



PENABULU OXFAM

A photograph of a woman and a young child smiling and looking upwards. The woman is wearing a light blue t-shirt with the word 'HARRY' visible. The child is also smiling and has their hands near their face. They are under a white tent with colorful patterns on the sides.

A JUST, EQUAL, AND HARMONIOUS WORLD

**A WORLD WHERE ALL PEOPLE LIVE AS A HUMANS
IN DIGNITY ON THE ONE EARTH IN HARMONY**

**STRATEGIC PLAN
PENABULU OXFAM 2025-2030**

Penabulu Foundation

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Member : Erwin Widodo

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Chair : Hadi Prayitno

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Director of Finance : Farhan

Director of Program : Rini Devianti Nasution

Penabulu-Oxfam Strategic Plan 2025-2030

@ Penabulu-Oxfam, 2025

ABOUT THE COVER: Mama Fransiska and her child lost their home in the eruption of Mount Lewotobi Laki-laki on the night of November 3, 2024, around 11:47 PM local time. They now live together in a temporary shelter in Kobasoma Village, East Flores, East Nusa Tenggara. Their story carries the weight of loss and uncertainty, yet Mama's spirit continues to shine with quiet resilience. Penabulu responded to the disaster in East Flores by ensuring an inclusive, just, and dignified recovery through its humanitarian action for the Lewotobi eruption.

FOTO: David Fau/Penabulu

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The Penabulu Foundation, established in 2003, is a locally rooted Indonesian nonprofit organization, taking on the role as a Civil Society Resource Organization (CSRO) dedicated to empowering and sustaining civil society. This is achieved through mobilizing, managing, and channeling resources in any form, strengthening capacity, and fostering ecosystems that enable civil society engagement in climate justice, gender, economy, and humanitarian action agendas.

Since November 2023, Penabulu has been a Prospective Affiliate of Oxfam International, and two years later became a full affiliate as Penabulu-Oxfam (Oxfam Indonesia), expanding its role and network to bring local perspectives to the global stage.



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Time for Purposeful Interference

◀ After the eruption of Mount Lewotobi Laki-laki in East Nusa Tenggara, at the Konga evacuation post, the *mamas*—a respectful term for mothers in Eastern Indonesian culture—were weaving as a symbol of resilience and hope. Penabulu carried out a humanitarian disaster response by upholding dignity, nurturing life, and reaffirming post-disaster recovery as an expression of holistic humanity. (David Fau/Penabulu)

FOREWORD:

Growth and Sustainability

This text was born from deep collective reflection involving the Governing Board, Supervisors, and Executives of the Penabulu Foundation, as we looked back at the roots and historical currents of Penabulu's establishment and its two-decade journey, marked by several important milestones of organizational growth.

IN RETROSPECT: Four Cycles of Surprising Growth

Founded on October 23, 2003, initiated by a group of young public finance practitioners, the **Penabulu Foundation** (hereinafter referred to as Penabulu) was the first service provider in Indonesia to strengthen the financial management capacity of Non-Governmental Organizations (NGOs). This coincided with the increasing demand for accountability and transparency in the nonprofit sector and the government's introduction of nonprofit financial reporting standards in the early 2000s, which were gradually adopted by donors working in Indonesia.

In its first phase of growth, Penabulu focused on conducting a series of training sessions and providing consultancy services on nonprofit financial management, while working with donor support to ensure the implementation of sound economic policies and rules at both the project level and within partner grantee organizations in Indonesia.

Entering 2009, Penabulu began to redefine its scope of work. From merely strengthening the accountability and transparency of nonprofit finances, it evolved into a larger dream that eventually guided Penabulu's long journey: **'An Empowered Indonesian Civil Society'**.

In this second growth phase, Penabulu started to build more comprehensive connections with the civil society ecosystem, while expanding the scope and reach of services, adopting information and communication technologies even at the start of the digital transformation period, and mobilizing expanded support from various donors that eventually led Penabulu into direct involvement in program implementation at the grassroots level.

Between 2013 and 2016, Penabulu developed the Penabulu Alliance to consolidate its various service units as channels to manage Penabulu's accumulated competencies and to demonstrate the breadth of capacity-strengthening needs among the targeted Indonesian NGOs.

The Penabulu Alliance service units operated under a concept of 'loose attachment', where each unit worked autonomously but remained bound to the same goal of empowering Indonesian civil society.

During 2017–2019, the Foundation's Board gradually formed four **Implementing Bodies** to strengthen organizational functions: **Grant Management, Implementation Networks, Research Institute, and the Disaster Response Implementing Body**. This strategic decision placed Penabulu among Indonesia's largest intermediary organizations and marked the beginning of its humanitarian work.

The COVID-19 pandemic period, starting in March 2020, was an anomaly for Penabulu. While many sectors stagnated or declined, **Penabulu seized the momentum to make its third growth leap**. During this difficult time, Penabulu declared and dedicated itself as a Civil Society Resource Organisation (CSRO), a resources hub for civil society organizations in Indonesia. Penabulu led the digital transformation of civil society through a national-scale program supported by the European Union and the Packard Foundation. Penabulu also gained the trust of the Ministry of Health and the Global Fund ATM to implement TB elimination programs in 30 provinces and 229 regencies/cities. At the same time, Penabulu initiated exploration toward possible affiliation with the global network: **Oxfam International**.

A gathering of the entire Penabulu team that produced the first draft of Penabulu's Theory of Change. This moment marked Penabulu's intention to transform—preparing the organization and its people to chart a roadmap toward a more just, equitable, and harmonious world. (Anton/Lokadaya)



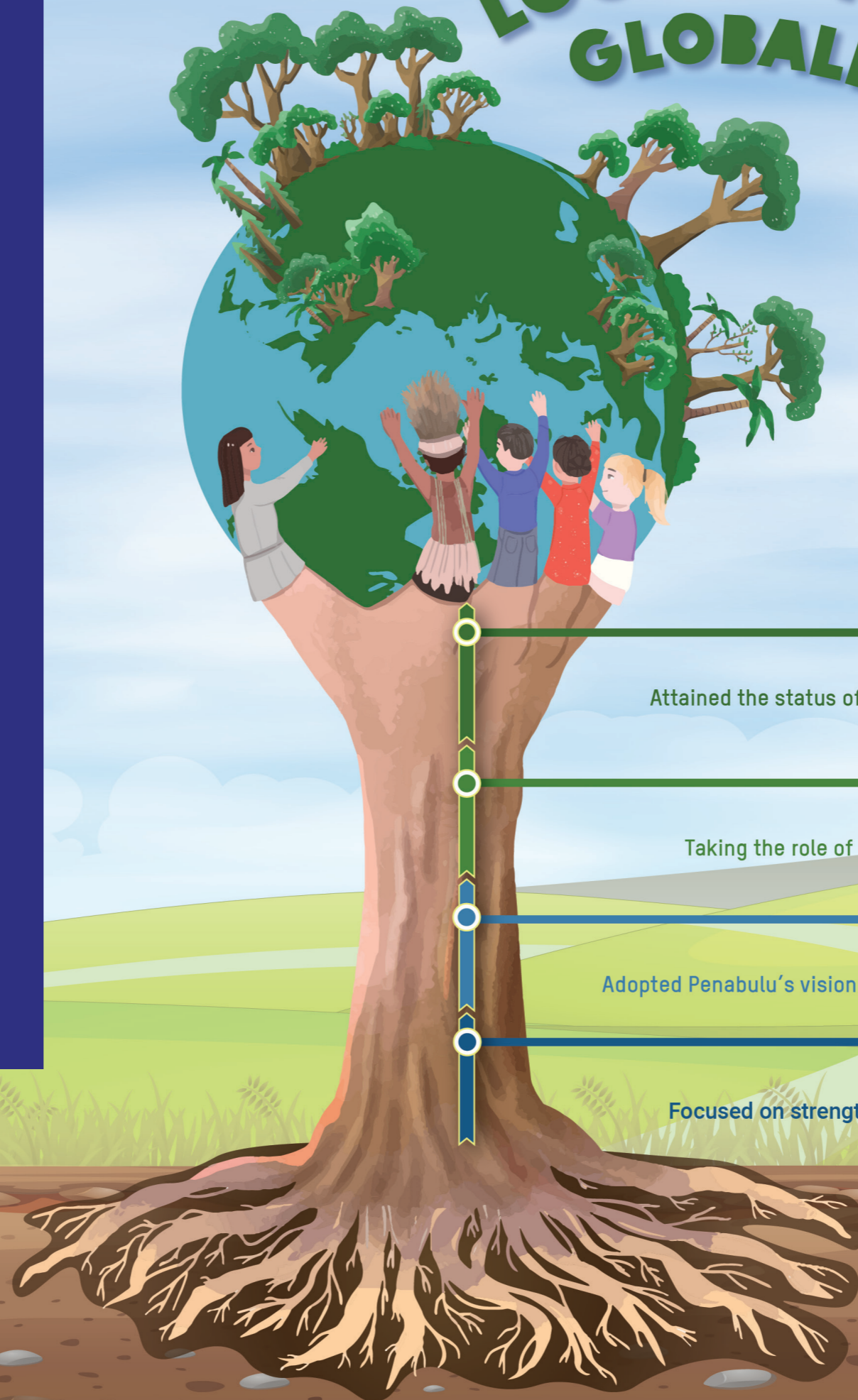
LOCALLY ROOTED. GLOBALLY CONNECTED

The process of exploring affiliation with Oxfam International brought together two streams of intent: first, Penabulu's desire to find a new growth cycle, strengthen its strategic position in empowering Indonesian civil society and the need to network in facing contemporary development issues that are inseparable from geopolitics and geo-economics, such as climate change, public and environmental health, markets and sustainable trade, taxation and tariffs, and others; and second, Oxfam (GB)'s plan in Indonesia to determine its own transformation toward forming **Oxfam Indonesia** as part of Oxfam International's larger ambition to build global balance, decolonization with feminist principles, and a more diversified international network.

The long journey toward Oxfam affiliation began in March 2021, through a series of exploratory and co-creation workshops, as well as full organizational due diligence. At the end of August 2023, the Chair of Penabulu's Board formally sent a letter of interest to become an Oxfam affiliate. The official expression of interest underwent multiple presentations and discussions across confederation forums and ultimately received full support and ratification of **Prospective Affiliate** status at the Affiliate Business Meeting at the end of November 2023.

Prospective Affiliate status **marks the start of Penabulu's fourth growth cycle**, during which a transition and preparatory period toward Full Affiliate status is expected to continue until around April 2026. This period is characterized by major restructuring, development of a strategic plan, adoption of international systems and standards while fulfilling applicable regulations, transfer of knowledge, capacity, technology, and Oxfam projects in Indonesia that are ongoing, creation of a new organizational culture, and adaptation of Penabulu's engagement in confederation forums and agendas.

During the same period, while devoting all organizational energy and capacity to transform into **Penabulu-Oxfam: locally rooted, globally connected**¹ (a new name/brand still under negotiation with OI, based on a strong intent to preserve Penabulu's local identity), Penabulu continued to drive program scale and managed funds growth. An independent audit showed that Penabulu's revenue in 2024 reached USD 21.9 million, the highest ever, compared to USD 14.2 million in 2023.



2024
FOURTH PHASE
Attained the status of Prospective Affiliate of Oxfam International and entered a transition period

2020
THIRD PHASE
Taking the role of a Civil Society Resource Organization (CSRO)

2009
SECOND PHASE
Adopted Penabulu's vision of "An Empowered Indonesian Civil Society"

2003
FIRST PHASE
Focused on strengthening accountability and transparency of nonprofit organizations

Illustration: Amelia N Inayah/Penabulu

2025: A Year of Upheaval, Change, and Determining the Future

The rise of right-wing populism in many countries, the protracted Russia–Ukraine war, the humanitarian crisis in Gaza, and ongoing trade conflicts have escalated geopolitical and geo-economic tensions. All of these intensify a pre-existing poly-crisis: the real impacts of climate change, ecological destruction, water and energy crises, widening socio-economic inequality, concentration of wealth and asset ownership, and gender gaps permeating every aspect of life.

In the development and humanitarian aid sector, the closure of USAID early in 2025 was followed by budget cuts in other European aid budgets, with a focus on prioritizing domestic goals, including debt reduction, defense spending, and migration management. This will widen global inequality and increase the vulnerability of third-world countries, including Indonesia, to international crises. Penabulu lost a USAID funding commitment of at least USD 21.5 million for a 5-year program aimed at improving systems and public health services in Indonesia.

At the national level, 2025 was a test for Indonesia’s democratic consolidation. Political polarization and identity politics have deepened social divisions, compounded by declining public trust in election institutions due to repeated corruption cases and the strengthening of political dynasties, which hinder hopes for reform.

Ambitions to become a high-income country by the ‘Indonesia Emas 2045’ vision make the state dominant in setting economic growth and political stability directions, including regulations like the Job Creation Law and its derivatives, which can threaten citizens’ rights over natural resources and curb civil-political freedoms, including via the Electronic Information and Transactions Law (*UU ITE*).

Amid the worsening performance of democratic institutions and this kind of development model, a wave of massive demonstrations erupted in late August 2025—beginning in Jakarta and quickly spreading to other cities across Indonesia. These events clearly reflected the accumulated public frustration toward government policies that have failed to reduce socioeconomic inequality and to guarantee the fulfillment of citizens’ basic rights.

The ensuing riots—believed to have been fueled by friction among political and military forces in Indonesia—and the nationwide protests amplified by hundreds of local community actions, have laid bare a bitter reality: Indonesian civil society organizations (CSOs) have become uprooted from their historical social foundations. They have failed to systematically articulate substantive public interests and have lost their relevance amid widespread public anger over the failures of civilian political leadership and the resurgence of authoritarian tendencies. Indonesian CSOs must also openly recognize their disconnection from their constituencies—students, workers, urban citizens, the media, critical groups, and other marginalized communities. They must acknowledge their failure to maintain inter- and intra-network connections, their ineffectiveness in grassroots organizing, and their inability to build and consolidate collective narratives for public policy advocacy.

Indonesian civil society organizations, including Penabulu as a CSRO, now stand at a crossroads. To remain still, or to move swiftly: to urgently rediscover the relevance of their position and role in strengthening the resilience and empowerment of Indonesian civil society; to move together, stay connected with all elements of society, and work more effectively than ever before.



◀ The smile of a healthcare worker at the Gunungtua Community Health Center, Padang Lawas Regency, North Sumatra, reflects the collective spirit behind the launch of the Integrated Primary Health Care Service. Penabulu implemented the INTEGRASI program in several districts and cities across North Sumatra and Banten Provinces. This initiative ensures health as a fundamental right and a matter of justice for all. (Rizkiani Milania/Penabulu)

STRATEGIC PLAN 2025–2030

Building on a deep understanding of Penabulu's unique growth trajectory and considering the broader context described above, this **Strategic Plan 2025–2030** has been developed. Referring to **Oxfam's Global Strategy Framework (GSF) 2020–2030**, it is affirmed that inequality can be overcome by supporting the most affected communities, advancing gender justice, taking fair and context-appropriate climate adaptation and mitigation actions, and promoting a people-centered and environmentally sustainable economy, towards shaping a more equitable and sustainable world by 2030.

In this document, Penabulu will specifically adopt the **Triple Nexus approach**, linking humanitarian action, development, and peacebuilding, to address complex and interrelated crises holistically. This approach is expected to maximize resource efficiency and ensure sustainable impacts beyond project boundaries, particularly by fostering meaningful collaboration among diverse stakeholders. Through the Triple Nexus, Penabulu strengthens collective efforts to build lasting peace, resilience, and inclusive development. Only by applying this approach can Penabulu begin to uncover the structural root causes of poverty and inequality and identify long-term solutions.

While Oxfam's GSF outlines four global ambitions, fair economies, gender justice, climate justice, and accountable governance, the Penabulu Mandala translates this framework into four primary areas of focus: **Space** (the civic space as the center of intervention), **People** (individuals and their social systems), **Earth** (the planet and its ecological carrying capacity), and **Governance Systems** (including the models of democracy and economy adopted).

The theory of change articulated in this document formulates the organization's strategic direction by situating all Penabulu interventions at the intersection of these four focus areas, consistently applying the Triple Nexus in every program implementation.

This ensures the creation of safe and open civic spaces that enable effective public participation across political, economic, social, and cultural domains.

Penabulu believes that its growth and sustainability will not depend on the scale of resources it holds, but instead on its ability to continuously discover new spaces of relevance in a world that is rapidly and constantly changing.

For Penabulu, organizational strength will not be measured solely by the size or volume of its resources. Its ultimate achievement will be judged by how wisely and intelligently those resources are used to expand its sphere of influence at the national, regional, and global levels.

Grounded in this conviction, Penabulu will continue to move forward, inviting all stakeholders to join and connect, to face and manage the risks that must be taken, and to remain steadfast to its purpose: **an empowered Indonesian civil society for a just, equal, and harmonious world.**



Damayanti Buchori

Prof. Dr. Ir. Damayanti Buchori, MSc.
Chair, Governing Board



Hadi Prayitno

Hadi Prayitno, Ak., CA
Chair, Supervisory Board



Eko Komara

Eko Komara
Chair, Executive Board / Executive Director



◀ The atmosphere of the Partners Engagement in Sentul, February 5–6, 2025, reflected a living exchange of ideas: participants engaged in discussions, listened to insights from Penabulu's Executive Director, and jointly formulated strategies. This space brought together diverse perspectives that later initiated the formation of the Indonesian Civic Engagement Alliance (CEA). (Rizkiani Milania/Penabulu)

THE AFFILIATION JOURNEY: Where Two Intentions Meet



Oxfam is an international confederation comprising 22 organizations² that work together in over 90 countries. **Each is an independent organization affiliated with Oxfam**, working to build a global civil society movement that fights inequality and injustice, aiming to eradicate poverty. **The confederation is bound by a “loose attachment”**: each member has freedom to pursue its goals while being collectively tied to a shared long-term vision expressed in a global strategy. Matters to be decided are agreed in plenary via the Affiliate Business Meeting (ABM), held as needed but at least annually. The Oxfam International Board administers the ABM.

Since March 2013, Oxfam International has affirmed its **Global Balance commitment** to strengthen leadership from Southern countries in the confederation and create a more equal and diverse network. This translated into a **“diversified network”** approach, allowing members to determine working methods according to local contexts, recognizing local contexts as the main strength and backbone of confederation governance.

Oxfam’s work in Indonesia, which began in 1957, was carried out by Oxfam Great Britain (GB) through a Country Office, known as “Oxfam (GB) in Indonesia,” under the Ministry of Social Affairs’ license. There had been no independent local Oxfam entity. To establish a diversified network, Oxfam in Indonesia initiated the process with a feasibility study in 2015, followed by a series of in-depth analyses and considerations.

In 2021, Oxfam Indonesia adopted a self-determination approach, seeking strong, locally-rooted civil society organizations as prospective affiliates rather than converting the Country Office into a local entity. This led to an exploration to identify potential affiliates among Indonesian civil society organizations.

This exploration met Penabulu, a local organization that has, over the past two decades, consistently strengthened Indonesian civil society, possessing deep local roots and a vision to impact the nation, region, and globally, while also demonstrating adaptability to stay relevant as a civil society organization.

After long exploration, dialogue, and co-creation, Penabulu was invited to become a prospective affiliate. Penabulu formally applied on August 21, 2022.

At the Affiliate Business Meeting on November 28–29, 2023, Penabulu was officially confirmed as a Prospective Affiliate of Oxfam International.

Prospective Affiliate status is held for two years, during which Penabulu prepares for Full Affiliate status. If approved as a full affiliate at the early 2026 ABM, **Penabulu–Oxfam** will become the official representative of the Oxfam global network in Indonesia as **Oxfam Indonesia**.

Penabulu brings diversity and experience to the Oxfam family. This is an organisation that not only adds value to Oxfam, they are here to challenge our structures and culture – to hold us to account for our commitment to becoming a decolonial feminist Confederation!”

Aruno Rao, OI Board Chair and
Damian Roza, Affiliate Business Meeting Chair,
(ABM Communiqué, 29 November 2023)



The Partnership Engagement in Sentul, February 2025, strengthened the ties among Penabulu, Oxfam, and partners. The forum mapped out challenges and opportunities, while reaffirming a collective commitment to strengthen democracy, expand civic space, and confront structural injustice. (Rizkiyani Milania/Penabulu)

NATIONAL CONTEXT:

The Paradox of Hope

Indonesia is the world's fourth most populous country, after India, China, and the United States, with an estimated population of 282 million as of 2025. Around 62.7% of the population consists of women and children, and approximately 199.5 million people are of productive age (15–64 years), representing the core of the demographic bonus.³

Indonesia consists of over 17,000 islands with a jurisdictional area of 7.8 million km² including land and sea. It has a tropical climate with more than 90 ecosystem types, located across the Wallacea Line and the Coral Triangle, making it a 'megabiodiverse' country. Culturally, it is vibrant with over 1,340 ethnicities and 718 local languages.

This strategic location offers abundant renewable energy potential, estimated at 3,686 GW from solar, wind, geothermal, hydro, bioenergy, and ocean energy sources⁴. However, utilization remains at around 12,669 MW, accounting for only about 0.3% of the total potential.⁵

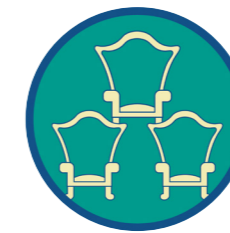
Such a large population and demographic dividend, biodiversity, ethnocultural diversity, and significant renewable energy potential should position Indonesia for broad prosperity and a strong global role, while actively contributing to the creation of a more just, equitable, and harmonious world order.

Yet, in recent two decades, democratic life has shown stagnation or regression in fundamental aspects.



Official statistics by BPS (Indonesia Central Bureau of Statistics) show Indonesia's Democracy Index score is at a moderate level, showing an upward trend from 72.4 (2018) to 78.1 (2021)⁶, and rising to 79.51 in 2023, a slight decrease compared to 2022 which was at 80.41⁷. Interestingly, during a roughly similar period, EIU (Economist Intelligence Unit) reports the opposite trend, a decline from 7.03 in 2015 to 6.44 in 2024, consistently placing Indonesia as a "flawed democracy"⁸, due to weak political culture and limited civil liberties. V-Dem (2025) also reports democratic backsliding linked to rising authoritarian tendencies.⁹

This deterioration suggests that the political liberalization following the 1998 reform, has been more procedural, without a substantive strengthening of people's representation.



On the other hand, political dynasty practices continue to strengthen locally and nationally, reflecting a concentrating power within family circles, undermining meritocracy, limiting equitable political participation, and fostering an increasingly elitist and closed party system.¹⁰

On January 6, 2025, Indonesia formally joined the BRICS, reinforcing its strategic position as Southeast Asia's largest economy and the world's fourth-largest domestic market. This aligns with Indonesia's G20 role as a diplomatic bridge between developed and developing countries..

Membership in BRICS, the G20, and OECD (Organization for Economic Co-operation and Development) accession strengthens the government's long-term ambitions for achieving high-income status by 2045—a vision known as "Indonesia Emas".

However, despite macroeconomic achievements, reflected in average 5.3% GDP growth per year from 2004 to 2023, deep structural inequalities remain entrenched in Indonesia's economy.



Statistics Indonesia (BPS, 2025) reported that around 25.2 million people (9.3% of the national population) fall into the poor category. When combined with the "aspiring middle class" (an economically vulnerable middle-income group) comprising 138.3 million people (49.3% of the population), nearly 58.6% of Indonesians, equivalent to 163.5 million people, live in precarious economic conditions.

Amidst this widespread vulnerability, the Indonesia Inequality Report 2024, by Celios, concluded that the 50 wealthiest individuals control as much wealth as the poorest 50 million citizens. Between 2020 and 2023, the wealth of the top 50 tripled, while approximately 9 million people from the middle class were at risk of falling into poverty.¹¹

Meanwhile, BPS data show that the Gini Ratio briefly fell in March 2024 to 0.379, the best level since 2018 only to rise again to 0.381 by September 2024, despite the economy growing steadily at 5.03% that year.¹² This pattern suggests that stable economic growth has not led to significant reductions in income inequality.



The situation has been further worsened by the proliferation of predatory online lending and gambling targeting lower- and middle-income groups. According to the Financial Transaction Reports and Analysis Center (PPATK),¹³ total online gambling transactions in 2023 reached IDR 327 trillion, involving 2.37 million leading actors, 80% of them from economically vulnerable groups. Data from the Financial Services Authority (OJK) in August 2024 shows that online loan disbursements totaled IDR 27.44 trillion, spread across 12.93 million borrower accounts, with most of these accounts belonging to low-income households and younger individuals.

Although online lending offers fast, non-collateral financing alternatives, the prevalence of exorbitant interest rates and fake application fees has become a threat to data security and a source of severe psychological stress, even leading to dozens of suicide cases.¹⁴

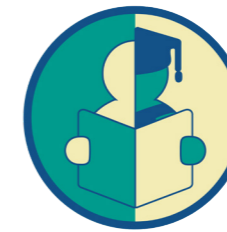
This depiction reflects the tragic downside of economic digitalization, which preys upon lower- and middle-income groups while exacerbating economic inequality.



Gender-based inequality also reflects the economy's non-inclusive structure. While the Gender Inequality Index (GII) declined from 0.488 in 2019 to 0.447 in 2023, women still face systemic barriers in accessing decent employment, higher education, healthcare, and political representation. Stagnant female labor force participation, concentration in the informal sector, and the heavy burden of unpaid domestic work highlight how gender inequality is structurally embedded in Indonesia's socio-economic system.



Inequality is also starkly visible in access to basic healthcare services. The system relies on 10,180 community health centers (Puskesmas) at the sub-district level and around 25,000 auxiliary health centers (Pustu) at the village level. Yet with 75,753 villages across Indonesia, these facilities fall far short of universal access. Shortages of infrastructure, medicines, and medical professionals compound the problem. While Indonesia has 5.3 health workers per 1,000 people, the doctor ratio is only 0.32 per 1,000, well below the World Health Organization (WHO) standard.



At the same time, inequality and poor quality of education are primarily driven by inadequate school infrastructure in remote areas, uneven education funding, and unequal teacher distribution. The national student-teacher ratio averages 1:16, but ranges from 1:14 in cities to 1:30 or worse in remote or border regions. Limited access to digital technologies in eastern Indonesia further widens the learning gap. Education policies insufficiently responsive to local contexts remain a significant obstacle to achieving equitable quality education.¹⁵

Amid democratic backsliding and an economy that fails to reach vulnerable groups, the climate crisis is exacerbating Indonesia's structural inequalities.



As an archipelagic nation with the world's second-longest coastline, Indonesia faces severe climate risks. Projections include a rise in sea surface temperatures of up to 1.5°C over the next two decades, which threatens marine ecosystems, particularly coral reefs, reduces fish stocks, lowers fisheries productivity, and increases the frequency of tropical storms that affect more than 42 million people in low-lying coastal areas.¹⁶

In agriculture, projected annual temperature rises of 1.2–1.5°C threaten to reduce yields and increase the risk of crop failures.



Climate change is exacerbating the water crisis through seasonal freshwater scarcity, declining water quality, and excessive groundwater extraction, which triggers seawater intrusion in coastal cities. Importantly, 90% of disasters in Indonesia are hydrometeorological in nature and tied to ecological degradation. Floods, droughts, and landslides disproportionately burden poor households in coastal zones, farming valleys, and riverbanks.

This situation once again adds layers of risk for women and children, who face compounded risks, from heavier domestic burdens and gender-based violence to reduced access to livelihoods, jobs, and essential services, slowing recovery in disaster aftermaths.¹⁷

In a global perspective, Indonesia's inequality mirrors broader patterns across the Global South. For decades, the international economic regime has emphasized GDP as the primary indicator of progress, sidelining social justice and human well-being. The UNDP Human Development Report 2023/2024¹⁸, warns that growth models reliant on GDP conceal deepening inequalities and leave large segments of vulnerable populations behind.

For resource-rich Indonesia, beyond the exclusive development orientation, this multidimensional inequality is inextricably linked to its long-term dependence on extractive sectors, such as mining, fossil fuels, and forestry, the hallmarks of the so-called "resource curse".¹⁹

Ultimately, this development model entrenches inequality and threatens the very existence of a free, equal, and deliberative civic space, a foundational prerequisite for a resilient democracy.



Over the past decade, civic space in Indonesia has been systematically shrinking, in parallel with increasing authoritarian control by the state. This has been expressed through repressive legal instruments and the excessive use of force.

Clear examples include the enforcement of the Law on Mass Organizations and the Electronic Information and Transactions (ITE) Law, dissolution of civil society organizations without due legal process, and criminalization and intimidation of activists and human rights defenders. Civil society groups critical of the state, especially those representing vulnerable populations such as women, children, the elderly, people with disabilities, the urban poor, sexual and gender minorities, religious minorities, laborers, and local communities, have been systematically discriminated against and delegitimized as "threats" to national security or state interests.



Most recently, on July 30, 2025, Indonesia was placed on the Civicus Monitor Watchlist due to escalating repression of freedom of expression and association, legal manipulation, and violence, which has downgraded civic space to "obstructed".²⁰

Confronted with the grim reality of structural inequality and the threat of authoritarianism's return, efforts to strengthen just, equitable, and sustainable development cannot be separated from a macroscopic intervention framework grounded in cross-stakeholder collaborative action. For Penabulu, the approach guiding these interventions and collaborations must aim to safeguard human life on Earth, reflecting a strong commitment to the alignment of three fundamental aspects known as the Triple Nexus—linking humanitarian action, development, and peacebuilding to address complex crises in a holistic manner.

This requires more than the formal guarantee of civil liberties. It calls for building participatory structures that are deliberative and inclusive of the full spectrum of social actors, particularly groups that have been historically marginalized from decision-making processes.

Such revitalization must rest on recognition and protection of the substantive role of civil society organizations in advancing social justice and holding the state accountable. Only then can Indonesia realize its potential, not only as an economically advanced country, but also as a global actor in shaping a just, equal, and harmonious world order.

CURRENT CONTEXT: NATIONAL POLITICAL TENSIONS
(August - September 2025)



Amid celebrations of Indonesia's 80th Independence Anniversary, a wave of protests erupted on August 25, 2025, in Jakarta, initially sparked by public outrage over the increase in housing allowances for members of the House of Representatives (DPR-RI). The protests quickly spread across 32 provinces, with demonstrations recorded in 107 locations, led by students, labor unions, online transport drivers, and other grassroots groups. Their main demands focused on the dissolution of the DPR and the ratification of the Asset Confiscation Bill (RUU Perampasan Aset).

The escalation of the demonstration turned into mass anger accompanied by vandalism, clashes, and riots that occurred after the death of Affan Kurniawan, an online motorcycle taxi driver who was run over by a Brimob tactical vehicle on the night of August 28 in Pejompongan, Jakarta.

The protests intensified sharply following the tragic death of Affan Kurniawan, an online motorcycle driver who was fatally run over by a Brimob tactical vehicle on the night of August 28 in Pejompongan, Jakarta. His death sparked widespread anger, fueling mass mobilizations targeting DPR/DPRD buildings and police headquarters in Jakarta, Bandung, Surabaya, Semarang, Cirebon, Makassar, Palembang, and other cities. The unrest included rioting, looting, and attacks on symbols of power, notably the home of Finance Minister Sri Mulyani Indrawati and the residences of several DPR members from the National Mandate Party (PAN) and National Democratic Party (NasDem).

In response, security forces increased their operations: police and military personnel conducted large-scale joint patrols in Jakarta and other major cities. These actions raised alarm among civil society groups, which strongly opposed the possible imposition of military emergency rule under President Prabowo.

Human rights reports highlight the severity of the crackdown. KontraS documented six deaths and 20 disappearances (later confirmed as four still missing), mainly in Jakarta and Bandung. The National Human Rights Commission (Komnas HAM) reported that between August 25 and 28, 951 individuals were arrested in Jakarta alone, while by August 30 and 31, 1,683 protesters had been detained under the jurisdiction of the Jakarta Metropolitan Police. Police sources reported a total of 3,195 arrests nationwide. These numbers underscore the increasing repression by security forces during the unrest.

Although the peak of violence subsided by early September, protest movements continued under the banner of "17 + 8 People's Demands." These demands called for broad institutional reform, transparency, and accountability, directed at the president, DPR, political party leaders, the police, the military, and relevant ministries.

The outbreak of protests and riots thus reflects not only anger over a single policy issue but also the accumulated public dissatisfaction with political elites' lack of accountability, government policies that have failed to address structural socio-economic inequalities, and the long-standing repression by the security apparatus.

VISION AND MISSION 2025-2030:

A Guiding Force That Enables and Strengthens

NEW MANDATE: Part of the Global Humanitarian Network

Since its founding, Penabulu has been guided by a strong vision that drives its growth: **an empowered Indonesian Civil Society**. The affiliation journey toward Oxfam Indonesia has strengthened Penabulu to broaden its future aspirations, enabling it to play larger roles and assume bolder leadership, as stated in the new vision:

"A just, equal, and harmonious world"

A world where all people without exception live with dignity on the one earth in harmony.

This new vision is translated into the following mission:

"To protect and expand civic space, promote a people-centered economy that values ecological and climate balance, strengthen democratic resilience, uphold the fulfillment of human rights, eradicate poverty, fight social, economic, and gender injustice, and take humanitarian action to save lives and build dignified, equitable living for all."

Being part of Oxfam's global network encourages and enables Penabulu to integrate its engagement in advancing development goals with humanitarian action, in line with the concluding part of the mission statement above.

Under this new humanitarian mandate, Penabulu believes all humans, especially persons with disabilities and other vulnerable and marginalized groups, have the right to live with dignity and thus have the right to protection and crisis assistance.

Penabulu will work with partners to continuously promote feminist, locally-led humanitarian systems and leadership at all levels. Penabulu will also work to reduce the risk of disaster and humanitarian crises; strengthen preparedness capacities, early warning systems, and anticipatory action.

Penabulu commits to being at the forefront of disaster emergency response while seeking the best opportunities to protect affected communities, victims, and displaced people. Penabulu also pursues permanent conflict resolution and fosters fairer development during recovery and rehabilitation.

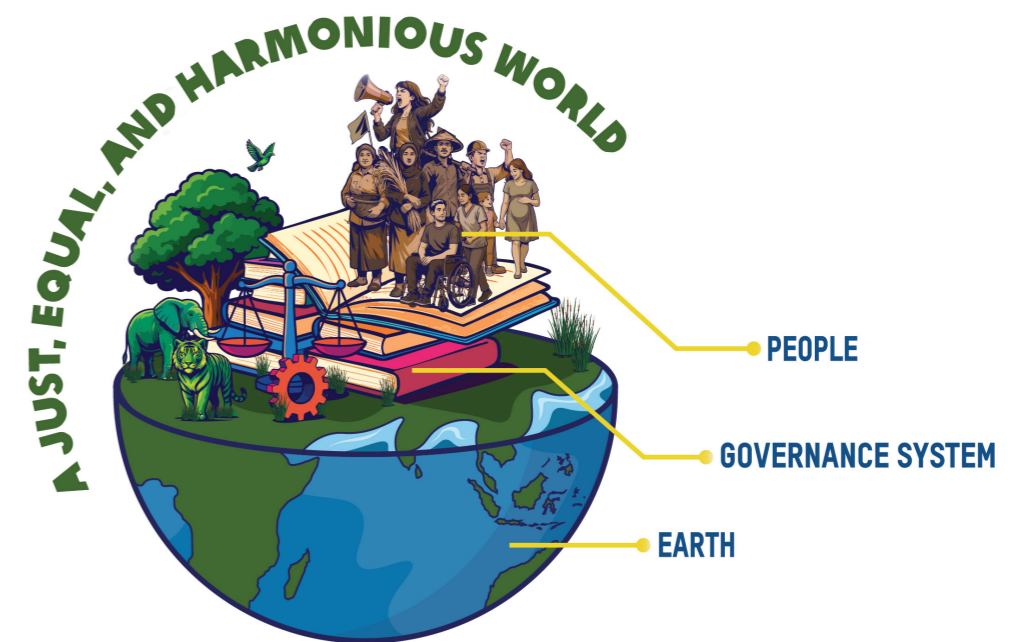


PENABULU MANDALA: Concentric-Holistic Structure

The Penabulu Mandala is a conceptual framework used by Penabulu to view itself as a whole within a dynamic workspace, an ever-changing environment, and an interwoven set of values that enrich one another. The Penabulu Mandala affirms the organization's self-understanding while reflecting Penabulu's commitment to continually and critically adapt to both internal and external challenges and changes—at local, national, and global levels.

Within the Penabulu Mandala, the concentric-holistic structure serves as the main pillar guiding the organization's thinking and actions. This structure represents a layered and centered composition, where each layer is interconnected, forming an integrated whole. The term concentric signifies being centered on a paradigmatic core and shared purpose, while holistic emphasizes an approach that perceives the entire system along with the interrelations among its parts. Thus, the concentric-holistic structure is understood as an integrated system—focused on the organization's core paradigm and ensuring that every element works synergistically to realize Penabulu's vision and mission in a comprehensive manner.

The vision of a just, equal, and harmonious world reflects Penabulu's core beliefs. Penabulu believes the fundamental problem lies in the clash between human population growth and limited ecological carrying capacity and natural resources. Harmony between **people** and the **earth** is essential for the continuity of life. Sustainable development requires economic growth that does not ignore social justice and environmental preservation.



Justice and equality are conditions shaped by choices of particular **governance systems**. Penabulu believes poverty and inequality result from exclusive, unjust development models that do not reflect feminist principles and **therefore ending them entirely is a matter of choice**.

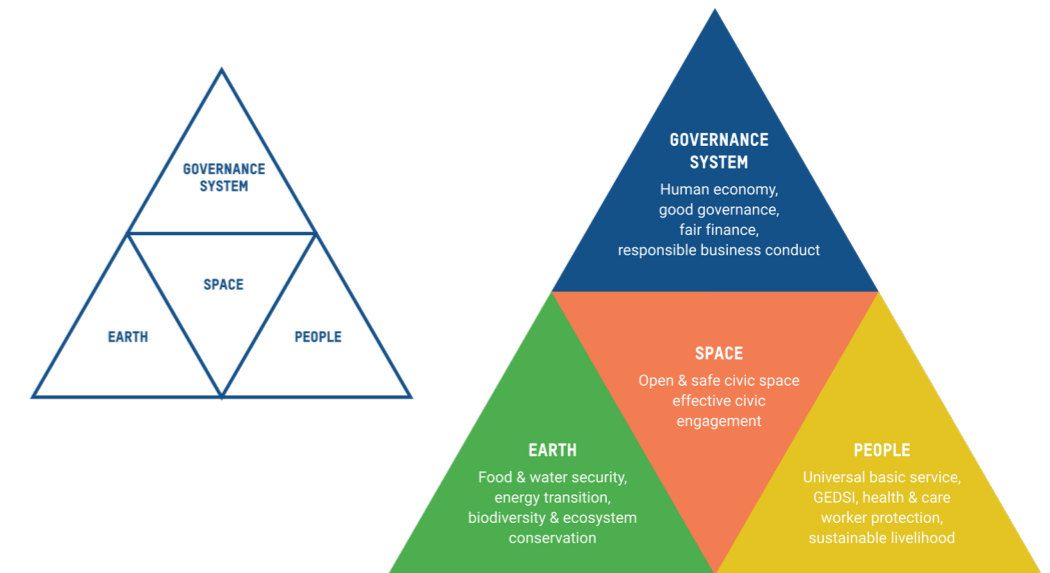
According to **Oxfam's Global Strategy Framework 2020–2030**, inequalities can be addressed by supporting the most affected communities, advancing gender justice, implementing effective climate mitigation and adaptation measures, and building a people-centred economy that respects environmental limits, towards creating a more just and sustainable world by 2030.

Penabulu will specifically adopt **the Triple Nexus approach**, which integrates humanitarian action, development, and peacebuilding, to address complex and interrelated crises holistically. This initiative is designed to maximize resource efficiency and deliver a sustainable impact that goes beyond the limits of individual projects, particularly by fostering meaningful collaboration among diverse stakeholders. The adoption of the Triple Nexus approach will strengthen collective efforts to promote lasting peace, resilience, and inclusive development. Only by applying this approach will Penabulu be able to uncover the structural root causes of poverty and inequality and identify long-term solutions.



Previously, Penabulu focused on nine core issues, including inclusive development, public–private–community partnerships, sustainable markets, environmental and climate change, public health, public accountability, village empowerment, equitable digital transformation, and CSO strengthening.

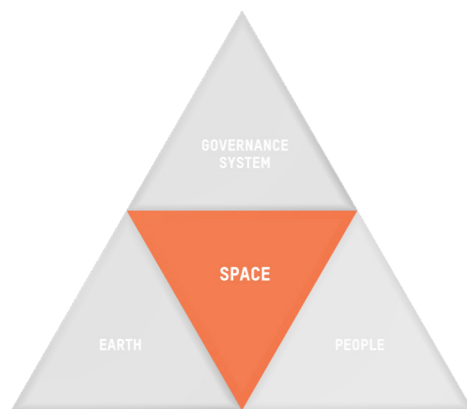
Under the new vision and mission, while Oxfam's GSF mandates four core ambitions, **economic justice, gender justice, climate justice, and accountable governance**, the **Penabulu Mandala** translates this into four main focus areas: **Space** (civic space as central intervention), **People** (human and the entire social systems), **Earth** (with all its ecological limits), and **Governance Systems** (democratic and economic choices).



As illustrated by the placement of the main triangle at the center of the other three, the focal point of Penabulu's overall vision strategy lies within the **Space** focus area— representing the civic space in Indonesia, reflecting Penabulu's long-standing role as a CSRO. Penabulu continues to believe that a conducive civic space depends on strong, empowered civil society organizations. Furthermore, a safe and open civic space in Indonesia is seen as a prerequisite for achieving Penabulu's broader vision, symbolized by the three surrounding triangles: the focus areas of the **Governance System, Earth, and People**.

These focus area triangles are also positioned under the **Triple Nexus** approach, in which Humanitarian, Development, Peace represent an integrated set of perspectives, approaches, and intervention frameworks that are no longer separate from one another. The Triple Nexus will consistently be applied across all of Penabulu's strategic implementations. Every program developed by Penabulu may encompass one or more focus areas, and each program will be accompanied by thorough investigation, identification, and navigation of Triple Nexus aspects. Each program will include in-depth Triple Nexus analysis across the management cycle, situation analysis, planning, implementation, monitoring, evaluation, learning, and impact measurement.

STRATEGIC FOCUS AREAS: The Rhizome Pathways to The Outcome



The **Space** focus area has two levels of objectives: an enabling objective and a change outcome.

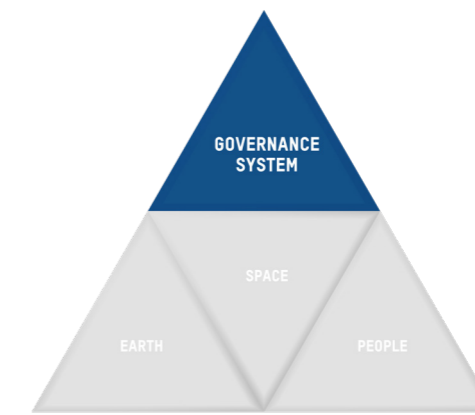
The enabling objective (immediate outcome) of the Space focus area is safe and open civic space for Indonesian civil society.

Under this enabling objective, the **Space** focus area will primarily include efforts to expand and protect civic space; strengthen the capacity and sustainability of civil society organizations (CSOs); build and strengthen interconnected networks and ecosystems of civil society; and support the consolidation of collective narratives and public policy advocacy agendas. In parallel, the focus area will actively engage in learning and strengthening agendas of civil society at the regional, South-South, and international levels.

The change outcome of the Space focus area is more inclusive, active, and effective civic engagement, particularly in advancing the fulfillment of civil and political rights.

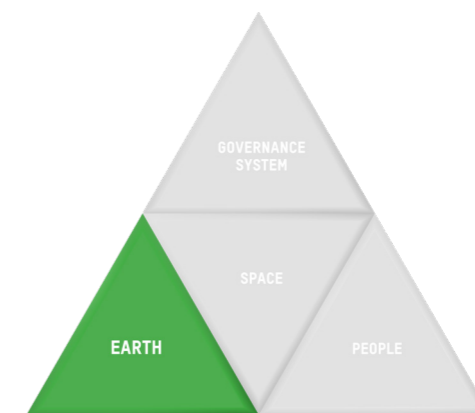
Under this change outcome, the **Space** focus area will primarily focus on efforts to support continuously critical awareness and grassroots organizing; ensure and uphold the respect and fulfillment of human rights for all people in Indonesia; strengthen meaningful citizen participation in public policy-making; and encourage reforms toward a democratic political system and governance that prioritize the interests and aspirations of the people.

In the rhizomatic movement of civil society organizations, enabling goals and transformative goals are two interrelated arenas that complement and work integratively with one another. Together, they form the fundamental foundation of an empowered civil society in Indonesia.



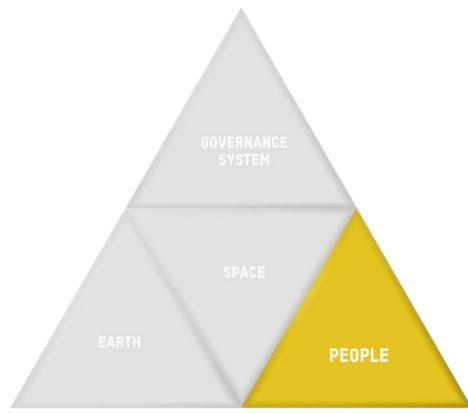
The change outcome of the Governance System focus area is efficient, transparent, accountable, anti-corruption, and participatory governance in both government and corporate sectors.

The **Governance System** focus area will include efforts to develop human-centered economic models and policies that create new employment opportunities and reduce inequality; monitor budget allocation and spending quality, promote tax reform and ensure that fiscal policies are pro-people; promote good governance and responsible business conduct through advocacy, monitoring, and collaboration; and specifically advocate for the fulfillment of human rights within the context of business and industry (Business and Human Rights).



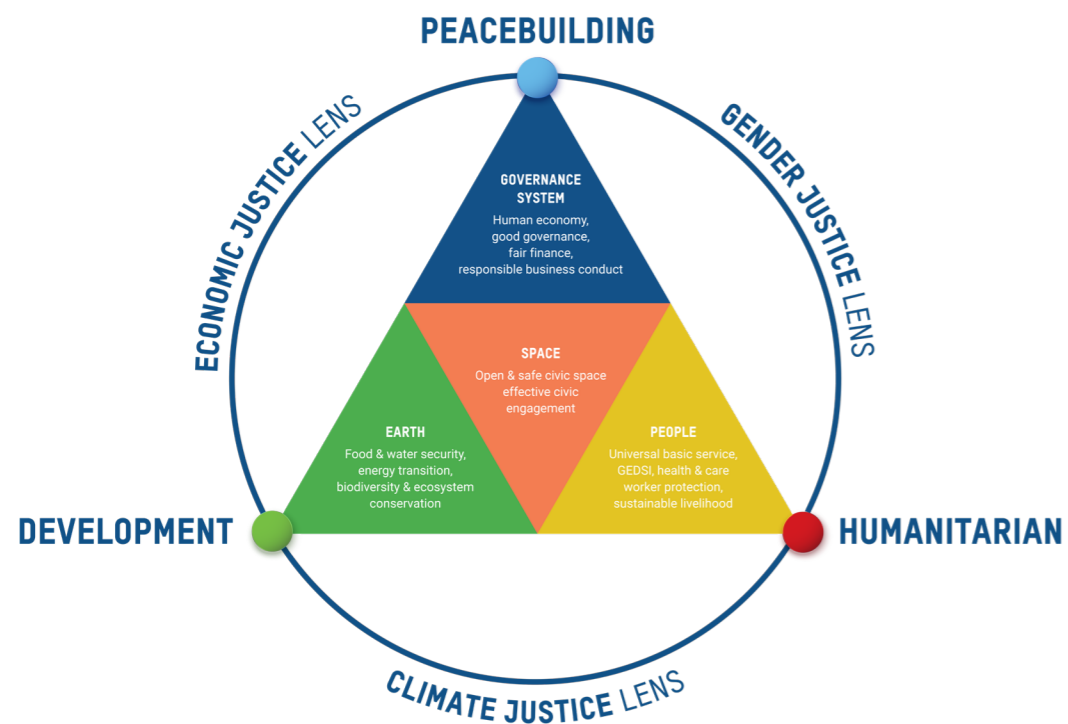
The change outcome of the Earth focus area is the sustainable use of natural resources, accompanied by fair benefit-sharing mechanisms and the strengthening of environmental resilience for future generations.

The **Earth** focus area will include efforts to mitigate and adapt to climate change, particularly through Nature-based Solutions and ecosystem restoration; conserve and sustainably use biodiversity; strengthen local food systems in terms of availability, accessibility, and quality; promote fair and sustainable water resource management; advance a just energy transition; and specifically promote the development of systems, policies, and mechanisms for greenhouse gas emission reduction, as well as the equitable implementation of carbon trading schemes.



The change outcome under the People focus area is the improvement of quality of life and well-being, particularly through the equitable and inclusive fulfillment of the economic, social, and cultural rights of all citizens.

The **People** focus area will include efforts to ensure universal access to health and education basic services; mainstreaming GEDSI (Gender, Equality, Disability, and Social Inclusion) and empowering of women, youth, and other marginalized groups; addressing all forms of Gender-Based Violence (GBV) through empowerment, victim support, policy advocacy, and socio-cultural transformation; strengthening the role and capacity of health and care workers (including Domestic Workers); supporting the development of alternative and sustainable livelihoods for marginalized groups; and promoting community-based production systems and strengthen people's participation in economic democracy models.

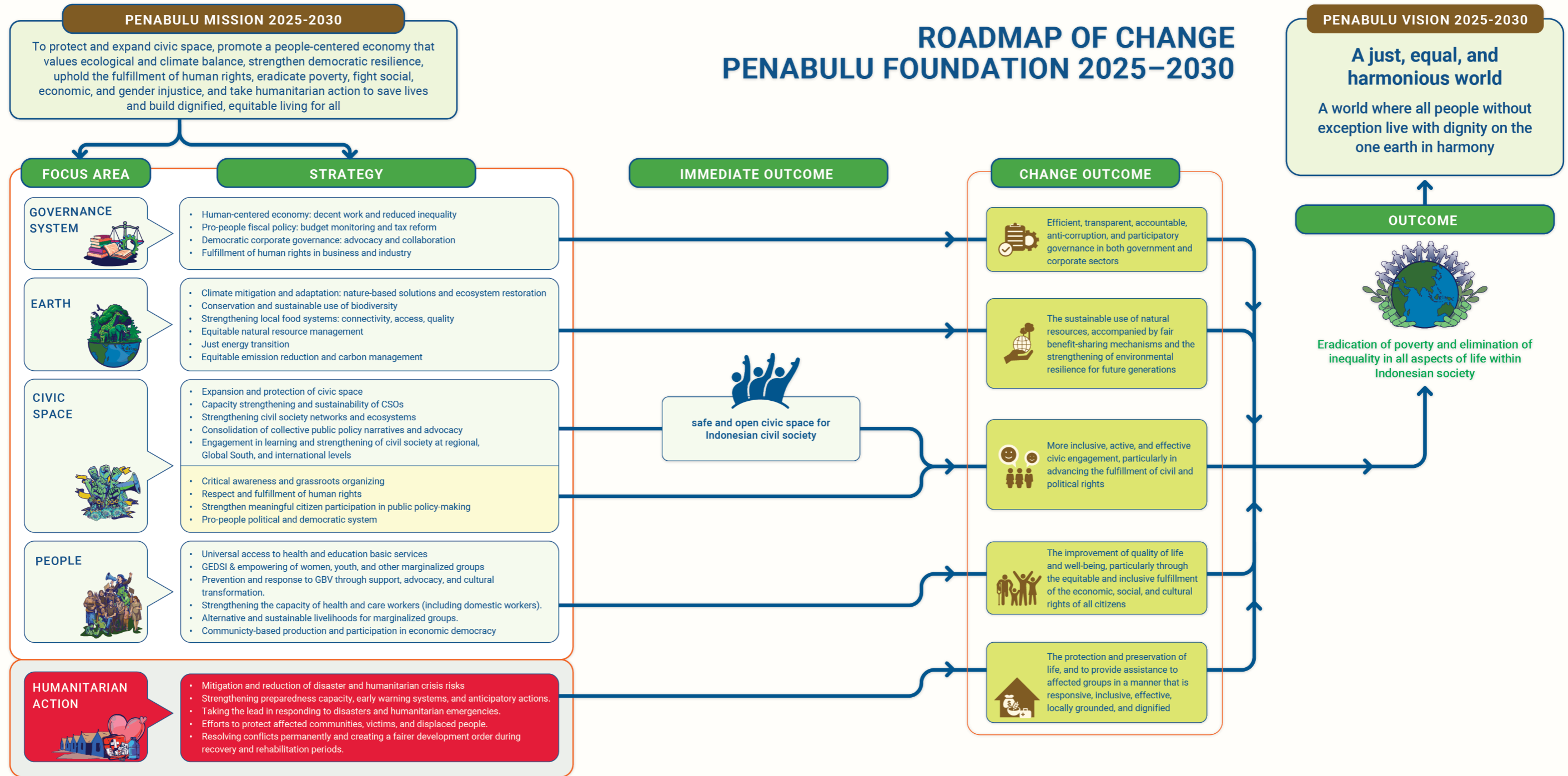


A guest writes a message on the expression wall, showing support for Penabulu. Each stroke stands as a recognition of Penabulu's role as a driver of change and a bridge of hope toward a more just future. (M. Lutfi/Penabulu)

THEORY OF CHANGE:

The Initial Roadmap to the Future

Penabulu's Theory of Change (ToC) 2025–2030 is presented as a flow diagram representing the roadmap to achieving its long-term vision.



INTERCONNECTION OF FOCUS AREAS: Prerequisite Areas and Anticipatory Humanitarian Action

The diagram illustrates the roadmap of how Penabulu aims to achieve its long-term vision: a world where everyone, without exception lives as humans in dignity on the one earth in harmony. This envisioned condition is, of course, not something that can be easily or quickly realized by the end of 2030; it will likely remain as Penabulu's guiding vision for decades to come.

History has shown that decades of valuable investment in poverty eradication and inequality reduction can be wiped out overnight due to changes in national leadership, shifts in democracy, or altered economic models. For this reason, the roadmap underscores Penabulu's conviction that civic space and the quality of civic engagement in realizing citizens' civil and political rights, represented by the **Space** focus area, are prerequisites for implementing strategies across the other focus areas: **Governance System, Earth, and People**.

If risks anticipated in Penabulu's roadmap of change **materialize into worst-case scenarios such as humanitarian crises** triggered by natural or non-natural disasters, resource scarcity, economic collapse, conflict, displacement, or pandemics, Penabulu will activate an additional anticipatory focus area: **Humanitarian Action**.

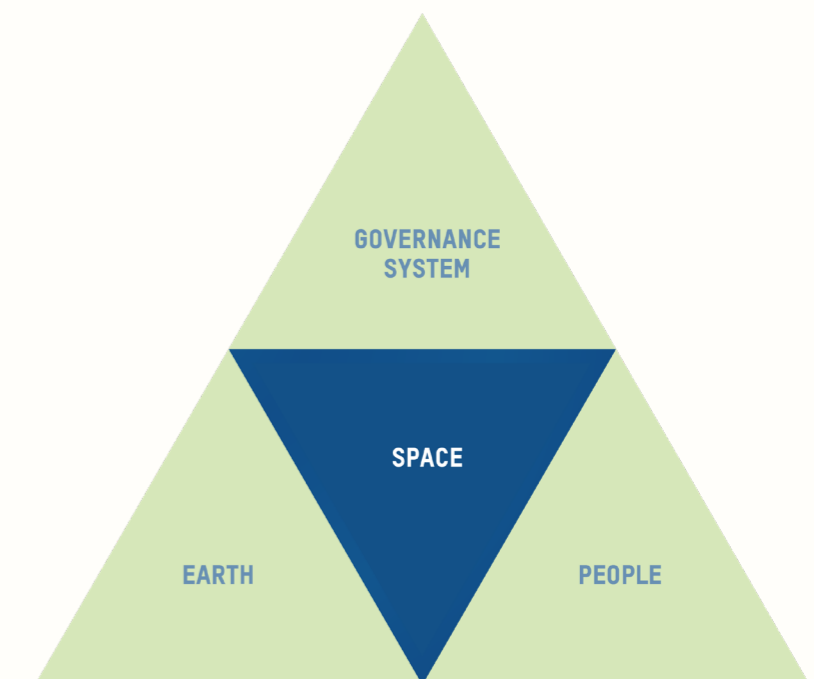
Humanitarian action is an inseparable approach within the Triple Nexus, and it must stand alongside Development and Peace approaches in every application. **The change outcome in the Humanitarian Action focus area is to ensure the protection and preservation of life, and to provide assistance to affected groups in a manner that is responsive, inclusive, effective, locally grounded, and dignified.**

The implementation strategy within this focus area will center on actions encompassing disaster and humanitarian crisis mitigation and risk reduction, the strengthening of preparedness capacities, early warning systems, and anticipatory actions. Penabulu is committed to taking a leading role in responding to disaster emergencies and humanitarian crises, while continuously seeking the best opportunities to protect affected communities, victims, and displaced people; striving for lasting conflict resolution; and fostering a more just development order throughout recovery and rehabilitation phases.

The Mandala Structure: Three Core Components

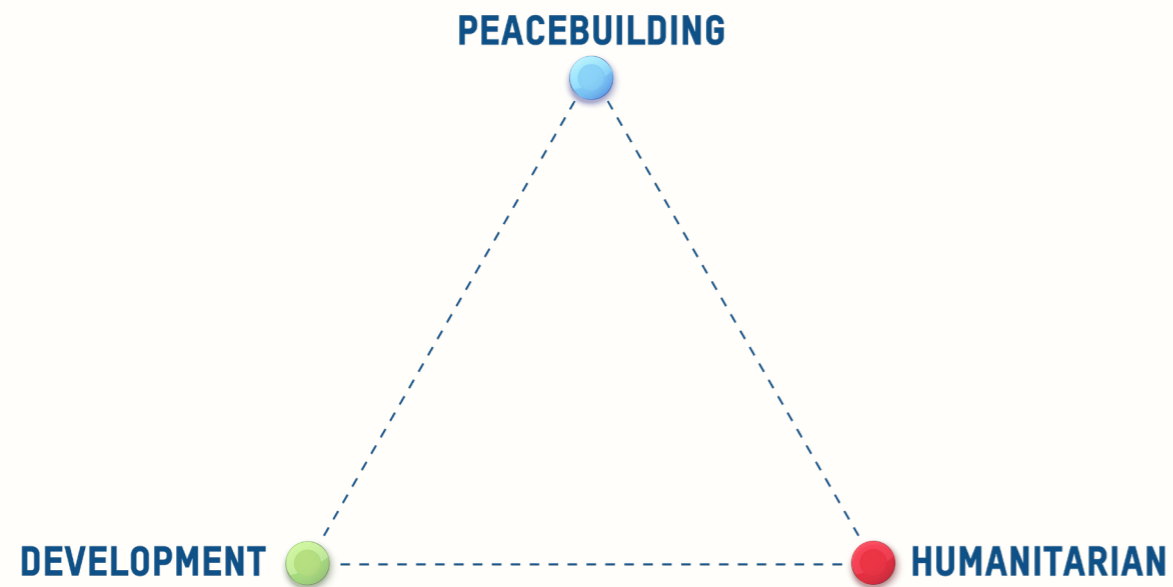
The Mandala Penabulu is composed of three interlinked and overlapping structural components, each with its own guiding message to navigate the roadmap of Penabulu's Theory of Change.

The first is the **Triangle of Focus Areas**, consisting of four smaller triangles centered around one core triangle representing the **Space** focus area, surrounded by three others: **Governance System, Earth, and People**. Within the roadmap of change, each focus area is accompanied by a change outcome statement and core strategic designs, which will be implemented through both single-sector focused programs and multi- or cross-sectoral programs.



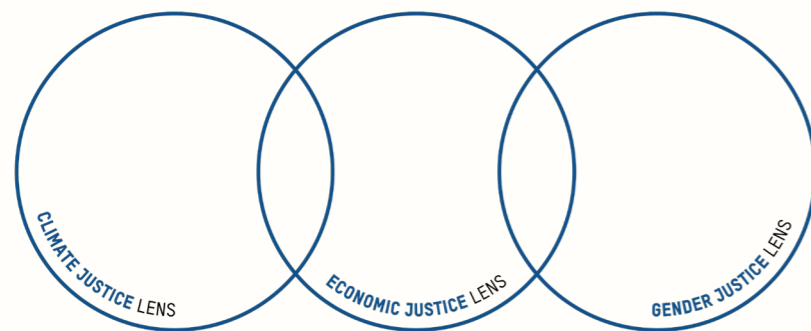
The second component is the **Three Interconnected Points**, represented by three circular nodes linked together, with connecting lines forming the impression of a triangle. Penabulu specifically adopts the **Triple Nexus approach** – integrating the objectives and approaches of **Development, Humanitarian, and Peace (Peacebuilding)** to address today's complex and interrelated crises in a holistic manner. It is believed that only by applying the Triple Nexus approach can Penabulu begin to uncover the structural root causes of poverty and inequality as well as identify more sustainable, long-term solutions.

Each program developed will be accompanied by thorough investigation, identification, and navigation of the Triple Nexus dimensions throughout every stage of its management cycle – from situation analysis, creation and planning, implementation, monitoring, evaluation and learning, to the impact measurement stage.

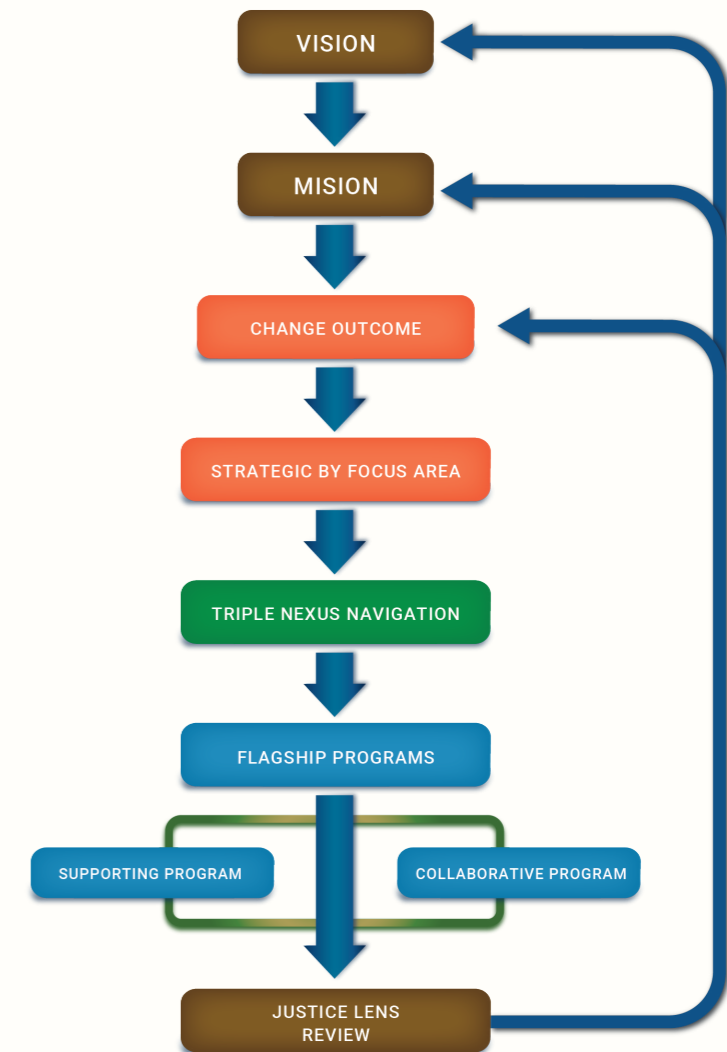


The third structural component of the Mandala is the **Three Overlapping Circles of Justice Lenses**, which illustrate the three interrelated lenses of justice that are always applied together: the **Climate Justice Lens**, the **Economic Justice Lens**, and the **Gender Justice Lens**.

These three justice lenses are used to ensure that the principles of justice serve as a foundation in every Penabulu program implementation. They are also reapplied at the stages of results and impact measurement to assess the extent to which Penabulu’s programs have contributed to addressing the root causes—rather than merely addressing the symptoms—of social, economic, and gender injustices across different aspects and levels of measurement.



HOW THE MANDALA WORKS



The **Penabulu Mandala** and its **Roadmap for Change** will guide the organization in achieving its **2025–2030 vision and mission**. Each **area’s change outcome** is reinforced by the consistent application of the **Triple Nexus (Humanitarian, Development, and Peacebuilding)** across all program implementations and iteratively assessed through the three **justice lenses (climate, economic, and gender)** as a means of impact assessment, serving as a bridge to re-evaluate the organization’s progress toward its vision and mission.

To ensure systematic and adaptive implementation, Penabulu will establish a **Monitoring, Evaluation, and Learning (MEL) Framework** that is open and participatory to ensure that the Mandala operates systematically, objectively measurable, and remains adaptable through constructive feedback. In addition, a Knowledge Management Strategy will be developed to organize, reflect upon, and generate new knowledge that serves as a resource enabling Penabulu to identify its focus of intervention in addressing development and humanitarian challenges in Indonesia.

Tahukah engkau semboyanku?

AKU MAU!

“Dua patah kata yang ringkas itu sudah beberapa kali mendukung dan membawa aku melintasi gunung keberatan dan kesusahan. Kata ‘Aku tiada dapat!’ menyapakan rasa berani. Kalimat ‘Aku mau!’ membuat kita mudah mendaki puncak gunung.”

– RA Kartini

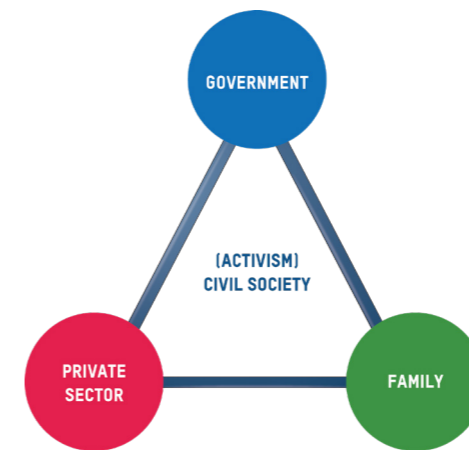


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Locally Rooted, Globally Connected

EXPANDING THE CIRCLE OF INFLUENCE: Advocacy, Campaigning, Engagement

Referring to the Theory of Change outlined in the previous section, the vision of a just, equal, and harmonious world—where all people, without exception, lives as humans in dignity on the one earth in harmony—has been distilled into a clear impact statement that reflects Penabulu’s vision as the condition: **in which poverty is eradicated and inequality is eliminated across all aspects of life in Indonesian society.**



Penabulu affirms that justice, equality, and a harmonious coexistence (the desired values) can only be achieved when poverty and inequality in all aspects of life are eliminated (the desired condition) in Indonesia (the primary locus of Penabulu’s intervention and its contribution to the world as part of the Oxfam global network). **It is clear that this desired condition cannot be achieved through Penabulu’s efforts alone:** neither because of its role as one among many civil society organizations functioning as a catalyst of citizen activism and a balancing force between government, the private sector, and families; nor because of its limited resources compared to those of state, corporate, or multilateral actors that Penabulu seeks to influence.

Therefore, Penabulu will **dedicate all its resources to expanding its circle of influence** in eradicating poverty and inequality, primarily in Indonesia and, by extension, globally. **In addition to its strategic decision and steps to become part of the Oxfam global network,** Penabulu’s broader ambition will be accompanied by strategies to **expand its sphere of influence** through **Advocacy, Campaigns,** and Public Engagement.

◀ Poster of the 11 Oxfam Feminist Principles at Penabulu Headquarters, translated and localized by Penabulu to reflect the Indonesian context. Drawing inspiration from R.A. Kartini’s powerful words – “Aku Mau!” (I Will!), the poster celebrates the spirit of courage, equality, and transformation. Each principle represents a commitment to advancing justice, inclusion, and collective empowerment rooted in local realities yet connected globally. (Illustration: David Fau/Penabulu)

Aligned with the roadmap of the Theory of Change, Penabulu's influence will be expanded to achieve the following strategic outcomes:

- Civic Space in Indonesia is safe and open.
- Civic Engagement that is inclusive, active, and effective, especially in fulfilling civil and political rights.
- Governance Systems that are efficient, transparent, accountable, anti-corruption, and participatory, both in government and corporations.
- Earth & Environment, where natural resources are managed sustainably, benefits are distributed equitably, and environmental resilience is strengthened for future generations.
- People & Wellbeing, where quality of life and social, economic, and cultural rights are realized equitably and inclusively for all.
- Humanitarian Action that ensures protection, preservation of life, and assistance for affected groups, delivered responsively, inclusively, effectively, locally grounded, and with dignity.

ADVOCACY:

Penabulu's advocacy strategy will target stakeholders with the authority to shape policies, regulations, and institutional practices, including government, corporations, and international bodies. The desired change is the adoption of fair, transparent, and pro-poor policies, with the outcome being their effective enforcement and implementation.

Advocacy operates within a landscape of power dynamics and competing interests. Understanding this context is critical: mapping interests determines the space for influence, identifies the most decisive actors, and highlights windows of opportunity in policy-making processes. Penabulu must closely observe political resistance, the dominance of powerful economic interests, and restricted access to decision-making forums. The prerequisites for successful advocacy include: credible research, sharp actor and power mapping, communication strategies capable of cross-sector coalition.

As a national civil society organization, Penabulu will focus on producing policy briefs and evidence-based research to strengthen domestic advocacy efforts. As part of the global Oxfam network, Penabulu can increase its leverage by building international coalitions and using global forums to spotlight Indonesian policy issues, thereby linking national struggles to global justice agendas.

CAMPAIGNING: Education, Information Dissemination, and Persuasion

Penabulu's campaign strategy will target the wider public to raise awareness, broaden the support base, and create socio-political pressure to back advocacy agendas. The desired outcome is increased public participation and a shift in awareness and culture, ensuring that specific issues can no longer be ignored. Optimal results from campaigns will take the form of strong social momentum and collective opinion, whether through short-term campaigns responding to crises or political moments, or long-term campaigns that shift social norms and cultural practices.

The essential prerequisites for successful campaigning are persuasive narratives, simple communication symbols, and the careful selection of channels appropriate to the target audience. Capacity-building efforts also play a critical role, not only through training young activists in creative content production but also by fostering cross-community communication ecosystems, providing sustained mentoring, and strengthening digital literacy to counter disinformation.

Penabulu can implement locally rooted, contextual campaigns, while also leveraging its global network to act as an amplifier, elevating local voices and providing protection when campaigns face repression.

Through this creative learning-discussion, Penabulu, through the Lingkar Madani initiative, strengthens capacity, manages knowledge, and builds organizational identity. This effort serves as an important foundation for developing sustainable enterprise units that can support the independence and continuity of the movement. (David Fau/Penabulu)



PUBLIC ENGAGEMENT: Building Long-Term Support

Penabulu's public engagement strategy will target individuals and groups already connected to specific issues, aiming to build long-term relationships, strengthen trust, and encourage them to become consistent contributors. The desired transformation is for supporters to move from sympathizers to active advocates, campaign mobilizers, and eventually sustained donors. The optimal outcome is the creation of a community that is not only loyal but also capable of initiating advocacy and campaigns independently. Success in public engagement relies on ethical and transparent relationship management, consistent content delivery, and the provision of meaningful spaces for participation.

Public engagement will encompass a diverse range of public activities and solidarity actions, both online and offline, including public consultations, festivals, music concerts, and other similar events. These engagements can be combined with efforts to mobilize funds and resources from the public.

Furthermore, Penabulu will foster networks of civil society organizations (CSOs) and community groups to connect grassroots organizing nodes and centers of community production, from the local level through regional networks, and ultimately at the national scale.

Partnerships will be essential, whether through supporting community-driven government programs, collaboration with the private sector, joint research with universities, co-reporting with public-interest media, or other innovative alliances.

UNDERSTANDING GEN-Z: Non-Conventional Engagement

If Generation Z (Gen Z) is defined as young people born between 1997-2012, it is estimated that by 2025, there will be around 75 million people, or approximately 28% of Indonesia's population. Gen-Z is characterized by strong critical awareness. Key traits include: digital activism (slacktivism), conducting advocacy and campaigns primarily via social media and online platforms.

This form of activism tends to be minimalist, yet it holds strong potential to be channeled into real-world action. Gen Z also possesses a substantive awareness and a strong connection to global issues. They exhibit high levels of creativity, innovation and cross-boundary collaboration (across groups, generations, and countries). Moreover, Gen Z seeks flexible and non-binding engagement. They tend to favor short-term, spontaneous participation rather than formal membership in political or social organizations.

Given their demographic weight and influence in shaping public pressure on local, national, and global issues, Penabulu must design a Gen Z engagement strategy that differs fundamentally from conventional approaches and takes into full account the unique characteristics of this group. This will require a dedicated team and sufficient infrastructure, strong campaign narratives that connected to global issues; the maximized use of social media and leverage their digital-native behaviour, using all available platforms and media channels; provide inclusive and comfortable participation spaces, particularly in the form of creative and innovative public actions; and further advance digital activism to grow into real, on-the-ground actions led by and close to the affected communities they care about.

A staff member of Jala PRT, Penabulu's partner, presents the situation faced in the domestic care work sector during the Semi-Annual Reflection Meeting of Care Connect, one of the project transfers from Oxfam in Indonesia. Each organization shared the challenges they encountered over the past six months. Together with its partners, Penabulu strengthens support for domestic care workers, connecting their struggles to broader socio-economic issues and justice agendas. (Rizkiani Milania/Penabulu)



CHOICE OF ROLE: Leading, Partnering, and Supporting

In each influence-expansion strategy, advocacy, campaigning, or public engagement, and any forms of chosen intervention in each strategy, Penabulu will determine its role, based on the dynamic of situation, while carefully considering values, ethics, capacity, and integrity; capacity and capability; collaboration and network needs; anticipation of potential reaction and legal consequences; the safety and security of the organizational and its personnel; as well as possible reputational impact and risks.

In general, Penabulu may choose from the following three primary role options: (1) to take direct action and lead – strong visible identity, (2) to act directly together with partners and networks – a collective identity, (3) to support partners and networks from behind – identity does not need to be visible.

These roles are not static. Penabulu may combine multiple roles simultaneously or adapt its role over time with the considerations stated above.

STRATEGY FOR EXPANDING THE CIRCLE OF INFLUENCE	INTERVENTION CHOICES				ROLE CHOICES		
ADVOCACY	Policy research and studies, preparation of academic papers and policy recommendations	Hearings, consultations, lobbying	Litigation (legal process monitoring, lawsuits, judicial review, etc.)	Policy consultation, practical guidelines, and development of manuals and standards	Acting independently and taking the lead — strong visible identity	Acting directly in partnership with allies and networks — collective identity	Supporting partners and networks from behind — identity does not need to be visible
CAMPAIGN	Education, information dissemination, public awareness	Regular collaborative campaigns, both physical and digital	Amplifying local voices and connecting with global campaigns	Strengthening infrastructure and capacity building			
PUBLIC ENGAGEMENT	Public events and solidarity actions	Campaign brand activation, supporter management, public resource mobilization	Development of civil society advocacy networks	Multi-stakeholder partnerships			
Non-Conventional Digital-Based Gen-Z Engagement							

Group photo after the Affiliate Strategy Workshop, Jakarta, April 23–25, 2025. During the workshop, Penabulu received valuable inputs for developing its strategic plan as an Oxfam affiliate. In the photo are the Oxfam International Confederation Development team, fellow Oxfam affiliates, and partners of both Oxfam and Penabulu. (Rizkiani Milania/Penabulu)





INSTITUTIONAL GOVERNANCE:

Supporting System, Governing Bodies, and Organizational Architecture

Penabulu is a nonprofit, independent, legally incorporated foundation (Yayasan), established for social purposes. The Penabulu Foundation was founded under Deed of Establishment No. 1 dated October 22, 2003, amended by Deed of Amendment No. 2 dated April 15, 2004, by Notary Rita Riana Hutapea, SH, in Jakarta, and ratified through the Decree of the Minister of Law and Human Rights of the Republic of Indonesia No. C-435 HT.01.02.TH 2004 dated August 5, 2004.

Under the Foundation Law No. 16/2001 (as amended by Law No. 28/2004), a foundation is a legal entity consisting of separate assets allocated to achieve specific objectives in social, religious, and humanitarian fields. Unlike other forms of corporations, a foundation does not have members, partners, or shareholders.

FOUNDATIONAL POLICIES: Tiered Policies and Regulations

In accordance with the Foundation Law and its deeds of establishment and amendments, Penabulu's governance is regulated by its Articles of Association (AD) and Bylaws (ART). Articles of Association (AD): Established through the Deed of Establishment and the first amendment, which serves as a revision of the founding deed. Meanwhile, Penabulu's most recent Bylaws were enacted in 2021 and are scheduled to be updated in line with the transition process toward full affiliation with Oxfam, no later than mid-2026.

◀ We call it the "Oxfam Room". Beyond being a workspace, Penabulu staff often unwind here –sharing laughter, light conversations, and moments of rest. It's a space that reminds us that solidarity is built not only through meetings but also with togetherness. (Zahra Cantika P/Penabulu)

Penabulu's Bylaws (ART) generally regulates name and domicile, objectives, duration, initial capital and funding sources, foundation organs—including structure, roles, functions, and authorities—as well as dissolution provisions of the foundation and other closing articles. Penabulu is officially registered under the name **Yayasan PENA BULU**, domiciled and headquartered in Jakarta. Penabulu's purpose and objectives lie in the social sector, and it is established for an indefinite period of time.

Penabulu's initial wealth amounted to USD 1,200, contributed by its founders. Additional resources may be obtained from non-binding donations, endowments, grants, wills, and other lawful sources that do not conflict with the Articles of Association and/or prevailing laws and regulations.

Penabulu Bylaws specifically regulate organizational identity, working procedures of organs, decision-making mechanisms, policies for administration, finance, HR, program management, establishment of branches/units, internal safeguarding rules, amendment procedures, and other supplementary provisions.

Derived from its bylaws, Penabulu has established six groups of **Policy and Procedure Documents**, which regulate the following aspects: (1) Safeguarding, (2) Secretariat Support Management, (3) Administrative and Financial Management, (4) Operational Support Management, (5) Program Management, (6) Disaster Response Management.

Under the **Safeguarding and Procedure Documents**, Penabulu has developed a set of regulations including Code of Conduct, Policy of Prevention of Sexual Exploitation, Abuse and Harassment (PSEAH), Child Protection Policy, Anti-Slavery and Anti-Trafficking Policy, Anti-Terrorism Policy, Conflict of Interest Policy, Anti-Fraud and Anti-Corruption Policy, Data Security SOP, and Complaints and Grievance SOP.

The Secretariat Support Management Policies and Procedures include SOPs for Administration, Institutional Communication, Donor Relations, Contract Management, and Public Fundraising SOP.

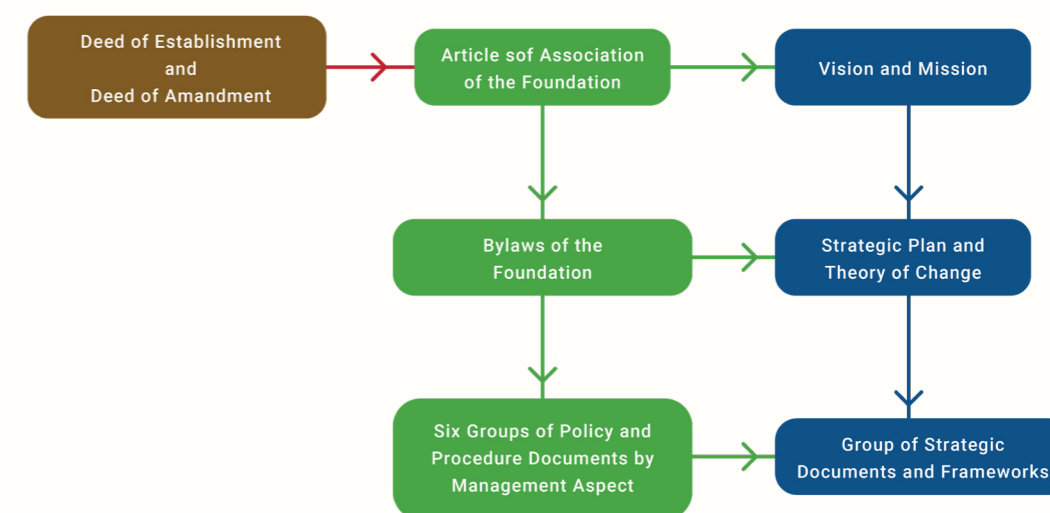
The Administrative and Financial Management Policies and Procedures include SOPs for Budgeting and Financial Management, Accounting and Taxation, Grant Disbursement, and Internal and External Audits SOP.

The Operational Support Management Policies and Procedures include SOPs for Human Resources Management accompanied by Staff Handbook, Workplace Safety and Security, Office and Field Operations, and Procurement of Goods and Services SOP.

The **Program Management Policies and Procedures** covers SOPs for Program and Activity Cycle Management, Partnership Development, Program Media and Communications, and Planning, Monitoring, and Evaluation SOP.

Meanwhile, the **Disaster Response Management Policies and Procedures** include the Contingency Plans, Preparedness Operational Guidance (POG), Emergency Response Guidelines and Standards (ERDS).

REFERENCE DOCUMENTS FOR INSTITUTIONAL GOVERNANCE

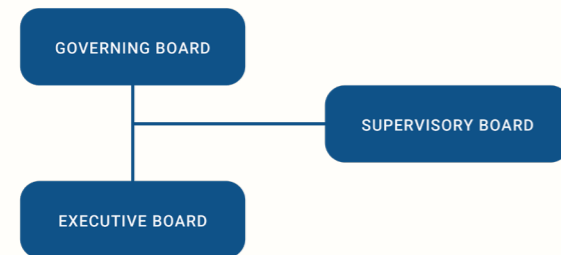


Beyond these, to achieve its founding purposes and objectives, Penabulu periodically reviews and establishes its **Vision, Mission**, and develops periodic **Strategic Plan** including its **Theory of Change**, such as this 2025–2030 Strategic Plan.

Each Strategic Plan will regularly be translated into a set of **Strategy and Frameworks Documents**, which will include at least: the Budget and Resource Mobilization Strategy, the Advocacy–Campaign–Engagement Framework, the Media and Communications Framework, Partnership Framework, the Monitoring–Evaluation–Learning Framework, and the Strategic Program Target Priorities.

FOUNDATION ORGANS: Division of Authority and Accountability

In accordance with the Foundation Law, Penabulu Foundation consists of three principal bodies: the **Governing Board**, the **Supervisory Board**, and the **Executive Board**.



The Penabulu Governing Board (Badan Pembina) serves as supreme authority with an unlimited term as regulated by Governing Board Meetings. Members of the Governing Board may not concurrently serve as members of the Supervisory or Executive Boards and are not entitled to receive any salary from the Foundation. The Governing Board's authorities include amending and adopting the Articles of Association, appointing and removing members of Supervisors and Executives, setting general policies, approving annual work plans and budgets, as well as endorsing annual reports.

The Governing Board meets as needed, at least once a year and no later than five months after the end of the fiscal year. If consensus cannot be reached, decisions are made by a majority vote of more than half of the members present. The Governing Board may also adopt valid resolutions without convening a meeting, provided that all members have been notified in writing and have given written approval. During the Annual Governing Board Meeting, members reviews and approves the annual report, financial statements, and audit report, grants a release and discharge (*acquit et de charge*) to the Executive and Supervisory Boards, and determines the work plan and budget for the following year.

The Penabulu Supervisory Board (Badan Pengawas) provides oversight and advice to the Executive Board, appointed by the Governing Board for a renewable 5-year term. Supervisors are not permitted to hold other positions within the Foundation and do not receive salaries from the foundation. They have full authority to examine documents and financial records, as well as other forms of investigation. The Supervisor Board is also authorized to issue warnings to the Executive Board, and temporarily suspend members of the Executive Board, with further subject to the Governing Board's decision.

Meetings of the Supervisory Board may be held at any time when deemed necessary or upon the request of the Governing Board, and are conducted following the same quorum and decision-making procedures as those applied in the Governing Board Meetings.

Executive Board (Badan Pengurus) serves as the Foundation's organ responsible for managing and administering the organization. Composed of Chairperson, Vice-Chairs, Secretary, and Treasurer, all of whom are appointed by the Governing Board through Governing Board Meeting for a renewable 5-year term and may be reappointed. Members of the Executive Board may not concurrently serve as members of the Governing or Supervisory Board. They may receive remuneration if they perform their management duties directly and on a full-time basis.

In Penabulu Mandala, "Earth" stands as one of the strategic focus areas. As an Intermediary Institution for the Result-Based Payment (RBP) program, Penabulu promotes the development of systems, policies, and mechanisms for reducing greenhouse gas emissions and advancing equitable carbon trading schemes. (M. Lutfi/Penabulu)



They represent the Foundation legally but are **subject to restrictions** on borrowing or lending funds on behalf of the Foundation; establishing new business entities or making investments in any form of enterprise; and transferring, selling, mortgaging, or encumbering the Foundation's assets; and entering into agreements that may involve conflicts of interest.

In general, the Chairperson of the Executive Board is authorized to act on behalf of and is responsible for the overall management of the Foundation, supported by the Secretary in administrative affairs and the Treasurer in financial management. In carrying out the Foundation's operations, the Executive Board may establish an Implementing Unit (Executive Body) and other supporting structures as necessary.

On October 24, 2018, based on Notarial Deed No. 30–32 by Kokoh Henry, SH, MKn, Notary in Jakarta, the Executive Board established three **Penabulu Implementing Bodies**, each with its respective name and purpose as follows:



Grant Management Implementing Body, established to carry out the function of grant distribution for Civil Society Organizations (CSOs) and Community-based Organization (CBOs), and support partners in program implementation at the grassroots level. The grants must be empowering with institutional capacity-building as well as the reinforcement of collective advocacy networks.



Implementation Network Body, established to manage collaborative program implementation with local partners and thematic networks. Network-based program implementation requires cooperation, partnerships and collaboration with institutions that share similar values, goals, and commitments. The network relations are also intended to enable the exchange and co-production of new inter- and transdisciplinary knowledge within a national-scale network.



Research Institute Implementing Body, established to manage the accumulated data, information, and knowledge within Penabulu. Building upon this knowledge management function, the unit conducts in-depth studies and analyses that serve as the foundation for evidence-based policy advocacy. At the same time, it develops a strong and reliable research infrastructure capable of facilitating constructive dialogue with public policymakers.



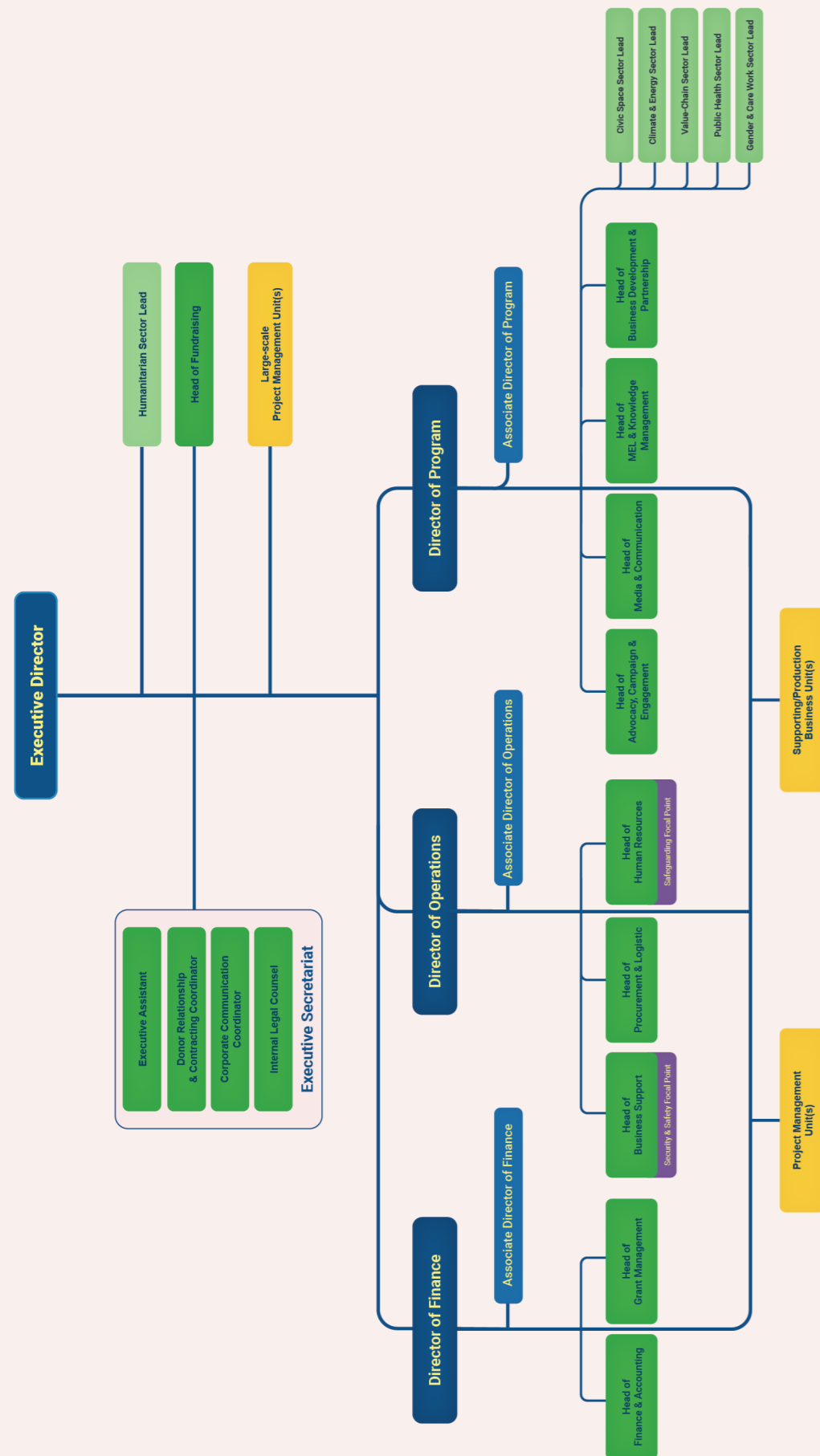
Meanwhile, the **Disaster Response Implementing Body** was established by the Executive Board of Penabulu on November 12, 2019, based on Notarial Deed No. 11 by Kokoh Henry, SH, MKn, Notary in Jakarta. It was formed to carry out disaster response and risk reduction with accountable response systems and capacities, grounded in humanitarian principles and the spirit of localization, ensuring meaningful community participation, and integrating humanitarian, development, and peacebuilding approaches.

By 2025, the functions of these agencies began to be **integrated into the 2025 Organizational Structure**, with final decisions on their transition expected by mid-2026. There is a strong likelihood that the **Grant Management, Implementation Network, and Disaster Response Implementing Bodies will be dissolved**, as their functions have been fully incorporated into the 2025 structure. However, there remains a need to strengthen the knowledge management and research capacities through the **Research Institute Implementing Body**.



At the same time, there is an emerging idea to establish a **Carbon Connection Implementing Body** to facilitate Penabulu's role in developing ecosystem restoration projects based on carbon valuation in Indonesia.

ORGANIZATIONAL STRUCTURE 2025: Aligning Resources with Strategy



In the first meeting, Penabulu's 2025 organizational structure was presented to the trustees. The structure was designed in alignment with the Bylaws and aims to provide the best support for implementing the new mandate of the 2025–2030 Strategic Plan. (David Fau/Penabulu)

The **2025 Organizational Structure** was developed in accordance with the institutional governance mandate outlined in **the Bylaws**, while also ensuring the best possible support and preparedness for the implementation of the new mandate stated in **the 2025–2030 Strategic Plan**.

The 2025 Organizational Structure represents the structure of **Penabulu's Executive Board** and does not include the currently suspended Implementing Bodies. **The Chairperson** serves as the Executive Director, **Chairperson I** as the Operations Director, **Chairperson II** as the Program Director, the **Treasurer** as the Finance Director, and the **Secretary** as the Executive Assistant.

The leadership of **Penabulu's Executive Director** will be supported by **three Directors: Finance, Operations, and Programs**. Based on the decision of the Executive Board Meeting in June 2025, each Director would be **assisted by an Associate Director** (ad hoc, until 2026) to ensure the achievement of Oxfam transition targets, while managing organizational change and strengthening leadership succession.

Under the leadership of the Directors, the main structure of the 2025 Organization will consist of three principal directorates: the **Finance Directorate**, the **Operations Directorate**, and the **Program Directorate**. In addition to these three directorates, a **Secretariat Support Block** has been established to fulfill cross-directorate functional needs and operates directly under the coordination of the Executive Director.

The Executive Secretariat Block work directly under the Executive Director, primarily to address cross-directorate functional needs, consists of the following positions and functions: The **Executive Assistant**, who provides secretarial and administrative support to the Board of Directors and also assists the Governing and Supervisory Boards. The **Donor Relationship and Contracting Coordinator**, who represents and leads the organization in maintaining relationships with donors, reviewing and preparing contracts, and ensuring that all contractual rights and obligations are fulfilled on time. The **Corporate Communication Coordinator**, who defines organizational communication strategies and approaches, guides the content and communication practices of the Directors, and manages internal communications across directorates. The **Internal Legal Counsel**, who provides legal opinions, advice, and considerations on all documents, statements, and organizational actions with legal implications.

The Finance Directorate is led by the **Finance Director**, assisted by the **Associate Finance Director**, and oversees two managerial positions: **Head of Finance and Accounting**, who is responsible for budgeting, financial management, bookkeeping and accounting reporting, tax compliance and reporting, as well as coordinating internal and external audit processes. **Head of Grant Management**, who is responsible for managing grant calls, conducting administrative screening and coordinating substantive selection, preparing contracts, monitoring program and financial reports, and closing grant contracts.

The Operations Directorate is led by the **Operations Director**, assisted by the **Associate Operations Director**, and oversees three managerial positions: **Head of Business Support**, who also serves as the **Safety and Security Focal Point**, is responsible for ensuring all aspects of office and field operational support, providing ICT and digital infrastructure including internet connectivity and data protection systems. **Head of Procurement and Logistics**, who is responsible for managing the procurement of goods and services, overseeing fixed assets, and coordinating logistics operations. **Head of Human Resources**, who also serves as the **Safeguarding Focal Point**, is responsible for all HR management functions, including recruitment, contract management, implementation of labor policies, and staff capacity development.

Programs Directorate is led by the **Program Director**, assisted by the **Associate Program Director**, and oversees four managerial positions: **Head of Advocacy, Campaign, and Engagement**: leads efforts to promote public policy reform and improvement, enhance civil society participation, and strengthen community voices through collaborative approaches, policy dialogue, and data- and evidence-based social movements. **Head of Media and Communication**: Implements program-level communication strategies, strengthens institutional identity, enhances public engagement, and manages media relations and content production. **Head of MEL and Knowledge Management**: Monitors program performance and impact, generates actionable learning, and manages knowledge products to strengthen organizational learning systems. **Head of Business Development and Partnership**: Develops new program models, mobilizes diverse funding sources, builds multi-sector partnerships, and ensures program sustainability and broader impact.

In addition to its functional units, the Program Directorate also establishes **thematic units**, each led by a **Sectoral Coordinator**, typically assigned to a senior or expert staff member from relevant projects. Currently, the Program Directorate has Sectoral Coordinators for the following strategic areas: **Civic Space, Climate and Energy, Value Chains, Public Health, and Gender – Care Work**.

All Managers (Head) may be supported by one or more staff members with tiered capacity levels: Junior Staff, Associate Staff, and Senior Staff.

Special Notes

Head of Public Fundraising remains under direct coordination of the Executive Director, as the role is still in the stage of developing fundamental concepts and strategies. This position requires substantial cross-directorate collaboration to develop and implement public resource mobilization strategies through various schemes. These include fundraising from public donations, High-Net-Worth Individuals (HNWI), private sector support, access to government funding, the development and utilization of pooled funds, collection of Zakat–Infaq–Sadaqah (ZIS), as well as the establishment and management of social enterprise units and other innovative mechanisms.

Humanitarian Sector Lead is also placed under the direct supervision of the Executive Director due to the strategic and urgent nature of the role during disasters or humanitarian crises, which require Penabulu to respond at an organizational level. In such situations, there are urgent demands for needs assessment, aid distribution, volunteer mobilization, and coordination with humanitarian networks and government institutions to ensure an effective, timely, and well-targeted response.

Penabulu's organizational structure also illustrates the linkage between its functional structure and the **Project Management Units**, which serve as the implementing units for donor-supported projects. The Project Management Units consist of two categories: **Large-Scale Projects Management Unit**, which reports directly to the Executive Director, and the **Small/Medium Projects Management Unit**, which is jointly coordinated collectively by the three Directors through cross-directorate mechanisms. The classification between large and smaller-scale projects depends on factors such as funding volume, geographic scope, management model (e.g., consortium, coalition, multi-sector), strategic partnerships, and other strategic considerations.

Penabulu Foundation has established several **Supporting Business Units** in the form of **Social Enterprise Limited Companies**, all carrying the "Penabulu" name, signifying the Foundation's position as the principal shareholder (with at least 52% ownership). These companies operate with a social orientation, allocating a portion of their annual dividends for social purposes. The development of these Supporting Business Units primarily aims to: support the Foundation's programs, develop sustainable fundraising models, ensure service continuity beyond donor dependency, and provide professional opportunities for former staff to continue contributing their expertise and experience. Penabulu's Supporting Business Units mainly operate in the fields of nonprofit financial management capacity building, media and communication services, digital application and solution development, secondhand retail, training services, and other related enterprises.

DISASTER RESPONSE MANAGEMENT:

A Test of Humanitarian Leadership

The baton of humanitarian leadership in Indonesia officially passed from Oxfam GB in Indonesia to Penabulu in April 2025. Since then, Penabulu has carried a new mandate: ensuring preparedness, designing emergency response mechanisms, and organizing institutional capacity to meet the challenges of humanitarian crises nationwide.

As an initial step in fulfilling this mandate, Penabulu developed a Contingency Plan (CP), comprising two key documents: the Preparedness Operational Guidance (POG) and the Emergency Response Guidelines and Standards (ERGS).

The POG serves as the foundation for organizational preparedness. More than a technical manual, it provides a framework to strengthen Penabulu's ability to anticipate, prepare for, and respond to crises caused by various disasters. It outlines the roles between Penabulu, partners, and OI affiliates, as well as program management, internal and external coordination mechanisms, and strategies for mobilizing resources. The POG reflects Penabulu's unique capacity, combined with the Oxfam global system, enabling collaboration across the Confederation at various scales within Indonesia. The ERGS, meanwhile, provides practical field guidance for staff engaged directly in humanitarian operations.

Penabulu emphasizes that humanitarian response is not an incidental activity but an embedded organizational process. Its structures, human resources, and responsibilities operate in a continuous cycle of preparedness, learning, and adaptation. For Penabulu, preparedness is a journey of constant improvement, strengthening internal capacity while adapting to changing external contexts. Capacity development is planned in consultation with the RHC and implemented through staff training to ensure timely, effective, and accountable crisis response. Special capacity-building is also extended to partners to ensure alignment in joint responses.

PHASES OF DISASTER RESPONSE: Calculating Capacity

Humanitarian response begins the moment early warning or disaster alerts are received. Penabulu follows a disciplined, time-bound procedure: (1) Notify the RHC and OI within 24 hours of the alert, (2) Convene an Alert Meeting within 24 hours to determine the crisis category, (3) Hold a Pitch Meeting with the Confederation within 3 days to strengthen coordination and mobilization.

In determining priority levels, several factors are considered – including Penabulu’s and the Confederation’s response capacities (management, technical readiness, human resources, support systems, presence in the affected areas) and the potential resources that can be mobilized (budgets, appeals, media/advocacy support). Equally important are analyses of constraints, access, security, government stance, and potential reputational risks. All procedures follow the **Oxfam Humanitarian Dossier** and are implemented in accordance with the **Categorization Process Guideline 2024**.

A Rapid Needs Assessment (RNA) is immediately conducted for sudden-onset disasters, involving multi-sector teams (program, logistics, MEAL, media, security) according to the crisis category. This process applies GEDSI and safeguarding principles, uses rapid assessment tools, and coordinates with external actors.

Meanwhile, an **In-depth Needs Assessment (INA)** is applied to both slow- and rapid-onset disasters, following the same principles as the Rapid Needs Assessment. However, it gathers more detailed data collection for medium- to long-term response planning.

Program planning is always based on needs assessments. This process requires cross-sectoral expertise within the organization according to the crisis category, while also allowing the integration of early response actions when relevant to the affected communities. The main orientation of the planning process is speed and clarity, ensuring all parties share a common understanding of the crisis levels, existing gaps, and urgent needs without waiting for fully complete data. At the same time, internal and partner capacities, as well as external resource opportunities, are key considerations in program design. Therefore, having a pre-established roster of competent and deployable personnel is crucial and should ideally be prepared well before any disaster occurs

During implementation, **internal coordination** serves as the foundation for a fast and effective humanitarian response. Each Penabulu staff member plays their role according to their responsibilities while maintaining active coordination with RA, OI, GHT, affiliates, and partners throughout all stages of the response—from the initial phase to program closure.

At the **External level**, Penabulu coordinates with BNPB for preparedness while leveraging its existing capacities. During emergencies, coordination is carried out through national platforms such as the Humanitarian Country Team (HCT), clusters, sub-clusters, and other humanitarian networks. At the operational level, Project Managers or designated staff coordinate directly with emergency command structures, sub-clusters, and relevant local forums.

Within this framework, the Emergency Response Guideline System (ERGS) serves as the primary reference document for managing emergency response. It is specifically designed to guide Penabulu in carrying out its humanitarian mandate: delivers basic humanitarian assistance, including information, technical expertise, and physical goods, to meet the basic needs of affected communities. This ensures that **minimum humanitarian standards (Sphere)** are maintained throughout emergency situations.

Furthermore, Penabulu’s humanitarian response adopts a participatory approach that actively involves affected communities. The goal is not only to alleviate suffering but also to strengthen community organizations and promote healthy living practices—particularly hygiene promotion during emergencies. This approach gives special attention to vulnerable groups such as children, women, the elderly, persons with disabilities, people living with HIV, and marginalized communities, while emphasizing local ownership and women’s leadership in every response process.

In the communal kitchen of the Konga post, women survivors of the Lewotobi Laki-laki volcano eruption in East Nusa Tenggara cook to sustain their lives. Penabulu stands with them, ensuring that solidarity, resilience, and community dignity are upheld amid post-disaster uncertainty. (David Fau/Penabulu)



The response phases are indicative, not strictly bound by the number of hours or days specified. In cases of major disasters, the response phase may extend longer as needed.

Phase	CAT 1	CAT 2	CAT 3	No Response	Prolonged Response
Rapid Impact Assessment	Penabulu team conducts rapid impact assessment	Penabulu, RA & OI categorization meeting	Depends on situation – scale-up if needed	Depends on situation – scale-up if needed	
Rapid Needs Assessment	Penabulu supported by GHT	Penabulu supported by RA/GHT	HSL, FRC, MEAL and Partners	-	Penabulu consults with GHT and RA
Sitrep, Media & Communication	HSL to OI	HSL to RA/OI	HSL, FRC, MEAL and Partners to RA	-	-
Management and Response Strategy	ED and HSL consult with GHT and RHC/RHM	ED and HSL consult with RHC if needed with GHT	ED, HSL, FRC and Partners if needed with RHC	-	-
Coordination: Response, Fund Raising, Sectoral, Technical	OI, GHT, Affiliates consult with ED	ED with support from RHC, Affiliates, HSL	ED, HSL, FRC and Partners if needed with RHC	-	-
Planning for Opening Field Office	ED and HSL consult with GHT and RHC/RHM	ED and HSL consult with RHC and if needed with GHT	ED, HSL, FRC and Partners	-	-
In-depth Assessment	GHT with support from Penabulu team	RA supported by Penabulu team and experts	HSL, FRC, MEAL, Partners, experts	-	-
WASH – Water, Sanitation and Hygiene	WASH GHT: PHE, PHP	Technical staff PHE, PHP from Penabulu & Partners	Technical staff PHE, PHP from Penabulu & Partners	-	-
EFSVL – Emergency Food Security & Vulnerable Livelihoods	Market-based and CVA program experts	Market-based and CVA program experts	Market-based and CVA program experts	-	-
Health	-	-	Penabulu	-	-
Gender / Protection	GEDSI and protection experts from GHT	GEDSI and protection experts from national level supported by RA	GEDSI and protection experts from national and partner levels	-	-
MEAL, AAR, Learning Event	Involve key MEAL and Program staff in all stages including implementing partners				

The humanitarian response mechanism is **led by Penabulu** and implemented **in collaboration with Partners**. This mechanism can take two forms: The first is a subcontract-based model, in which Penabulu designs the project and its implementation is carried out by the partners. The second is a consultative model, where Penabulu and partners jointly design proposals and design interventions. This latter model reflects a more equitable partnership, allowing greater participation and shared ownership by Partners. While the consultative model fosters stronger collaboration and ownership, it also presents **challenges—including the potential for overlapping roles, uneven distribution of responsibilities, and accountability risks**.

The effective use of available capacity is crucial to ensure a timely and efficient response. Resource identification and allocation must begin early, aligning the core team structure at both Penabulu and operational levels led by Partners. Surge capacity and proper staffing plans enable Penabulu to rapidly expand its reach, especially during emergencies, ensuring that the response meets growing needs in a timely manner.

To support operations, Penabulu may establish field offices or utilize Partners’ facilities, considering security, accessibility, and infrastructure to ensure smooth logistics and warehouse management. Program implementation covers sectoral responses—such as WASH, EFSVL, and Health—each led by designated focal points and supported by Partner expertise. Cross-cutting themes, particularly GEDSI, are integrated across all programs to ensure inclusivity, dignity, and protection of vulnerable groups.

Community engagement is a core principle. Affected communities are involved in planning and decision-making and are encouraged to lead responses, especially through women’s leadership at the local level. Strong feedback mechanisms are maintained to handle complaints, address safeguarding issues, and continuously improve program quality. Coordination is built internally—with RA, OI, GHT, and Affiliates—and externally through clusters, sub-clusters, and partnerships with government and humanitarian actors.

Media, communication, and advocacy are key components of the response. Penabulu commits to timely and accurate communication, including quick updates via social media, official press releases, and in-depth field stories. Advocacy efforts are carried out jointly with Partners to amplify priority issues.

Safety and security remain top priorities, guided by the Do No Harm principle, visibility protocols, and adaptive security measures based on local contexts to protect staff, Partners, and affected communities.

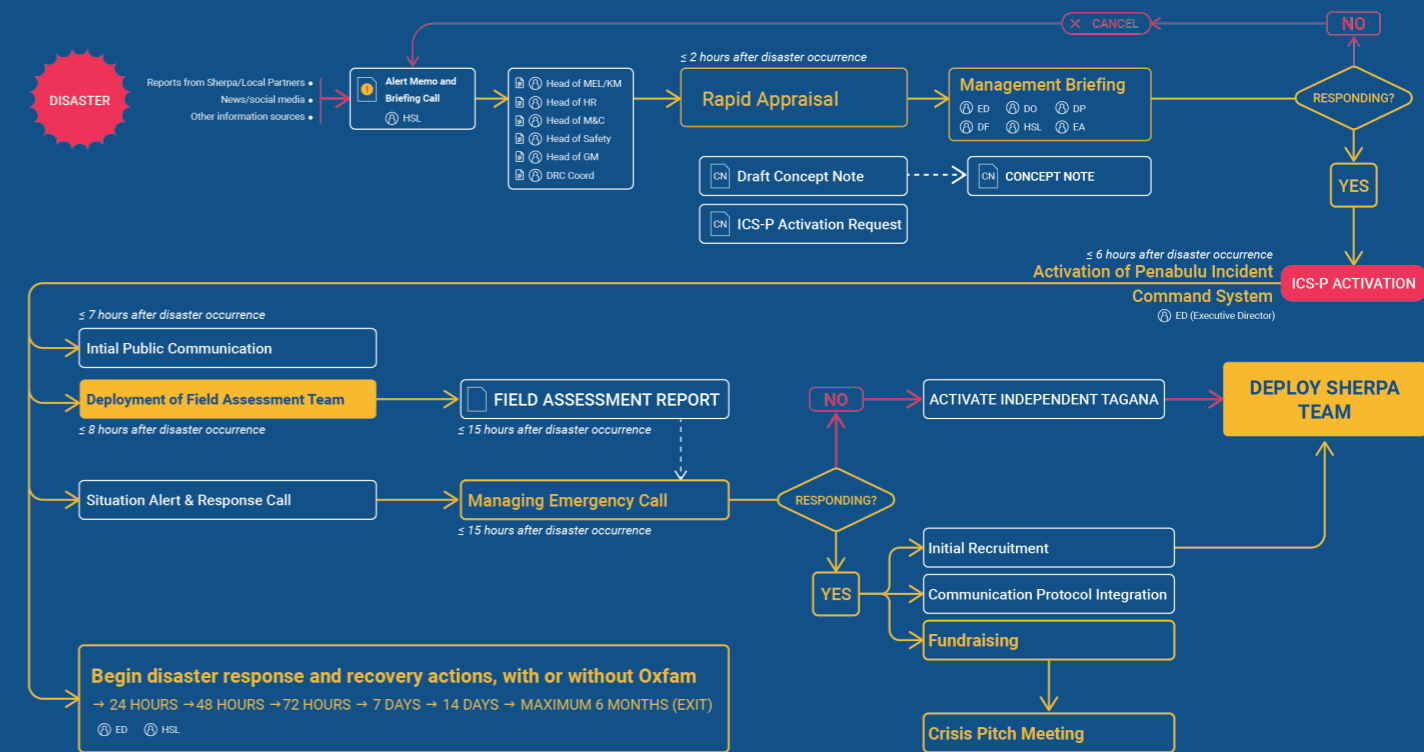
Program support spans logistics, procurement, finance, administration, and ICT. In logistics, Penabulu deploys experienced staff from day one, supported by local assistants. Their tasks include transport planning, warehousing, inventory tracking, and asset management—all conducted under the Oxfam Supply & Logistics Manual.

During the first three months, procurement procedures are kept simple yet accountable, covering requisitions, quotation thresholds, supplier selection, ordering, receipt, and payment—aligned with the organization’s authority map. Minimum financial and administrative standards are applied, with flexibility through Board-approved waivers, such as temporary adjustment of approval limits.

ICT plays a vital role in maintaining effective communication—both internal and external—throughout the emergency. It enables real-time data sharing, rapid disaster assessments, and coordinated resource distribution via mobile, satellite, and online systems. Technologies like GIS, remote sensing, SMS, social media, and mobile apps support mapping and direct community engagement. Data visualization and infographics enhance decision-making, accelerate response, and ensure efficient resource allocation.

From the outset, Penabulu produces regular Situation Reports (SitReps) for both internal and external use, supported by a continuous reporting system to monitor progress, identify challenges, and track MEAL indicators. Periodic progress and evaluation reports are prepared for donors and Partners, customized to donor requirements. Monitoring, Evaluation, Accountability, and Learning (MEAL) go beyond assessing program effectiveness—they ensure accountability to affected communities and donors through feedback and complaint mechanisms. The process includes After Action Reviews and learning activities to continuously strengthen future response capacity.

SHERPA: Disaster Response System



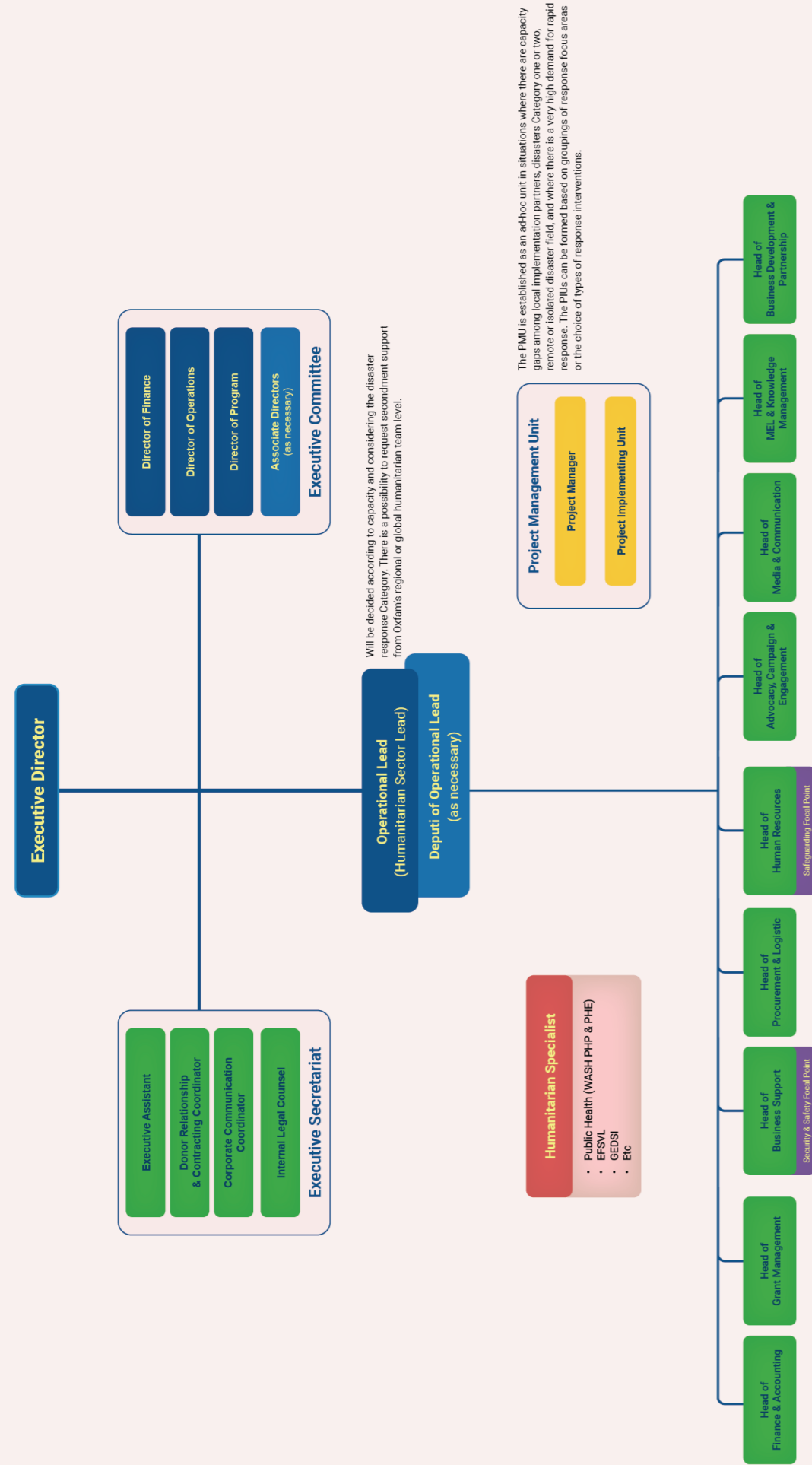
Sherpa is Penabulu-Oxfam’s integrated system for disaster preparedness and response, ensuring humanitarian efforts are: 1) Targeted and effective, 2) Grounded in real needs, and 3) Culturally appropriate to local contexts.

The Sherpa system consists of three interrelated subsystems: 1) *The Sherpa online platform*, 2) *Protocols*, and 3) *Human Resources (“Sherpas”)*. *The Sherpa Platform* serves as the main medium through which most activities within the system are carried out. It is a web-based application accessible at <https://sherpa.penabuluoxfam.or.id>.

The Sherpa Protocols comprise a set of standardized regulations that all stakeholders must follow in implementing preparedness and response efforts. These include both *policy frameworks* and standard operating procedures (*the SOPs*) designed to ensure systematic and accountable processes.

The human resources (the “Sherpas”), include the *Sherpa Management Team and volunteers* operating at local and regional levels across Indonesia. They serve as managers, organizers, and facilitators of preparedness and emergency response initiatives. Meanwhile, implementation on the ground is carried out by *local communities and/or local civil society organizations* that act as key partners in executing humanitarian interventions.

DISASTER RESPONSE STRUCTURE: Transformation and Engagement of All Organizational Elements



Penabulu's Disaster Response Structure draws on Oxfam International's key documents, including: The Pocket Humanitarian Book, Essential Actions Checklist for CAT 1–3 Crises, Safeguarding Guidelines for Emergencies, and Response Ready Process Guide Humanitarian Preparedness Planning in Oxfam.

This Disaster Response structure is activated only during emergencies to accelerate information flow and ensure evidence-based decision-making. In such contexts, the Executive Director directly commands the Humanitarian Sector Coordinator (Operations Lead), supported by the Executive Committee (all Directors), who provide strategic and institutional decision-making functions.

Unlike normal circumstances, where managers report through their respective Directors, in emergencies, the Operations Lead and Deputy Lead communicate directly with all Managers, reducing bureaucracy, speed up information flow, and ensuring effective coordination under time constraints.

Additionally, Penabulu activates the function of Humanitarian Specialists who provide technical support in key areas such as public health (WASH, PHP, and PHE) food security and vulnerable livelihoods (EFSVL), and GEDSI. The presence of these specialists enables a more targeted, expertise-based, and needs-driven response on the ground.

In special circumstances, where program management requires additional capacity, Penabulu may establish a Project Management Unit (PMU) as an ad-hoc Units. This is particularly relevant in CAT 1–2 crises, in remote or isolated areas, or in locations requiring urgent rapid response. Through this structure, Penabulu maintains a balance between flexibility, responsiveness, and effective coordination, ensuring that Penabulu humanitarian actions are delivered timely, appropriately, and accountably.



From Oxfam's first permanent shop in Oxford in 1947 came the inspiration for Penabulu Shop 2024. This preloved store continues the legacy of global solidarity, fosters sustainable impact, and bridges conscious living with a social mission.
 (Top: Oxfam's first permanent shop in Oxford, sourced from Google Images; Bottom: Penabulu's first shop in Indonesia, photo by Kartika Pamungkas/Penabulu)



FINANCIAL POSITION AND PROJECTIONS:

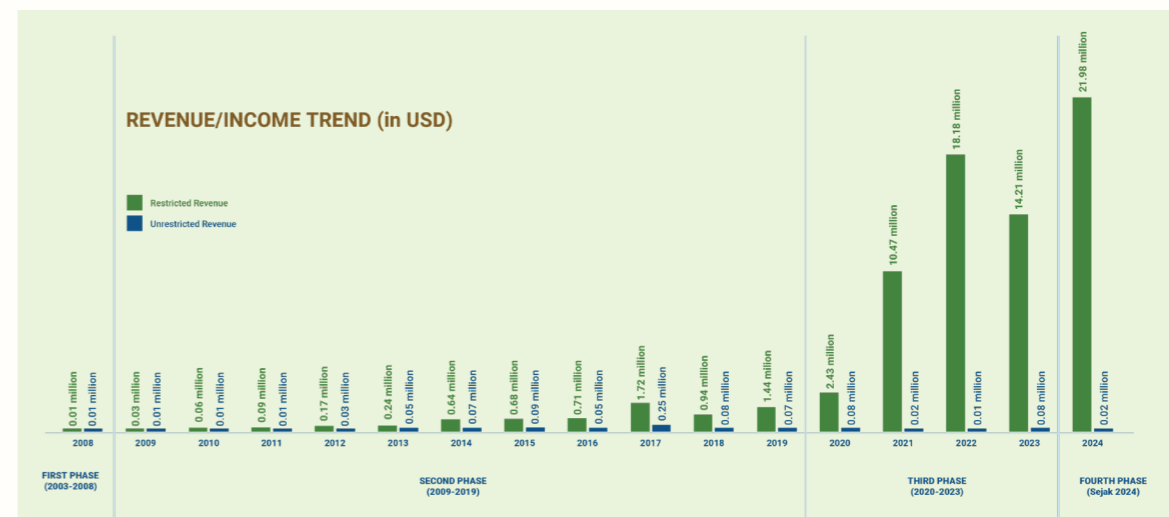
Ambition Driven by Trends and Foresight

FINANCIAL FIGURES: Large Volume, Uneven Composition

The Penabulu Foundation is a **nonprofit legal entity** governed by Indonesian Law No. 28/2004, which amends Law No. 16/2001 on Foundations. It adheres to ISAK 35 (formerly PSAK 45): Financial Reporting Standards for Nonprofit-Oriented Entities in Indonesia.

Penabulu operates under **Finance and Operations SOPs** and has a robust **internal control system** that has consistently met due diligence standards. Financial management is divided between two directorates: **Finance Directorate** covers functions such as financial management, budgeting and analysis, accounting and taxation, and grant management. Meanwhile, **Operations Directorate** oversees procurement, asset management, and human resource management.

Since 2020, Penabulu has held ISO 9001:2015 certification for its Quality Management System (issued by Alcumus ISOQAR, UK), which is renewed annually and remains valid through 2027. Additionally, Penabulu consistently undergoes annual financial audits by registered public accounting firms and publishes results transparently on its official website: <https://penabulufoundation.org/laporan-keuangan-penabulu>.



The table illustrating the amount of funds received and managed by Penabulu shows a significant year-on-year increase. In 2024, Penabulu received approximately USD 21.9 million, a significant increase from USD 14.2 million in 2023 and USD 18.1 million in 2022.

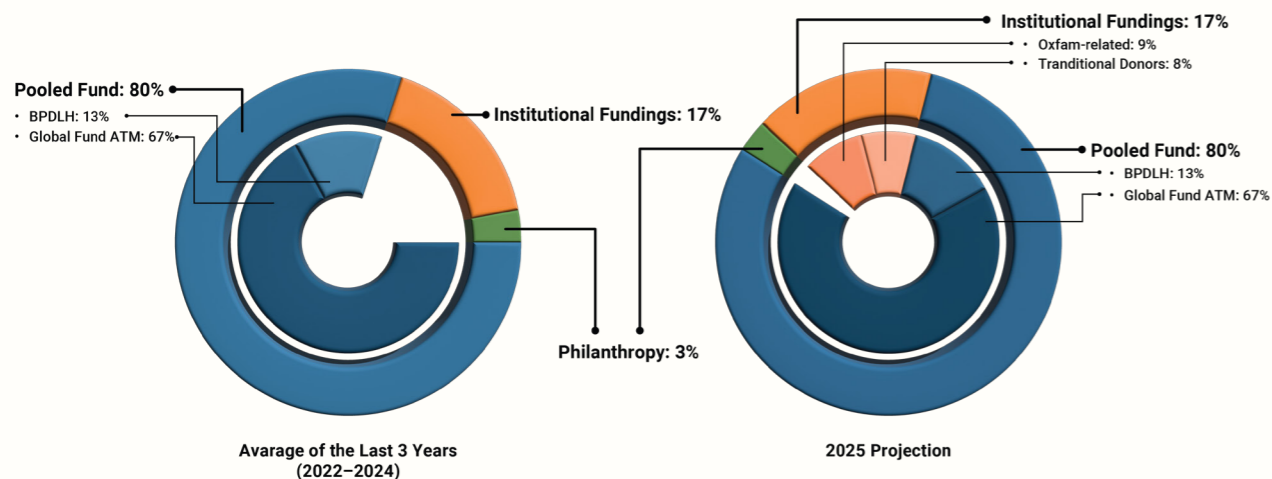
The majority of Penabulu's income consists of Restricted Revenue, while Unrestricted Revenue accounts for less than 1% of the organization's total annual income. The limited Unrestricted Fund primarily comes from consultancy services, paid training programs, and contributions, with no public fundraising efforts undertaken to date.

Based on the three-year average trend (2022–2024), **approximately 80% of annual Restricted Revenue came from pooled funding schemes**. Among these, around USD 13–17 million per year is sourced from the Global Fund ATM for the Tuberculosis Elimination Program Cycle 2 (2024–2026), and approximately USD 2–4 million per year is derived from the Result-Based Payment scheme of the REDD+ program supported by the Green Climate Fund (GCF) through Indonesia Environmental Fund Management Agency (BPDLH) for the 2024–2027 period.

About 17% Restricted revenue came from institutional funding provided by traditional donors such as the European Union, USAID, UN agencies, embassies, and others. Meanwhile, **3% came from philanthropic foundations and corporate partnership schemes**, including Ford Foundation, Packard Foundation, Quantedge Foundation, Multiplier, and others.

In particular, regarding Oxfam-related support for the transition period following Penabulu's designation as a **Prospective Affiliate** in November 2023, as well as project transfers from Oxfam in Indonesia to Penabulu starting in 2024, along with the new initiatives launched jointly with several Northern Affiliates, the recorded **Oxfam-related revenue**—classified as institutional funding—amounted to approximately USD 0.8 million in 2024 and USD 1.3 million in 2025 (as of September 2025).

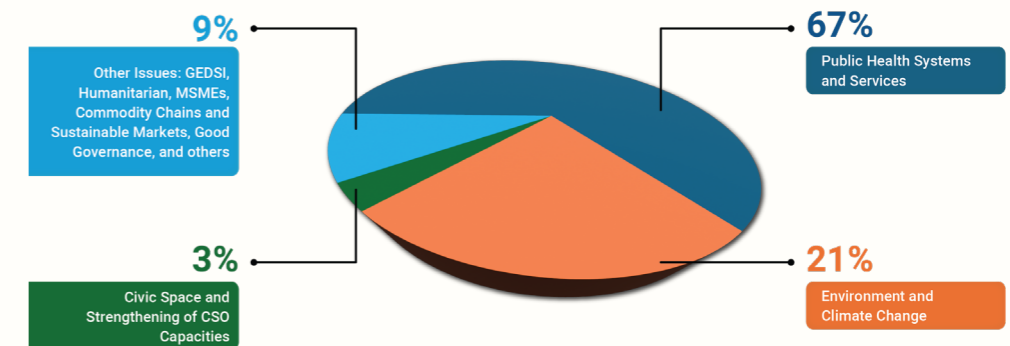
COMPOSITION OF RESTRICTED REVENUE SOURCES



The composition of Restricted Revenue above shows the dominance of managed funds originating from pooled funding schemes, reflecting an organizational financial management model that relies heavily on grant-making and re-granting mechanisms, with limited diversification of Penabulu's funding sources from donor agencies and philanthropic institutions.

Meanwhile, the allocation and utilization of Restricted Funds are largely determined by funding opportunities provided by, and agreements made with, funding institutions, rather than being guided by the organization's own pre-established program priorities. Based on recent trends over the past several years, the composition of Penabulu's program funding has been strongly influenced by issues prioritized under pooled funding schemes, with the top three areas ranked according to the scale of financial support as follows: (1) Public Health Systems and Services, (2) Environment and Climate Change, (3) Civic Space and CSO Capacity Building.

Program Funding Composition Trends (2021–2024)



FINANCIAL PROJECTIONS 2025-2030: Toward Balance and Diversification

During the For 2025–2030 period, considering the current situation and the global trend of allocations for development and humanitarian aid, Penabulu aims to **maintain its fund management value at a scale of around USD 20 million per year**, while improving the balance and diversification of its funding sources.

By 2030, Penabulu's funding balance is targeted to achieve a composition of **80% Restricted Revenue and 20% Unrestricted Revenue**. This composition is expected to sustain the organization's Theory of Change ambitions, particularly through the provision of Unrestricted Revenue to support organizational priority issues and strategic investments that may not receive funding from donor or philanthropic institutions.

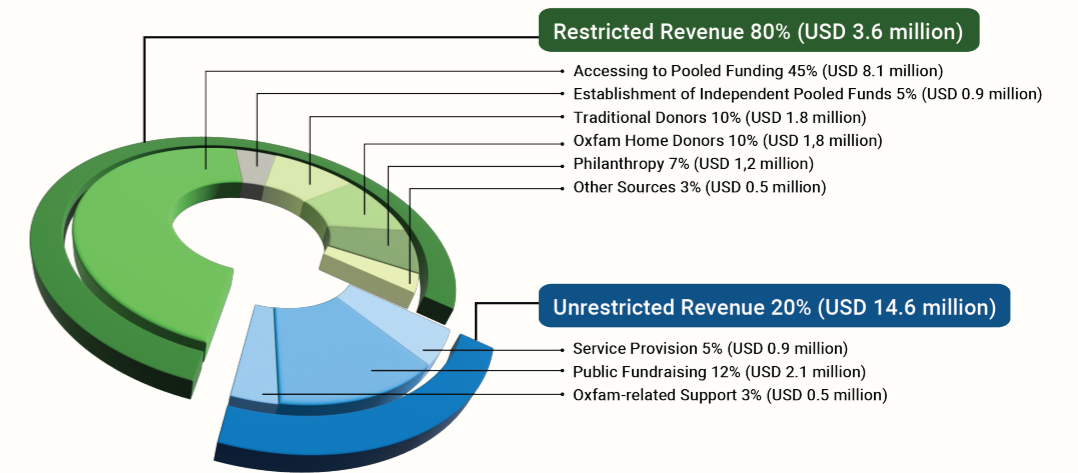
The Unrestricted Revenue is planned to be mobilized from the following sources: service provision through business units, social enterprises (service provision), public fundraising in various forms (thrift shops, local commodity market linkages, general individual and HNWI/High-Net-Worth Individual donations, collaboration for the collection and distribution of ZIS/zakat–infaq–shodaqoh, and other public fundraising mechanisms), and support from the Oxfam confederation, in the form of Collective Resource Allocation (CRA), Solidarity Fund, New Venture Fund, Discretionary Fund, and other similar mechanisms.

Meanwhile, **Restricted Revenue** is envisioned to be diversified and sourced from a combination of funding mechanisms. This includes access to pooled funding schemes, as well as the establishment and self-management of independent pooled funds, for example, those dedicated to women's protection and empowerment, disaster emergency response, emergency support for activists and journalists, endowment funds for democracy resilience, and other thematic pooled funds.

From its beginnings in 1943 to the opening of its first permanent store in 1947, the Oxfam Shop became a pioneer of solidarity. That inspiration gave rise to Penabulu Shop 2024. The visit of Maria Lauranti and Alia Tisca (Oxfam in Indonesia) affirmed Penabulu Shop as a space for global collaboration in Indonesia. (Kartika Pamungkas/Penabulu)

It will also include funding from conventional donor agencies and donor institutions within the Oxfam confederation network (Oxfam home donors), as well as support from philanthropic institutions. In addition, Penabulu will continue to explore potential collaborations with corporations and business associations, while also utilizing opportunities for public funding available through government budgets.

Ambition for 2030 Income Composition More Balanced and Diversified



Projected Funding Sources and Income Composition Distribution 2026–2030

Revenue	%	Funding Sources	Annual Target (USD)					%
			2026	2027	2028	2029	2030	
Restricted Revenue	80%	Accessing to Pooled Fund	13,300	12,376	11,200	9,948	8,190	45%
		Establishing a Pooled Fund	182	364	546	728	910	5%
		Traditional Donors	1,604	1,638	1,680	1,760	1,820	10%
		Oxfam Home Donors	1,604	1,638	1,680	1,760	1,820	10%
		Philanthropy	600	728	910	1,092	1,274	7%
		Other Sources					546	3%
Unrestricted Revenue	20%	Service Provision	182	364	546	728	910	5%
		Public Fundraising	182	546	1,092	1,638	2,184	12%
		Oxfam-related Support	546	546	546	546	546	3%
	100%	Total	18,200	18,200	18,200	18,200	18,200	100%



MOBILIZATION STRATEGY: Oxfam's Enabling Role

In 2024, with the support from Oxfam in Indonesia, Penabulu conducted three studies on public fundraising, which have become key references for developing its public fundraising strategy. These include the study on "Potential Collaboration Between the Business Sector and Civil Society Organizations to Achieve the SDGs" prepared by IBCSD, "Digital Fundraising Strategy" by PIRAC, and "Mapping and Strategy for Access and Development of Pooled Funds" conducted by INRISE.

The three studies above strengthen the findings of the "Public Fundraising Market Study" conducted by Oxfam in Indonesia in August 2016 and prepared by ANGIN. That study aimed to map the size, value, and scope of the fundraising market in Indonesia, providing data on technology trends, e-commerce and digital fundraising, as well as political and legal aspects. A proposal under the New Venture Fund support scheme has been submitted to Oxfam International to carry out an updated market study, which at the time of writing this document is still under review by the Oxfam International Public Fundraising Team.

During the 2024/2025 fiscal period, Oxfam in Indonesia also provided initial capital support of about USD 0.06 million for the development of public fundraising models – including the establishment of a thrift shop receiving and selling donated goods, partnerships for ZIS (*zakat, infaq, and sadaqah*) collection and distribution, and the development of a paid climate learning business unit.

The description above, along with the understanding of the previous table, demonstrates that the ambition to balance and diversify Penabulu's income – particularly from independent pooled funds, service provision, and public fundraising – **can only be realized with financial support from Oxfam**. Such support would leverage Penabulu's ability to build capacity, strategies, and fund model development, establish collaborative agreements with partners, and cover start-up and operational costs. Support from the Oxfam confederation – in the form of CRA Solidarity Fund, New Venture Fund, Discretionary Fund, and other mechanisms – is projected to reach **no less than USD 0.5 million per year**.

Penabulu's main strategies to achieve the ideal income composition by 2030, prioritized by scale, are as follows: (a) updating the public fundraising market research in Indonesia; (b) filling and strengthening the capacity of the fundraising team; (c) developing organizational fundraising policies and procedures; (d) designing a comprehensive strategy and continuing to develop public fundraising models – particularly through thrift shops, HNWI (High-Net-Worth Individual) donation campaigns, collective crowdfunding via the GalangDaya platform, and ZIS collection and distribution partnerships; (e) implementing restricted public fundraising through pooled funding schemes established or to be established by Penabulu, such as IDRF (Indonesia Disaster Relief Fund), IWRF (Indonesia Women Right Fund), TM Fund, and Katalis (Catalytic Community Capital), as well as the Lokadana emergency fund; and (f) restructuring, enhancing the effectiveness, and improving the marketing of Penabulu's business units.



At the soft launch of Penabulu Shop, Penabulu opened a space for public participation through donation drops. Each donated item was carefully curated—affirming Penabulu's commitment to building a sustainable and meaningful sharing movement for others. (Rizkiani Milania/Penabulu)



EVOLUTION OF IDENTITY: A Gradual Alignment

SHARED MEANING: A Choice for Transformation

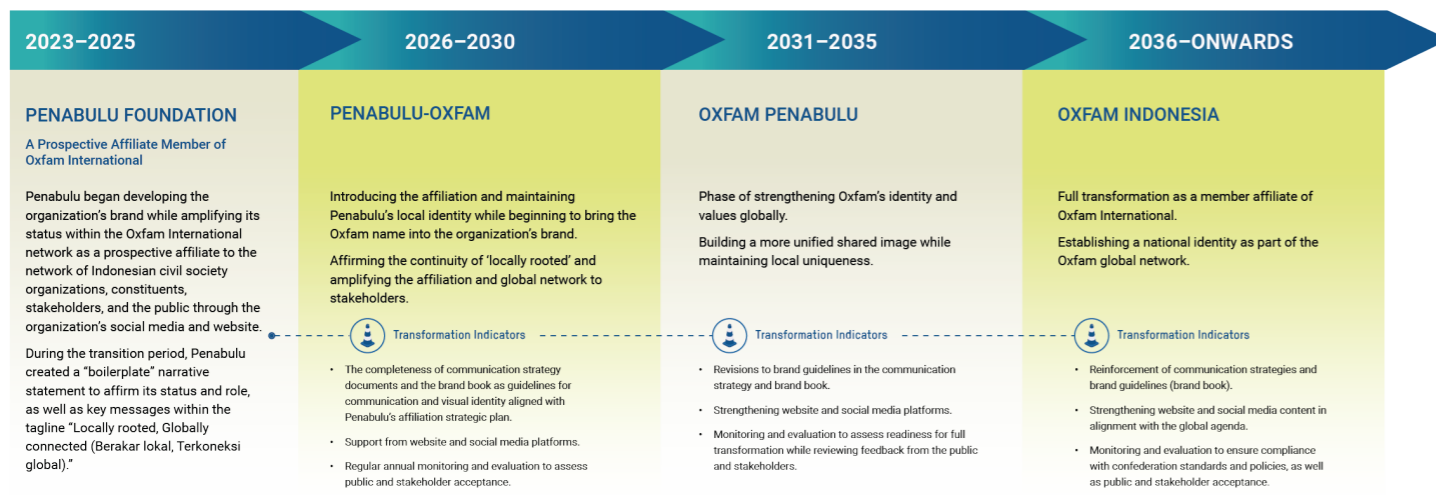
The process of Oxfam Indonesia's affiliation has taken a different path compared to the localization approaches of other global organizations. Since 2015, Oxfam has conducted extensive explorations to identify potential affiliates in Indonesia, with local rootedness as the core principle. Rather than establishing a new local branch, Oxfam International and Oxfam in Indonesia chose to extend the opportunity of affiliation to an existing local organization. This reflects a commitment to localization, decolonization, and local leadership, while creating a model tailored to Indonesia's context. This long journey led Oxfam and Penabulu to converge in 2021.

For Penabulu, a locally rooted Indonesian nonprofit and Civil Society Resource Organization (CSRO), the opportunity to become part of Oxfam International represents a unique and challenging strategic step. The transition requires adjustments in policies, operational systems, and brand identity, while reaffirming the organization's values, roles, and vision and mission, in line with global principles yet firmly grounded in local realities. In November 2023, Penabulu was officially recognized as a Prospective Affiliate of Oxfam International.

Concepts such as localization, decolonization, or "global balance," introduced by Oxfam, are rooted in the perspectives of the Global North. For Penabulu, these must be reinterpreted, collectively owned, and translated into the Global South context. This transformation represents Penabulu's branding roadmap, where communication platforms must reflect shared ownership of these concepts so that Penabulu's identity and communication strategies embody local values and aspirations. The decision to affiliate with Oxfam is therefore a political, strategic, and transformative choice, signaling Penabulu's position and commitment to Indonesian civil society.

At the August 17, 2045 celebration, laughter from games, shared meals, and a community bazaar brought together Penabulu staff and partners. This simple togetherness reaffirmed the collective spirit to build an independent Indonesia that is just, inclusive, and empowered. (Penabulu Archive)

IDENTITY TRANSFORMATION: Locally Rooted, Globally Connected



As a future Oxfam Affiliate and part of Oxfam's global movement, Penabulu has designed a phased identity transition and transformation of its organizational identity (brand) spanning five-year periods. This gradual journey aims to align and affirm identity continuity while simultaneously expanding influence within the global sphere.

During the 2023–2025 period, Penabulu presents itself as Penabulu Foundation, while introducing its affiliation status as a prospective affiliate of Oxfam International. This phase represents a transition period that strengthens its identity as a local organization through new narratives while introducing its prospective affiliation status with Oxfam. At the same time, it communicates this evolving identity to civil society networks, constituents, stakeholders, and the general public. **A boilerplate statement and the tagline "Locally Rooted, Globally Connected" were introduced** to affirm Penabulu's position as an organization that grows from local roots yet moves within global networks.

In the 2026–2030 phase, the identity will evolve into Penabulu–Oxfam. The Oxfam name is formally attached to the Penabulu brand, signaling closer ties with the Confederation. This stage reaffirms Penabulu's local identity while reflecting Oxfam's diversified network model. Public communication efforts will aim to foster acceptance, demonstrate connection with Oxfam's global network, and at the same time affirm Penabulu's integrity as a locally rooted organization. It also aligns with Oxfam's "global balance" commitment to localization, decolonization, and the strengthening of local leadership as part of its diverse affiliate model.

This process will be characterized by the development of a comprehensive organizational communication strategy, accompanied by a brandbook and the alignment of visual identity consistent with Penabulu's Strategic Plan 2025–2030.

The 2031–2035 period marks the transformation into **Oxfam Penabulu**, Aas phase of consolidation phase, and affirmation of **Penabulu's full affiliate status**. At this stage, Penabulu becomes an integral part of the global Oxfam movement, marked by the full integration of Oxfam's identity and values. Indicators include the revision of brand guidelines, strengthening of digital communication strategies, and regular evaluations to ensure brand consistency and readiness.

After 2036, Penabulu's identity transformation enters its final stage, marked by its full transformation into **Oxfam Indonesia** – representing a mature affiliation that reinforces Indonesia's strategic representation within Oxfam's global network. **The implementation of branding across each stage will be jointly and systematically monitored to ensure alignment between communication strategy, organizational identity, and values with both local context and confederation standards.**

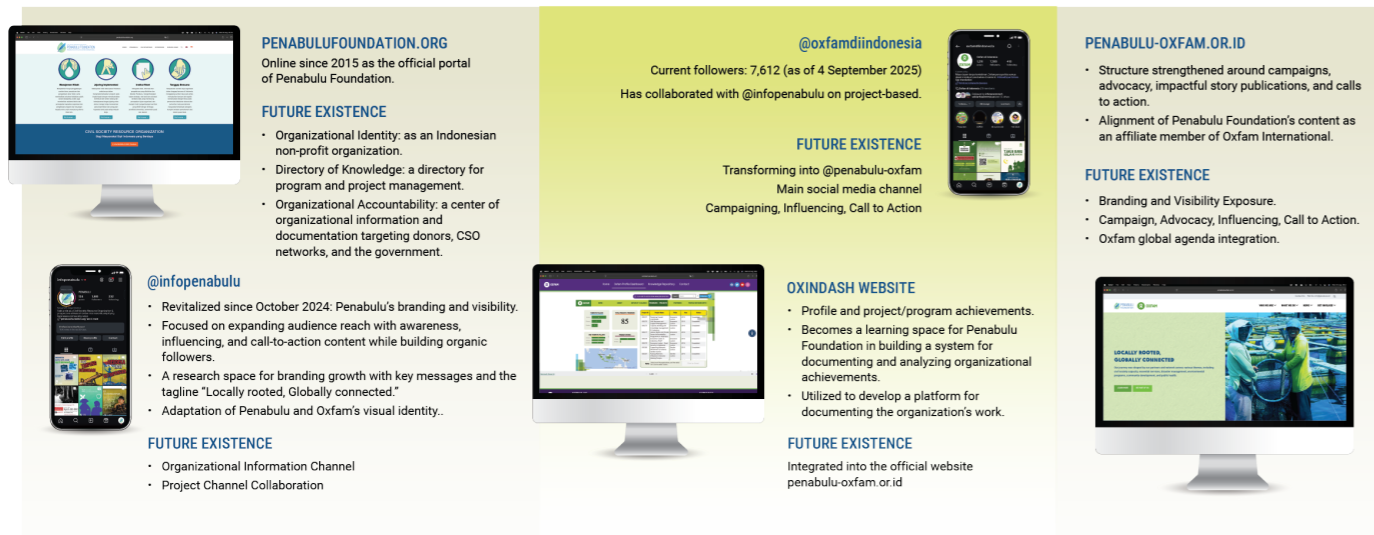
Important Note

- Each five-year stage will be preceded by internal reflection and stakeholder perception reviews to ensure readiness before moving to the next phase.
- During the 2026–2030 period, **if the use of "Penabulu–Oxfam" branding is not feasible, Penabulu will choose to maintain the previous identity and continue using the Penabulu Foundation until conditions allow.**



The Photo Essay Competition "Menilik Ketimpangan" ("Examining Inequality") served as a platform for public engagement while amplifying collective awareness of Indonesia's current conditions. Penabulu received a total of 285 submissions depicting various forms of injustice and social inequality occurring across Indonesia. (<https://ketimpangan.id>)

COMMUNICATION CHANNEL GROWTH: Integrating and Amplifying



Brand transformation requires solid, integrated, and strategic communication platforms. Penabulu is developing multiple communication channels to expand its outreach, with two main platforms: **the website and Instagram**.

Since its inception, public information disclosure and organizational accountability have been conveyed through penabulufoundation.org. In the future, **penabulufoundation.org** will function as follows:

- Organizational identity**, which clearly shows Penabulu's legitimacy as a non-profit organization in Indonesia;
- Directory of Knowledge**, where the organization's website is designed as an encyclopedia of organizational knowledge in managing various programs; and
- Organizational Accountability**, by continuing its function as the center of organizational information and documentation.

Meanwhile, for the purposes of campaign, advocacy, public engagement, and connection with Oxfam's global network, Penabulu is preparing a new channel in the form of the website penabulu-oxfam.or.id, which will be launched when Penabulu obtains full affiliate status. Through this site, Penabulu strengthens its brand and identity as part of Oxfam's global network while also disseminating Oxfam's global values and agenda.

In addition, Penabulu will integrate the **Oxindash platform** into penabulu-oxfam.or.id to strengthen its digital function, so that this site will not only become an information showcase but also serve as a center for interaction and analytics.

On social media, since 2024, Penabulu has revitalized the management of the Instagram account **@infopenabulu** to strengthen and expand the organization's visibility. In the future, this account will function as an information channel as well as a means of Penabulu's accountability to the public. In October 2025, the management of the **@oxfamdiindonesia** account will be taken over by Penabulu and transformed into **@penabulu-oxfam** after Penabulu obtains full affiliate status. This account will become the main channel for campaigns, advocacy, public engagement, and will strengthen Penabulu's position as part of Oxfam's global network.

DEVELOPMENT STAGES OF COMMUNICATION CHANNELS: Optimizing Digital Communication Enablers



Communication channel development is not merely a technical process, but a long-term strategy to shape Penabulu's digital identity throughout the transition period and toward its establishment as **Oxfam Indonesia** in the future. This process involves continuous monitoring, evaluation, and feedback from the public and stakeholders to ensure that communication remains adaptive, relevant, and credible.

During the **Transition Phase (2024–October 2025)** the focus is directed toward **strengthening the penabulufoundation.org website** as the main accountability channel, while the **@infopenabulu Instagram account is optimized** to expand program visibility and build accountability narratives in the public sphere. At the same time, Penabulu also begins **preparations to take over the @oxfamdiindonesia account**, which will become an important part of the brand integration process.

By the end of **Integration Phase (November 2025–April 2026)**, the **@oxfamdiindonesia Instagram account will officially transition into @penabulu-oxfam**, serving as a channel for campaigns, advocacy, and public engagement. At this stage, the **Oxindash platform will be integrated into the penabulu-oxfam.or.id** website and officially launched in April 2026, coinciding with the formal recognition of Penabulu as a full affiliate of Oxfam International.

Subsequently, the **Strengthening Phase (May–December 2026)** will become a moment for consolidating all channels, penabulu-oxfam.or.id and @penabulu-oxfam become will serve as the core platforms for strengthening Penabulu’s brand as Oxfam International’s affiliate in Indonesia. Campaign, advocacy, and public engagement narratives will be strengthened, all aligned with Oxfam’s global agenda.; In this phase, strategic monitoring and evaluation will be conducted to ensure that the new identity is not only introduced but also widely accepted and trusted. At the same time, penabulufoundation.org and @infopenabulu will remain as legal-accountability channels as a local civil society organization in Indonesia as well as the organization’s information center and knowledge directory.

The 2024 Communication Workshop marked Penabulu’s first step in developing a communication strategy to build awareness. From this forum, a new direction was set—affirming Penabulu as a driver of change narratives and the voice of Indonesian civil society. (Rizkiyani Milania/Penabulu)



MEASURING RISK: Managing Organizational Transformation

Penabulu realizes that the years between 2025 to 2030 represent what may be the most high-risk period in its growth journey. During this period, Global geopolitical and geo-economic conditions are shifting in unprecedented ways, accompanied by the increasing impacts of climate change and crisis in, food, water, and energy; political and social unrest at the national level; and inevitably, a drastic decline in global development aid along with fundamental changes in funding patterns and landscapes – all of which have significantly affected support for Indonesian civil society organizations in Indonesia, including Penabulu. It is at this moment, beginning in 2021, that Penabulu took the opportunity and decided to join the global Oxfam network, continuing Oxfam’s role in Indonesia since 1957 and aiming to achieve full membership as Oxfam Indonesia around April 2026.

Penabulu’s decision to become one of the Southern Affiliates within the global Oxfam network marks a process of organizational transformation – from an institution initially established as a local organization with a national scope, to one that must now adopt international standards, engage actively in global agendas, and become part of a worldwide movement. This transformation has required Penabulu to manage a comprehensive and fundamental strategic change process across the organization’s vision, mission, structure, culture, processes, and systems – to leverage its full capacity, extend its goals, and ensure both the breadth and depth of its impact. The organizational transformation carries risks as significant as the potential for growth it promises. Penabulu recognizes that guiding this transformation process requires great care and precision in assessing and managing the risks of change; including identifying, evaluating, and mitigating those risks, alongside continuous improvement of the organization’s systems, policies, and capacities.

Organizational transformation brings significant risks for Penabulu – equal in scale to the growth potential it promises. Penabulu recognizes that steering this transformation process will require prudence and precision in assessing and managing the risks of change, including identifying, evaluating, and implementing mitigation measures alongside improving the organization’s systems, policies, and capacities.

Below is a list of the organization's internal risks, primarily related to the process of organizational transformation in its journey to becoming part of the global Oxfam network, while also taking into account external influences that can be anticipated.

REPUTATION RISK: Protecting Identity and Correcting Perceptions

Probability: Very likely
Impact: High

Penabulu is a local organization with a national scope of work and had already developed a relatively large portfolio in program and fund management prior to entering the Oxfam affiliation process. Penabulu has built a network of partners across Indonesia, established long-term collaborations with various ministries and local governments, and gained repeated trust and support from multiple donor institutions – including international development agencies, philanthropic organizations, global pooled funds, and pooled funds managed by the government.

All of these reflect Penabulu's long-standing reputation as a self-reliant local organization capable of serving as a resource hub for local CSOs across Indonesia. The identified risk lies in the potential shift in perception among local partners, government institutions, and donor agencies regarding Penabulu's institutional type, positioning, and funding model once it becomes an Oxfam Affiliate. Emerging perceptions may include: Penabulu becoming a stronger competitor for local CSOs in accessing domestic funding opportunities; acting as a donor itself; or no longer serving as a resource hub but rather engaging directly and taking a leading role in policy advocacy. There may also be a view that Penabulu will become a foreign or representative institution – no longer a local organization – and that it will no longer require donor funding, as it will be considered a representative of Oxfam with substantial existing resources.

Penabulu will remain a local organization with no changes to its legal status in Indonesia. As an independent Oxfam Affiliate operating within the Confederation's institutional framework, Penabulu will continue to serve as a Civil Society Resource Organization (CSRO) for local CSOs and broader civil society in Indonesia. While Penabulu may directly implement certain activities, it will prioritize its intermediary and grant-making functions for local CSOs, expand its sphere of influence and impact through collective work with thematic campaign and policy advocacy groups, and ensure that resources sourced from the Oxfam global network will not exceed 50% of Penabulu's total income. At the same time, Penabulu will maintain balanced diversification of funding sources and begin public fundraising and other unrestricted income-generating initiatives.

Risk mitigation measures include: developing strong communication narratives and materials that clearly explain Penabulu's transformation and affiliation process as part of Oxfam International; organizing a series of events – such as workshops, celebrations, and thematic discussions – to bridge perception gaps among local partners, government, and donors; strengthening co-creation processes with partner CSOs in new program development; enhancing intermediary and grant distribution systems; emphasizing that, in the humanitarian response sector, Penabulu will continue working through local partners within the localization framework while strengthening local humanitarian networks; reinforcing advocacy–campaign–engagement strategies and improving organizational branding and communication simultaneously; and developing a phased alignment strategy for the Penabulu–Oxfam identity.

FINANCIAL RISK: Funding the Organization (Not Just Projects) and Building Funding Balance

Probability: Likely
Impact: Medium–High

Penabulu is equipped with a reliable financial management system and internal control mechanisms that have been proven to meet various due diligence standards. The organization's financial management is handled by two directorates: the Directorate of Finance – covering financial management, budgeting and analysis, accounting and taxation, as well as grant management. Since 2020, Penabulu has held ISO 9001:2015 certification for its Quality Management System, renewed annually and valid through 2027 under certification issued by Alcumus ISOQAR (UK).

This financial management capacity has served as the foundation for Penabulu's organizational growth to date. However, during the ongoing organizational transformation, fundamental improvements are needed – particularly the consolidation of bookkeeping under a unified accounting system to be applied across all projects, regardless of the donor institution.

Improvements must also include the full implementation and compliance with new tax regulations, the harmonization of financial management standards and systems, and, most importantly, the development of budgeting and cost allocation systems that accurately and proportionally calculate project and organizational expenses.

Penabulu manages a substantial annual fund portfolio sourced from donor-supported program implementation. However, only a very small portion of Penabulu's income can be used flexibly to strengthen the organization, particularly during the transformation period. In fiscal year 2024/2025, Penabulu received USD 209K in unrestricted support from OI through the Solidarity Fund, decreasing to USD 68K in the following fiscal year. This OI support, along with several transition program grants from Oxfam in Indonesia, constitutes the only funding source for the organizational transformation process. This indicates a risk of insufficient resources to finance the transformation, as many new organizational positions need to be established and filled – most of which are unlikely to be supported by project budgets – while comprehensive improvements to systems and SOPs require significant engagement from consultants and technical experts.

Most of Penabulu's income (nearly all) constitutes restricted revenue, while unrestricted revenue represents less than 1% of the organization's total annual income. Penabulu recognizes that increasing unrestricted revenue will require substantial investment of funds, time, and human resources. However, delaying this effort would only further reduce the organization's ability to achieve funding balance – a prerequisite for realizing its vision and mission.

Risk mitigation and system improvement measures include: full-scale use of Penabulu's proprietary web-based accounting application Quill (<https://quill.co.id/>); conducting a comprehensive review of financial systems and policies, including standardized maximum limits; improving the budgeting and tiered cost allocation system encompassing both project and organizational levels; and aligning Penabulu's financial management and reporting standards with those of Oxfam International and other donor affiliates, insofar as they remain consistent with generally accepted accounting and financial principles.

Penabulu must also promptly invest in efforts to raise unrestricted funds. So far, support for public fundraising efforts has come only from Oxfam in Indonesia (amounting to USD 0.06 million), while Penabulu has not yet received additional funding from OI (for example, through the New Venture Fund or other funding mechanisms).

Capturing the moment after a sharing session on experiences, challenges, and best practices of care workers, together with the Oxfam Canada team: Dimitri Milan Rousseau, Taimur Mustafa, and Pushpita Saha, along with the Care Connect team in Indonesia and JALA PRT. The session was held to transform the narrative of care work in Indonesia. Each discussion we had was a small step toward a major change for care workers and the care economy. (Rizkiani Milania/Penabulu)

OPERATIONAL RISK: Translating Values into Standards and Enhancing Compliance

Probability: Likely

Impact: Medium-High

The organization's transformation toward becoming an Oxfam Affiliate has driven fundamental improvements in Penabulu's operational aspects, covering administration, contract management, legal review and assessment, support for office and field operations, occupational safety and security, procurement of goods and services, and human resource management and safeguarding. Previously, these operational support functions were largely managed at the project level; they are now being managed more systematically at the organizational level under the leadership of the Operations Directorate.

The greatest operational risk lies in human resource management. The transformation has moved Penabulu personnel who were previously project staff within a local organization into roles that carry organizational responsibilities within an international-standard organization. HR management challenges during this transformation occur across three levels: individual staff, the HR system itself, and organizational culture.



At the level of organizational culture, a series of workshops and reflective sessions on feminist principles have been conducted to adopt Oxfam's values and internalize them across Penabulu. Joint activities between Oxfam in Indonesia and Penabulu, as well as visits by Oxfam colleagues from other countries, have helped Penabulu begin to absorb Oxfam's culture, principles, and values. In terms of HR systems and policy, improvements to SOPs and derivative procedures aligned with the latest labor regulations have been implemented, alongside adoption of a series of safeguarding policies—principally referencing Oxfam's safeguarding policy—development of complaints-handling systems, establishment of a new remuneration policy that reflects organizational-level roles and responsibilities (not just project-level duties), and exploration of pension fund management partnerships with financial institutions. At the personnel level, an HR audit has been conducted, participatory assessments of staff capacities and fit to position qualifications have been performed, safer recruitment procedures have been implemented, and historical staff data have been improved; however, as of this document's preparation, Penabulu has not yet formally enacted a new personnel management system.

General mitigation measures for operational risk include: translating operational support functions into the organizational structure and promptly filling positions; developing operational systems, policies, and procedures; and creating digital-based instruments to facilitate the adoption of operational standards. Specifically, Penabulu will explore the potential adoption and integration of its operational systems with the OPP being developed by Oxfam International (OI), insofar as such integration can increase Penabulu's operational efficiency and effectiveness.

Regarding HR management, required mitigation measures include accelerating the registration of the Company Regulations with the relevant Manpower Office; developing consultation and support channels for staff and partners who are resistant to or have doubts about the transformation process; and promptly closing the old personnel system and initiating the new HR management system, with full compliance to applicable labor regulations. The phase-out of the old personnel system must be handled judiciously and is planned to be fully completed by the end of 2025.

PROGRAMMATIC RISK: Strengthening the Foundation and Opening New Spaces

Probability: Likely

Impact: Medium-High

Previously, Penabulu focused on nine main thematic areas: inclusive development, public-private-community partnership, sustainable markets, environment and climate change, public health, public accountability, rural empowerment, just digital transformation, and strengthening civil society organizations. Under the 2025–2030 Strategic Plan, Penabulu defines four main areas of work: Space (the civic space as the center of intervention), People (and the broader social systems surrounding them), Earth (with all its ecological limitations), and Governance Systems (including democratic choices and economic models).

Under its new humanitarian mandate, Penabulu is determined to work with partners and other stakeholders to respond to disasters and humanitarian crises in line with its capacity and with full support from Oxfam's global humanitarian network. The programmatic risk that Penabulu must anticipate includes new interventions within the People focus area—particularly those related to gender equality mainstreaming, women's empowerment, and protection for care workers. Within the Governance System focus area, Penabulu must strengthen its capacity and engagement on issues of fair taxation and finance, as well as the promotion of human-centered economic models.

Another programmatic risk arises from the organization's transition from its previous intervention model—largely centered on capacity-building services and direct project implementation at the community level through specific management models—to a more advocacy- and support-oriented program approach. This new model maximizes Penabulu's intermediary and grant-making functions for local CSO and community partners. This shift in working modality entails several risks, including: the need to assess and align staff competencies with new intervention requirements; reassessment and selection of strategic partners; strengthening of monitoring-evaluation-learning and knowledge management functions; development of differentiated project and program communication strategies; and the need to clearly communicate Penabulu's evolving role to donor institutions.

Mitigation measures for programmatic risk include: promptly establishing a new organizational structure aligned with program transformation goals and filling key positions accompanied by targeted capacity building; developing an integrated strategy that includes frameworks for advocacy, campaigning, engagement, media and communication, and monitoring–evaluation–learning, supported by the development of digital tools and systems; strengthening disaster response capacity and skills with a robust response control mechanism; and developing contingency funds and reserves to enhance organizational readiness.

Moment from the Penabulu–Oxfam Indonesia Staff Townhall Meeting, November 29, 2024. The event served as a space to explore the jointly developed Songsheet document—an internal guide to understanding the transition process of Penabulu and Oxfam International. Presentations were delivered by Eko Komara, Executive Director of Penabulu, and Maria Lauranti, Country Director of Oxfam in Indonesia. (Shakira Thalita/Penabulu)



PARTNERSHIP AND SUPPORT CALL:

Time for Purposeful Interference

Poverty and inequality are not inevitable, they are the consequences of development models that are exclusive, unjust, and divorced from feminist principles. Long-term investments in poverty eradication and inequality reduction can be wiped out in an instant, swept away by changes in national leadership, shifting democratic structures, or sudden policy shifts toward different economic models.

Penabulu firmly believes that ending injustice requires conscious and responsible decisions from all actors and individuals. Tackling the injustice that creates poverty and entrenches structural inequality is a shared choice and responsibility. As a civil society resource organization (CSRO) in Indonesia, Penabulu also holds to the conviction that an enabling civic space can only stand upon the foundation of strong and resilient civil society organizations. An open and safe civic space is a precondition for inclusive, active, and effective public engagement in defending civil, political, economic, social, and cultural rights, equally and without neglect.

This Strategic Plan 2025–2030 is presented as an invitation to all partners to act together, to uncover and confront the roots of injustice and inequality at the grassroots level in marginalized and impoverished communities; to reduce disparities across groups and regions at the national level; and to strengthen solidarity at the global level.

Today, under the weight of intensifying geopolitical and geo-economic tensions, the world faces serious challenges. The climate crisis worsens daily, marked by failed mitigation, fragile adaptation, and surging ecological disasters. At the same time, global humanitarian crises are expanding in scale and severity.

In Indonesia, the national development dynamic remains turbulent, fraught with conflicting interests, searching for new pathways toward sustainable prosperity. In such times, Penabulu believes that civil society must take a stand. The only way to remain relevant is to intervene: to participate actively, to engage fully, to choose, and to act decisively in transforming today's conditions.

Together with Penabulu, as a nationally anchored, locally rooted civil society organization now fully supported and connected to Oxfam's global network, we invite you to intervene, to shape our shared future and the future of generations to come. This future is more just, equal, and harmonious.

Jointly formulating the collective movement of civil society organizations within the Indonesian Civil Engagement Alliance network. This consolidation space was intentionally built as a shared commitment to remain relevant in today's evolving context. (Rizkiani Milania/Penabulu)



MEDDLING! IT'S TIME!

THIS IS THE ONLY WAY TO STAY RELEVANT

Heinrich Böll



*MEDDLING!
This is the only way
to stay relevant
IT'S TIME!*



Heinrich Böll, 1917-1985

The national CSO consolidation meeting in Lembang, West Java, on July 7–10, 2025, was attended by more than 70 CSOs from across Indonesia and marked the establishment of the **Indonesia Civic Engagement Alliance (CEA)** which envisions a **Powerful and Equitable Civil Society Ecosystem**.

CEA is not a legal entity, but rather a social movement, not an organization. It is a network consisting of regional nodes that are interconnected nationally. All regional nodes are bound by the same goals and values—autonomous and independent, yet working collectively, grounded in an ecosystem perspective, recognizing that the movement of each organization influences the overall outcomes of the ecosystem.

◀ Illustrated backdrop of the National Meeting of the Indonesia Civic Engagement Alliance (CEA), held on July 7–10, 2025, in Lembang, West Java. (Illustration: David Fau/Penabulu)

ENDNOTES

1. Locally rooted, globally connected – in its Indonesian version, Penabulu uses: Berakar lokal, Terkoneksi global.
2. The 22 members of the Oxfam Confederation as of 2025 are: Oxfam America (USA), Oxfam Australia, Oxfam in Belgium, Oxfam Brazil, Oxfam Canada, Oxfam Colombia, Oxfam Denmark, Oxfam France, Oxfam Germany, Oxfam Great Britain, Oxfam Hong Kong, Oxfam India, Oxfam Intermón (Spain), Oxfam Ireland, Oxfam Italy, Oxfam Mexico, Oxfam Aotearoa (New Zealand), Oxfam Novib (Netherlands), Oxfam Pilipinas (Philippines), Oxfam Québec, Oxfam South Africa, and Kadın Emeğini Değerlendirme Vakfı (KEDV – Foundation for the Support of Women’s Work, Turkey). See: <https://www.oxfam.org/en/what-we-do/about/how-we-are-organized>
3. BPS, Bappenas, and United Nations Population Fund (UNPFA), *Proyeksi Penduduk Indonesia 2020–2050: Hasil SUPAS 2015*, 2017.
4. The renewable energy potential in Indonesia is reported by the Ministry of Energy and Mineral Resources (ESDM). However, a study by the Institute for Essential Service Reform (IESR, 2023), based on further technical and financial feasibility analysis, estimates that 333 GW can be developed under current conditions for solar, wind, and hydro projects. See IESR document: *Unlocking Indonesia’s Renewables Future: The Economic Case of 333 GW of Solar, Wind, and Hydro Projects*, 2025
5. Data provided by the Ministry of Energy and Mineral Resources (ESDM), as presented by the Director of Energy Conservation, Gigih Adi Utomo, at the Indonesia Energy Transition Dialogue conference on 13 September 2023.
6. BPS, *Indonesia Democracy Index 2019*, Jakarta: BPS; 2020.
7. BPS, *Indonesia Democracy Index (IDI) National, Central, and Province Level 2023*, 2024.
8. Economist Intelligence Unit (EIU), *Democracy Index 2024*, 2024.
9. V-Dem Institute, *Democracy Report 2025: 25 Years of Autocratization – Democracy Trumped?*, 2025.
10. In the 2024 regional elections (Pilkada), a study by Indonesia Corruption Watch (ICW) found that 26.6%—or 155 out of a total of 582 individuals running for regional head and deputy regional head positions—were indicated to be affiliated with political dynasties.
11. Celios, *Indonesia Economic Inequality Report*, 2024.
12. BPS, *Official Statistical Release: Gini Ratio September 2024*, No. 05/01/Th. XXVIII, January 6, 2025.
13. PPATK stands for the Financial Transaction Reports and Analysis Center, established under Law Number 8 of 2010 on the Prevention and Eradication of Money Laundering Crimes. OJK stands for the Financial Services Authority, an independent institution responsible for regulating, supervising, and protecting the financial services sector in Indonesia, established under Law Number 21 of 2011.
14. LBH Jakarta, *2021 Annual Report*.
15. BPS-Statistics Indonesia. (2024). *Indonesia Education Statistics 2024*. Jakarta: BPS; Ministry of Education, Culture, Research, and Technology. (2024). *National Education Policy Report 2024*. Jakarta: Kemdikbudristek; and World Bank. *Indonesia Education Report 2023–2024: Addressing Structural Inequalities in Education*. Washington, DC: World Bank.
16. G20 Climate Risk Atlas: Indonesia (<https://www.g20climaterisks.org/indonesia/>).
17. A report by UNICEF and the Ministry of Environment and Forestry (KLHK) emphasizes that children are the most vulnerable group to the climate crisis in Indonesia. The report states that Indonesia ranks 46th out of 163 countries based on the Children’s Climate Risk Index, indicating high exposure to climate risks.
18. UNDP, *Human Development Index Report 2023/2024*, 2024.
19. Sachs, Jeffrey D., & Warner, Andrew M, 2001, *The Curse of Natural Resources*, *European Economic Review*, Vol. 45, Issues 4–6.
20. In the same release, CIVICUS reported that during the first nine months of Prabowo Subianto’s administration, dozens of activists have been attacked, intimidated, and arrested. The government has also responded to protests with violence, intimidated human rights defenders and journalists, and pushed for legislative revisions that further contribute to a shrinking civic space.

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This journey is not only about Penabulu's formal affiliation with Oxfam, it is about building solidarity, trust, and shared commitment toward structural and lasting change. The 2025–2030 Strategic Plan marks the first step of Penabulu–Oxfam toward our collective aspiration: a just, equal, and harmonious world, where all people live with dignity, without exception, on a single, shared Earth.

LOCALLY ROOTED, GLOBALLY CONNECTED



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