-2023.html (Accessed: 22 April 2025).

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[130] PROAKTIF (2024) *Terms of Reference: Poverty Graduation Initiative*, September 2024.

[131] MoSA confirmed their participation in the workshop and follow-up meetings. Ketut Supena (2025) *Key informant interview*, 19 June 2025.

[132] PROAKTIF (2025) *Terms of Reference: Poverty Graduation Initiative*, January 2025.

[133] Note from November 2024 Meeting, Kemenko PM.

[134] BTOR "Coordination Meeting for Graduation", Marie Astrid, 23 January 2025, PROAKTIF.

[135] PROAKTIF (2025) *Terms of Reference: Poverty Graduation Phase 2*, February 2025.

[136] K/L stakeholders were brought together for workshops in November 2024 and January 2025, where early progress on identifying challenges and thinking through next steps were discussed. Kemenko PM (2024) *Meeting Minutes of November 2024 Graduation Workshop*. Kemenko PM (2025) *Meeting Minutes of January 2025 Graduation Workshop*.

[137] PROAKTIF (2025) *Key Informant Interview Report, Roben Ricco, MoSA*

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[139] Rizki Fillaili and Nila Warda (2025) *Consultations*, 22 April 2025.

[140] Ketut Supena (2025) *Key informant interview*, 19 June 2025.

[141] MoSA also raised a question about K/Ls implementing graduation-related programming outside the coordinating authority of Kemenko PM; some type of broad coordination mechanism would be needed. Ketut Supena (2025) *Key informant interview*, 19 June 2025.

[142] Dinar Dana Kharisma (2025) *Key informant interview*, 18 June 2025.

[143] Reflection sessions held with the Policy Support Team Monitoring and Evaluation Unit on 18 June 2025.

[144] Badan Pemeriksa Keuangan (2021) Law No. 8/2016 on Persons with Disabilities. Available at: https://peraturan.bpk.go.id/Details/37251/uu-no-8-tahun-2016 (Accessed: 8 May 2025).

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[151] Policy Support Team (2025) *Key informant interviews*, 11 – 12 June 2025.

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158 Policy Support Team (2025) *Key informant interviews*, 11 – 12 June 2025.
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160 PROAKTIF (in press, 2024) *An analysis of Indonesia's Data on the Acceleration of Elimination of Extreme Poverty: Exploring differences by gender and age or household heads and amongst individuals*. Jakarta: PROAKTIF.
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