



FINAL REPORT

CASE STUDY OF THE CONTRIBUTIONS OF TNP2K'S POLICY TEAM TO THE GOVERNMENT OF INDONESIA'S POVERTY REDUCTION POLICY AND PROGRAMMES

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ABBREVIATIONS

BAPPENAS	Kementerian Perencanaan Pembangunan Nasional or Ministry of National Development Planning
BKKBN	Badan Kependudukan dan Keluarga Berencana Nasional or National Family Planning and Population Agency
BLT	Unconditional Cash Transfer Programme
BPS	Badan Pusat Statistik (Central Statistics Agency)
CSOs	Civil Society Organisation
DFAT	Department of Foreign Affairs and Trade
DTKS	Integrated Social Welfare Database
EPRI	Economic Policy Research Institute
GEDSI	Gender Equity, Disability, and Social Inclusion
GoA	Government of Australia
Gol	Government of Indonesia
INPRES	Presidential Instruction
KAPAL Perempuan	Institut KAPAL Perempuan or Women's Alternative Education Circle
Kemendesa	Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan or Coordinating Ministry of Human Development and Culture
KII	Key Informant Interviews
MAHKOTA	Menuju Masyarakat Indonesia Yang Kokoh dan Sejahtera
MEL	Monitoring, Evaluation and Learning
MoF	Ministry of Finance
MoHA	Ministry of Home Affairs
MoSA	Ministry of Social Affairs
MoU	Memorandums of Understanding
NGO	Non-Governmental Organisation
P3KE	Penyasaran Percepatan Penghapusan Kemiskinan Ekstrem
PEKKA	Pemberdayaan Perempuan Kepala Keluarga
PK	Family Data Collection
PKH	Family Hope Programme
PPKE	Percepatan Penghapusan Kemiskinan Ekstrem / Acceleration of The Elimination of Extreme Poverty
PPP	Purchasing Power Parity
PROAKTIF	Poverty Alleviation and Comprehensive, Inclusive and Adaptive Social Protection
RKP	Government Work Plan
RPJM	National Medium Term Expenditure Plan
RPKD	Regional Poverty Reduction Plan Document
SEPBS	Social Assistance Programme Effectiveness Survey
TNP2K	Tim Nasional Percepatan Penanggulangan Kemiskinan (National Team for the Acceleration of Poverty Reduction)
ToC	Theory of Change

EXECUTIVE SUMMARY

This report evaluates the key contributions of the National Team for the Acceleration of Poverty Reduction's Policy Team (TNP2K-PT) in supporting the Government of Indonesia's (GoI) ambitious agenda to eliminate extreme poverty through the Percepatan Penghapusan Kemiskinan Ekstrem (PPKE) initiative. Commissioned by PROAKTIF and conducted by EPRI, the study offers a detailed analysis of how TNP2K-PT's leadership, technical expertise, and policy coordination have driven significant advances in Indonesia's poverty reduction efforts, targeting the elimination of extreme poverty by the end of 2024.

The PPKE initiative, mandated through Presidential Instruction No. 4 of 2022 (INPRES No. 4/2022), set the ambitious goal of eliminating extreme poverty by 2024—six years ahead of the global SDG target. As a key agency supporting this initiative, TNP2K-PT played an important role in ensuring the success of the PPKE programme by transforming high-level government goals into actionable strategies and outcomes. By focusing on three critical pillars—reducing household expenses, increasing income through economic empowerment, and strengthening infrastructure—TNP2K-PT's contributions have been important to achieve the aim of eliminating extreme poverty through the PPKE initiative.

KEY ACHIEVEMENTS

TNP2K-PT's most significant achievement has been its support in improving poverty targeting through the development and implementation of the Penyesaran Percepatan Penghapusan Kemiskinan Ekstrem (P3KE) poverty database. The new

database has helped identify extreme poor households and target programmes towards these households, enhancing existing databases with a more comprehensive and data-driven approach. The P3KE database enabled the identification and inclusion of households living in extreme poverty into critical social assistance programmes, including the Program Sembako and the Family Hope Program (PKH), using by-name-by-address data of the population.

Another major achievement has been TNP2K-PT's role in **streamlining and socialising the definition of extreme poverty**, consolidating the government's focus and ensuring a consistent understanding across national, regional, and local levels. By unifying the definition of poverty, which was aligned with the previous international poverty line of USD 1.90 per day (PPP), TNP2K-PT enabled a coherent national strategy and vision that enhanced the effectiveness of extreme poverty elimination efforts.

TNP2K-PT's work has extended beyond data and definitions; they were **instrumental in coordinating cross-ministerial efforts and facilitating policy integration between the central government and regional administrations**. Their advocacy and technical support ensured that fiscal incentives were developed to encourage local governments to adopt and use the P3KE data effectively, resulting in over 97% of districts accessing the database. However, it is important to note that while rate of accessing the data was high, additional efforts are needed to ensure the full utilisation of the data for programme implementation at local levels.

TNP2K-PT also played an important role in **generating strong political will behind the PPKE initiative**. Through targeted advocacy

campaigns, public engagements, and technical consultations, the team successfully elevated extreme poverty to a top political priority. This advocacy led to greater awareness and mobilisation at both national and local levels, aligning stakeholders around the common goal of eliminating extreme poverty by 2024.

CHALLENGES AND RECOMMENDATIONS

Despite numerous successes, the evaluation identified challenges in the uneven implementation of the three pillars of the PPKE strategy. The majority of efforts have been concentrated on Pillar 1—reducing household expenses through social assistance—while Pillars 2 and 3, focused on economic empowerment and infrastructure development, have received less attention. This imbalance limits the long-term sustainability of the poverty reduction strategy.

To address this, the evaluation recommends that TNP2K-PT strengthen partnerships with ministries responsible for micro-enterprise development, job creation, and infrastructure investment. By fostering deeper collaboration and directing resources to these areas, TNP2K-PT can ensure that poverty reduction efforts not only provide immediate relief but also create long-term economic resilience.

Furthermore, there is an urgent need for ongoing monitoring and evaluation of the P3KE data utilisation, particularly at the regional and provincial levels. While the database has proven to be an essential tool in targeting extreme poor households, its full potential has not yet been realised in some districts. A more structured approach to capacity-building and socialisation is needed to ensure that local governments adopt and

utilise the database for targeting extreme poor households.

TNP2K-PT has been instrumental in supporting the government to shape and execute Indonesia's strategy to eliminate extreme poverty. TNP2K-PT's role in strengthening poverty targeting, generating political commitment, and fostering inter-ministerial collaboration has laid the foundation for sustainable poverty reduction. However, the continued success of these efforts depends on expanding focus to all three pillars of the PPKE strategy and strengthening regional implementation.

1. INTRODUCTION

The PPKE initiative represents a critical point in Indonesia's fight against extreme poverty. Launched through Presidential Instruction No. 4 of 2022 (INPRES No 4/2022), this programme aims to accelerate the elimination of extreme poverty across the nation. At the forefront of this ambitious endeavour stands the TNP2K-PT, a quasi-governmental think tank that has been instrumental in shaping Indonesia's poverty alleviation strategies since 2011.

This case study examines the important role of the TNP2K-PT in advancing the PPKE initiative, focusing on their contributions in two key areas: improving the coverage, reliability, and validity of national poverty data, and contributing to the design and implementation of the PPKE initiative. The work of the TNP2K-PT is supported by PROAKTIF (Poverty Alleviation and Comprehensive, Inclusive and Adaptive Social Protection), a three-year, A\$30 million programme funded by the Government of Australia (GoA), which builds upon a long-standing partnership between Australia and Indonesia in the realm of social protection and poverty reduction.

The PPKE initiative falls under the umbrella of PROAKTIF's End of Programme Outcome 1–*TNP2K-PT makes an effective contribution to reforming and improving poverty alleviation programs in Indonesia, highlighting its significance in the broader context of Indonesia's development goals*. This outcome articulates GoA's commitment to support TNP2K-PT to fulfil its mandate to reform and improve the Government of Indonesia's poverty alleviation efforts.

By providing evidence-based policy advice, programme implementation support, and

facilitating cross-ministry coordination for the PPKE initiative, the TNP2K-PT plays a crucial role in translating high-level objectives into actionable strategies and measurable outcomes. PROAKTIF commissioned the Economic Policy Research Institute (EPRI) in June 2024 to undertake research to develop this case study.

This study aims to provide stakeholders with independent evidence of TNP2K-PT's contributions to the development and implementation of Indonesia's poverty reduction policies and programs, with a particular focus on the PPKE initiative. By examining the team's approach, methodologies, and impact, we seek to illuminate the complex process of policy formulation and implementation in the context of extreme poverty elimination.

This case study report comprises of twelve sections, including this introduction, (ii) background of TNP2K, (iii) overview of the PPKE initiative, (iv) purpose, objectives and scope, (v) evaluation questions, (vi) data collection (vii) data analysis methodology, (viii) limitation of the study, (ix) ex-post Theory of Change (ToC), (x) key achievements, and (xi) key findings and recommendations, (xii) conclusion. The annex includes the protocols used for conducting Key Informant Interviews (KIIs) with government and non-government stakeholders, and list of key informants interviewed during the data collection.

2. BACKGROUND OF TNP2K

TNP2K was established by the Government of Indonesia (GoI) under Presidential Regulation Number 15 of 2010 which then renewed by Presidential Regulation Number 96 of 2015 by Presidential Regulation Number 96 of 2015 to enhance coordination across various ministries and agencies, with the goal of improving the implementation of poverty reduction programmes, raising the living standards of the poor and vulnerable, and reducing income inequality. The institution plays a critical role in aligning the efforts of multiple sectors to effectively address poverty nationwide.

TNP2K is chaired by the Vice President of Indonesia and operates under the direct responsibility of the President. It is supported by an Executive Secretary, who is tasked with formulating policies and programs, developing databases, conducting monitoring and evaluation, and providing both technical and administrative support to the organisation.

The Office of the Secretary or the TNP2K Secretariat, led by the Head of the Secretary Office, provides essential technical and administrative support to TNP2K's Executive Secretary. The office consists of three divisions: the General Section, the Department of Planning and Finance, and the Data and Information Section. These divisions facilitate policy formulation, monitor and evaluate poverty reduction programmes, manage data collection, and coordinate budgeting for related initiatives. The TNP2K Secretariat also works closely with local governments and stakeholders to ensure the smooth implementation of

poverty alleviation efforts at both the provincial and district levels.

TNP2K's main tasks include developing poverty reduction policies, harmonising programmes across ministries, and overseeing the implementation of these initiatives. To support these efforts, the TNP2K-PT or the Policy Working Group was formed, comprising representatives from government, communities, businesses, and other stakeholders.¹ The working group provides critical input in policy formulation, supervision, and evaluation to accelerate poverty reduction. Members of the working group are appointed by the Vice President, based on recommendations from TNP2K's Executive Secretary. Since its inception, TNP2K-PT has functioned as a leading policy think tank, delivering evidence-based policy advice and strengthening coordination across GoI ministries and agencies.

Within TNP2K-PT, various specialised units, including Advocacy and Partnerships, Communication and Knowledge Management, Monitoring and Evaluation, and Research, Development, and Data Management, collaborate to support the government in its poverty reduction agenda. Each working group plays a key role in supporting the Executive Secretary by formulating and overseeing policies aimed at accelerating poverty reduction. They are also responsible for controlling, monitoring, and evaluating the implementation of poverty reduction programmes, ensuring alignment with the mandates and responsibilities of GoI ministries and agencies.

In February 2023, after 12 years' operating under the Vice President's Office, TNP2K-PT's host institution moved to the Kemenko PMK

¹ TNP2K. (u.d). Office Of The Secretary. Retrieved from: <https://www.tnp2k.go.id/about/office-of-the-secretary>

(Coordinating Ministry of Human Development and Culture or Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan). This transition was formalised through a Subsidiary Arrangement signed on 20 February 2023, and the shift reflects ongoing efforts to enhance coordination and policy integration in the context of Indonesia's poverty reduction agenda.²

3. OVERVIEW OF THE PPKE INITIATIVE

During the COVID-19 pandemic, Indonesia witnessed an economic slowdown and an increase in vulnerability and deprivation. According to the World Bank, the COVID-19 pandemic exacerbated the country's monetary poverty levels to 10.2 per cent in 2020.³ As the country emerged from the crisis in 2021, the Central Statistics Agency (Badan Pusat Statistik or BPS) estimated the extreme poverty rate⁴ at 4 per cent (an increase from 3.85 per cent in 2020), affecting about 10.86 million Indonesians.⁵ The visibly concerning socio-economic impact of COVID-19 further invigorated the Indonesian government's pre-existing vision (deprioritised due to the pandemic) to eliminate extreme poverty, culminating in the launch of the PPKE initiative by President Joko Widodo in 2021.

In line with the goal of achieving a sovereign, advanced, fair and prosperous Golden Indonesia Vision by 2045, the government launched the PPKE initiative with the ambitious target of eradicating extreme

poverty by the end of President Jokowi's final term in October 2024. This commitment was also reflected in the 2020-2024 National Medium Term Development Plan (Rencana Pembangunan Jangka Menengah National or RPJMN) and the 2020-2024 Government Work Plan (RKP) to ensure adequate government financing and ministerial coordination on this programme. The programme defined the "extreme poor" as those living on less than USD 1.9 Purchasing Power Parity (PPP) per day, aligning with the international poverty line developed by the World Bank in 2017.

The poverty line used to define the "extreme poor" in the PPKE program is lower than Indonesia's national poverty line, which is calculated by BPS in 2023 at Rp 550,458 per month per capita.⁶ This figure is equivalent to approximately US\$2.50 per day in PPP terms, higher than the international poverty line of US\$1.90 PPP set by the World Bank.⁷ President Joko Widodo issued the INPRES No 4/2022 on Accelerating the Elimination of Extreme Poverty in June 2022. The INPRES mandated 22 Ministers, 6 Heads of Non-Ministerial Institutions, and all regional governments including Governors and Regents/Mayors, to take the necessary strategic steps in accordance with their respective duties, functions, and authorities to implement the INPRES until the end of its validity period on December 31, 2024. The instruction also assigned the Vice President as Chair of TNP2K to coordinate the implementation of the PPKE initiative.

² PROAKTIF Annual Report. (2023). Unpublished.

³ World Bank. (2023). *Country Indonesia Overview*. Retrieved from [Indonesia Overview: Development news, research, data | World Bank](#)

⁴ Extreme poverty rate has been calculated by following the World Bank's definition of purchasing power parity (PPP) below USD 1.9 per day.

⁵ TNP2K. (2022). *Policy Summary: Determination of Priority Areas for Extreme Poverty 2021-2024*. Unpublished.

⁶ BADAN PUSAT STATISTIK (BPS). (2023). *Indonesia Poverty Profile in March 2023*. Retrieved from: <https://www.bps.go.id/en/pressrelease/2023/07/17/2016/indonesia-poverty-profile-in-march-2023.html>

⁷ TNP2K. (u.d). *Policy Brief: Poverty Rate Measurement: International vs National Standards*. Retrieved from: <https://www.tnp2k.go.id/download/52394PB%20Pengukuran%20KemiskinanENGf.pdf>

The policy document of the PPKE initiative was determined by both elected executive leaders and bureaucrats from the State Civil Apparatus with the support of technocratic expertise provided by the TNP2K-PT. The budget for the programme is derived from government sources (APBN or the state budget, APBD or the regional budget, APBDes or the village budget) and non-government funding, including CSR, community contributions (charity, philanthropy, zakat), and multi-donor funding for social impact initiatives.

While no new programmes were developed under the initiative, the government identified three fundamental approaches to promote programme convergence and improve targeting accuracy for more effective, steady and steep extreme poverty reduction during the programme period. These measures aimed to direct and integrate efforts across all government levels, from national ministries to villages, ensuring coordinated policy formulation and programme delivery for accelerating extreme poverty elimination. The three identified approach is as follows:

- **Priority areas for extreme poverty elimination (2021):** This initiative identifies geographical regions exhibiting high levels of extreme poverty, allowing for focused and tailored interventions where they are most needed.
- **Targeting data for the acceleration of the elimination of extreme poverty (P3KE Data):** This data-driven approach utilises detailed information on the socio-economic characteristics of families to enhance targeting accuracy. By analysing specific vulnerabilities, the

government can better allocate resources to those most in need.

- **General guidelines for programme implementation:** These guidelines provide a framework for various ministries, institutions, and local governments to coordinate and integrate their efforts effectively to implement PPKE. With support from the TNP2K-PT and various national and subnational government stakeholders, PPKE was rolled out in a phased manner to enable evidence-based scale up of the programme:

Phase I (2021): The first phase of the PPKE rolled out until the end of 2021, concentrating efforts on seven priority provinces identified as having high levels of extreme poverty. These provinces include West Java, Central Java, East Java, East Nusa Tenggara, Maluku, Papua, and West Papua. Each of these provinces showcases unique socio-economic dynamics that require tailored approaches for effective tackling extreme poverty. Within these provinces, five districts or municipalities were carefully selected, resulting in a total of 35 priority areas during Phase 1. This selection process encompassed about 20 per cent of the extreme poor population, representing an estimated 2.1 million people nationally. By focusing on these specific areas, the government aimed to deploy resources and interventions that could efficiently reach the most affected individuals and communities.

Phase II (2022): Building on the groundwork laid in Phase I, the Government of Indonesia (GoI) (all relevant ministries) under the instruction of the President Joko Widodo rolled out the second phase of the PPKE initiative in 2022. During this phase, the programme's outreach significantly expanded, aiming to cover approximately 75

per cent of the extreme poor population nationwide. The outcomes and insights gained from the initial phase as well as comprehensive discussions during the plenary meeting of the TNP2K on August 25, 2021 influenced the decision to broaden the scope.⁸ The expanded efforts in this phase sought to ensure that even more vulnerable populations in previously overlooked areas received the necessary support and resources to mitigate extreme poverty effectively.

Phase III (2023-2024): The final phase of the PPKE aimed to implement a nationwide convergence model for extreme poverty reduction, targeting all 514 districts and cities across Indonesia. This ambitious phase represented the most extensive and inclusive effort in the initiative's timeline, reflecting the

government's intention to leave no region behind in its fight against extreme poverty. The overarching goal of this ongoing phase is to integrate various programs and policies aimed at poverty alleviation, ensuring that all districts are equipped with the resources and frameworks needed to support their populations effectively.

Notably, following a subsidiary arrangement signed in February 2023, the Gol changed TNP2K-PT's host institution to Kemenko PMK, replacing its previous host- the Vice President's Office.⁹ With respect to the PPKE initiative, this change resulted in the TNP2K-PT intensifying its engagement with Kemenko PMK on the poverty targeting, coordination and integrated monitoring and evaluation of the programme.

Box 1: Global Comparisons: How PPKE Aligns with Innovative Poverty Reduction Strategies

Global Comparisons: How the PPKE Initiative Aligns with Innovative Poverty Reduction Strategies

The PPKE initiative presents an innovative approach to tackling and eliminating extreme poverty, aligning with global best practices while being tailored to Indonesia's unique socio-economic context. With the SDGs prioritising the eradication of extreme poverty, countries worldwide have adopted diverse strategies. In Asia, for instance, governments tend to adopt three primary approaches:¹⁰ (i) expanding access to economic opportunities, (ii) promoting resilience through social protection systems, and (iii) empowering communities by enhancing governance. Globally, there has been a strong focus on promoting microfinance institutions, improving marketing systems to enhance the productive capacity of the poor, and implementing robust social protection measures to increase resilience and reduce vulnerabilities.¹¹

In this global context, the PPKE initiative is both innovative and in line with successful strategies from other countries. By prioritising interventions that are highly relevant to

⁸ TNP2K. (2022). *Policy Summary: Determination of Priority Areas for Extreme Poverty 2021-2024*. Unpublished.

⁹ PROAKTIF Indonesia. (2024). *Annual Report January-December 2023*. Unpublished.

¹⁰ ADB. (2019). *EFFECTIVE APPROACHES TO POVERTY REDUCTION*. Retrieved from:

<https://www.adb.org/sites/default/files/publication/540611/approaches-poverty-reduction-cases-ADB.pdf>

¹¹ Ayoo C (2022) Poverty Reduction Strategies in Developing Countries. Rural Development - Education, Sustainability, Multifunctionality. IntechOpen. Retrieved from: <http://dx.doi.org/10.5772/intechopen.101472>.

Indonesia's existing systems, it builds on the nation's long-standing investment in social protection. Pillar 1 of the PPKE, which focuses on strengthening social assistance, mirrors global best practices by enhancing the efficiency and reach of the social protection system—a critical tool for building resilience among the poorest households. This focus aligns with approaches in countries like Brazil and Mexico, where social protection systems such as Bolsa Familia and Prospera have been critical in reducing extreme poverty and promoting income stability.^{12 13}

Additionally, PPKE's focus on infrastructure development and income generation, captured in Pillars 2 and 3, aligns with successful initiatives worldwide. Countries such as China and Vietnam have effectively combined public infrastructure projects with income-generating activities, leading to significant reductions in extreme poverty.¹⁴ By improving public infrastructure in Indonesia's rural and underserved areas and promoting economic empowerment through micro- and small-enterprise support, PPKE addresses structural barriers to eliminating extreme poverty, following global practices that emphasise the importance of both economic inclusion and social safety nets. The PPKE initiative is innovative because it not only adapts successful global strategies—such as resilience building and infrastructure development—but also tailors these approaches to Indonesia's existing systems and needs.

4. PURPOSE, OBJECTIVES AND SCOPE OF THE STUDY

4.1. Purpose

The study aims to capture the TNP2K-PT's contribution to Gol's poverty reduction policies and programmes, particularly in the design and implementation of the PPKE supporting INPRES No. 4/2022 concerning the Acceleration of Extreme Poverty Reduction in Indonesia.¹⁵ The purpose of this study is to provide stakeholders with independent evidence of the contribution of the TNP2K-PT to the development and implementation of Gol poverty reduction policies and programmes, particularly the

PPKE. This evidence aims to feed into results against PROAKTIF's performance assessment framework for the TNP2K-PT.

4.2. Objectives

The specific objectives of this study are to:

- Provide quality outcome-focused data and analysis, which tests programme assumptions and demonstrates the contributions of the TNP2K-PT to the Government of Indonesia's policy and programme development and reforms, particularly PPKE.

¹² Paiva L., Cotta T., and Barrientos A., (2019). Brazil's Bolsa Familia Programme. Retrieved from: <https://academic.oup.com/book/42635/chapter/358101315>

¹³ Global Alliance against Hunger and Poverty Policy Basket. (u.d). Mexico: Progres/Oportunidades/Prospera. Retrieved from: https://globalalliance.socialprotection.org/index.php/Mexico:_Progres/Oportunidades/Prospera

¹⁴ World Bank. (2022). Four Decades of Poverty Reduction in China: Drivers, Insights for the World, and the Way Ahead. Retrieved from: <https://openknowledge.worldbank.org/server/api/core/bitstreams/e9a5bc3c-718d-57d8-9558-ce325407f737/content>

¹⁵ TNP2K. (u.d). TNP2K Poverty Reduction Policy Support Think Tank. Retrieved from: https://www.tnp2k.go.id/download/82817Final_Leaflet%20TNP2K%20Poverty%20Reduction%20Policy%20Support%20Think%20Tank.pdf

- Identify barriers, challenges, and intended and unintended outcomes of the contributions of the TNP2K-PT to PPKE.
- Based on (i) and (ii), identify and document key lessons learned and best practices for the programme, GoA and Gol.

4.3. Scope

Temporal scope: The study's temporal scope is limited to the work undertaken and the results (outputs, outcomes, impact) achieved by the TNP2K-PT on designing and implementing PPKE during Menuju Masyarakat Indonesia Yang Kokoh dan Sejahtera (MAHKOTA) facility, which was later transitioned to PROAKTIF in 2023. The scope of the study was outlined after consultation with the TNP2K-PT and PROAKTIF stakeholders during the inception meetings.

Thematic scope: The evaluation explores the specific activities undertaken by the TNP2K-PT in supporting the PPKE. The thematic exploration will include the contribution of the TNP2K-PT towards the three pillars of the PPKE initiative:

- Pillar 1: Reducing expenses of the extreme poor households, especially the Gender Equity, Disability, and Social Inclusion (GEDSI) groups (through social assistance and social insurance),
- Pillar 2: Increasing income through economic empowerment of poor households (by strengthening small and medium enterprises, improving access to jobs and easier access for small business credit), and
- Pillar 3: Minimising the number of areas with poverty by the

development of basic facilities (both infrastructure & non-infrastructures including water, sanitation and housing) and opening inter-region connectivity

Contributions to these pillars are expected to align with the following three categories of tasks for delivering TNP2K-PT's broader mandate from Gol:

- Develop poverty reduction policies and programmes
- Synergise poverty reduction programmes among ministries / agencies through synchronisation, harmonisation and integration
- Supervise and control the implementation of poverty reduction programmes and activities

5. EVALUATION QUESTIONS

The project's objective is to examine the TNP2K-PT's contribution to, and impact on, the Government of Indonesia's poverty reduction policies and programmes through a detailed case study on PPKE. The evaluation team outlined relevant research and evaluation questions to be addressed in the project. These include:

- How effective was TNP2K-PT's contribution to reforming and improving poverty alleviation programmes in Indonesia?
- **Policies and programmes:** To what extent and how has TNP2K-PT contributed to improved coverage and inclusion in Indonesia's social protection policies and regulations (policy)?
- **Policy and programme implementation:** To what extent and how has TNP2K-PT contributed to

increased access and equity in Indonesia's social protection system?

- **Policy and programme integration:** To what extent, and how, has TNP2K-PT contributed to increased collaboration and integration of Gol social protection [and other] policies and programmes?

6. DATA COLLECTION METHODOLOGY

In line with the approaches finalised in the implementation plan during the inception phase, the evaluation team adopted a system of data collection and analysis methods, including desk research and key informant interviews conducted in-person and remotely, as the core set of methods.

6.1. Structured desk research

As part of secondary research, the EPRI evaluation team undertook a comprehensive, structured review of relevant documents on TNP2K-PT's work supporting the Gol in its efforts to eliminate extreme poverty, particularly through the PPKE initiative. This review explored the country's social protection programming and policies relevant to PPKE alongside the broader context within which these programmes and policies operate.

The desk review also included all available documentation, in English and Bahasa, outlining the government's developmental approach and strategies for extreme poverty reduction, along with documentation produced by the TNP2K-PT highlighting its contribution to the design and implementation of PPKE.

Additionally, the process incorporated strategic documents, impact assessment reports, academic papers, and other relevant

materials to gain a comprehensive understanding of TNP2K-PT's commitments and activities that was further explored through key informant interviews (KIIs).

The evaluation team's national consultant supported the team in the interpretation and comprehension of documents only available in Bahasa.

6.2. Key informant interviews

The EPRI evaluation team organised sixteen KIIs with thirty-one stakeholders of interest to identify evidence of the contribution of the TNP2K-PT to the development and implementation of PPKE. The EPRI evaluation team employed a purposive sampling approach to select participants for KIIs. Key informants were selected based on their knowledge of and experience with the design and implementation of PPKE or based on their expertise in providing policy advice on social protection and poverty reduction in Indonesia.

The interviews were semi-structured in nature, relying on a key informant protocol adapted for each informant group: government stakeholders and non-government stakeholders. A draft of the KII protocols utilised for interviews with government and non-government stakeholders of the project are available in Annex 1. EPRI evaluation team organised in-person and virtual KIIs, in Bahasa and English, with (1) TNP2K-PT staff, (2) PROAKTIF staff, (3) DFAT staff, (4) national and regional government staff working on poverty reduction efforts and particularly on PPKE, and (5) NGOs (6) Academia and research institute. A list of stakeholders interviewed during primary data collection are outlined in [Annex 2](#).

7. DATA ANALYSIS METHODOLOGY

To effectively address the evaluation questions, test indicators, and produce a case study on the contribution of TNP2K-PT's in supporting the government's efforts to eliminate extreme poverty, the EPRI team employed both process tracing and contribution analysis methodologies during the data analysis phase.

Process tracing is a rigorous method that systematically examines evidence in relation to evaluation questions and the ToC or hypothesis being tested. This approach provides in-depth, outcome-focused data, testing the specific outcomes of TNP2K-PT's work and demonstrating how the Policy Team contributed to the Gol's policies and poverty-reduction programmes. Process tracing entails a detailed analysis of a single case, investigating the expected outcomes, the hypothesised causes (often interventions), and the sequence of events that connect the cause to the effect. This methodology is particularly effective in assessing the contribution of TNP2K-PT's to the design and implementation of the PPKE initiative by uncovering the specific processes that led to the observed intermediate and long-term outcomes.

The approach involved five critical steps:

1. Development of a detailed causal mechanism: Establishing a comprehensive ToC or logical framework that does not skip any logical steps.
2. Operationalising the mechanism: Gathering diverse forms of evidence, such as qualitative data (e.g., interviews), trace evidence (evidence of specific events), statistical patterns, and sequential evidence to confirm that certain events occurred in the

expected order, aligned with the ToC.

3. Collection of qualitative data: Using various methods to gather empirical material to analyse the hypothesised causal mechanism.
4. Assessing the weight of evidence: Categorising evidence based on its certainty and uniqueness, verifying through triangulation and other validation methods.
5. Drawing conclusions: Establishing the degree of confidence in the hypothesised causal link based on the strength of the collected evidence and the tests applied.

Contribution analysis was also employed as a complementary approach, particularly useful for evaluating causal questions and understanding how the programme contributed to observed outcomes. While it does not provide definitive proof, contribution analysis builds a reasoned argument, supported by evidence, that an intervention made a significant contribution to the outcomes. This method helps to reduce uncertainty by clarifying the role of TNP2K-PT, along with other internal and external factors that may have influenced the results. It follows a five-step process, closely resembling process tracing, but with a simpler framework for assessing the inferential weight of evidence at each link in the causal chain.

Instead of a strict binary classification (strong or weak), evidence is evaluated along a continuum based on its strength—ranging from strong (solid evidence, sound logic, or broad acceptance) to weak (limited evidence, weak logic, or little agreement among

stakeholders). This allows for a more nuanced assessment that better captures the varying degrees of inferential weight in the causal chain. Together, process tracing and contribution analysis provided a robust framework for the evaluation team, combining qualitative data with logical reasoning to build a coherent narrative of how TNP2K-PT's activities influenced and supported extreme poverty reduction efforts. These methods enabled the evaluation team to gather rich insights and assess TNP2K-PT's contribution with greater confidence.

Through these complementary approaches, the team could assess both the direct effects of TNP2K-PT's actions and the broader systemic impacts on the government's overall poverty-reduction strategy, providing a comprehensive understanding of TNP2K-PT's role in supporting the government to achieve the goal of eliminating extreme poverty.

8. LIMITATIONS OF THE STUDY

While the evaluation team successfully completed the data collection process, a few limitations were encountered that impacted the depth of analysis. Notably, there was a lack of availability of specific documents needed to validate particular results, such as reports on exclusion and inclusion errors within the P3KE database.

These challenges introduced complexities that required additional time and careful navigation to ensure the accuracy and integrity of the findings. Although the team was able to review a range of documentation and access credible key informants with extensive knowledge of the underlying data, the absence of some confidential documents and detailed technical reports constrained the ability to critically evaluate the

methodologies and empirical results related to extreme poverty measurement. Additionally, the evaluation team was not able to conduct KIIs with MoSA due to the unavailability of key informants.

Despite these constraints, the evaluation team has provided high-level conclusions supported by summary progress reports provided by TNP2K-PT and PROAKTIF and corroborated by key informants. However, the evaluation was limited in its ability to probe the technical findings and methodologies without the benefit of the detailed technical reports.

9. KEY ACHIEVEMENTS BY TNP2K-PT CONTRIBUTING TO PPKE IMPLEMENTATION

The goal of eliminating extreme poverty in Indonesia by 2024—six years ahead of the SDG target of 2030—was an ambitious undertaking. Two months prior to the termination of INPRES No.4/2022, there was a general consensus among key government informants that Indonesia had been successful in almost eliminating extreme poverty, with the extreme poverty rate nearing zero.

This consensus highlights a successful achievement which was made possible through the concerted efforts of various stakeholders at both national and regional levels, but particularly through the key role played by TNP2K-PT. As the agency responsible for implementing the President's agenda of eliminating extreme poverty through the PPKE initiative, TNP2K-PT's role in Indonesia's achievement of a near-zero extreme poverty rate highlights the effectiveness and impact of their dedicated and sustained efforts in tackling the issue.

One of TNP2K-PT's significant contributions has been in **strengthening the narrative of extreme poverty and increasing political will to tackle and eliminate extreme poverty**. This was accomplished by streamlining and standardising the definition and understanding of extreme poverty, transitioning from varied terms such as "chronic poverty" to a unified and clear concept. This standardisation has enhanced the focus of poverty reduction strategies, contributing to the significant progress in reducing extreme poverty levels.

The standardisation of the definition was further reinforced through INPRES No. 4/2022, which TNP2K-PT played a key role in drafting and outlining priority areas for tackling extreme poverty. This standardisation was further supported by TNP2K-PT's extensive awareness-building and socialisation activities, which effectively streamlined and aligned national and regional efforts to tackle extreme poverty.

TNP2K-PT's efforts have also resulted in the **development of a comprehensive and robust poverty database** that supports in reducing exclusion errors and ensuring that programmes target the most vulnerable households. The P3KE database classifies households based on economic deciles, enabling improved targeting of programmes towards those living in extreme poverty.

To encourage the adoption and effective use of the P3KE data, TNP2K-PT supported the Ministry of Finance (MoF) in designing and implementing fiscal incentives for regional and local governments. This strategic initiative has resulted in 97 per cent of districts and cities accessing the data to strengthen delivery and impact of

programmes targeted towards extreme poverty reduction. However, it is important to note that there is limited evidence on the usage of the P3KE database in implementing the programme.

10. EX-POST THEORY OF CHANGE

A ToC explains how the activities undertaken by the TNP2K-PT are understood to contribute to a chain of results that will produce the intended outcomes and impacts, ultimately eliminating extreme poverty according to the measure of \$1.90pp per day in Indonesia. During the inception phase, the evaluation team undertook a comprehensive desk review of available documents and developed an initial ToC. The initial ToC was presented and explained in detail in the implementation plan submitted during the inception phase.

One of the aims of the consequent data collection and analysis phase was to review and validate this initial ToC against primary input received from diverse stakeholders and information gathered from newly received documents. The EPRI evaluation team has developed an ex-post ToC for this evaluative case study by reconstructing the logical pathway of how the inputs (TNP2K-PT's research, advocacy, policy, implementation and coordination support to the Government of Indonesia) **actually** led to observed outcomes of the PPKE initiative.

This reconstruction has been undertaken to improve stakeholders' understanding of how the planned change actually occurred (versus the initial ToC that defines change pathways towards a goal based on assumptions), reveal unintended consequences, and highlight successful strategies towards

achieving the overall goal. An Ex-post ToC is provided below.¹⁶

Based on government and non-government stakeholder feedback during the key informant interviews, the EPRI evaluation team identified two new intermediate outcomes and one long term outcome that the TNP2K-PT contributed towards in achieving the overall goal of eliminating extreme poverty by 2024. After triangulating stakeholder feedback with PPKE-related

documents, the EPRI evaluation team added the following two intermediate outcomes— (i) strengthening of poverty databases and process updates to reduce exclusion errors of programmes under PPKE) and (ii) prioritisation of the PPKE initiative at the national and regional level and one long-term outcome—(i) increased awareness and prioritisation of elimination of extreme poverty in the new ToC.

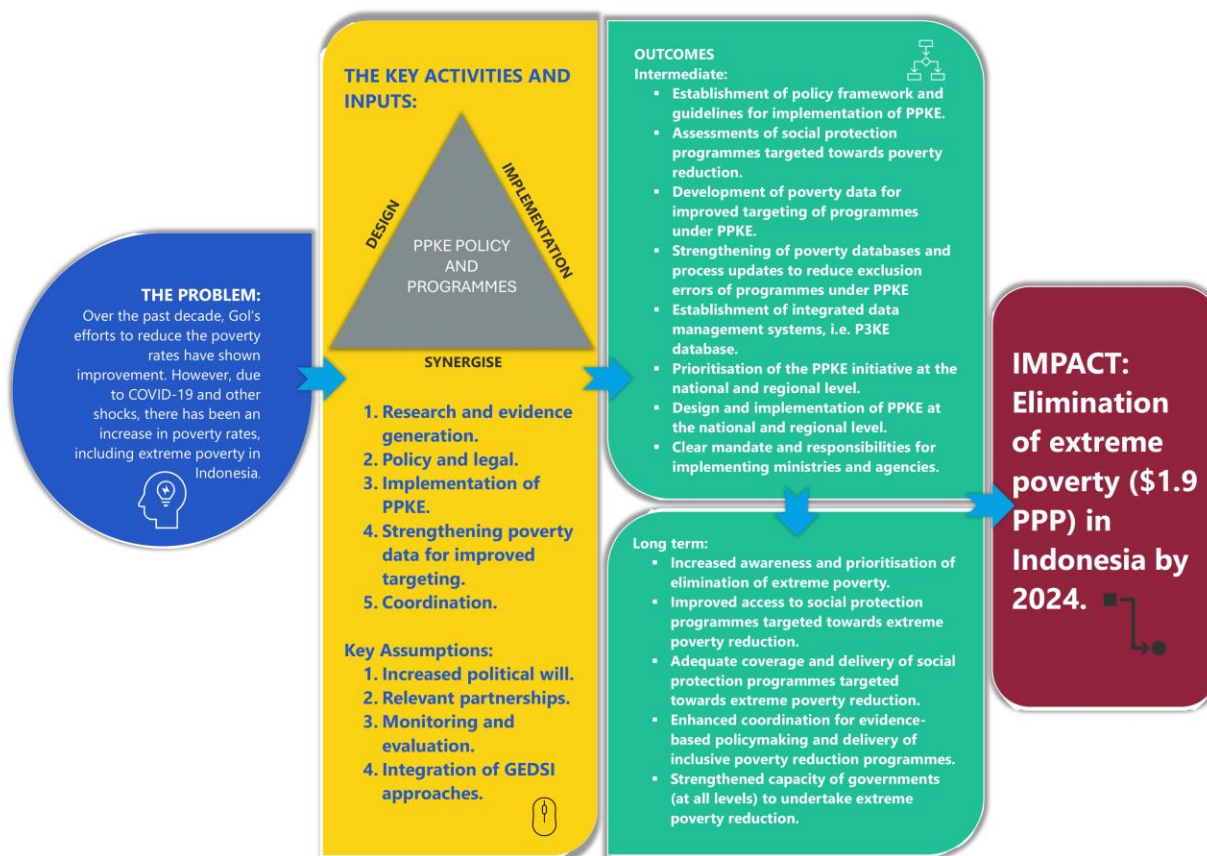


Figure 1: Revised ex-post revised ToC

¹⁶ The EPRI evaluation team conducted a preliminary validation of the revised ToC with TNP2K-PT staff during the draft aide-memoire presentation.

11. EVALUATION FINDINGS AND RECOMMENDATIONS

The evaluation team conducted a comprehensive analysis of the collected data to formulate findings and recommendations, which were organised under three strategic pillars. The identified pillars are essential areas of focus for the TNP2K-PT:

- **Policy and legal frameworks** encompass a range of legislative instruments that provide the legal and political foundation necessary for the successful implementation of the PPKE. This includes *Presidential Instructions*, decrees, ministerial regulations, and orders passed by regional governments, all of which collectively ensure that the programme is backed by robust legal mandates and aligns with broader national and regional governmental strategies.
- **Coordination and partnerships** includes collaboration efforts led and facilitated by TNP2K-PT at both national and regional levels to

support the implementation of PPKE. This pillar emphasises the importance of building and sustaining partnerships with a diverse set of stakeholders, including governmental agencies, non-governmental organisations, and regional authorities. These partnerships are critical to enhancing the effectiveness and reach of the PPKE, ensuring that all relevant actors are aligned and contributing towards the common goal of reducing extreme poverty.

The **database for improved poverty targeting** is crucial for enhancing the impact and effectiveness of programmes under PPKE and ensuring it reaches the most vulnerable households. By supporting the development and timely updating of a comprehensive poverty database, the TNP2K-PT can ensure that resources are directed towards the most vulnerable populations, thereby maximising the impact of the PPKE initiative's underlying programmes.

11.1. Policy and legal frameworks

I.O 1.2: TNP2K contributes to improved access and equity in the implementation of social protection programs

Finding 1.1

Technical support provided in strengthening policy and legal frameworks related to PPKE: TNP2K-PT's technical support to the Offices of the President and Vice President was key in developing INPRES No. 4/2022, the framework providing legal backing to the PPKE. This support resulted in the development of ministerial regulations and guidelines that clarified the roles of key ministries in implementing INPRES No. 4/2022.

Termination of INPRES No. 4 of 2022: Legal backing for PPKE ends in 2024, coinciding with a new government. Potential political economy factors could impact the prioritisation of extreme poverty reduction activities.

A broader look at poverty: Despite reductions in extreme poverty rates overall, broader poverty rates have not seen a similar decline. If Gol adopts the higher benchmark for poverty rate as recommended by the World Bank there is a possibility that more people may fall under extreme poverty. This underscores the need for TNP2K-PT to adopt a comprehensive approach to poverty reduction, addressing both extreme and broader poverty to ensure more inclusive and lasting outcomes.

Policy and legal framework provide the necessary legitimate and political backing to initiatives like the PPKE. These frameworks are instrumental in identifying and outlining the improvements needed in existing structures, functions, databases, and the overall operations of ministries to achieve the goal of eliminating extreme poverty. Additionally, they play a crucial role in developing and harnessing the capacity of stakeholders who are actively engaged in addressing this issue, ensuring a coordinated and effective approach to poverty reduction. INPRES No.4/2022 serves as a critical legislative regulation, clearly defining the mandate and responsibilities of relevant ministries and stakeholders in the national effort to eliminate extreme poverty. This INPRES effectively articulated three core pillars designed to achieve this goal.¹⁷ These strategies provide a comprehensive and targeted approach, ensuring that all relevant stakeholders are aligned and focused on the most effective ways to eliminate extreme poverty across the country.

To strengthen the formulation and implementation of INPRES No. 4/2022, the TNP2K-PT provided critical support to the Offices of the President and Vice President. This support included conducting in-depth research, offering technical advice, and organising knowledge-sharing events. These efforts were aimed at raising awareness, enhancing the understanding of key national ministries, and ensuring the effective implementation of the programme to accelerate the elimination of extreme poverty.

The technical advice and support provided by TNP2K-PT was instrumental in the publication of additional ministerial regulations and guidelines for the PPKE initiative, including clarifying the roles of key ministries in its implementation.¹⁸ The technical assistance provided was also crucial in the preparation of general guidelines and regulations, particularly concerning the use of P3KE data and the overall implementation of programmes aimed at eliminating extreme poverty. For example, TNP2K-PT provided

¹⁷ TNP2K. (2022). Presidential Instruction of the Republic of Indonesia Number 4 of 2022 concerning the Acceleration of the Elimination of Extreme Poverty. Retrieved from: <https://www.tnp2k.go.id/acceleration-policies/presidential-instruction-of-the-republic-of-indonesia-number-4-of-2022-concerning-the-acceleration-of-the-elimination-of-extreme-poverty>

¹⁸ Antara News. (2022). Delving into Presidential instruction on extreme poverty eradication. Retrieved from: <https://en.antaranews.com/news/235365/delving-into-presidential-instruction-on-extreme-poverty-eradication>

high-level support to Kemenko PMK in the development of Ministerial Decree No. 30/2022, which governs data usage for the initiative, and Ministerial Decree No. 32/2022, which establishes general guidelines for programme implementation. The issuance of these regulations underscored the need for all relevant stakeholders to collaborate closely, ensuring that the programme's implementation, both at the central and regional levels, is converged, synchronised, and focused on eliminating extreme poverty.¹⁹

To enhance knowledge and awareness of INPRES No. 4/2022 and the President's agenda for eliminating extreme poverty, TNP2K-PT organised a knowledge-sharing session titled "Overseeing the Acceleration of the Extreme Poverty Elimination Programme 2024" on October 19th, 2022, bringing together 28 public relations representatives from various institutions and ministries, as well as journalists from several mass media outlets. This event was a key initiative to disseminate crucial information about the government's agenda aimed at accelerating the elimination of extreme poverty, ensuring that the message reached a broad and influential audience.²⁰

INPRES No. 4/2022 was instrumental in providing the legal legitimacy and framework necessary for the successful implementation of the PPKE initiative and enhancing the focus on extreme poverty. By establishing a robust legal backing, the INPRES ensured that all stakeholders were effectively mobilised and aligned in their efforts to eliminate extreme poverty. This

directive was crucial in fostering collaboration among various governmental and non-governmental stakeholders, facilitating a unified approach to tackling the issue. However, INPRES No. 4/2022 is set to terminate in 2024. This coincides with the arrival of a new government, including a new president and vice president. The expiry of the legal backing and the transition to a new government introduces potential political economy factors and uncertainties regarding the future focus and resources allocated to the PPKE initiative and the agenda of extreme poverty.

Additionally, while INPRES No. 4/2022 effectively provided the necessary legitimacy to the initiative focused on eliminating extreme poverty, it has not been able to provide the necessary attention to the broader poverty reduction agenda. While there has been significant progress in reducing extreme poverty rates in the country, broader poverty rates have not reduced at the same pace.²¹ With the recent revision of the World Bank's poverty line, more individuals may now fall into the extreme poverty category.²²

Given the substantial progress made by the PPKE initiative towards eliminating extreme poverty, it is now imperative to shift focus to a comprehensive long-term strategy towards poverty reduction. This strategy offers the opportunity to not only eliminate the remaining pockets of extreme poverty but also to address broader developmental challenges, ensure sustainable outcomes, and provide support to vulnerable

¹⁹ DT Global. (2023). MAHAKOTA Investment Completion Report.

²⁰ Hidayat, R., & Dariyanto, E. (2023). The Role of Public Policy Communication in Poverty Alleviation. Retrieved from: <https://journalssr.com/index.php/ssr/article/view/38>

²¹ Insights from key informant.

²² The PPKE initiative was based on the 2019 World Bank Poverty Line of USD 1.9 PPP and the World Bank revised the International Poverty Line to USD 2.15 PPP in 2022.

households to maintain stability and prevent a relapse into poverty.

Such a strategy requires the development of comprehensive and robust mechanisms, including the formulation and implementation of new policy and legal frameworks focused on tackling poverty. These frameworks require designs that advance ongoing poverty reduction efforts

and enhance their effectiveness. Specifically, the creation of new policy and legal frameworks can address emerging challenges and opportunities in poverty reduction by incorporating evidence-based strategies that reflect current socio-economic conditions and align with global standards and poverty benchmarks to ensure consistency and relevance.

Recommendation 1.1

TNP2K-PT will reap dividends by strengthening the evidence base supporting the formulation of the new poverty reduction policy framework:

- Continue advocating for either a new poverty reduction policy framework and strategy or the extension and revision of INPRES No. 4/2022 beyond 2024. This advocacy should be directed within the Offices of the President and Vice President, ensuring alignment with the updated World Bank poverty line estimate.
- Aim to secure political commitment and resources to sustain efforts in extreme poverty reduction and broader poverty reduction.

It is recommended that TNP2K-PT strengthen the evidence base supporting the formulation of the new poverty reduction policy framework:

- Strengthen collaboration among policy, research and advocacy units to generate and publicise robust evidence of PPKE's impact.
- Highlight achievements and long-term outcomes to support informed decision-making and maintain public and governmental backing for poverty reduction initiatives.

I.O 1.3 Improved collaboration and integration of GoI social protection, human development, and economic empowerment policies and programs

Finding 1.2

RPKD aligned with PPKE: TNP2K-PT played a significant role in supporting and guiding the development of the Regional Poverty Reduction Plan Document (RPKD), in collaboration with TKPK and regional governments under the Decree of the Minister of Home Affairs No. 53 of 2020. Their efforts helped shape the RPKD and align it with the PPKE initiative supporting in its implementation.

Greater emphasis on Pillar 1: The RPKD places greater prioritisation on Pillar 1 of the PPKE compared to the other two pillars—economic empowerment and infrastructure development.

Need for balanced integration: To achieve comprehensive poverty reduction, there is a need for additional support and capacity building to ensure that all three pillars are fully integrated and prioritised within national and regional strategies.

To achieve the goal of eliminating extreme poverty, the legal frameworks, including INPRES No. 4/2022, emphasised the critical importance of enhancing collaboration and alignment between national and regional strategies. Regional governments rely on the Regional Poverty Reduction Plan Document (RPKD), a five-year strategy, that serves as a guide for translating the national poverty reduction strategy into the local context of each region. The RPKD is instrumental in improving the synergy and effectiveness of poverty reduction programmes implemented within the region/province/city.²³ Therefore, ensuring that the RPKD aligns with the goals and strategies outlined for the PPKE in INPRES No. 4/2022 and other relevant legal documents is essential. This alignment contributes towards ensuring that local efforts are effectively coordinated with national objectives, thereby maximising the impact of poverty reduction initiatives across all levels of governance.

To achieve alignment between the RPKD and national poverty reduction strategies, the TNP2K-PT, with support from the Ministry of Home Affairs (MoHA), played a supportive role in assisting regional and local

governments. TNP2K-PT collaborated closely with TKPK to drive effective planning and coordination at the sub-national level, ensuring that regional efforts were aligned with national objectives. TNP2K-PT provided targeted technical assistance to regional governments, including one-on-one technical meetings to support the preparation of RPKD documents²⁴. Additionally, TNP2K-PT developed comprehensive guidelines for the preparation of five-year RPKDs and Annual Action Plans, as well as for the institutional strengthening of TKPKs.²⁵

In 2021, TNP2K-PT, in collaboration with MoHA, piloted guidelines in four regions—West Lombok, Mamasa, South Sumatra, and Central Sulawesi—to refine and adapt their approach to diverse regional contexts. With financial backing from MoHA, TNP2K-PT organised workshops on RPKD development and hosted extensive online sessions, including a notable event in October 2020 with 800 representatives from across the country.²⁶ To further support these efforts, TNP2K-PT facilitated targeted online capacity-building events aimed at strengthening the capacity of TKPK teams. These sessions focused on the preparation of

²³ SMERU. (u.d). Formulation of the Regional Poverty Reduction Plan (RPKD) for Bogor City. Retrieved from: <https://smeru.or.id/en/research/formulation-regional-poverty-reduction-plan-rpkd-bogor-city>

²⁴ DT Global. (2023). MAHAKOTA Investment Completion Report.

²⁵ Ibid.

²⁶ DT Global. (2023). MAHAKOTA Investment Completion Report.

five-year RPKDs and Regional Action Plans, equipping regional stakeholders with the skills necessary to design and implement poverty reduction strategies aligned with national goals and tailored to local needs.²⁷ This initiative was further supported by regular technical meetings between TNP2K-PT and TKPK teams, fostering continuous guidance and collaboration to enhance the overall effectiveness of poverty reduction efforts at the regional level.²⁸

Although the RPKD is intended to align with national priorities, particularly the three pillars of the PPKE strategy, there is a noticeable imbalance in its implementation. Regional governments disproportionately emphasise programmes under Pillar 1, which focuses on reducing the expenses of extremely poor households through social assistance and social insurance. In contrast, Pillars 2 and 3—focused on increasing income for poor households and reducing the number of poverty pockets through the development of basic facilities—receive significantly less attention.²⁹ There was strong agreement among key informants that both national and regional governments primarily concentrate their efforts on programmes under Pillar 1, while giving significantly less attention to initiatives under Pillars 2 and 3.

Despite the technical guidance and support provided by TNP2K-PT, the imbalance in prioritising the three pillars of the PPKE strategy remains a significant challenge. The disproportionate focus on programmes under Pillar 1, which aims to reduce expenses

for extremely poor households through social assistance, indicates that current efforts fall short of fully integrating Pillars 2 and 3 into both national and regional strategies. This disparity hampers the potential for achieving comprehensive poverty reduction.

To address this imbalance and ensure the sustainability of the PPKE initiatives, it would be beneficial for TNP2K-PT to intensify its focus on fostering stronger partnerships with national ministries responsible for micro- and small-enterprise development, urban infrastructure, and regional economic empowerment. These partnerships are essential for ensuring that programmes under Pillars 2 and 3 are fully embedded within national and regional strategies. TNP2K-PT can play a crucial role in facilitating collaboration between national ministries and regional governments, providing technical advisory services to prioritise activities that will increase income and build infrastructure, particularly in urban poverty pockets.

In addition to enhancing collaboration, it is critical to strengthen the capacity of both national and regional stakeholders, including TKPK, to support a more balanced implementation of all three pillars. This involves not only expanding technical assistance but also delivering targeted training, providing necessary resources, and ensuring strategic oversight. By equipping stakeholders with the skills and tools needed to design and implement initiatives across all pillars, TNP2K-PT can help create a more

²⁷ BAPPEDA. (2020). Strengthening the Poverty Reduction Coordination Team (TKPK). Retrieved from: <https://bappeda.kulonprogo.go.id/detil/572/penguatan-tim-koordinasi-penanggulangan-kemiskinan-tkpk>

²⁸ BPS. (2022). Narasumber dalam acara Rapat Kemiskinan Ekstrem Provinsi Bali 2022.

<https://bali.bps.go.id/id/news/2022/09/08/185/narasumber-dalam-acara-rapat-kemiskinan-ekstrem-provinsi-bali-2022.html>

²⁹ Iskander. (2023). Cross-Sector Collaboration North Kalimantan's Poverty Alleviation Program. Retrieved from: <https://knepublishing.com/index.php/KnE-Social/article/view/14140/22695>

holistic and sustained approach to poverty reduction.

Furthermore, it is recommended that TNP2K-PT develop a comprehensive monitoring and evaluation framework that regularly assesses the progress of all three pillars. This would enable real-time adjustments and ensure

that the national and regional frameworks remain aligned with the overarching goal of eliminating extreme poverty. Such a balanced and integrated approach is crucial for ensuring that income generation and infrastructure development are prioritised alongside social assistance, thereby driving long-term, sustainable poverty reduction.

Recommendation 1.2

To ensure sustainability of poverty reduction activities, it is recommended that TNP2K-PT works with national and regional ministries and stakeholders to prioritise:

- Collaborate with key national ministries, including those focused on micro- and small-enterprise development, and infrastructure ministries, to ensure comprehensive focus across all three pillars of the PPKE strategy.
- Provide targeted training, resources, and technical assistance to both national and regional stakeholders, including TKPK, to strengthen their ability to integrate and prioritise Pillars 2 and 3 (economic empowerment and poverty pocket reduction).
- Develop an ongoing monitoring framework that evaluates the implementation and effectiveness of all three pillars in both national and regional poverty reduction strategies,
- Closely work and collaborate with regional governments to elevate the focus on the other two pillars of the PPKE—economic empowerment of poor households and infrastructure development for poverty alleviation—within the RPKD.
- Support regional governments to establish partnerships with private sector entities, NGOs, and community organisations to leverage resources and expertise for economic empowerment and infrastructure development.

11.2. Database for Improved Poverty Targeting

I.O 1.2: TNP2K contributes to improved access and equity in the implementation of social protection programs

Finding 2.1

Supported addressing a pressing need: The central feature of the PPKE initiative was to improve the targeting of existing government social assistance, economic empowerment and basic services programmes towards the extreme poor. According to the PROAKTIF 2023 Annual Report,³⁰ TNP2K-PT “majorly contributed” towards the “significant outcome” of developing a new poverty database (P3KE). The database allows for decile ranking of extreme poor households by utilising socio-economic characteristics found in available targeting data. This was particularly important, as the existing databases used for targeting social assistance top-up programme during the PPKE pilot phase 1 showed a low level of detail. A mini Susenas or Social Assistance Programme Effectiveness Survey (SEPBS) conducted upon the directive of the President in December 2021 as part of the monitoring and evaluation for PPKE’s pilot phase reported this finding.³¹

Innovated a low-cost solution to develop a new extreme poverty targeting database using existing family planning data: Upon identifying the need for a better poverty database for the PPKE initiative implementation, the TNP2K-PT strategically supported Kemenko PMK in assessing various existing socio-economic data sources, identifying BKKBN’s PK (BKKBN Yearly Family Update Activity)³² database as comprehensive, verifying its data in 3 districts and developing a new P3KE database of >90 per cent of families nationally without undertaking large scale primary data collection.

The P3KE database addressed a critical need for a more accurate database to effectively address PPKE’s ambitious goal of extreme poverty eradication in four years. Prior to the initiative’s implementation, the DTKS (Integrated Social Welfare Database) being used by the MoSA for social assistance, a primary pillar of the PPKE initiative, reportedly covers only 40 per cent of the Indonesian population with the lowest welfare levels.³³ In addition, the MoSA had also limited the usage of DTKS to internal

ministerial purposes, further strengthening the case for a new database for PPKE initiative.³⁴ To fill this foundational gap in the initiative’s ability to effectively reach the extreme poor, the TNP2K-PT worked with the National Family Planning and Population Agency (Badan Kependudukan dan Keluarga Berencana Nasional: BKKBN) to remodel their data on 71 million families (in total between 2021-2023), applying tools to rank poverty levels and crossmatch with other databases to improve accuracy.

³⁰ PROAKTIF Indonesia. (2024). *Annual Report January- December 2023*. Unpublished.

³¹ TNP2K. (n.d.). *Breaking the shackles of poverty: Report on Accelerating the Elimination of Extreme Poverty 2021-2024*. Unpublished.

³² BKKBN collects PK data by conducting door to door census to collect family data consisted of administrative information of family members and socio-economic data such as housing, education, occupation, and assets. The initial P3KE database used the 2021 PK data. The new P3KE database released in 2023 after a partial update that included newly collected PK data on 3 million additional families in 2022.

³³ TNP2K. (n.d.). *Breaking the shackles of poverty: Report on Accelerating the Elimination of Extreme Poverty 2021-2024*. Unpublished.

³⁴ MAHKOTA Indonesia. (2023). *Investment Completion Report*. Unpublished.

P3KE database's more reliable poverty targeting was demonstrated in its contribution towards identifying four million additional extremely poor families for social assistance programmes (including Programme Sembako and PKH) through its synchronisation with the previously used Ministry of Social Affairs (MOSA)'s DTKS database.³⁵

Beyond the technical assistance and operational support on the P3KE database development, TNP2K-PT also supported Kemenko PMK in developing an online dashboard to organise and store the database and facilitating access of different ministries, provincial government and cities and districts by defining the data request and verification and validation processes. The policy team developed concise and practical technical guidelines for local level P3KE data verification and validation and submitted to Kemenko PMK in 2024.

The guidelines have been shared across 514 districts to promote harmonisation between DTKS and P3KE data at local levels. As per TNP2K-PT's report back to PROAKTIF, 27 line ministries and 97 per cent of districts/cities have requested and access the data.³⁶ Additionally, TNP2K-PT's proactive advocacy to enhance the inclusivity of the P3KE database, supported by technical GEDSI advice from PROAKTIF, has led to a key milestone: the inclusion of two disability-related questions in BKKBN's national survey for PK data. Recognising the lack of disaggregation for marginalised groups, TNP2K-PT successfully worked with BKKBN to ensure these new indicators were added. This marks an important first step toward creating a more inclusive database,

disaggregated by various characteristics such as gender, age, and other socio-economic vulnerabilities.

As per key informants, the TNP2K-PT policy and advocacy teams have also been supporting MoHA in conducting regular advocacy and Q&A sessions with regional and local governments on how to use P3KE data under the PPKE initiative. The policy team also supported the direct dissemination of P3KE data to 29 local governments in the following four provinces: West, Central, South and Mountain Papua. During the meeting, TNP2K-PT also supported the capacity-building of the local governments to conduct P3KE data verification and validation.

As per a recent analysis undertaken by the TNP2K-PT, more than 90 per cent of districts / cities that have P3KE data from Kemenko PMK have analysed P3KE data. However, only about 60 per cent have determined P3KE data in the district / city and reported to the regional head.³⁷ Similarly, despite many socialisation activities and an internal P3KE data validation and verification workshop having been supported by the TNP2K-PT, verifiable evidence on the database's utilisation for PPKE programmes at national and subnational levels is limited.

Additionally, while the two local government officials interviewed by the evaluation team confirmed the usage of P3KE data for PPKE programmes in their districts, anecdotes from some non-government organisations during the data collection phase suggests possible low socialisation and usage of the P3KE database on ground among local officials in some areas. An evaluation of

³⁵ PROAKTIF Indonesia. (n.d.) *PROAKTIF Monthly Report December 2023- February 2024*. Unpublished.

³⁶ Ibid.

³⁷ TNP2K. (n.d.). *Analysis of P3KE Data Utilisation by Local Government in 2023*. Unpublished.

utilisation of the P3KE database may help verifiably confirm the actual usage of the P3KE database under the PPKE initiative and help establish some evidence on the changes

in levels of extreme poverty in cities/districts using the P3KE database in comparison to ones that have not yet utilised it.

Recommendations 2.1

- **It is recommended that TNP2K-PT continue providing technical assistance to BKKBN and Kemenko PMK on improvement of GEDSI integration into P3KE design to enhance the equity outcomes of the PPKE initiative.**
 - The TNP2K-PT, upon technical GEDSI advice from PROAKTIF, recognised the lack of disaggregation of the P3KE data by marginalised groups and advocated with BKKBN to successfully include two new questions on disability-related indicators in their national survey questionnaire.
 - However, there is scope for further efforts to introduce data characteristics related to gender, children and other groups into the extreme poverty database.
- **TNP2K-PT may consider handing over P3KE's data management to Kemenko PMK to ensure ministerial ownership of the database.**
 - While the TNP2K-PT's considerable strategic and operative work on designing, developing, disseminating and socialising the P3KE database has been a critical success factor for the PPKE initiative's success, the EPRI evaluation team recommends that TNP2K-PT moves towards a gradual and complete handover of the P3KE database management and update process to Kemenko PMK to improve the ministerial ownership of the database and sustain its usage in extreme poverty and poverty reduction efforts of the government going forward. TNP2K-PT should however retain an advisory role to the ministry and BKKBN to ensure timely updates and accuracy enhancements in the database.
 - Similarly, continued work of the TNP2K-PT on P3KE socialisation on behalf of the MoHA may also contribute towards external dependency among the ministry's staff. While the EPRI evaluation team strongly recommends continued and intensive P3KE socialisation activities at the local levels to enhance its uptake and utilisation, the TNP2K-PT can focus more on building the ministerial capacities to conduct such activities more independently going forward.
- **TNP2K-PT can organise policy discussions with key national ministries to foster agreement on the need and approach towards an interoperable unified poverty database to reduce exclusion and inclusion errors in social assistance and other programmes.**
 - TNP2K-PT's multi-year efforts since 2014 (with support from the Government of Australia) to unify the country's poverty database by gradually expanding the DTKS was hindered in 2020 due to pressing political economy factors (e.g., the change of leadership in MoSA leading to the closing of DTKS use for purposes outside the mandate of the MoSA, DTKS' declining accuracy since 2014, withdrawal from TNP2K-

PT's support, etc.). As a consequence, program targeting is being conducted sectorally without adequate interministerial coordination, thereby increasing high exclusion and inclusion errors.³⁸ However, in light of recent progress made by the TNP2K-PT in synchronisation of the P3KE data with DTKS with Kemenko PMK's facilitation, the policy team may consider organising a multi-stakeholder forum with MoSA, BAPPENAS and other ministries to explore the political will and possible pathways towards unifying Indonesia's diverse databases (like DTKS, P3KE, Regsosek, etc.) to foster improved data use and integration for poverty targeting.

I.O 1.2: TNP2K contributes to improved access and equity in the implementation of social protection programs

Finding 2.2

- **Supported identifying eligible sub-programs contributing to PPKE priorities at the local level to maximise resource allocations by city/district governments:** With financial assistance from PROAKTIF, the TNP2K-PT has been able to support the MoHA in listing 513 eligible sub-programs by local governments and classify them under the three strategic objectives of the PPKE initiative to enhance regional and local workplan and budgeting processes.³⁹
- **Results of budget tagging exercise supported by TNP2K-PT have formed the basis of a regulation No. 97/2023 on fiscal incentives for local government issued in September 2023 by the Ministry of Finance aimed towards guiding local governments on disbursing funds towards PPKE-eligible activities:** TNP2K-PT's technical support on budget tagging has been instrumental in operationalising the "budget disbursement" criteria for fiscal incentives outlined in INPRES No. 22 regarding the PPKE initiative.⁴⁰

During a series of workshops organised by the TNP2K-PT and financially supported by PROAKTIF in 2023, the policy team provided technical, hands-on guidance to the MoHA to tag 513 local-level sub-programs out of a master list of more than 5,000 government programmes as contributing to the three pillars (reducing expenses, increasing income, and minimising poverty pocket areas) of the PPKE initiative.

Subsequently, MoHA and the TNP2K-PT pilot-tested the list of identified programmes in three districts of East Java Province and entered the validated results into the regional information system with the aim of helping city and district governments to allocate budgets towards programmes with the highest potential to reduce extreme poverty.

This crucial activity has contributed towards the achievement of PPKE priorities in the

³⁸ Yusuf, A. (2024). *Economic Rationality of the National Targeting System*. Unpublished.

³⁹ PROAKTIF Indonesia. (2024). PROAKTIF Monthly Report March-May 2024. Unpublished.

⁴⁰ Ibid.

regional work plan process (Rencana Kerja Pemerintah Daerah: RKPD) and regional budget (Anggaran Pendapatan dan Belanja Daerah: APBD) of 2024.⁴¹ The TNP2K-PT's program tagging, conducted in line with MoHA Regulation No. 050-5889/2021, has been included in MoF Regulation No. 97/2023, which outlines fiscal incentives for local governments and was issued in September 2023.

In a follow-up workshop, the TNP2K-PT also supported the MoF to streamline budget categories/nomenclature into 657 categories for extreme poverty reduction activities from a list of more than 10,000 activities.⁴² As part of the budget tagging process, the TNP2K-PT also helped the MoF tag economic

empowerment programmes to PPKE, there enabling it to analyse its budget expenditures on the initiative.

As a result of this exercise, indirect and low-impact budget line items like travel for local government officials were declassified as extreme poverty activities, enabling local governments to only report expenditures on direct, impactful activities as budget disbursements relating to the PPKE initiative. The results of the program and budget tagging exercises have been integrated into regulations of MoHA and MoF and are now being used to calculate key performance indicators for providing fiscal incentives to cities and districts meeting one of the three qualifying criteria: total spending on EPRI.⁴³

Recommendation 2.2

It is recommended that the TNP2K-PT, along with other development partners, supports MoF to lead an evaluation of the efficacy of the fiscal incentive scheme provided to eligible cities and districts in contributing towards the vertical and horizontal increase in benefit value and coverage of social transfers and other PPKE-related subnational programmes: The evidence from this evaluation can be utilised by the MoF and other ministries to understand the cost-benefit efficiency of this incentive mechanism in improving programme outcomes. The design of future extreme poverty and poverty reduction programmes can greatly benefit from insights resulting from such a study. The MoF can collaborate with development partners, like DFAT, to conduct this assessment and disseminate its findings.

⁴¹ PROAKTIF Indonesia. (2023). Progress Report- Mobilisation Report- Mobilisation and Inception January-June 2023. Unpublished.

⁴² PROAKTIF Indonesia. (2024). *PROAKTIF Monthly Report March-May 2024*. Unpublished.

⁴³ The other two indicators are: compliance conducting P3KE data updating and the performance of local poverty alleviation team.

11.3. Coordination and Partnerships

I.O 1.3 Improved collaboration and integration of GoI social protection, human development, and economic empowerment policies and programs

Finding 3.1

Strengthened coordination and partnerships with key ministries: The TNP2K-PT has successfully strengthened coordination and partnerships with key national ministries and agencies, particularly Kemenko PMK, MoHA, BKKBN, and MoF. They have facilitated the creation of multi-stakeholder PPKE collaboration forums, bringing together central and government agencies with non-governmental actors.

The transition of TNP2K-PT from the Office of the Vice President to Kemenko PMK highlighted both opportunities and challenges in fostering collaboration among key ministries: Key informants indicated that the transition of TNP2K-PT from the Office of the Vice President to Kemenko PMK presented both opportunities and challenges in coordinating and collaborating with key ministries. While this move strengthened the partnership with Kemenko PMK, MoHA and BKKBN, it may have slightly diminished the institution's direct political leverage in addressing existing coordination issues among national ministries. In particular, partnerships with BAPPENAS, MoSA and the Office of the Vice President require further strengthening and engagement to fully leverage their potential in supporting the PPKE initiative and the broader poverty reduction agenda.

Achieving the goal of eliminating extreme poverty demands strengthened collaboration and strategic partnerships among stakeholders to ensure alignment of agendas and focused actions. This imperative was strongly emphasised by both the President and Vice-President during the launch of INPRES No. 4/2022, underscoring the critical need for coordinated efforts at all levels of government and across sectors to accelerate progress towards this national priority.⁴⁴ In alignment with this priority, TNP2K-PT concentrated its efforts on enhancing the convergence model and strengthening partnerships with key national ministries and agencies.

TNP2K-PT's collaboration with key ministries—Kemenko PMK, MoHA, BKKBN, BPS and MoF—was key in shaping the success of the extreme poverty elimination initiative. These partnerships were instrumental in developing and disseminating guidelines for programme implementation, particularly around the use of P3KE data, and raising awareness among stakeholders on the critical urgency of addressing extreme poverty. TNP2K's close work with Kemenko PMK and the President's Office also played a crucial role in establishing regulatory frameworks that not only prioritised extreme poverty elimination

⁴⁴ Office of the Vice President. (2022). Chairing Meeting for the Acceleration of Extreme Poverty Reduction, Vice President. Retrieved from:

<https://www.wapresri.go.id/en/pimpin-rapat-percepatan-penanggulangan-kemiskinan-esktrem-wapres-ingatkan-pentingnya-konvergensi-program-dan-akurasi-data/>

but also supported identifying priority intervention areas during PPKE Pilot Phase.⁴⁵

Partnerships with national government agencies, including BKKBN and BPS, were instrumental in solidifying the groundwork for the implementation of PPKE, particularly for the development of poverty targeting database. The partnership with BPS, in particular, played an important role in identifying provinces with the highest levels of extreme poverty by employing a data-driven approach to guide the selection of priority areas for implementation of the pilot phase of PPKE. The methodology relied on geographical targeting, where two key indicators were used: the percentage of the population living in extreme poverty and the absolute number of extreme poor people within a district or city, each contributing equally to the final index.

This extreme poverty index, developed in partnership with BPS, enabled the identification of the five districts or cities with the highest poverty index values in each province, ensuring that resources and interventions were directed to the areas with the greatest need. The data used to calculate the index was drawn from the March 2020 Susenas (National Socio-Economic Survey), which BPS collected, reinforcing the importance of accurate, timely data in driving effective policy decisions.⁴⁶ This partnership between TNP2K-PT and BPS ensured that the extreme poverty reduction strategy was underpinned by robust, evidence-based decision-making.

The partnership with BKKBN was equally vital, particularly in the development of the P3KE database. Leveraging the data collected

through the 2021 Family Data Collection (PK), BKKBN compiled detailed, by-name, by-address information on the socioeconomic characteristics of families across Indonesia. This comprehensive dataset closely resembled the pre-COVID-19 DTKS, providing a valuable resource for identifying extremely poor households. TNP2K-PT's examination of BKKBN's 2021 PK data revealed its potential as an alternative targeting database, as it included relatively complete socioeconomic information that could be cross-referenced with Susenas data.

This facilitated the ranking of households by estimated expenditure groups, making the P3KE database a robust tool for PPKE targeting from 2022 to 2024.⁴⁷ TNP2K-PT's partnership with BKKBN also yielded significant benefits for BKKBN itself. The technical guidance provided by TNP2K-PT strengthened BKKBN's data collection processes for the PK database, enhancing its accuracy and comprehensiveness. Furthermore, TNP2K-PT ensured that GEDSI considerations, particularly disability indicators, were integrated into the questionnaire for the collection of PK data.

During the implementation of the PPKE initiative, TNP2K-PT underwent a transition from the Office of the Vice President to reporting under Kemenko PMK. As the coordinating ministry responsible for synchronising governance related to human development and cultural affairs, Kemenko PMK plays an integral role in overseeing the PPKE strategy. This move was instrumental in strengthening the operationalisation of PPKE and enhancing partnerships with key ministries and national agencies involved in the implementation of the initiative. It

⁴⁵ Ibid.

⁴⁶ TNP2K. (2022). Determination of Priority Areas for Extreme Poverty 2021-2024.

⁴⁷ TNP2K. (unpublished). PPKE Database.

facilitated more direct collaboration and alignment with Kemenko PMK's mandate to coordinate cross-sectoral efforts towards strengthening human development policies.

Being housed within Kemenko PMK allowed TNP2K-PT to work more closely with ministries such as MoHA and BKKBN, ensuring that poverty reduction strategies were better integrated into broader human development policies. The move also provided TNP2K-PT with greater access to resources and support for organising knowledge-sharing events, which played a crucial role in raising awareness and building the capacity of stakeholders. These events provided a platform for disseminating critical insights, fostering dialogue, and ensuring that key stakeholders, including academic institutions, were well-equipped with the necessary tools and knowledge to contribute effectively to poverty reduction efforts.^{48 49}

However, despite these advantages, the transition has also highlighted ongoing coordination challenges and revealed some structural weaknesses within the government's functional framework. Long-standing coordination difficulties with key ministries like BAPPENAS and MoSA, as well as more recent tensions with the Office of the Vice President, have been further complicated by the move. While the move strengthened operational aspects, the reduction in TNP2K-PT's direct political leverage has possibly reduced its ability to address ongoing fragmented approaches, including the inconsistent use of databases

across ministries, such as DTKS, P3KE, and REGOSEK. Such fragmentation hinders the development of a unified, coordinated strategy among national stakeholders to effectively tackle poverty, including extreme poverty. Furthermore, it has been observed that TNP2K-PT's role could benefit from greater public visibility. Increasing awareness about its functions and responsibilities would not only strengthen its relevance but also foster a better understanding of the organisation's critical role in poverty reduction among national stakeholders.

To address the existing coordination challenges and enhance the effectiveness of poverty reduction initiatives, it is recommended that TNP2K-PT prioritise fostering political willingness and leadership at the ministerial and senior government levels. Strengthening inter-ministerial coordination, particularly with key ministries such as BAPPENAS and MoSA, should be a central focus. This can be achieved by promoting high-level dialogues and encouraging collaboration to align efforts across sectors. By aligning efforts around a shared and comprehensive agenda that addresses poverty in all its forms—not just extreme poverty—TNP2K-PT can reaffirm its coordination role and build a stronger political platform. This broader approach towards tackling poverty will ensure sustained commitment and foster greater collaboration across government ministries, enabling more effective and aligned efforts moving forward and tackling fragmentation

⁴⁸ TNP2K. (2024). Local Governments Encouraged to Learn Together to Use Data to Reduce Extreme Poverty. Retrieved from: <https://www.tnp2k.go.id/news/local-governments-encouraged-to-learn-together-to-use-data-to-reduce-extreme-poverty>
<https://feb.uns.ac.id/feb/en/through-the-academic-forum-towards-the-elimination-of-extreme-poverty-in-2024-coordinating-ministry-of-foreign-affairs-invites-campus-to-tackle-poverty/>

⁴⁹ Kemenko PMK. (2024). Coordinating Ministry for Human Development and Culture and TNP2K Hold Forum with Experts Titled Gender-Perspective Development. Retrieved from: <https://www.kemenkopmk.go.id/kemenko-pmk-dan-tnp2k-gelar-forum-bersama-pakar-bertajuk-pembangunan-berperspektif-gender>

that currently exists within the national social protection system.

In parallel with these alignment efforts, TNP2K-PT should continuously monitor the effectiveness of its coordination role and adjust its strategies in response to the evolving political and administrative landscape. This could involve establishing regular feedback mechanisms to assess the

impact of its partnerships and coordination efforts, enabling real-time adjustments to enhance efficiency and coherence. Moreover, TNP2K-PT should proactively raise awareness about its pivotal role. Strengthening the visibility of its functions and contributions is essential not only to foster greater stakeholder engagement but also to clarify its mandate across different levels of GoI.

Recommendation 3.1

Reinforce strategic partnerships based on a common agenda: It is recommended that TNP2K-PT prioritise fostering political willingness and leadership at the ministerial and senior government levels to address existing coordination and fragmentation challenges. This can be achieved by aligning efforts around a shared agenda to address poverty in all its forms—not just extreme poverty. Such an approach will help strengthen TNP2K-PT’s coordination role and ensure sustained political commitment and collaboration across all levels of government.

Monitor and adjust coordination strategies: It is advised that TNP2K-PT regularly monitor the effectiveness of its coordination strategies and make necessary adjustments to it. This includes assessing the impact of partnerships and adapting to changes in the political and administrative landscape to maintain effective collaboration and coordination.

I.O 1.3 Improved collaboration and integration of GoI social protection, human development, and economic empowerment policies and programs

Finding 3.2

Establishment of national partnerships: The TNP2K-PT has successfully built partnerships with national universities, research institutes, and civil society organisations (CSOs) to improve the inclusion of vulnerable groups within PPKE initiatives. These collaborations have strengthened PPKE implementation and knowledge-sharing on poverty reduction efforts.

Coordination challenges: The effectiveness of these partnerships has been limited by a lack of integration and coordination with the broader national agenda. Many organisations have engaged in stand-alone activities rather than coordinated efforts with TNP2K-PT.

Coordination with non-government stakeholders, including academic institutions, civil society organisations (CSOs), and NGOs, is crucial for generating and sustaining public demand for tackling poverty. Non-government stakeholders play a key role in supporting governments in strengthening national social protection systems, by ensuring an inclusive approach to strengthening social protection systems. Their involvement helps strengthen the overall delivery and implementation of social protection programmes, ensuring that programmes are more responsive to the needs of vulnerable populations. Understanding the important role of non-governmental stakeholders, including private sector, in poverty reduction efforts, the Office of the Vice-President provided instructions to government ministries and agencies to collaborate with these actors, to improve the convergence of the programme.

In alignment with the Vice-Presidential Instruction, TNP2K-PT developed the penta-helix collaboration framework for the PPKE. This innovative framework formalises mechanisms for coordination among key stakeholders—government, CSOs and NGOs, academia, private sector, and media—referred to as the "penta-helix".⁵⁰ It facilitates a comprehensive approach to social inclusion, ensuring that each sector contributes its unique strengths to tackle extreme poverty. The penta-helix model supports the convergence of efforts by aligning the diverse capacities of stakeholders. Government provides political power and leadership, the CSOs embodies

social power by representing the needs of the people, academia contributes knowledge and research expertise, entrepreneurs and the private sector promote social justice through financial and operational support, and the media plays a crucial role in expanding outreach and shaping public perceptions.⁵¹ This collaboration framework not only strengthens policymaking but also ensures more effective and inclusive implementation, making poverty reduction efforts more cohesive, targeted, and sustainable.

Building on the penta-helix collaboration framework, TNP2K-PT, along with national and sub-national ministries and agencies, has prioritised strategic partnerships with NGOs, academic institutions, private sector entities and media to drive poverty reduction efforts. TNP2K-PT facilitated a knowledge-sharing session with journalists from multiple media outlets, alongside 28 public relations representatives from various government ministries and agencies, to effectively disseminate and promote the INPRES No. 4/2022 upon its launch by the President. This strategic session was crucial in ensuring that key messages about the extreme poverty reduction initiative reached a broad audience, fostering public awareness and support for the government's efforts to tackle extreme poverty. The involvement of both media professionals and government representatives ensured consistent and impactful communication of the PPKE initiative, amplifying the visibility and understanding of the programme across diverse stakeholders and sectors.⁵²

⁵⁰ PROAKTIF. (2024). *Annual Report January-December 2023*. Unpublished.

⁵¹ Nurhaeni I., Intan P., Mulyadi A., & Sudibyo D., (2024). *Penta Helix Collaboration in Developing Social Inclusion for Persons with Disabilities*.

https://www.researchgate.net/publication/379462094_Penta_Helix_Collaboration_in_Developing_Social_Inclusion_for_Persons_with_Disabilities

⁵² Hidayat, R., & Dariyanto, E. (2023). *The Role of Public Policy Communication in Poverty Alleviation*. Retrieved from: <https://journalssr.com/index.php/ssr/article/view/38>

Academic institutions play a pivotal role in strengthening poverty reduction strategies by contributing knowledge and facilitating its dissemination. TNP2K-PT's support for Kemenko PMK in organising knowledge forums on the PPKE at six leading state universities across Java underscores the essential role of academia in poverty reduction efforts. With over 1,200 participants, these forums created a platform for meaningful collaboration between academia and government, demonstrating the critical role universities play in providing expertise and research to empower local governments in addressing extreme poverty. As a direct outcome of these forums, Memorandums of Understanding (MoUs) were signed between Kemenko PMK and prominent universities such as the Bogor Agricultural Institute (IPB), Diponegoro University (UNDIP), Solo University (UNS), and Brawijaya University (UB). These partnerships formalise long-term collaboration, ensuring that academic insights continue to support policy development and the implementation of effective poverty reduction strategies at the local level.⁵³ Collaborations of TNP2K-PT with NGOs like Institut KAPAL Perempuan or Women's Alternative Education Circle (KAPAL) and Pemberdayaan Perempuan Kepala Keluarga (PEKKA) have been helpful in engaging with beneficiaries in remote areas. These partnerships have played a crucial role in improving programme uptake among marginalised communities, thus contributing to the reduction of extreme poverty.

Despite efforts to partner with non-governmental stakeholders, these collaborations have largely operated in

isolation, limiting their overall effectiveness. The lack of integration and coordination with the broader national agenda has significantly undermined the potential impact of these partnerships. Partners have primarily engaged in stand-alone activities rather than participating in a unified, strategic effort with TNP2K-PT. This issue is especially pronounced in the integration of GEDSI into poverty reduction initiatives, including guidelines and implementation, where NGOs and CSOs could play a crucial role. However, their involvement in developing PPKE-related guidelines and the implementation framework has been minimal.⁵⁴ While MoUs with academic partners have laid the groundwork for guest lectures, coaching clinics, thematic community service programs, and research partnerships, there is limited evidence of significant resource allocation or concrete actions being taken to fully realise these initiatives.

There is an urgent need to address the lack of integration between partnerships with non-governmental stakeholders and the broader national agenda. To strengthen follow-up and coordination, it is essential to establish a dedicated mechanism for monitoring and facilitating the implementation of MoUs with universities and other partners. This should involve regular meetings, progress reviews, and updated action plans to ensure effective alignment and coordination of efforts.

Additionally, securing and allocating additional resources is crucial. Advocating for increased funding to support collaborative activities with universities, CSOs, and other non-governmental actors will be vital. Dedicated resources should be earmarked for joint research initiatives and capacity-

⁵³ PROAKTIF. (2024). *January-December 2023*. Unpublished.

⁵⁴ Ibid.

building programmes to enhance the execution and impact of PPKE initiatives. Moreover, promoting collaborative projects focusing on poverty reduction that leverage the strengths of multiple partners is essential. By encouraging joint initiatives, diverse

perspectives and resources can be integrated, significantly improving the overall effectiveness and reach of the PPKE initiatives and future poverty reduction strategies.

Recommendation 3.2

Strengthen follow-up and coordination: Establish a dedicated mechanism for monitoring and facilitating the implementation of MoUs with universities and other partners. Implement regular meetings, progress reviews, and updated action plans to ensure effective coordination and integration of efforts.

Allocate resources for collaborative efforts: Advocate for and secure additional resources to support collaborative activities with universities, CSOs, and other non-governmental actors. Allocate dedicated funding for joint research initiatives and capacity-building programs to enhance the execution and impact of PPKE initiatives.

Promote collaborative projects: Encourage joint initiatives and collaborative projects that leverage the strengths of multiple partners. This approach can help integrate diverse perspectives and resources, enhancing the overall effectiveness of the PPKE initiatives.

12. CONCLUSION

Gol's agenda to eliminate extreme poverty was ambitious, demanding concerted and coordinated efforts from all stakeholders to prioritise and address the issue. TNP2K-PT's strategic technical support, policy coordination, and high-level advocacy have been instrumental in driving the government's efforts toward this goal. The policy team's leadership in developing and socialising the P3KE database, harmonising the definition of extreme poverty, and providing technical guidance to streamline various efforts and foster strong political will have contributed towards bringing Indonesia to the verge of achieving a near-zero extreme poverty rate by the targeted deadline.

However, more work is needed to ensure these gains are sustainable. Efforts should be made to harmonise the various databases that exist to target poor households, ensuring more coordinated and accurate poverty reduction efforts. To solidify progress and ensure long-term success, it is essential to intensify efforts across all three PPKE pillars, with a particular focus on economic empowerment and infrastructure development, which remain underemphasised. This also requires a continued focus beyond just addressing monetary poverty. Continued capacity building, and enhanced monitoring and evaluation at local levels are critical to fully leverage the P3KE data and ensure that no vulnerable populations are left behind.

While the PPKE initiative is an excellent way to prioritise the government's agenda, the formation of a new government calls for renewed advocacy to maintain focus on evidence-based strategies for tackling

poverty, including extreme poverty. Strengthening coordination and collaboration between ministries is also crucial to maintaining momentum and achieving long-term success.

Annexes

Annex 1: KII Protocols

KII Protocol for Government Stakeholders

Introduction: Hello, thank you for joining us for this evaluation interview. I am <>, a researcher with the Economic Policy Research Institute (EPRI), a global social policy think-tank specializing in research and evaluations, especially in the domain of social protection.

The purpose of this interview is to gather information about the TNP2K-PT's contribution to developing and implementing President Jokowi's initiative to eliminate extreme poverty by October 2024 [PPKE], since around 2020. It is possible you will be invited again in the next three months to be interviewed for a separate review of Australia's partnership with the Indonesia in their support to the TNP2K-PT through PROAKTIF. That review has a broader Terms of Reference looking at the overall support to poverty alleviation (not just PPKE) and will be carried out by a different organisation on behalf of the Australian Government. PROAKTIF would like us to pass on their thanks for your participation in these important studies and encourages you to reach out to them if you have any questions or feedback.

Consent for Recording and Use of Transcripts: We would like to record the interview and use its transcripts while drafting the case study report. Kindly note that we will ensure confidentiality while reporting on the insights emerging from this interview. Your name will only appear in the

key informants list in the report. Do you give consent to this interview being recorded?

Thank you for sharing your consent. We would now like to start the interview by asking you a few questions. Please feel free to venture beyond the scope of our questions if you deem it necessary and useful. These questions are only guiding.

Background

1. What has been your organisation's engagement with the TNP2K-PT on PPKE?
2. Which pillar(s) of the PPKE have you engaged with through your work with the TNP2K-PT?
 - a) *Reducing expenses of the extreme poor households, especially the GEDSI groups (through social assistance and social insurance),*
 - b) *Increasing income through economic empowerment of poor households (by strengthening small and medium enterprises, improving access to jobs and easier access for small business credit), and*
 - c) *Minimising the number of areas with poverty by development of basic facilities (both infrastructure and non-infrastructures including water, sanitation and housing) and opening of inter-region connectivity*

TNP2K-PT's contribution to PPKE-related Policy Framework

3. How has the TNP2K-PT supported the Government of Indonesia in drafting policies to improve the coverage and inclusion of the extremely poor in social protection and poverty reduction programmes under PPKE?

Probes:

- a) *How have TNP2K-PT's research and evidence generation efforts contributed towards national dialogues on establishing policy frameworks that improve access to social protection and poverty reduction programmes under PPKE for extreme poor households (Including enhancing coordination to incorporate evidence backed approaches within policy making under PPKE)?*
- b) *How has TNP2K-PT supported Gol in drafting policy frameworks that improved access of extremely poor to social protection and poverty reduction programmes under PPKE?*
- c) *How has the TNP2K-PT supported Gol in integrating GEDSI considerations within PPKE's policies and regulations?*

TNP2K-PT's contribution to PPKE-related Design

- 4. How has the TNP2K-PT supported Gol in designing poverty reduction programmes under PPKE that improve the access and inclusion of extremely poor?

Probes:

- a) *How has TNP2K-PT used the evidence from social protection and poverty reduction programme assessments to improve design of programmes under PPKE?*
- b) *How has TNP2K-PT supported Gol in integrating GEDSI approaches within PPKE design?*

TNP2K-PT's contribution to PPKE-related Implementation and Delivery

- 5. How has the TNP2K-PT supported Gol in the implementation and delivery of PPKE?

Probes:

- a) *How has TNP2K-PT supported Gol in developing extreme poverty data for effective targeting of PPKE programmes?*
- b) *How has the TNP2K-PT supported Gol in strengthening the implementation of PPKE at provincial and district/city levels?*
- c) *How has the TNP2K-PT supported Gol in strengthening coordinated delivery of poverty reduction programmes under PPKE?*
- d) *How has TNP2K's policy team supported Gol in integrating GEDSI approaches within PPKE implementation?*

TNP2K-PT's Contribution to PPKE-related Coordination and Integration

- 6. How has the TNP2K-PT supported Gol in increasing coordination and collaboration between various ministries, government agencies and non-government actors on PPKE?

Probes:

- a) *How has the TNP2K-PT supported Gol in strengthening capacities of government at the national, regional and local levels?*
- b) *How has the TNP2K-PT supported Gol in enhancing coordination and collaboration between all ministries (like developing clear mandate and responsibilities for implementing ministries, etc.) implementing PPKE?*
- c) *How has the TNP2K-PT supported Gol in developing a convergence model to include non-government actors to strengthen coordinated delivery of*

*poverty reduction programmes and
implementation of PPKE?*

Other relevant questions:

7. In your opinion, what have been the key enablers and barriers in the work of policy team of TNP2K to effectively support Gol in designing and implementing PPKE?
8. In your opinion, what are some good practices adopted by the TNP2K-PT to ensure successful implementation of PPKE and achieve elimination of extreme poverty in the country?
9. In your opinion, what are some of the challenges faced by the TNP2K-PT during the design and implementation of PPKE and how did they address it?
10. In your opinion, what are the key innovations and shortfalls in TNP2K PT's work on PPKE?

KII Protocol for Non-government Stakeholders

Introduction: Hello, thank you for joining us for this evaluation interview. I am <>, a researcher with the Economic Policy Research Institute (EPRI), a global social policy think-tank specializing in research and evaluations, especially in the domain of social protection. PROAKTIF has commissioned EPRI to undertake an evaluation gathering information about the TNP2K-PT's contribution to developing and implementing President Jokowi's initiative to eliminate extreme poverty by October 2024 [PPKE], since around 2020. For this reason, we are interested in gathering information from key stakeholders willing to share their experiences and knowledge with us. Please note that there are no 'right' or 'wrong' answers. You may choose to not answer one or more of the questions we pose to you. Your participation is completely voluntary.

Consent for Recording and Use of Transcripts: We would like to record the interview and use its transcripts while drafting the case study report. Kindly note that we will ensure confidentiality while reporting on the insights emerging from this interview. Your name will only appear in the key informants list in the report. Do you give consent to this interview being recorded?

Thank you for sharing your consent. We would now like to start the interview by asking you a few questions. Please feel free to venture beyond the scope of our questions if you deem it necessary and useful. These questions are only guiding.

Background

1. What has been MAHKOTA/PROAKTIF support to the TNP2K-PT on PPKE for each of the two outcomes?
 - a) *Supports TNP2K makes an effective contribution to reforming and improving Government of Indonesia poverty alleviation programs;*
 - b) *Supports TNP2K to optimise its performance, including in the promotion of gender equality, disability and social inclusion (GEDSI) and performance monitoring?*

TNP2K-PT's contribution to PPKE-related Policy Framework

2. How has the TNP2K-PT supported the Government of Indonesia in drafting policies to improve the coverage and inclusion of the extremely poor in social protection and poverty reduction programmes under PPKE?

Probes:

- a) *How have TNP2K-PT's research and evidence generation efforts contributed towards national dialogues on establishing policy frameworks that improve access to social protection and poverty reduction programmes under PPKE for extreme poor households (Including enhancing coordination to incorporate evidence backed approaches within policy making under PPKE)?*
- b) *How has TNP2K-PT supported Gol in drafting policy frameworks that improved access of extremely poor to social protection and poverty reduction programmes under PPKE?*
- c) *How has the TNP2K-PT supported Gol in integrating GEDSI considerations*

within PPKE's policies and regulations?

TNP2K-PT's contribution to PPKE-related Design

3. How has the TNP2K-PT supported Gol in designing poverty reduction programmes under PPKE that improve the access and inclusion of extremely poor?

Probes:

- a) *How has TNP2K-PT used the evidence from social protection and poverty reduction programme assessments to improve design of programmes under PPKE?*
- b) *How has TNP2K-PT supported Gol in integrating GEDSI approaches within PPKE design?*

TNP2K-PT's contribution to PPKE-related Implementation and Delivery

4. How has the TNP2K-PT supported Gol in the implementation and delivery of PPKE?

Probes:

- a) *How has TNP2K-PT supported Gol in developing extreme poverty data for effective targeting of PPKE programmes?*
- b) *How has the TNP2K-PT supported Gol in strengthening the implementation of PPKE at provincial and district/city levels?*
- c) *How has the TNP2K-PT supported Gol in strengthening coordinated delivery of poverty reduction programmes under PPKE?*
- d) *How has TNP2K's policy team supported Gol in integrating GEDSI approaches within PPKE implementation?*

TNP2K-PT's Contribution to PPKE-related Coordination and Integration

5. How has the TNP2K-PT supported Gol in increasing coordination and collaboration between various ministries, government agencies and non-government actors on PPKE?

Probes:

- a) *How has the TNP2K-PT supported Gol in strengthening capacities of government at the national, regional and local levels?*
- b) *How has the TNP2K-PT supported Gol in enhancing coordination and collaboration between all ministries (like developing clear mandate and responsibilities for implementing ministries, etc.) implementing PPKE?*
- c) *How has the TNP2K-PT supported Gol in developing a convergence model to include non-government actors to strengthen coordinated delivery of poverty reduction programmes and implementation of PPKE?*

Other relevant questions:

6. In your opinion, what have been the key enablers and barriers in the work of TNP2K-PT to effectively support Gol in designing and implementing PPKE?
7. In your opinion, what are some good practices adopted by the TNP2K-PT to ensure successful implementation of PPKE and achieve elimination of extreme poverty in the country?
8. In your opinion, what are some of the challenges faced by the TNP2K-PT during the design and implementation of PPKE and how did they address it?
9. In your opinion, what are the key innovations and shortfalls in TNP2K-PT's work on PPKE?

Annex 2: List of Key Informants Interviewed for Case Study

Table 1: List of key informants interviewed for case study

Organisation	Number of key informants
Embassy of Australia	3 (group interview)
PROAKTIF	3 (group interview)
Office of the Vice President	1
TNP2K-PT	4 (group interview)
Ministry of Home Affairs	2 (group interview)
Ministry of Finance	2 (group interview)
Ministry of National Development Planning of the Republic of Indonesia (BAPPENAS)	1
Coordinating Ministry for Human Development and Cultural Affairs (Kemenko PMK)	1
National Family Planning and Population Agency (BKKBN)	1
Central Agency of Statistics (BPS)	1
Sub-national government	2
Kapal Perempuan - NGO	4 (group interview)
PEKKA- NGO	3 (group interview)
SMERU- NGO	2 (group interview)
University of Indonesia	1
Total	16