

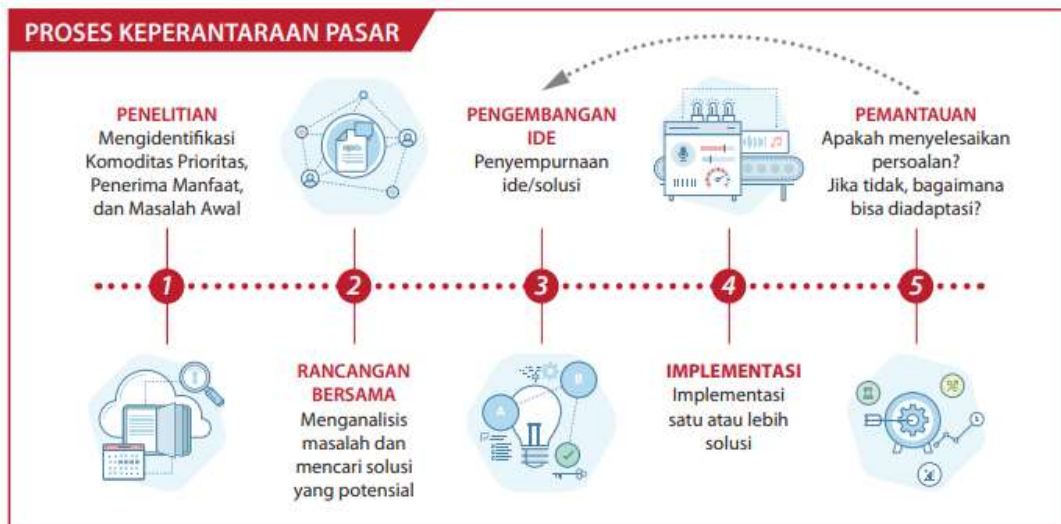
## PROMOTING AFFIRMATIVE POLICY AND INSTITUTIONALIZATION IN EMPOWERMENT OF LOCAL ECONOMY KOMPAK Policy Dialogue – 17 May 2022

As a program that supports the Government of Indonesia's agenda to reduce poverty, KOMPAK focuses on increasing the productivity of Micro and Small Enterprises (MSEs) as one of the cores of Local Economic Development (LED) thematic work. The third end-of-facilitation outcome of KOMPAK is: "The poor and vulnerable people benefit from the expansion of economic opportunities." The majority of the livelihoods of the poor and vulnerable groups are in the agricultural sector and in micro and small enterprises, or both. MSEs cover 98 per cent of total businesses in Indonesia. Unfortunately, their productivity is lagging.

The Market Linkage Model aims to increase the productivity and profitability of MSEs, which are mainly managed by the poor and vulnerable groups, by connecting them to the market. In this approach, the government acts as a 'broker', connecting MSEs with the private sector. Increasing access to markets is carried out through product development, marketing, business licensing, and access to financing. This strategy was supported by the private sector. Meanwhile, the local government conducts monitoring and evaluation to ensure that the interventions meet the needs of the MSEs.

KOMPAK's Market Linkage Process is summarized in Figure 1.

Figure 1. Market Linkage Process



**This Market Linkage process has been mainstreamed into various strategies for community empowerment (i.e., community economic development and entrepreneurship) as well as outreach to the poor and vulnerable groups (in support of the poverty reduction agenda).** These are stated, among others, in:

- Law Number 11 of 2020 concerning Job Creation,
- Government Regulation Number 7 of 2021 concerning Ease, Protection, and Empowerment of Cooperatives and Micro, Small, and Medium Enterprises, and
- Presidential Regulation Number 2 of 2022 concerning National Entrepreneurship Development 2021-2024.

The next step is to ensure the implementation of the concept can optimally support the development of the local economy and be effective in involving the poor and vulnerable groups.

**The facilitation provided by KOMPAK to the Government of Indonesia will end in June 2022. Therefore, KOMPAK conducted a series of analyses of KOMPAK support through studies and evaluation.** It is hoped that this analysis and their recommendations can serve as materials for evidence-based policy-making for better governance and delivery of basic services. Some of the studies and evaluations related to Market Linkage are the followings:

1. *Market Linkage Pilot Project Evaluation.* The evaluation was carried out in five of the 14 pilot locations, in West Aceh (water hyacinth handicrafts), Pekalongan (batik), Trenggalek (biopharmaceuticals), Pacitan (mocaf flour), and North Lombok (tourist villages). Data were collected through a review of program documents and interviews of 91 informants, including 30 women MSE actors and their workers.
2. *Study of GESI Aspects in Market Linkage.* This study analyses the implementation of Market Linkage pilots in seven districts, namely Aceh Barat, Pacitan, Pekalongan, Trenggalek, North Lombok, Bantaeng and Pematang. Using a qualitative methodology, this study interviewed respondents at the national level, in local government offices (OPD) and village governments, program implementers, vulnerable groups and business community.
3. *Study on Institutional Facilitation in Local Economic Development.* The study was conducted on six government and non-government institutions in Central Java and Yogyakarta. It was carried out qualitatively through interviews with the management staff about what assistance or services they provide for the government's economic empowerment program, the financing mechanism and their strategy for sustainability.

Based on these studies, two strategic issues were identified to encourage institutionalization and affirmative policies in local economic empowerment, namely:

1. Strengthening the institutionalization of local economic development through the Market Linkage model to reduce extreme poverty (especially by involving the vulnerable groups).
2. Optimizing the role of facilitators to identify potentials and issues in the value chain<sup>1</sup> and implement solutions, and to engage business actors who have been mainstreaming gender and social inclusion.

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<sup>1</sup> A series of activities carried out by a business to produce a product or service, starting from the design process, production process, distribution to consumers, to after-market services. This process and activities can add value to the service or product.

**STRATEGIC ISSUE 1:**

**Strengthening the institutionalization of local economic development through the market linkage model to reduce extreme poverty (especially by involving vulnerable groups).**

**1.1. Multi-stakeholder Collaboration**

The Market Linkage pilot engaged local governments from the start in identifying priority sectors and commodities and involving the poor and vulnerable groups. It is hoped that this process will encourage the adoption and replication of the model in other sectors in the district. Village, sub-district and district governments have been involved since the preparation stage—from developing the intervention plans to implementation and monitoring.

The role of village government is to:

- Allocate village funds to carry out the business plan.
- Encourage the involvement of BUMDes as appropriate and needed.
- Ensure the involvement of the beneficiaries.

The role of the sub-district government is to:

- Encourage coordination among stakeholders in villages.
- Ensure data availability.
- Ensure that villages and other stakeholders are involved in the design process.
- Encourage villages to allocate village funds and other resources for support.

The role of district government is to:

- Identify and select priority commodities.
- Lead the identification of solutions and facilitation of business plan development and implementation.
- Ensure the involvement of all relevant stakeholders and market actors in all phases of the activity.

This concept is summarized in Figure 2.

*Figure 2. Market Linkage Process and Role of Stakeholders*



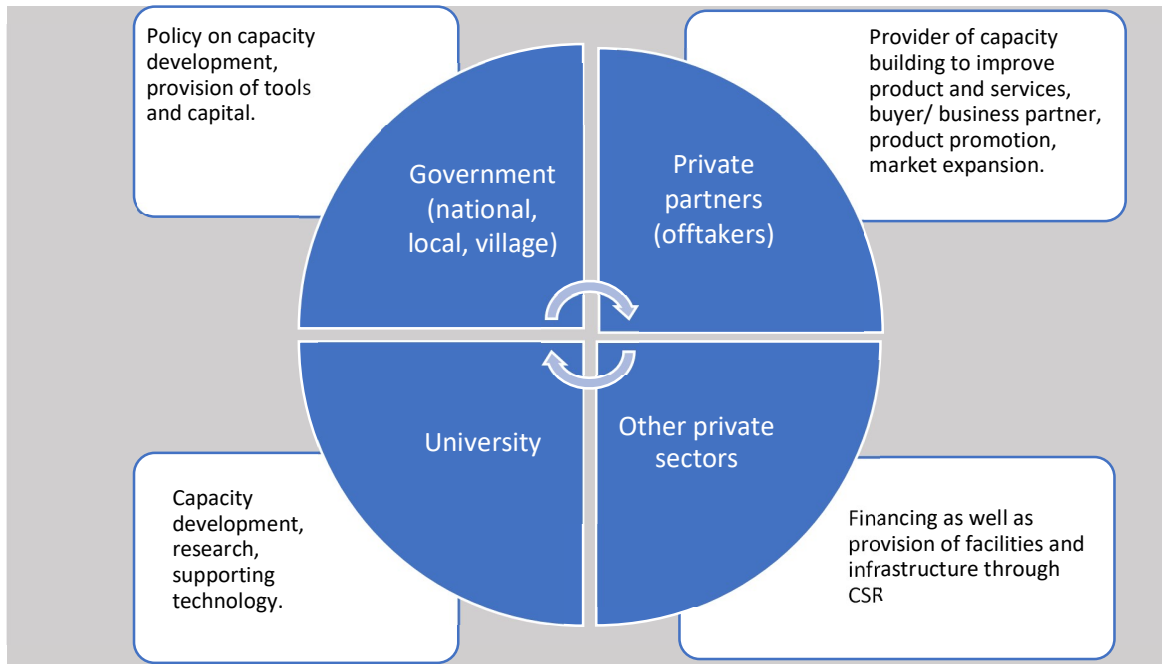
## **1.2. Good Practices and Lessons Learned from Multi-Stakeholder Collaboration**

**The relations and roles taken by stakeholders in each region vary, due to differences in understanding of the urgency of the intervention and its benefits for the community and the commitment of the institution.** For example, some district governments take a role of strengthening interventions through affirmative policies that encourage the participation of women, people with disabilities, and other vulnerable groups. They make sure that the vulnerable groups registered in the Social Welfare Integrated Data (DTKS) are included as beneficiaries and become active members of this group-based business. Several local governments are also involved in the process of mentoring and building the capacity of community groups and providing supporting facilities and infrastructure.

**In some areas, the division of roles and collaboration between stakeholders is going quite well, for example between the Bantaeng District Government and offtakers (market actors) in providing production equipment and other facilities for seaweed farming that have been proven to increase production effectiveness and shorten the period for the seaweed farmers, a vulnerable group, to get their product sold.** Collaboration and division of roles that run harmoniously will have a positive impact on efforts to reduce existing gaps and challenges, which will help accelerate the economic improvement of the vulnerable groups. When this does not run smoothly, it will affect the sustainability of economic empowerment in market intermediaries, such as the case with the Mocaf (modified cassava flour) Bogati group, in Pacitan district. Lack of collaboration among the village government, BUMDes and the Mocaf group has created serious problems to supply raw materials.

**In addition, there are differences in the degree of involvement or investment of private partners in the production process.** Based on the market potentials and the characteristics of the commodity, KOMPAK introduced MSEs and local government actors to private partners, which was then followed up with the development of a business plan. Private partners were expected to invest in the MSEs, including assisting the production process. Empowerment through capacity building, both related to production, product packaging, sales, and promotion of goods and services products, could be carried out by offtakers who were knowledgeable in the sector. If private partners are unable or unwilling to assist, we must find other actors to step in. In Aceh Barat and Lombok Utara, universities provided the capacity building. They collaborated with the local government. The various patterns and roles of stakeholders in the market linkage approach are summarized in Figure 3.

**Figure 3. Design and Roles of Stakeholders in the Market Linkage Approach**



**In every stage of the process, the perspectives of vulnerable groups were always present, such as in selecting the pilot site, priority commodities and other intermediary processes.** However, the involvement and participation of women's groups and the poor are different at each stage both in terms of numbers and their roles. The development of MSEs in the pilot location provides an opportunity for women to participate in the economic development process because it is carried out in households in the same village. However, there are several issues that affect the participation and role of vulnerable groups and people with disabilities, such as:

- Cultural construction (including a strong patriarchal culture, as well as the division of roles in business based on assumptions and stereotypes of people with disabilities and other vulnerable groups inherent in society).
- Stakeholders' understanding and commitment (including program implementers, government, offtakers).
- Consistency of affirmation efforts such as opportunities for capacity building and encouragement to always participate consistently
- The internal factors of the vulnerable groups themselves, e.g., capacity/skills and self-confidence.

**On a limited scale, increases in the income of the poor occur in groups that have been operating and have succeeded in selling their products to new markets.** In the ongoing pilot, income obtained from MSEs can be higher than that of farm labourers. However, it will need some time for the program to run continuously before a thorough assessment of its impact on poverty reduction or income increase can be made.

**One of the important lessons from the implementation of the Market Linkage that will determine equality and social inclusion in the program is the need to integrate GEDSI from the planning stage, including in mapping business opportunities and actors.** Mapping these actors not only identifying who they are and what role or authority they have, but also their understanding and commitment to GEDSI, as well as identifying the potentials of the beneficiaries to become local champions. Having a local champion reflects a positive change and helps motivate other members or beneficiaries to get more involved. This can be seen quite prominently in EG Craft MSEs in Aceh Barat. Changes in the economic conditions of the head of MSE and several others have inspired other women to join the group and start working consistently in the water hyacinth weaving business.

**Increasing the involvement of the poor and vulnerable groups through structured affirmative action is crucial.** It is needed to ensure broad outreach, sustainable benefits, and increased welfare for the beneficiaries. This strategy can be carried out by involving related parties and stakeholders, both OPD and non-governmental institutions and universities, in the design process, finding solutions and implementing them. This will eventually contribute to the development of local commodities, as well as provide economic benefits for other poor and vulnerable groups.

## **STRATEGIC ISSUE 2:**

**Optimizing the role of facilitators to identify potentials and issues in the value chain and implement solutions, and to involve business actors who have been known to mainstream gender and social inclusion in their business.**

### **2.1. Good Practices and Lessons Learned from Mentoring in Market Linkage Pilot**

**Facilitation to MSEs is the key to the success of the strategy for economic empowerment of vulnerable communities and ensure the sustainability of the benefits of the Market Intermediaries after KOMPAK support ends.** In addition to strengthening the input side of production with raw materials, facilitation is actually needed to strengthen the groups' cohesiveness, skills to manage conflicts, and administering the business activities, including financial management. Strengthening cohesiveness can be done by non-members. The role of program facilitators, initiated by the Market Linkage model, turns out to be important to identify potential conflicts and provide assistance to solve them. Facilitation in the administration of business activities and financial records can ensure transparent business management that enables group members to check the number of products they produce, and the payment made as practiced in the water hyacinth crafts group in West Aceh. Assistance to improve the quality of production ideally should come from the offtakers. However, this role can also be carried out by an outside party who supervises the production process and connects the MSEs with the market.

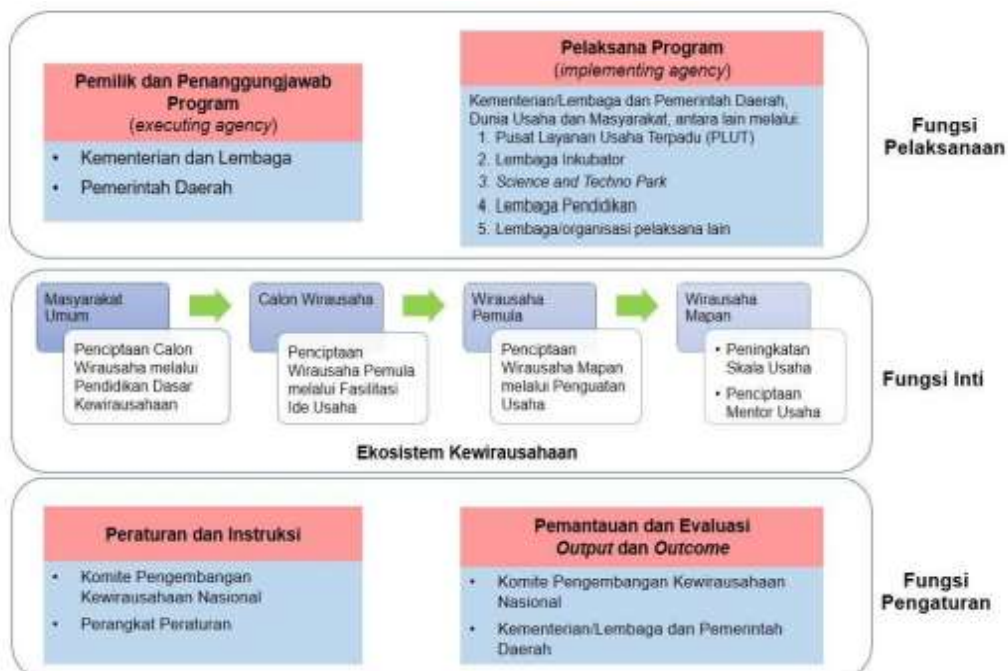
**During the Market Linkage pilot, KOMPAK's biggest role was to design and facilitate the intermediary process with local government and relevant business actors.** KOMPAK's role is to bring together various parties at an early stage but does not bear the financial and reputational risks of the business agreement resulting from the intermediary process. KOMPAK also helps local governments create an enabling environment for them to replicate the processes and to come with innovative solutions that meet their specific needs.

In the pilot, KOMPAK facilitated the collaboration among stakeholders. These stakeholders included district and village governments, offtakers, academics, private parties with their CSR support, and the community. Examples of strong collaboration between the government and the private sector as offtakers could be seen in the strengthening of tea processing cooperatives in Pekalongan, seaweed processing in Bantaeng, as well as in medicinal herbs processing in Trenggalek where the private sector and governments, both district and village, collaborated in providing capacity building, facilities and additional capital. Meanwhile, collaboration with universities that have had a significant impact can be seen in Aceh Barat, and, for the development of Tourism Villages, in Lombok Utara. A different story occurred in Pacitan. Poor collaboration between the MSE and the village government as well as the private sector contributed to the difficulty of obtaining raw materials which led to delays in the production, distribution and sale of mocaf flour. With KOMPAK's support ending, a strategy is needed to ensure facilitating the stakeholders continues.

In fact, Presidential Regulation Number 2 of 2022 concerning National Entrepreneurship Development has outlined the National Entrepreneurship Development Model which has three main functions, namely: (1) developing the entrepreneurship program (the core function of the model); (2) Regulating and (3) Executing. In this case this particular function includes consultation process, research and development, information, and capacity building and coordination.

The executing function has two separate main roles, as the owner or agency in charge of the program (executing agency) and as the program implementer (implementing agency). Thus, the implementation of the entrepreneurship programs is intended to be carried out by an institution that has capacity and other resources. In the Market Linkage model, the implementing agency is referred to as a facilitator/consultant/assistant who helps Bappenas, KOMPAK and local governments to carry out various pilot on intermediary projects in the regions (Figure 4).

Figure 4. Entrepreneurial Development Model



## ***2.2. Ensuring the Implementation of Sustainable Local Economic Development Activities***

**As KOMPAK support ends, the readiness of local governments or ministries to take over KOMPAK's functions is still at the initiation stage. This can be seen from the different levels of sustainability of the Market Linkage approach by the government.** At the central level, the principles of Market Linkage have been adopted in the MSME Integrated Management Major Project which is being run by the Ministry of Cooperatives and SMEs (Kemenkop) starting in 2022. In its implementation, the Major Project has established secretariats at the national and regional levels. Continuity at the district or provincial level of pilot locations has occurred, for example, with the availability of budget commitments or programs that adopt Market Intermediaries such as PETI KOIN BERMANTRA in East Java Province. In addition, there are examples of replication efforts from the district government for other commodities as well as efforts to establish intermediary forums/working groups. However, these efforts require further assistance to ensure that this intermediary forum will indeed encourage market opening and is not just a communication forum as MSEs fear. This assistance is also needed considering that local governments often have limitations, especially access to market information, budget constraints, or time constraints as they are occupied with administrative work.

**An information centre is needed that can help local governments and MSE actors to find private parties or other parties who are willing to partner and invest in developing MSEs, including information on program implementing agencies (implementing agencies).** This information centre is equipped with assistance for MSEs so that they can establish relationships with the private sector. At the national level, the information centre can be held by Bappenas or Kemenkop by integrating various existing information centres (such as at Bappenas, Kemenkop, and the Ministry of Manpower). At the local level, information centres and these bridging roles can be taken up by Bappeda.

**In the intermediary approach, assistance from the input side such as training or capital is still needed, but it should be adjusted to the needs of MSEs to meet the demand of the new market.** Currently, the training and/or provision of capital tend to be not well targeted. Therefore, the current MSE training/capital funds can be directed to strengthen the ongoing intermediary process and show a good direction. For example, the government provides incentive funds for intermediary pilots which have been proven to increase the MSE market and job opportunities and allocate MSEs social assistance funds to MSE actors who are proven to be able to survive or even thrive in times of crisis. "So, the support given to MSEs is not only focused on the provision of equipment, 'business capital', and training that is not in accordance with basic needs.



## **DISCUSSION: RECOMMENDED OPTIONS FOR SUSTAINABILITY**

**Based on KOMPAK's learning from a series of implementations as well as the results of studies and evaluations, there are several recommendations to carry out: (1) Optimizing the implementation of the principles of Market Linkage in supporting local economic development; and (2) Improving the effectiveness of intermediaries in reaching the poor and vulnerable groups, especially to support the poverty alleviation agenda.**

**To encourage inclusiveness in economic empowerment through the principle of Market Linkage, it is necessary to sharpen and divide the roles among actors to create a good business ecosystem.** In addition, considering the various forms of involvement of the poor and other vulnerable communities in business activities (including market intermediaries), it is necessary to have an affirmative engagement mechanism so that the activities of 'economic empowerment have greater leverage on people's welfare'.

**In facilitation, the focus is on the implementing agency which will assist the government as the owner of the program to implement local economic development programs, to:** (1) Look for a facilitation agency that is competent and capable of providing appropriate services according to the needs of MSEs, including having adequate operational support; (2) Formulate cooperation between the government as the executing agency and the facilitation agency as the implementing agency; and (3) Develop a financing mechanism for sustainability.

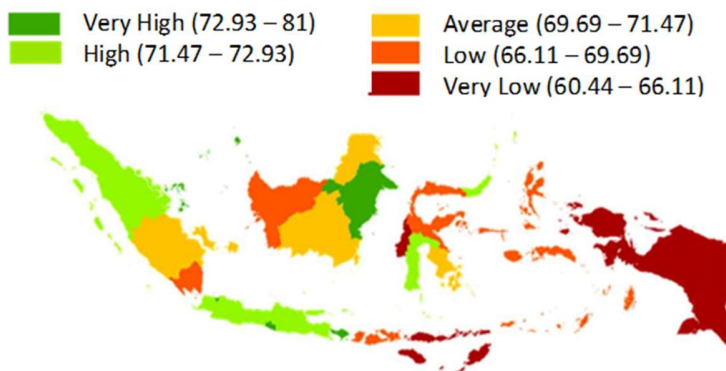
In addition, collaboration in the institutional structure to support market intermediaries at both the central and regional levels includes building an information centre at the national level that can support the work of intermediary working groups in the regions, developing incentive schemes from the centre to push regional intermediary working groups to identify superior commodities and look for solutions to problems, make business plans and establish business partnerships.

**SYNERGY OF PROGRAM PLANNING  
TO ACCELERATE DEVELOPMENT IN PAPUA AND WEST PAPUA PROVINCES**  
KOMPAK Policy Dialogue – 18 May 2022

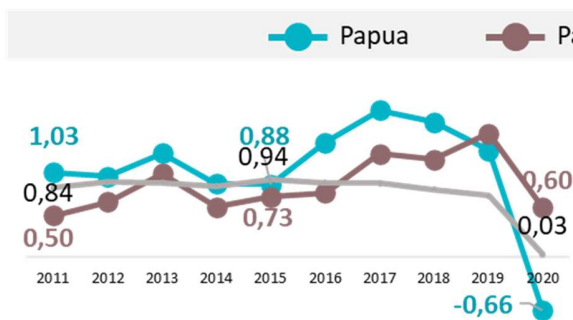
**KOMPAK IN PAPUA**

Natural and financial resources abound in Papua and Papua Barat. It has seen a remarkable acceleration of development in recent years, but it also faces enormous development hurdles, with low accomplishment of development indicators and basic services. The achievement of the Human Development Index (HDI) and the poverty rate in Papua and Papua Barat reflect this situation. Despite a fast increase in HDI and a significant drop in poverty levels over the last 10 years, it has a comparatively low HDI and a high poverty rate when compared to other Indonesian provinces.

**Figure 1. Human Development Index 2020**



**Figure 2. HDI Growth 2011-2020**

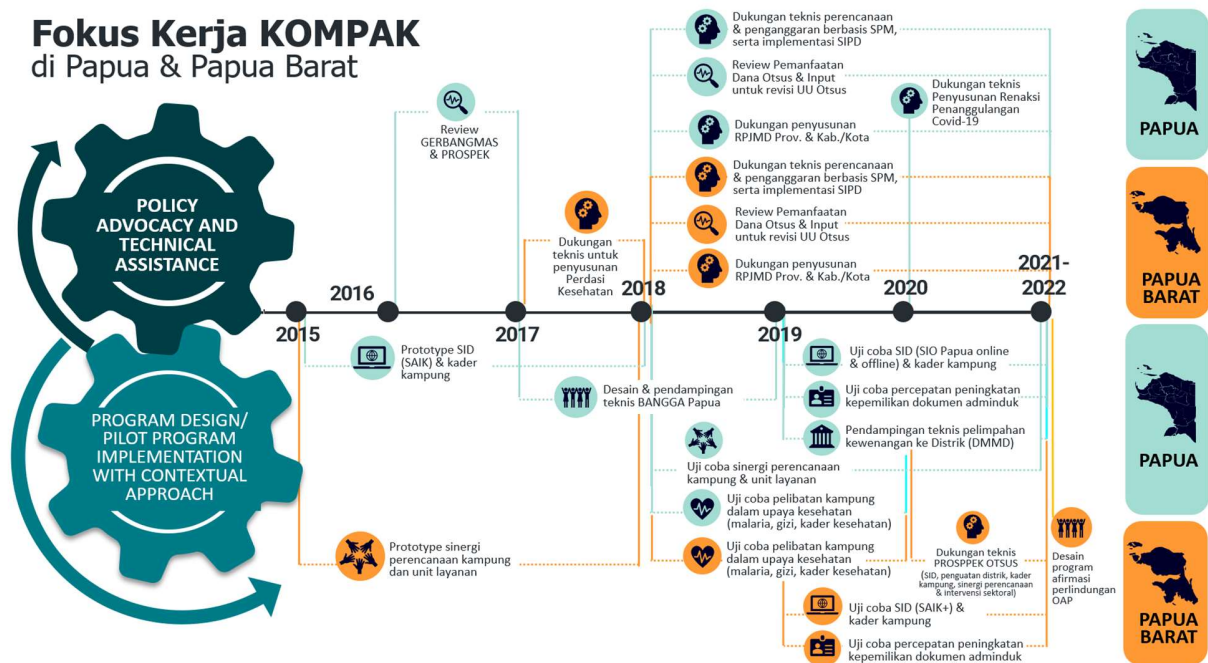


**Figure 3. Poverty Rate (%) 2011-2020**



Since 2016, the KOMPAK Program has been assisting the provincial governments of Papua and Papua Barat in improving the delivery of basic services, particularly education and health (see Figure 4). The focus of KOMPAK's assistance is on: 1) strengthening policies for the provision of public services, particularly education and health services, including policies for more effective use of special autonomy (Otsus/otonomi khusus) funds; and 2) piloting various approaches and new ways of providing services in a Papuan context, including looking for more effective ways to use special autonomy funds that have an impact on indigenous Papuans.

Figure 4. The focus of KOMPAK's work in the Provinces of Papua and Papua Barat



KOMPAK conducted a series of analyses, including research and evaluation, of the process of delivering KOMPAK support in the two provinces. These analyses and recommendations aimed to provide information for evidence-based policymaking to improve governance and basic service delivery. It is also intended to provide inputs for the RAPPP (Papua Action Plan for Acceleration of Development, *Rencana Aksi Percepatan Pembangunan Papua*) as well as other policies and programs for implementing special autonomy that will be established after the release of the RIPPP (Papua Master Plan for Acceleration of Development, *Rencana Induk Percepatan Pembangunan Papua*) 2022-2041.

Some of the research and evaluations that have been carried out related to this theme are:

1. *Input for the Academic Paper of the Draft Law on Special Autonomy for Papua;*
2. *Study on the Use of the Special Autonomy Fund for Papua and Papua Barat: 2002-2018*, which focused on the development of basic public services (education, health, and infrastructure), economic and social development, fiscal development, social/religious developments, human rights and indigenous Papuan culture/dignity, as well as the development of institutional aspects and regional governance (financial) in districts across the provinces;
3. *Sustainability Options of Special Autonomy Fund 2022-2041: Towards a Prosperous and Independent Tanah Papua*, which examines development successes in Papua and Papua Barat districts, as well as regional spending conditions in the two provinces.
4. *Evaluation of the KOMPAK Models in Papua and Papua Barat*, which use an outcome harvesting approach to identify changes resulting from KOMPAK's different interventions. This study used a mixed-method approach, interviewing 367 people and surveying 2,159 people in five districts in Papua and Papua Barat (Jayapura, Asmat, Nabire, Sorong, and South Manokwari).
5. *Review of Development Outcomes in KOMPAK Districts 2015-2021*, to examine macro development achievements, public service access, service facility provision, and spending credibility in 24 KOMPAK districts; and
6. *Economic-Political Analysis of the KOMPAK Model of Policy and Advocacy*, which uses tiered sampling to analyze each workstream by interviewing 93 sources in three provinces.

## STRATEGIC ISSUES

According to the findings of these studies, three strategic concerns are critical for the efforts to accelerate welfare development in the Provinces of Papua and Papua Barat:

1. Optimizing the use of the Special Autonomy Fund to improve the Human Development Index (HDI), Gender Development Index (GDI), and the welfare of indigenous Papuan people (the OAP, *Orang Asli Papua*).
2. Improving the governance of the Special Autonomy policy execution and addressing inconsistencies in national and regional policies relating to Special Autonomy authority.
3. Improving the quality of village planning and budgeting that does not take advantage of data, community participation, and sectoral synergies.

## STRATEGIC ISSUES 1:

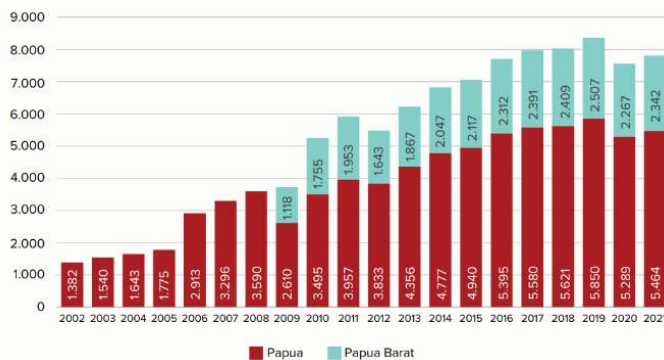
### Optimizing the Use of the Special Autonomy Fund to Improve HDI and the welfare of the OAP

#### 1.1. Use of the Special Autonomy Fund

Law (UU) Number 21 of 2001 concerning the Special Autonomy for the Papua Province (Law of Special Autonomy Papua) is a general policy framework that guides the implementation of Special Autonomy in Papua Province which was later expanded to include Papua Barat Province. At the time this brief was written, the Law had been amended to become Law Number 2 of 2021 concerning the Second Amendment to Law Number 21 of 2001 providing Special Autonomy for the Province of Papua. The Papua Special Autonomy Law governs a number of fundamental areas involved in the implementation of the special autonomy. This policy gives the province and the Papuan people more power in running the government and regulating the best use of natural resources in the Papua Province for the benefit of the Papuan people (particularly the OAP) as Indonesians. This authority also promotes the Papuan people's socio-cultural and economic potential by giving the OAP a prominent position through representatives of adat, religion, and women.

Government Regulation (PP) Number 106 of 2021 concerning Authorities and Institutions for the Implementation of the Special Autonomy Policy for Papua Province and PP Number 107 of 2021 concerning Reception, Management, Supervision, and Master Plan for the Acceleration of Development in the Framework of Implementation, are the two main derivative rules of the Special Autonomy Law set by the government. These two PPs were then translated into a variety of technical regulations for use at the national and provincial levels. The Provincial Regulation (Perdasi/Peraturan Daerah Provinsi) on Sub-Districts is one of the special regulations at the provincial level that will be formulated soon.

Figure 5. Otsus Fund, 2002-2021 (Billion Rupiah)

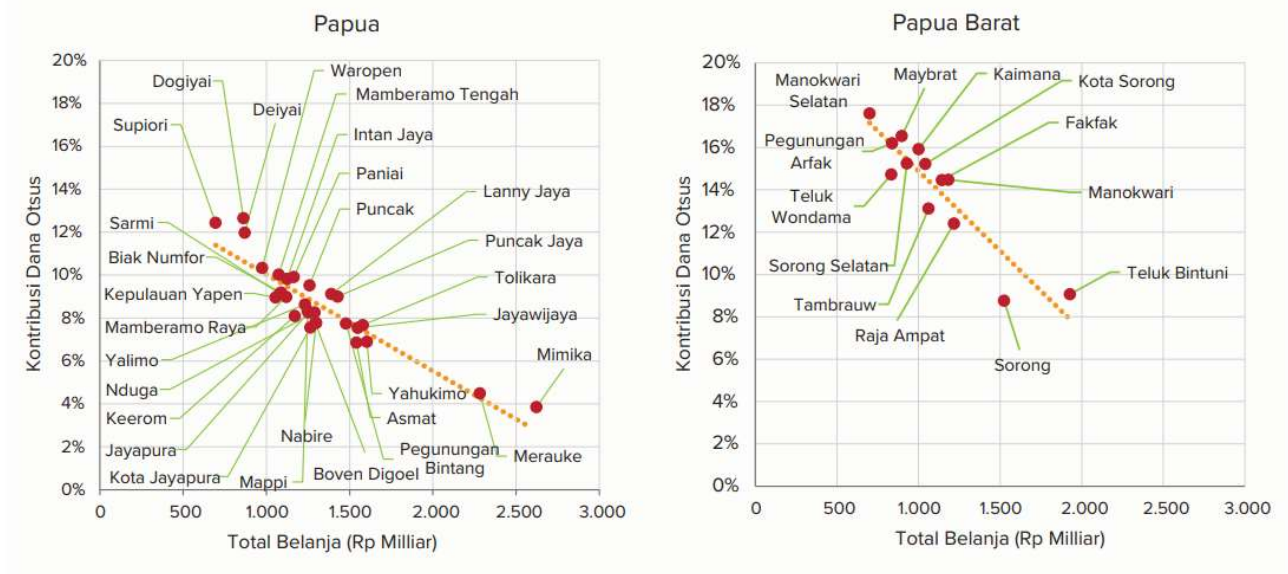


Sumber: Badan Pengelola Keuangan dan Aset Daerah (BPKAD) Provinsi Papua; Nota Keuangan Rancangan APBN (RAPBN) 2021  
Catatan: Dana Otsus 2002-2008 mencakup Papua dan Papua Barat

Between 2002 and 2019, the Otsus Fund's nominal value climbed by 8.9% per year. The Otsus Fund was used to fund programs and efforts to combat the COVID-19 pandemic in 2020. The Otsus Fund (IDR 5.9 trillion) obtained by Papua Province in 2019 is equal to the overall Regional Revenue and Expenditure Budget (APBD) of Maluku Province (IDR 3.2 trillion), North Maluku (IDR 2.7 trillion), or East Nusa Tenggara (NTT) Province (IDR 5.8 trillion) in the same year.

The Otsus Fund provided just 13.3-18.4% of total district/city spending in Papua and 15.2-22.2 percent in Papua Barat, according to consolidated figures at the district/city level from 2010 to 2019. In Papua, the Otsus Fund plays a smaller role at the districts/cities level than in Papua Barat. In Papua, the percentage of total Otsus Funds allocated to districts/cities (55 percent) is lower than in Papua Barat (80 percent). In nominal terms, the entire Otsus Fund transferred to Papua districts/cities is IDR 3.1 trillion, and IDR 1.9 trillion to Papua Barat. However, because Papua has more districts/cities (29) than Papua Barat (13), the average amount of Otsus Fund per district/city in Papua is smaller than Papua Barat (IDR 106.5 million vs. IDR 148.2 billion in Papua Barat).

**Figure 6. The Otsus Fund Contribution to Total Expenditure by District/City, 2018**



Source: KOMPAK Calculations

Since the distribution of the Otsus Fund in 2002, the percentage of the population living in poverty in Tanah Papua has declined rapidly. However, in 2019, Papua remains the province with the highest poverty rate, followed by Papua Barat. In 2019, there were 901 thousand people living below the poverty line in Papua and 208 thousand people in Papua Barat, out of a total of 24.8 million poor people in Indonesia.

**Table 1. Poverty rates in Tanah Papua and Indonesia**

Papua (%)		Papua Barat (%)		Indonesia (%)	
2002	2019	2006	2019	2002	2019
41,8	26,6	41,3	21,5	18,2	9,2

**Table 2. Rural–urban poverty rates (2019)**

Papua (%)		Papua Barat (%)	
Rural	Urban	Rural	Urban
35,5	4,5	32,2	5,5

**Poverty reduction in districts/cities with high indigenous Papuan people or OAP (in hinterland and remote areas) was slower than in more heterogeneous districts/cities (urban areas).**<sup>1</sup> Although the poverty rate declined significantly over this time, the rate of fall in districts/cities with high OAP (1.9 percent per year) was slower than in districts/cities with low OAP (3.3 percent per year).

**Table 3. Poverty rates in districts/cities by number of OAP**

District/city with OAP ≥ 80 percent (%) (high OAP)		District/city with OAP < 80 percent (%) (low OAP)	
2010	2019	2010	2019
42	35,4	42	35,4

**Papua and Papua Barat have lower per capita expenditure inequality (Gini coefficient) than the national average.** Per capita expenditure inequality grew in most provinces from 2010 to 2015, then declined from 2016 to 2019. In 2015, Papua had the highest Gini coefficient of 0.422, while Papua Barat had 0.440 in 2014 and 2015. In 2019, the Gini coefficient in Papua (0.361) was lower than the national average (0.382), but it was about the same in Papua Barat (0.381). The Gini coefficient of per capita expenditure in high OAP districts/cities and low OAP districts/cities changed between 2010 and 2017, with a trend to rise. In low OAP districts/cities, the Gini coefficient is higher than in high OAP districts/cities. Furthermore, in OAP districts/cities, the annual growth in the Gini coefficient of per capita expenditure is significant (0.70 percent), higher than in low OAP districts/cities (0.46 percent).

**The national Human Development Index (HDI) grew from 2010 to 2019. The HDI of the provinces of Papua and Papua Barat experienced the similar phenomenon, although with lower scores than the national average.** Papua (60.8) and Papua Barat (64.7) have HDI scores that were still substantially below the national average in 2019. (71.9). Although both OAP and non-OAP HDI scores grew from 2010 to 2019, HDI scores in high OAP and low OAP districts/cities (range from 43.4 to 50.7) were significantly lower than non-OAP (66.2-70.4). The annual growth rate of OAP's HDI score (1.7%) is higher than that of non-OAP's (0.8%), OAP's indicating that OAP's HDI score is catching up to non-OAP's. The HDI's components of Life Expectancy (UHH/ *Umur Harapan Hidup*), Expected Years of Schooling (HLS/*Harapan Lama Sekolah*), Average Length of Schooling (RLS/*Rata-Rata Lama Sekolah*), and adjusted per capita expenditure all grew between 2010 and 2019, both overall and for OAP and non-OAP. The level of each of the four HDI components is lower in OAP than in non-OAP, but the annual rate of increase is higher in OAP than in non-OAP.

<sup>1</sup> The dispute over what constitutes an OAP is still ongoing. The Papua Special Autonomy Law defines OAP as people who are members of the Melanesian racial group, which includes indigenous tribes in Papua Province, and/or people who have been approved and recognized as OAP by Papuan indigenous peoples. Meanwhile, the Papuan Perdasus on Governor and Deputy Governor Elections defined OAP as a Melanesian race member whose father and mother are from indigenous Papuan tribes. As a result, the analysis is based on data published by municipal governments. The proportion of OAP living in districts/cities in Papua is estimated using data from the publication "Indigenous Papuans in Figures (Profile of Indigenous Papuans)" (Papua Provincial Government, 2013), while a similar proportion for Papua Barat is estimated using data from the publication "Data Collection on Indigenous Papuans" published by the Regional Development Planning Agency (Bappeda) of Papua Barat Province and the Indonesian Institute of Sciences (2019 (2010). According to the statistics, there are 21 districts/cities in Tanah Papua with an OAP proportion of 80 percent, referred to as high OAP districts/cities in this study, and 21 districts/cities with an OAP proportion of less than 80 percent, referred to as low OAP districts/cities in this study.

**Figure 7. Gender Development Index**



The Gender Development Index (GDI) scores in districts/cities with a high proportion of OAP increased by 7.4 points between 2010 and 2019, which was larger than the growth in districts/cities with a low proportion of OAP (2.2 points). This suggests that female HDI scores are rising faster than male HDI scores, with the increase in scores being faster among OAP than non-OAP. This conclusion, however, cannot be taken as a narrowing of the gender difference between OAPs and non-OAPs.

Technical assistance, capacity building, and a range of analysis and evaluation activities are all given by KOMPAK in order to enhance the accessibility of high-quality public service providing policies. Papua Province Covid-19 Response Action Plan, Papua and Papua Barat Province RPJMD, Perdasi and Pergub for the Papua Barat Health System, and a variety of studies, including a review of the usage of special autonomy funds, are among them.

KOMPAK supports attempts to strengthen new techniques and ways of providing basic services, primarily through a number of pilot operations at the village, district, and district levels, in addition to its policy focus. Since 2016, KOMPAK has evolved and improved its support for this area, particularly through the implementation of numerous trials through the BAKTI-supported LANDASAN Program. Beginning in 2019, KOMPAK has concentrated on a number of pilot projects, including BANGGA Papua, PROSPPEK Special Autonomy Papua Barat, Design of Social Protection for OAP through Otsus Funds in Papua Barat, Community-Based Health Programs, LANDASAN and synergies in village planning and service units, increasing the coverage of administrative documents, and piloting DMMD (Sub-district Strengthening Initiative/*Distrik Membangun, Membangun Distrik*) in Jayapura District.

### 1.2. Good Practice and Lessons Learned

The KOMPAK supported models, which focused on the empowerment and function of OAP, were designed and implemented in Papua and Papua Barat, and are considered relevant to the objectives of key actors. The availability of disaggregated data collection between OAP and non-OAP, efforts to strengthen governance of Special Autonomy funding utilization at the village level, social protection for OAP women and children, and so on, all point to this. LANDASAN and, in particular, the Village Information System (*SIK/Sistem Informasi Kampung*), which were piloted with KOMPAK support, demonstrate a local context-specific approach (special autonomy) through capacity building of local actors in coordination with health and education service units. SIK in Papua Barat (called SAIK+) has even been scaled-up to all 1,742 villages in 10 other districts/cities by 2022. It is not surprising that these two models have resulted in changes at the regional and national levels, whereas SIK will be pushed as the foundation for implementing Special Autonomy from 2021 to 2040, and LANDASAN to support the provincial strategy.



**The village fund and the Special Autonomy Fund are incentives for village stakeholders to help improve and disaggregate data on OAP/Non-OAP, gender, and disability status.** The village government is interested in encouraging cadres to speed up the data gathering process since disaggregated OAP/Non-OAP data is highly vital for the disbursement process of Otsus grants. Most village governments in the Evaluation of KOMPAK models in Papua and Papua Barat locations that have a SIK, both in intervention and comparison villages, have set aside money for SIK, which are largely sourced from village funds. PROSPPEK Special Autonomy finances, district and/or province financial aid, and other financing sources provide for a tiny portion of the budget. The village administration then uses this budget allocation as an incentive to pay village cadres, cover operating costs, and purchase data gathering support technologies like laptops and smartphones. The performance of cadres in data gathering is affected by the village fund's support.

**It's no surprise that SIK has become a model for KOMPAK's intervention in Papua and Papua Barat, with notable successes in data-driven planning. This achievement is inextricably linked to the synergy of other KOMPAK flagship initiatives, particularly (a) public finance management, (b) Civil Registration and Vital Statistics (CRVS), and (c) sub-district and village strengthening.** The flagship of strengthening social accountability is not carried out as intensively in Papua and Papua Barat as it is in other locations, but village cadres (who can also serve as village council or *Bamuskam*) have been trained in citizen journalism and the Village Budget School (*Sekar Desa*) to encourage community participation in conveying his aspirations. With the use of comprehensive and current data, SIK is projected to make village development more transparent and on track. Villages and communities can use SIK data to identify a variety of needs, including those of the OAP and vulnerable groups. SAIK+ statistics are recommended to be used as a planning foundation for the PROSPPEK Special Autonomy program in Papua Barat Province. Furthermore, the PROSPPEK program's acceptance of SAIK+ has the potential to ensure that the use of SAIK+ continues in the future.

The PROSPPEK initiative requires the establishment of a PROSPPEK Special Autonomy Joint Secretariat in each district (hereinafter referred to as the PROSPPEK Secretariat). The PROSPPEK Secretariat is a working forum made up of a number of district offices (OPD) such as Bappeda, Social Service, Disdukcapil, Diskominfo, and DPMK, all of which were founded to help socialize and support the PROSPPEK program. In Papua Barat, the Secretariat is only present in four districts: Sorong, South Manokwari, Kaimana, and Fak-Fak. Secretariat's responsibilities include providing help and monitoring of SAIK+ data. The APBD will provide funds for the Secretariat. Bappeda had already recommended a budget of IDR 300 million for Secretariat operations in 2022 when this analysis was completed. This cash will go toward the Secretariat team's operations, including mentoring and socialization of SAIK+ data gathering in villages.

**Challenges connected to indication of data manipulation, on the other hand, were discovered, particularly for the purpose of village expansion/access to village finances or to secure larger Special Autonomy grants.** For example, in one area, making family cards (KK) for minors under 17 years old resulted in an increase in the number of families (up to 60 new households). These circumstances, of course, have the potential to lower the database's quality.

## STRATEGIC ISSUES 2:

### Optimizing the governance of Special Autonomy policy implementation through harmonization of national and regional policies relating to the authority of Otsus

#### 2.1. Special Autonomy Implementation Policy

In Papua and Papua Barat, KOMPAK also carried out strengthening at the district and provincial levels which were divided into two aspects: encouraging regulations and supporting capacity building. Specific policy advocacy efforts are carried out at the provincial and district levels related to Otsus and the improvement of basic services such as government regulations, *bupati* regulations, *bupati* decrees, and Memorandum of Understanding (MoU) between OPDs. The spectrum of changes that occurred included adoption in the form of replication of the KOMPAK approach in districts and provinces, such as in terms of synergistic regional planning in the provision of education, health, and administrative services. Meanwhile, interventions to strengthen capacity specifically target DPOs.

KOMPAK cites several examinations of current papers and regulations when discussing efforts to harmonize the Special Autonomy policy. According to the Papua 2019-2023 RPJMD, the results of the monitoring and assessment of the Papua Otsus Fund management conducted in 2016 found three causes of inefficiency in the Otsus Fund management in relation to increasing the welfare of OAP. As a result, the majority of OAP are uninformed of the programs/activities sponsored by the Otsus Fund, as well as their advantages and implications. The three causes are:

1. Activities proposed by district/city governments to be sponsored by the Otsus Fund continue to ignore activities that benefit OAP directly. This was caused, among others, by the province government's lack of direction and control over districts and cities in translating Otsus Fund's mandate.
2. The majority of funded- programs and activities by the Otsus Fund have failed to consider outcome and impact indicators. Provincial and district/city governments merely track the performance of inputs and outputs, and are less interested in formulating program/activity benefits and impact.
3. For a lot of activities, the location identification procedure is still not precise. This is due to a lack of ideal preparation for programs/activities during the planning and budgeting process, such as a lack of location discussions, especially those involving OAP data.

The content of the derivative rules of the Special Autonomy Law in Papua and Papua Barat still needs to be checked for completeness and adequacy to make it in line with the local context. The Provincial Regulations (Perdasi) and Special Regional Regulations (Perdasus) prescribed by the Otsus Law were still incomplete, according to a policy analysis undertaken by KOMPAK from 2002 to 2018. In accordance with the Special Autonomy Law, the anticipated content adjustment comprises the formation of norms, standards, procedures, and criteria. District/city governments should also be urged to translate Perdasi and Perdasus into legal documents as soon as possible so that Perdasi/Perdasus, as defined by the Special Autonomy Law, can always be used as a guide when planning OPD activities.

KOMPAK also discovered that, **in light of the new regulations (UU 2/2021, PP 106/2021, PP 2017/2021), the authority of the Provinces of Papua and Papua Barat still has to be enhanced.** This is necessary in order to assure the implementation of:

1. Otsus Musrenbang (village deliberation forum);
2. Disaggregated OAP and non-OAP data;
3. The OAP-focused development for education, health, and social protection;
4. Collaborative monitoring; and
5. Integrated and sustainable capacity building of government officials at all levels.

Despite these limitations, the KOMPAK study discovered a number of effective practices in 2021, based on the KOMPAK models evaluation in Papua and Papua Barat that took primary data from the field up to the community level. The evaluation demonstrates that **KOMPAK's policy support has achieved results, such as influencing district and provincial governments to issue/adopt policies/regulations that support basic service and governance reform.** This legal framework makes it easier for KOMPAK's initiatives in non-intervention areas, such as fostering data collection and sectoral synergy in rural areas, to be repeated.

### **2.1. Good Practice and Lessons Learned**

**With the issuance of Papua Barat Governor Regulation Number 3 of 2020 concerning Technical Guidelines for the Implementation, Receipt, and Distribution of Special Autonomy Funds, the Papua Barat Provincial Government has applied the lessons learnt from the KOMPAK pilots in Papua Province.** The implementation of PROSPPEK in Papua Barat contributed to the spread of KOMPAK support model best practices, notably in non-intervention KOMPAK sites. This Governor Regulation was followed up by the district head at the expansion sites with supporting regulations as a basis for finance, and then by village-level regulations for financing based on local authority. The Otsus Fund was used to fund sectoral synergy facilitation and training initiatives, as well as the expansion of data collection coverage (SAIK+) in non-intervention sub-districts of KOMPAK intervention districts (such as Sorong and Manokwari Selatan).

**Another initiative to bring services closer to the community is to support the delegation of some of OPD's authority to the sub-districts, particularly in the areas of health, education, administration, and economics.** The DMMD model has been translated from Presidential Instruction (Inpres) Number 9 of 2020 concerning the Acceleration of Development in Papua and Papua Barat, which regulates/accommodates the role of the sub-districts in developing the region. KOMPAK has also encouraged the issuance of Jayapura District Regulation Number 68 of 2020 regarding DMMD. The DMMD pilot district is Jayapura in Papua Province, with ten sub-districts chosen for the pilot.

The delegation of some authority to the sub-district is dependent on the ability, budget, and human resources available at the relevant sub-district level, according to this regulation. This rule forms a master plan that governs the sub-district's role and strengthening processes, including human resources, budget, output, monitoring, infrastructure, and other factors. However, this master plan still needs to be fleshed out in terms of the authority and budget that can be delegated to sub-districts, such as budget distribution commitments, responsibilities, and authorities, as well as human resource and infrastructure strengthening, including budgeting mechanisms and outputs. Because the service program has already been created in the RPJMD, the OPD Offices may be hesitant to outsource some of its responsibility and funding to the sub-districts.

**To initiate and secure the mechanism's execution, this sectoral synergy endeavor must be placed under the umbrella of policies/regulations. KOMPAK has contributed to this effort in the provinces of Papua and Papua Barat, with favorable outcomes.** Governor Regulation Number 23 of 2018, which relates to the BANGGA Papua Program (the universal child grant initiated by the Papua Provincial Government to improve the health of the OAP children), has resulted in a shift in community understanding of the significance of managing population documents (ID Card, Family Card, and birth certificates) in order to access social assistance. To achieve these goals, KOMPAK has formed a Joint Secretariat (Sekber) with the Papua Provincial Government and at the district level, consisting of cross-related and multi-stakeholder members such as the Education Office, Population and Civil Registry Office (Disdukcapil), Health Office, and BAPPEDA. The MoU between Disdukcapil and sectoral OPDs (education and health), as well as district and village administrations, was created as a follow-up to the Bupati's Regulation on Accelerating Population Document Ownership Coverage. The methods for maintaining population documents, providing funding and operational costs, and training for CRVS cadres/facilitators are all included in this regulation.

**The quality and integration of data gathering is one of the cornerstones to strengthening basic service governance through a service-to-community strategy. One data regulation is being pursued, and technical agreement amongst OPDs, including roles and funding, is still required.** The process of drafting data integration legislation is underway in Papua Province, particularly in the districts of Jayapura, Asmat, and Nabire. The purpose of this regulation is to strengthen the village information system by integrating village data into the district database. The supporting rules are currently undergoing legal preparation and evaluation.

### STRATEGIC ISSUES 3:

#### Improving the quality of village planning and budgeting that have not yet optimal in utilizing data, community participation, and sectoral synergy

##### 3.1. Village Data Collection

**SIK (SIO Papua in Papua Province and SAIK+ in Papua Barat Province) has been supported by KOMPAK since 2017.** SIK is a data platform that village administrations can use to gather, store, and update demographic, social, and economic data from all households in the village. SIK is designed to help village governments with data-driven planning and budgeting, with the goal of making village governance more inclusive, responsible, and sustainable, as required by the Village Law. SIK changes as a result of this process, adapting to local needs and environments. In the beginning, SIK was still reliant on offline data collection, but in 2020, online SIK was introduced. However, in 2021, an offline version was created again to address the internet network's limits and mobility restriction caused by the COVID-19 pandemic.

##### 3.2. Good Practice and Lessons Learned

**SIK has evolved into a database that provides disaggregated data on OAP and non-OAP via a data gathering mechanism that understands the local context because it is based on village-level knowledge.** Disaggregated data for OAP and non-OAP is critical in the context of Otsus, as one of the foundations for the design of various development policies in Papua and Papua Barat, including the planning process, expansion requirements, and the administration of various existing financing assistances. The Central Statistics Agency only completed the OAP census in 2010 and published Statistics for *Papua and Papua Asli* in Figures in 2013. Prior to the SIK, statistics identifying OAP were still limited. Due to the limitations of geographic access and ethnic/ethnic diversity, the process of disaggregating OAP and non-OAP data is indeed rather complex. As a result, the provision of services and development that are precisely on target for the use of Special Autonomy funding is hampered.

**The SIK has aided in the improvement of data quality, which has become the foundation for determining program recipients and numerous other financing assistances. SIK's relevance to local government demands in the context of Special Autonomy has become a motivator for stakeholders.** SIK, which includes sex-disaggregated data and ownership of civil registry papers, has been discovered in both KOMPAK and non-KOMPAK supported villages. In SIK in KOMPAK supported areas, disaggregated data between OAP and non-OAP, handicap status, and poverty data are more commonly available. Understanding the importance of SIK has prompted key stakeholders to participate actively in the development and use of SIK. This active assistance may be found at all levels, from the village to the provincial level, through policy commitments and active participation in the stages of design, data collecting, and data utilization. To ensure data accuracy, the village head participates in the data verification process. Meanwhile, sub-district heads set aside funds to ensure that the data input procedure (transportation and communication) is as simple as possible, and that data is used to better the distribution of more focused social assistance. In addition, the sub-district facilitates and assists with collective data input.

The function of village cadres in supplying an accurate village database is inextricably linked to data quality, particularly in KOMPAK intervention villages. The census approach is used to collect SIK data by village cadres who are local inhabitants, bringing the data closer to reality. Prior to the availability of SIK data, the village population data gathering procedure was done in a passive manner, relying on reports from the community to be recorded in the village profile. The problem with this system is that not everyone reported themselves to the government, so the village government has to make educated estimates in order to complete the data.

The success of SIK is due to synergies amongst KOMPAK's flagships, including Public Financial Management, CRVS, *Kecamatan* (sub-district) and Villages Strengthening, and – to a lesser degree – the Social Accountability Strengthening flagship. With the exception of local economic development, KOMPAK's support in Papua and Papua Barat covers five of KOMPAK's six flagships. The first step toward encouraging budget allocation and utilization that is more in accordance with needs, especially with Otsus Funds, is to improve public financial management. CRVS combines the SIK database's content with various efforts to reinforce existing district agency projects aimed at increasing the breadth of ownership of civil registration documentation, such as Sorong Regency's "*Kios Cakil*" and South Manokwari District's Data Management Awareness Community (Masdarusta). With the issuance of Jayapura Bupati Regulation Number 68 of 2020 as a master plan, DMMD has also begun to reinforce sub-district functions. Meanwhile, cadres and Bamuskam (*Badan Musyawarah Kampung*, or Village Councils) who attended citizen journalism training and the Village Budget School (Sekar Desa) have enhanced their knowledge and confidence in assisting the community.

Through the synergy of village planning and service units, which cannot be separated from the role of village facilitators, there has been a more intensive growth in cooperation between the village administration and service units. KOMPAK was successful in bringing service units and the village government together and enhancing communication, allowing service units to access village-managed finances. KOMPAK, on the other hand, was successful in increasing the knowledge and confidence of various relevant actors, including: (a) village cadres in technical capacities, ranging from data collection methods to laptop operation and data input; (b) village heads and officials in the preparation of village planning; (c) service unit managers in the preparation of planning documents in accordance with basic service needs and accreditation procedures; and (d) improve Bamuskam's knowledge and confidence in order to stimulate community engagement.

The role of facilitator of planning synergies, particularly at KOMPAK locations, cannot be isolated from the intensity of this communication. Facilitators at the district level, such as OPD, are usually in charge of facilitation and communication at the district level. The facilitation, on the other hand, was limited to official activities. The district facilitator believed that village mentoring was an extra task and that he did not have the resources, notably the budget, to provide such support. Meanwhile, village officials can consult with the LANDASAN Planning Synergy facilitator at KOMPAK-assisted locations. The majority of respondents interacted with program apparatus (district and sub-district coordinators) in the previous year, according to result of the Evaluation of KOMPAK Models in Papua and Papua Barat. Survey of village heads and Village Community Assistance Cadres (KPMK) in intervention villages during this evaluation revealed that 73 percent of village heads and 88 percent of KPMK respondents met with the LANDASAN district coordinators. Similarly, 80 percent of village heads and 86 percent of KPMK respondents said they had met with the LANDASAN district coordinators.

KOMPAK's series of research and evaluations have also uncovered a number of key issues that must be addressed, particularly in order to maintain long-term sustainability. **Geographical accessibility, which influences transportation and information technology networks, remains a key impediment to the adoption of development models or initiatives in Papua and Papua Barat, particularly digital-based efforts.** Online data gathering is obviously beneficial in encouraging more real-time data collection, but the difficulties become more visible during the pandemic, especially in places with less developed infrastructure. Village and sub-district efforts have been carried out to make it easier for program implementers in the villages to input data in the neighboring city. Similarly, the local government and KOMPAK's rapid reaction efforts to combine offline and online-based data input methods, as well as transportation and communication funds have also helped. Based on this experience, a hybrid data gathering method that mixes online and offline mechanisms appears to be very relevant to Papua and Papua Barat situation.

**For wider use, a systematic routine monitoring mechanism to verify data's validity and reliability is urgently required. By involving community groups/individuals who have significant ties to the community or even have a position of relative equality with the village heads, for example.** As previously indicated, the involvement of important players, particularly cadres and village heads who are familiar with the local environment, is appropriate, and data has been used to improve social assistance distribution. However, the information has not been used to make judgments on village planning and budgeting. Furthermore, there are suggestions that data manipulation may be used to gain access to funding by setting up new villages or to secure larger Otsus Funds. As a result, the method for monitoring and evaluating data quality becomes important for the community's more strategic use of data.

**It is necessary to follow up on the strengthening of data literacy capacity for important actors. Regular and systematic help, in addition to formal channels, is required to increase data literacy competence and use of data for policymaking.** The formal training strategy for data collecting cadres, along with hands-on experience, has resulted in the development of capacity and technical abilities in data gathering. Unfortunately, these knowledge and skills are still insufficient to meet the demand for data interpretation, particularly when the data variables are complex and varied. This is especially true in KOMPAK's non-intervention locations, where capacity-building activities and support are more restricted. As a result, ongoing efforts are needed to increase data collection capability and data literacy in non-KOMPAK sites, taking into consideration time and incentives, particularly for potential district staff/apparatus. Cooperation with other institutions, such as BPS (Statistics Indonesia), or other civil society organizations is also very possible.

**In order to improve the quality of basic services, efforts to achieve sustainable change in sectoral synergy initiatives require stronger commitment and more effective control systems.** Improved communication between the village government and service units has been achieved, and service unit actors have been motivated to improve their services by using community funds. However, the definition of sectoral synergy needs to be clarified so that it can be used in a more strategic way, such as discussing challenges and community needs connected to sectoral service units. Efforts to improve community participation are also critical, therefore Bamuskam's expertise and capacity must be expanded on a regular basis so that it can more effectively and efficiently bridge the community's objectives. Of course, if this general role is based on solid and reliable data, it will be more targeted.

## DISCUSSION: RECOMMENDED OPTIONS FOR SUSTAINABILITY

As previously stated, the 2022-2041 RIPP was in the process of being ratified at the time this brief was written. RIPP strives to hasten the realization of an autonomous, just, and prosperous Papua. Meanwhile, the following are the precise goals:

1. Realizing the achievement of efficient, effective, fair, and sustainable use of resources.
2. Establishing development ties and ensuring consistency in planning, budgeting, and implementation
3. Realizing the efficient, effective, fair and sustainable use of resources.

By mainstreaming gender equality, socio-cultural aspects, digital transformation, disaster resilience, and climate change, RIPP has three main targets, namely:

- a. Achieving a healthy life for the entire population (*Papua Sehat*);
- b. Achieving a broad-minded and intelligent life for the entire population (*Papua Cerdas*);
- c. Achieving the ability to work, strive, and innovate as well as being able to optimize existing resources for the welfare of the entire population (*Papua Produktif*).

There are various proposals for specifying RIPP through RAPP based on KOMPAK's learning from a series of implementations as well as the findings of studies and evaluations. KOMPAK has carried out detailed studies of the three main objectives of RIPP, and they are available in the "Review on Improving Quality Health Services," "Review on Improving Quality Education Services" and "Research on Improving Papua Productiveness".

The key proposals of KOMPAK can be summarized into three main points:

1. The use of village-based household data collection that is disaggregated by OAP and non-OAP as part of a strategy to strengthen Papuan contextual village governance;
2. The importance of village cadres in attempts to promote more inclusive governance and local development;
3. Institutionalization of data collection through village-based OAP and non-OAP disaggregated data to ensure sustainability, especially through regulation, funding, and use for broader needs such as Regsosek, Village SDGs, and others;
4. Increasing access and quality of education, health, and social protection at the sub-district level, as well as increasing the productive economy, which directly targets OAP; and
5. A comprehensive capacity-building approach, as well as sustained and integrated assistance across ministries/agencies is required to strengthen the implementation of special autonomy governance, including sharing or connecting current data interoperability systems.



## VILLAGE GOVERNANCE AND STRENGTHENING COMMUNITY ENGAGEMENT KOMPAK Policy Dialogue – 18 May 2022

### KOMPAK-SUPPORTED SOCIAL ACCOUNTABILITY MODELS

One of KOMPAK's flagship programs is Social Accountability which is an important element in village development. Social Accountability is defined as improvement, involvement, and control of village community to ensure that village programs and the use of village budgets are more measurable and accountable based on performance indicators that have been determined in village planning and budgeting documents. This Social Accountability Model cannot be separated from other KOMPAK's flagships, especially the *Kecamatan* (Sub-district) and Village Strengthening and the Village Information System. KOMPAK supports the government's efforts to strengthen social accountability in seven provinces, although in Papua and Papua Barat it is implemented with a more limited scope than the other five provinces. KOMPAK worked with SEKNAS FITRA, PEKKA, and The Asia Foundation<sup>1</sup> in the implementation of this flagship.

**Figure 1. The Synergy of KOMPAK Social Accountability Models in Strengthening Village and Kecamatan Governance**



In general, through its Social Accountability flagship, KOMPAK aims to improve capacity of community to hold local government and service providers to account for provision of accessible and quality basic services. KOMPAK is piloting two main approaches to improve both the supply side (service providers) and the demand side (service users). The first approach, the supply side, is to strengthen the capacity of village apparatus and the village council (BPD), especially in their understanding of and capacity to function as regulated, including in provision of inclusive basic services. Strengthening the supply side is carried out through SEKAR Desa, a training on village budget literacy, facilitated by SEKNAS FITRA.

<sup>1</sup> Partnership with The Asia Foundation on KOMPAK Social Accountability models was implemented in 2016-2017, hence will not be part of this brief, as the Policy Dialogue focuses on the process, outcomes and lessons learned of KOMPAK works in its Phase 2 (2019-2022).

Meanwhile, the second approach, the demand side, KOMPAK strengthens communities' feedback mechanisms for a more responsive and inclusive village governance. This approach is intended to strengthen the capacity of village apparatus, BPD, cadres/activists, and community as enablers to promote community engagement to support a more inclusive village governance. And this is implemented in several ways:

1. Providing and strengthening knowledge for cadres and village community on village planning and budgeting processes through SEKAR Desa. The knowledge will encourage village community to actively give feedback and submit aspirations, such as through Aspiration Desk (*Posko Aspirasi*).
2. Leadership capacity training and village governance for women in *Akademi Paradigta*, facilitated by PEKKA. PEKKA also created and facilitated Klik-PEKKA (Information and Consultation Service) as a center for information and consultation on legal identity and marital issues, as well as social protection issues.
3. Developing citizen journalism with PEKKA and SEKNAS FITRA.
4. Supporting local government initiatives to support inclusive village planning and budgeting through *musyawarah khusus* (special deliberations forum, *muskus*). Annual in-house KOMPAK survey showed that by the end of 2021, a total of 130 villages (out of 156 villages in 7 KOMPAK districts) have had the *muskus* for women, people with disabilities, children, and/or other vulnerable groups at least once a year before the regular *Musrenbangdes* is held. In Trenggalek District, this initiative is known as MUSRENA KEREN (Village Action Plans Deliberative Forum for Women and Vulnerable Groups) supported by SEPEDA KEREN (Schools for Women, People with Disabilities, Children, and Other Vulnerable Groups) aimed at strengthening vulnerable groups capacity to participate in village development.

KOMPAK has conducted a number of studies and evaluations on the themes of village governance and community participation to further understand the mechanisms, barriers and challenges in the program implementation, with the objective to provide relevant inputs to the government and KOMPAK partners for follow-up, including policy formulation. These studies are:

1. *Evaluation of the Benefits of KOMPAK Program in Strengthening Social Accountability Amid the COVID-19 Pandemic*, which is aimed at identifying the achievements of KOMPAK Social Accountability models. The mixed-method evaluation was carried out in 40 villages (24 intervention villages and 16 control villages) in five provinces.
2. *Study on Implementation of Muskus for Inclusive Village Planning and Budgeting*. The study was conducted using qualitative method in 2019-2020, in Pacitan and Trenggalek districts (East Java) and in East Lombok and North Lombok (West Nusa Tenggara, NTB).
3. *Political Economy Analysis of KOMPAK Policy and Advocacy Models*, which uses stratified sampling method to analyse each KOMPAK workstream by interviewing 93 respondents in three provinces.
4. *Evaluation of the GEDSI Approach for Inclusive Planning and Budgeting in KOMPAK programs*. This evaluation was conducted using qualitative method in Brebes District (Central Java), Trenggalek District (East Java) and East Lombok District (NTB). Data collection takes place in January 2022.
5. *Evaluation of the Capacity Improvement of Village Government Apparatus for Governance and Public Service Delivery through the Integrated Capacity Development of Village Apparatus (PKAD Terpadu)*. This evaluation was conducted in nine villages (six intervention villages and three control villages) in West Aceh District (Aceh), Lumajang District (East Java) and East Lombok District (NTB).
6. *Raising representation? Gendered dynamics of Village Budgeting Reforms in Indonesia*, specifically looked at efforts to involve women in village planning and budgeting through special deliberations

forum. This study surveyed two villages in East Java in early 2021 and complemented by interviews and observations of a series of *muskus*.

7. *Documentation on SEPEDA KEREN* was made through interviews with 36 informants in Trenggalek District, using a qualitative methodology.

## STRATEGIC ISSUES

Based on the studies and experience of implementing the KOMPAK program for the Social Accountability in villages, three strategic issues are identified as follows:

1. The BPD has not been able to function optimally, particularly in promoting more transparent and inclusive development planning.
2. Women, the poor, people with disabilities, and other vulnerable groups have not been able to fully use existing channels for their aspiration to make village planning more inclusive and favourable to them.
3. Strengthening pro-poor and vulnerable groups governance that is more inclusive, transparent, accountable, and responsive is needed.

### STRATEGIC ISSUE 1:

**Optimizing the role of the BPD per its responsibilities and functions, especially in promoting more transparent and inclusive development planning**

#### 1.1. *Role of BPD in village governance*

**Law Number 6 of 2014 on Village (UU Desa) places the BPD as one of the branches in village government.** BPD has three governing functions, namely: (1) discussing and agreeing on the draft village regulation with the village head, (2) accommodating and channelling the aspirations of the village community, and (3) overseeing the performance of the village head. The optimal role of the BPD would be able to promote the fulfillment of basic services and more inclusive village development by facilitating and accommodating the aspirations of village communities including the poor, women, and vulnerable groups such as people with disabilities.

**Village government has met its upward accountability in accordance with the regulations and is supported by the BPD, however, downward accountability still needs to be substantiated.** Analysis related to the performance of BPD has been carried out by various parties. Since 2015, BPD has shown increased capacity and performance. BPD has been able to encourage the strengthening of village government accountability to supra-village governments through sub-districts (upward accountability), which is also required by regulation. However, the role of the BPD in encouraging community participation to maintain checks and balances in the village is still limited.<sup>2,3</sup>

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<sup>2</sup> Syukri, M., et.al. (2019). Studi Implementasi Undang-Undang No. 6 Tahun 2014 tentang Desa: Laporan Baseline. SMERU: Jakarta.

<sup>3</sup> Dharmawan, L., Pattinasarany, G.D.V., and Hoo, L. (2018). Participation, Transparency and Accountability in Village Law Implementation: Baseline Findings From The "Sentinel Villages" Study. The World Bank: Jakarta.

**To encourage full accountability, BPD requires capacity development.** The SEKNAS FITRA<sup>4</sup> study also found that BPD needed strengthening in at least four areas, namely in:

1. Developing village regulations related to RPJM Desa, RKP Desa and APB Desa: BPD should be able to involve the community in conducting design analysis and managing village meetings.
2. Listening to and channelling community aspirations: BPD still does not have a mechanism to absorb aspirations outside the formal process of deliberation at various levels.
3. Overseeing the performance of the village head: BPD has yet to evaluate the performance of the village head objectively. BPD tends to be lenient in this role, while in locations where the BPD chair was a rival in the previous village head election, the oversight tends to be excessive.
4. Analysing results and progress of village development in the Village Head Accountability Report (LKPJ). BPD chairs the session to discuss the LKPJ more for meeting its obligation rather than for learning and finding ways for improvements. Hardly any substantial discussions take place to reflect on achievements and issues for better performance in the future.

Based on those findings, SEKNAS FITRA with KOMPAK's support, developed the SEKAR Desa model. This is a face-to-face capacity building model for the BPD, village officials, and elements of the village community. In some villages, representatives of people with disability (Pemalang and Bantaeng District) were included. The modules are divided into five main topics, namely:

1. Implementation of the Village Law.
2. Improved BPD performance.
3. Basic concepts of planning and budgeting.
4. Analysis of the Gender Responsive and Inclusive Village RPJM and RKP.
5. Village budget analysis.

## **1.2. Good Practices and Lessons Learned**

**The model for strengthening BPD capacity by KOMPAK partners was appreciated and viewed to be relevant to the needs.** SEKAR Desa is considered to provide benefits for increasing the capacity of BPD members. More than 50 percent of BPD respondents participating in SEKAR Desa, rated the training materials as good. The training has improved the knowledge and understanding of BPD regarding its main tasks and functions, both in understanding village budget documents, as well as its role in supervising village governance. BPD also learned about techniques for facilitating the exploration of community aspirations. In KOMPAK assisted locations, BPD admits to having better self-confidence than non-KOMPAK locations.

**BPD has understanding of GEDSI principles in village governance, especially in KOMPAK locations.** The material for strengthening the capacity of BPD has accommodated the GEDSI principles. However, in KOMPAK locations, efforts to support GEDSI are also made through other models and flagships. One member of the BPD in Bantaeng District, for example, said that after participating in SEKAR Desa, he understood the importance of understanding the needs of women in the community. This condition prompted the Bantaeng District Government together with KOMPAK to make various efforts to ensure the sustainability of the program through the BPD *Perempuan Kawal Desa* (female village councils guarding villages), shortened as BPD Perkasa program. BPD Perkasa consists of 55 trained female BPD members throughout Bantaeng District who have the capacity to ensure that their villages conducted the budget literacy training and set up aspiration desks.

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<sup>4</sup> SEKNAS FITRA and KOMPAK. (2021). Panduan Fasilitasi Replikasi dan Pelembagaan Sekolah Anggaran Desa dan Posko Aspirasi. KOMPAK: Jakarta.

Meanwhile, in one village in Bantaeng, a BPD member informant said that the SEKAR Desa training had made him aware of the importance of involving vulnerable groups. Therefore, in carrying out his supervisory duties, he claims that he is also actively encouraging the village government to accommodate proposals that favour these groups. In fact, BPD has played a role in the initiative to develop citizen charter, or a “social contract” between people with disabilities, women and other vulnerable groups, and BPD to fight for their aspirations.

**BPD is also increasingly capable of overseeing the village government at various stages of its activities in governing the village.** Discussions related to the village budget have been carried out either in BPD internal meetings or with the village government. The BPD in the study villages in Pematang and Bima districts had discussed the budget in detail and did not hesitate to give criticism, while in Bantaeng district, they even asked that the drafting team of the Village Annual Work Plan (RKPDesa) be presented in village forum to provide clarification. BPD also monitors the construction of village projects, distribution of social assistance (*bansos*) and the provision of civil registry and basic services delivery. In particular, BPD helped ensuring that beneficiaries received what they deserved.

**In KOMPAK-assisted village in particular, the BPD has also taken a more active role when village government reports back their annual activities.** The BPD reviews the reports and provides critical feedback to the village head. For example, in one the villages in Bima district, the BPD gave an 'accepted with reservations' criterion in 2020 due to some unfinished activities and incomplete reporting. In West Aceh district, the BPD did not recommend extending the term of office of the Acting Village Head to the Bupati, because he did not submit his end-of-year report to BPD. In Bantaeng district, the BPD once refused to review such report because it was given just a day before the deadline for disbursing the Village Fund.

**The achievements and good practices as mentioned above cannot be separated from the works of SEKNAS FITRA and KOMPAK to encourage district government to issue supporting policies.** SEKNAS FITRA together with KOMPAK facilitated regional regulations related to the social accountability mechanism of the BPD in 11 assisted districts. In Bantaeng district, Decree Number 140/387/VII/2020 concerning the preparation of the RKPDesa for 2021 and 2022 mandated active feedback and aspirations gathering from the community. Meanwhile, in Bima district, a District Regulation concerning the Strengthening of the BPD with SEKAR Desa model was passed. The implementation of social accountability models (such as SEKAR Desa and Posko Aspirasi) was budgeted in the APB Desa in 33 villages that were included in SEKNAS FITRA pilot, with a total allocation of IDR 223.200.000.

**At the same time, these initiatives still face several challenges. KOMPAK Social Accountability Models have shown potentials, but improvements in design and implementation are needed.** In-depth interviews with SEKAR Desa alumni indicate that in promoting participation the alumni are still limited to asking village community to convey their needs or complaints themselves in the deliberation forum. Organizing woman household heads by PEKKA which has the potentials to empower women to have a critical thinking is still limited to setting up groups as the pandemic has delayed further work. *Posko Aspirasi*, KLIK-PEKKA, and MUSRENA KEREN are mainly used to convey needs. Little criticism of the performance of the village government was made.

**Efforts to get the community involved still need to be improved.** An evaluation of The Benefits of KOMPAK Program in Strengthening Social Accountability amid the COVID-19 Pandemic, conducted by SMERU, shows that almost half of the community finds their aspirations and complaints are only recorded while the other half gets responded one way or another (see Table 1).

**Table 1. Percentage of Community Assessment of Responses to Submitted Aspirations**

Community Assessment	Percentage
New aspirations are only recorded	43.9%
Complaints/suggestions have been resolved by the village government	29%
Aspirations have been included in village planning	14.6%
Aspirations have been followed up	4.9%

In addition, especially among the vulnerable groups, they are reluctant to express their aspirations or complaints precisely because they are pessimistic that their issues would be followed up. This condition shows the importance of continuing initiatives to strengthen the capacity of BPD as the representatives of the villagers to push the government to be more responsive.

**Post-training facilitation can be provided by the government or other partners.** One option for this post-training facilitation is to involve the sub-district's section on Community and Village Empowerment, using the Integrated PKAD model initiated by the Directorate General of Village Government Affairs (Ditjen Bina Pempdes), Ministry of Home Affairs and facilitated by KOMPAK. More specifically, it is by way of strengthening the role of sub-districts through the Village Governance Facilitator (PTPD) and Village Apparatus Independent Learning (PbMAD) models. The SEKAR Desa module can be included in the training materials for BPD and village apparatus more broadly. Meanwhile, the SEPEDA KEREN module can be used as a reference material in attempts to strengthen women's groups, the poor and vulnerable. This scheme will realize the synergy that has been designed by KOMPAK.

**The replacement of village officials and BPD members has the potential to hinder the sustainability of the implementation of social accountability in the village after the completion of the intervention.** The absence of a knowledge and skills transfer mechanism in the program as well as district policy, makes the learning process highly dependent on the initiative of the actors. In Bantaeng district, village officials were 'lucky enough' because the new village head was not new to village government operation as previously, he was one of the hamlet heads and came from a family of government officials. Meanwhile in West Aceh district, the new BPD members, mostly young people, were willing to consult with (older) community leaders which helps them in making decisions.

**The whole effort to encourage the role of BPD certainly cannot be separated from the local context.** The study 'Political Economy Analysis of KOMPAK Policy and Advocacy Models' shows that the SEKAR Desa program is strongly influenced by the context of political economy. When adjusted to this context, even at the cost of modifying the approaches, SEKAR Desa was able to strengthen the BPD capacity, as shown in Pangkajene and Island district and Trenggalek district. The timing of capacity building provision should take into account the BPD term period, i.e. provided in the beginning of their term to get the most benefits. Good practices show that one of the successes made by KOMPAK is to bring the village head on board with the BPD capacity development program.

## **STRATEGIC ISSUE 2:**

### **Optimizing the use of aspiration channels for women, the poor, people with disabilities and other vulnerable groups in the village, for more favourable and inclusive village planning**

#### **2.1. Aspiration channel for the community**

**KOMPAK, together with partners, have been working to create and expand opportunities for inclusive communities through various models. These various models can be divided into two, strengthening capacity and forming forums.**

**Capacity building to promote community aspirations is carried out by KOMPAK through SEKAR Desa model, Akademi Paradigta, and SEPEDA KEREN.** The SEKAR Desa described above was also given to village cadres and other villagers, with the objective to improve their knowledge related to village planning and budgeting governance. This aims to provide a better understanding, as a basis for people to provide feedback and submitting aspirations for more transparency in village government activities, including through the *Posko Aspirasi*. Meanwhile, the Paradigta Academy is a model that was initiated by PEKKA in 2015 with the purpose of educating and training PEKKA cadres and village women cadres so that they can be actively involved in the decision-making process and development activities in their area. The active and critical involvement of women has become increasingly important since the enactment of the Village Law. SEPEDA KEREN, which was initiated in 2019 in Trenggalek District, is a model for empowering women, people with disabilities and children that combines capacity development with the establishment of an empowerment forum. This model becomes a tool to mobilize and accelerate the awareness-raising to participate actively in the development process.

**KOMPAK supported local governments to organize special forum (*muskus*) to provide more aspiration channels.** This model was carried out in stages from village to the district and was piloted in seven KOMPAK districts. SEPEDA KEREN, apart from providing training on empowerment, also uses a forum for channelling aspirations called MUSRENA KEREN. It also includes efforts to fight for access and control over government and budget for the interests of these groups through MUSRENA KEREN in villages, sub-districts, and districts so that the results bring real benefits for improving their quality of life. The recipient of the SEPEDA KEREN training is then referred to as a mentor whose job is to encourage a more inclusive development planning process in MUSRENA KEREN.

**In addition, KOMPAK also encourages the formation of forums for channelling village community aspirations, both managed by the BPD and civil society organizations (CSOs).** These models include *Posko Aspirasi*, Klik-PEKKA, and Citizen Journalism. *Posko Aspirasi* is an intervention program of SEKNAS FITRA which focuses on the function of the BPD as a community representative institution that explores and channels aspirations (suggestions, ideas and complaints) towards basic services or village governance in general. The public can express their aspirations orally or in writing. In addition, there is also Aspiration Week where the aspiration is extracted simultaneously in a specific period. With the availability of this channel, the village government (especially the BPD) can map issues raised by villagers and follow up them more quickly. Aspirations related to village development planning will be reviewed in village meetings (*musdes*).

KLIK-PEKKA provides a space and opportunity for the community to consult about basic services from the government and violence against women and children. This model is implemented by PEKKA cadres together with local governments (from village to district level). Complaints about needs and problem that have been collected are then channelled to related parties and are expected to be followed up by the related government agencies. KLIK-PEKKA does the followings:

1. Collect data on reported problems related to government services, such as not having a marriage book/certificate, Family Card, ID Card, birth certificate, BPJS membership, or social assistance problems,
2. Invite agencies related to the reported problems, such as the Civil Registry Office, Social Service, and Health Office to the village so that they can listen to complaints from the community, as well as provide related information various basic services, as well as
3. Monitor the follow-ups.

Another channel is through Citizen Journalism promoted by SEKNAS FITRA and PEKKA. Citizen Journalism is to increase the community's capacity to use social media to report facts related to public services. The material provided in citizen journalism training includes interview techniques, journalistic writing, and how to use social media as a means of publication. Given that the aim of this citizen journalism model is improvement of services in the village as well as a means of monitoring village development by the community, participants are also given knowledge/information related to village development. This channel is not designed to only train writing skills but also convey the message in writing to a village-level audience and beyond.

## **2.2. Good Practices and Lessons Learned**

**The *Posko Aspirasi* and *Pekan Aspirasi* have provided more space (or channels) to the public to express their aspirations and complaints.** In the last three years, *Posko Aspirasi* has collected 56,269 aspirations and complaints. About 60-80 percent of these aspirations and complaints have been followed up and included in the village annual plan and village budget in the following year. More than 95 percent of the BPD and village government respondents in the evaluation carried out by SMERU, stated that the service quality of the *Posko/Pekan Aspirasi* was quite good and viewed that these activities were important/very important for women or vulnerable groups in the village. The aspirations that have been conveyed through this channel are accommodated in the RKPDesa and APBDesa, including activities specifically for the vulnerable groups. This mechanism reduces the feeling of hesitancy or self-consciousness which is still a significant barrier for villagers to express their aspirations directly in the forum. Field findings also show that this mechanism can be adapted according to local conditions and innovations. In the future, this mechanism needs to be strengthened to be implemented regularly, taking into account the capacity and authority of the BPD and village government to realize these aspirations. Monitoring the follow-ups or responses to ensure the aspiration or issues are resolved is important to prevent reduced participation in village communities which may lead to ignorance or distrust.

**Citizen Journalism has built people's confidence to write or voice their opinion.** Participants in Citizen Journalism trainings in Pemalang District, West Aceh District and Bantaeng District, specifically wrote about village conditions in the 'Tempo Witness' column. There were 525 reports published of the 1,121 written by Citizen Journalism writers. Some of them have been followed up by the village government, such as the need for road repairs in Paguyangan Village (Brebes District, Central Java). In addition, there are writings from PEKKA Citizen Journalism in Bima District which have received the attention of the district and provincial governments regarding the development of mangrove tourism and waste banks.



However, further assistance is still needed because field findings indicate that some people have little confidence to start writing or there are problems with the internet connection and appropriate devices. In addition, they are also worried that they will get intimidated by the village government as happened in Pemalang District after writing an article related to social assistance in their village.

**Works to increase capacity and access to participation, especially for the vulnerable groups, must continue.** Level of participation is still relatively low, and people pay little attention to make use of the available channels to air their wishes. The evaluation conducted by SMERU found that 77.4 percent of villagers said they did not have a need to express their aspirations. In addition, prior to the village deliberations, there is no arrangement for discussion to aggregate collective/groups' voice to bring people together and make a strong case to put forward in the deliberations. These issues contribute to lowering people's desire to actively participate in the future.

**The small number of aspirations channelled through formal forums is also caused by villagers' preference to use informal channels where they do not need to speak in public.** This is especially noticeable in the case of vulnerable groups. The evaluation shows that as many as 76 percent of respondents prefer to express their aspirations through informal channels rather than through channels facilitated by the village government (through formal forums, BPD, aspiration posts, village social websites/media). This is also the preferred ways to get information. Other (new) means have been tried out, such as disseminating information through WhatsApp groups, community events (e.g., social gatherings, *arisan* or rotating savings groups and Quran recitation) and announcements in mosques. Only a third of group discussions (12 out of 36) conducted in the evaluation claimed to have used WhatsApp group for this purpose. As in the case of participation, the role of activists and informal leaders is key in facilitating this kind of information dissemination model, so strengthening their capacity is important.

**Low level of aspirations being voiced correlates with the low level of villagers' knowledge about village government work.** The same evaluation found that transparency initiatives by the village government, particularly in providing public information in banners and regular reports, were improving, but their impact to the community was still limited. The increase in transparency initiatives was driven by a strong supra-village policy and regulations that pushed for transparency. However, at the same time, community's level of knowledge and access to information was still low. Only a third of the respondents knew or had information about the village budget and annual plan and 44.39 percent knew or had information related to construction projects in the village from other villagers rather than from government-provided information. The study found that not many people got village information from meetings held at sub-village levels (i.e., hamlet, RT, or RW), either. Only 4.88 percent got information related to village construction projects from hamlet meetings.

This village transparency initiative is not optimal due to: (a) the main objective of the village government in disseminating information is simply carrying out formal obligations using accounting language and data that are difficult for the general public to understand, (b) the role of the BPD in disseminating information in the village is still not maximized, and (c) KOMPAK's partners who implement the social accountability program have not provided an adequate portion to the aspect of disseminating information on village governance.

**Efforts to ensure the fulfillment of community needs in a more inclusive manner certainly cannot be separated from the availability of accurate and regularly updated disaggregated data at the village level.** The commitment to utilize these village data needs to be done, not only by developing a Village Information System and its data collection mechanism, but also by improving the capacity to analyse and interpret the data. Therefore, there is a need for an enforcement and a complaint/grievance mechanism at the supra-village level that is responsive and accessible. In this case, the Village Clinic (village help desk) model at the sub-district level can be a mechanism that can be developed in the future as one of the complaint/grievance mechanisms for village communities. At the same time, an intensive process is needed to build the trust of the village government to have a higher commitment in terms of data transparency. One of the findings of this study shows that the village government decided not to display all detailed APBDes information to avoid interference from irresponsible parties on behalf of certain CSOs. Therefore, a program that specifically touches on the relationship between village government and CSOs is needed to build trust and more effective collaboration such as the development of a data collection system and CSO certification.

### **STRATEGIC ISSUE 3:**

**Optimizing village governance that is more inclusive, transparent, accountable, and responsive to the needs of the poor and vulnerable groups**

#### **3.1. Efforts for More Inclusive Village Governance**

Since the beginning of *reformasi* in Indonesia, participation and transparency have been the focus of development initiatives, including in villages. The PNPM program that started in 2004 can be seen as an indication of mainstreaming participation and inclusion in village development process. Based on the principle of community driven development (CDD), PNPM continued to evolve by adding outreach and inclusion components to its implementation mechanism, such as holding special deliberations and *pre-musrenbang* mechanisms. This trend culminated in the Village Law of 2014 which in general provided a regulatory framework to encourage greater inclusion in village governance, especially for the poor and vulnerable groups. The regulatory framework for the Village Law, and its derivative regulations, has provided explicit recognition of the importance of involving women, the poor and vulnerable groups in village decision-making processes. This regulatory framework provides an avenue for investment and allocation of resources to promote greater accountability. In this regard, KOMPAK has played a significant role in advocating for policy frameworks at the national and regional levels that support innovation in villages since 2017. This investment has resulted in innovations that specifically target the involvement of special groups, including women and marginalized groups, including the poor and people with disabilities, such as a special deliberation mechanism by the local government supported by KOMPAK in Trenggalek District (MUSRENA and SEPEDA KEREN) as well as innovations to strengthen the delivery of aspirations such as KLIK PEKKA and *Posko Aspirasi* in collaboration with PEKKA and SEKNAS FITRA.

### 3.2. Good Practices and Lessons Learned

**There are indications of increased satisfaction of villagers with basic services provided in the villages as efforts of the village government to provide such services have been rated as good by the community.** The survey in the evaluation conducted by SMERU showed that all villages in the study had active *posyandu*, followed by PAUD. A high proportion of respondents (84 percent) were satisfied with the services provided by the village government to process their civil registry documents.

**Several KOMPAK programs, advocating for policies and regulations, contributed to this achievement, directly and indirectly.** Eventually, these policies and regulations are expected to improve village development planning. At the national level, KOMPAK supports the Ministry of Finance to improve policy and allocation of funds to local governments. At the sub-national level, KOMPAK works with local governments to use public financial management tools to improve local spending and performance in the provision of basic services. These tools include poverty analysis and planning software (known as SEPAKAT), district level public expenditure analysis, and minimum service standards (MSS). This support encourages various local innovations, such as mainstreaming inclusive principles to persons with disabilities into administrative service facilities in Aceh and promoting participatory development decision making in Trenggalek District, East Java. Pekalongan District, Central Java, initiated KUDU *Sekolah* movement, to bring dropouts with disabilities back to school. Number of inclusive schools increased from seven to 20 for the elementary school, and from three to 20 for junior high school. As many as 323 children with disabilities who dropped out of school were identified and given the opportunity to continue schooling again.

**However, challenges at the village level, especially in terms of participation, are still significant.** In general, participation in decision-making forums, especially of the vulnerable groups, is still low. Prior to COVID-19, overall participation rate in village planning forums was around 16 percent, with most of them represented by men with higher income.<sup>5</sup> Recent social accountability studies show this condition has not changed. Citizen participation, in this case both quantitatively (attendance) and substantively (quality of interaction), is still low. The presence of non-elite remains minimal so that formal deliberation forums are still dominated by village elites, while general citizens, especially marginalized groups, still feel reluctant to be actively involved in village deliberation forums.

**Special Deliberations can be said to be the only forum in the study areas that seeks to encourage the realization of inclusive development planning.** The good practice of implementing *muskus* has received policy support as the basis for its implementation. The regulations in question are: (1) Pacitan District Regulation No. 86/2018, and (2) Trenggalek District Regulation No. 1/2019. Trenggalek District moved further with the initiative to set up SEPEDA KEREN which involved a network of local civil society organizations through PUSPA FORUM.

**However, these deliberations are still limited, especially those aimed at people with disabilities, the poor, and children.** Meanwhile, forums involving women's groups in budgeting and village development planning are already more visible. The pandemic also presents a major challenge for village governments to ensure the participation of community members and vulnerable groups. Restrictions on social activities and travel have limited the village's ability to hold Annual Planning Deliberations (*Musrenbang*) and made

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<sup>5</sup> Dharmawan, L., Pattinasarany, G.D.V., and Hoo, L. (2018). Participation, Transparency and Accountability in Village Law Implementation: Baseline Findings From The "Sentinel Villages" Study. The World Bank: Jakarta

it increasingly difficult to hold special forums for women and vulnerable groups (*muskus*) that require adequate accommodation to ensure additional accessibility while maintaining health protocols.

**At the same time, enforcing accountability from below by village communities still needs improvement.**

The level of satisfaction in resolving community complaints is still low and the community's reluctance to submit complaints about the performance of the village government is still strong. Many aspirations from the community to the village government are in the form of requests for assistance and are not an oversight on the performance of the village government. This is due to the absence of a mechanism for conveying aspirations to the authorities (village government officials) and an effective discussion space at the community level. The availability of this special deliberation mechanism also does not directly guarantee an active response from the village government. The initial findings of Raising Awareness<sup>6</sup> show that although special deliberations have captured the needs/aspirations of women and other vulnerable groups, these needs/aspirations are not necessarily included in village planning documents and consequently do not receive a budget allocation. One of the reasons for not including these aspirations was because village heads had their 'development priorities to fund' and there was no regulation requiring them to incorporate the needs identified in the forum into village planning and budgeting documents.

**This condition is mostly caused by the political context of the village which is still not ideal for village accountability.** Other studies have also identified that there are still problems of unaccountable village governance as a result of uncompetitive dynastic politics, money politics, and village politics.<sup>7,8,9</sup> It also weakens the village government's alignment with vulnerable groups and focuses on using village resources to seek political support. The still strong dependence of vulnerable groups for livelihood from elite groups also reduces the effectiveness of initiatives to increase participation for the poor and vulnerable groups. Therefore, the dissemination of good practices from districts like Trenggalek is very important to encourage adoption in other places.

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<sup>6</sup> Paul, E. (forthcoming). Raising representation? Gendered dynamics of Village Budgeting Reforms in Indonesia.

<sup>7</sup> Aspinall, Edward, and Noor Rohman. 2017. "Village Head Elections in Java: Money Politics and Brokerage in the Remaking of Indonesia's Rural Elite." *Journal of Southeast Asian Studies* 48(01): 31–52.

<sup>8</sup> Ito, Takeshi. 2016. "Everyday Citizenship in Village Java." In *Citizenship and Democratization in Southeast Asia*, eds. Ward Berenschot, Henk Schulte Nordholt, and Laurens Bakker. Leiden: Brill, 51–67.  
<http://booksandjournals.brillonline.com/content/books/9789004329669>.

<sup>9</sup> Sambodho, Prio. 2019. "From Clients to Citizens? Democratization and Everyday Citizenship in a West Javanese Village." University of Amsterdam.

## DISCUSSION: RECOMMENDED OPTIONS FOR SUSTAINABILITY

Based on what KOMPAK has learned from a series of interventions and the results of the studies and evaluations above, there is still room for strengthening and sharpening policies to strengthen the involvement of the community in village governance.

**From the supply side, further strengthening of BPD capacity is needed.** The existing model has indeed shown results, but still needs to be optimized and design adjusted. In particular, BPD requires post-training facilitation/mentoring, especially by existing CSOs/community activists/leaders. This expansion is very important because the closeness and attachment of these activists and leaders with the community can help BPD in capturing the aspirations of the community. Likewise with other actors who facilitate women, the poor and vulnerable groups in *Akademi Paradigta*, SEPEDA KEREN or in strengthening the role of sub-districts.

**In the future, apart from expanding access to participation, it is important to strengthen the mechanism for channelling aspirations to the village government and increasing the capacity of the community to express their aspirations more broadly.** One option that can be done is to encourage BPD and village facilitators to be more active in encouraging informal pre-village deliberation forums to reach the aspirations of the vulnerable groups. Independently strengthening village professional groups and interest groups, such as the village community groups (LKD) can be more effective and sustainable. They are potential to push for good governance. In addition to encouraging activeness and increasing organizational capacity, another aspect of LKD that really needs to be addressed is how to make LKD an institution to aggregate the interests of the group so that the LKD becomes a forum and channel for the aspirations/interests of the group and not the aspirations/interests of individual administrators/member.

**Regulatory support from the supra-village level is also very relevant in supporting good practices that have improved participation at the village level.** District regulations that encourage the involvement of vulnerable groups are very useful to support innovation at the village level. Along with this, advocacy and assistance at the village level is needed, especially in translating the supra-village regulations into village policies that encourage participation.

Therefore, in summary, there are three main things that KOMPAK proposes, namely:

1. Integrate the concept and practice of social accountability in the priority of Village Fund use and provide the relevant classification for such allocation in the budget documents.
2. Expand campaigns and replication of village social accountability practices and leadership of village women.
3. Encourage local governments to issue Regional Regulation/Bupati Regulation on BPD as a key actor of social accountability practices and provide APBD allocation for BPD strengthening.
4. Use available manuals on social accountability facilitation and women-friendly village facilitation to strengthen facilitators, CSOs, OPD and especially sub-districts (PTPD).

**DATA UTILIZATION  
FOR INCLUSIVE VILLAGE PLANNING AND BUDGETING  
AND CROSS-SECTOR SYNERGY THROUGH DATA SHARING  
KOMPAK Policy Dialogue – May 17 2022**

**KOMPAK-SUPPORTED VILLAGE INFORMATION SYSTEMS MODEL**

One of KOMPAK's flagship programs in the last five years is support for the Village Information System (SID). SIDs improve governance by enabling the use of local data for better and inclusive planning and budgeting. Data-informed budgeting and planning benefits communities, including women, the poor and other vulnerable groups. KOMPAK's support of SID development responds to a wide unavailability of valid, reliable and regularly updated data, to support targeted services and budgeting planning. In addition, in its development, regional governments and related sectors also require verified data/information, and can then be aggregated for the benefit of sector and regional level program planning.

SID are data and information management systems in villages. SID are managed by village governments and contain village data relating to village profiles, village development, rural areas and other relevant information. Since 2020, KOMPAK has also supported National Development Planning Agency (BAPPENAS) in piloting the Village/Urban-Ward Monograph Digitization (DMD/K) and Socio-Economic Registration (Regsosek) initiatives. DMD/K-Regsosek is a program that targets improvement and expansion of data coverage as well as program integration for reducing chronic poverty and expanding job opportunities, through skills development and entrepreneurship. This program provides tools for poverty analysis, planning and budgeting, as well as services in villages and sub-districts through the provision of all-of-population socio-economic data.

KOMPAK supports the SID model in 24 district and city governments spread across seven KOMPAK provinces (Aceh, Central Java, East Java, West Nusa Tenggara, South Sulawesi, Papua and Papua Barat). In each of these sites, KOMPAK adapts the model to local government needs and to the unique situation in target locations. This customisation produces unique systems in each region with different names, scopes and underlying data. Separately, pilots of the DMD/K-Regsosek program were conducted in 10 villages in Garut and Tasikmalaya districts, as well as Tasikmalaya City, and are being expanded to 60 villages in 11 other districts/cities. KOMPAK assisted in the DMD/K-Regsosek implementation process.

**Table 1. Village Information Systems as Supported by KOMPAK**

Province	The name of SID
Aceh	SIGAP
Central Java	SIDEKEM (Pemalang), Kajen Satu Data (Pekalongan), SIDEKA (Brebes)
East Java	SAID (Bondowoso), SID (Pacitan)
West Nusa Tenggara (NTB)	OpenSID Lombok Timur
South Sulawesi	SIADEK (Bantaeng), SID (Pangkep)
Papua	SIO Papua
Papua Barat	SAIK+

The joint implementation of local governments, villages and KOMPAK partners at various levels has provided valuable insights and experiences regarding information systems that function in villages in support of village budget planning in the context of poverty alleviation. KOMPAK conducted a number of research and evaluation studies on Village Information System with the aim of further understanding the how-to, barriers and challenges of SID in the hope of providing relevant input to the government and KOMPAK partners for follow-up and related policies, namely:

1. *Evaluation of SID Management and Utilization for Regional Planning and Budgeting.* The evaluation was carried out using mixed methods including interviews with 232 key informants and an online survey with 90 participating operators in the village. The study team collected data in 10 districts, 20 sub-districts (10 KOMPAK sub-districts and 10 non-KOMPAK sub-districts) and 32 villages (16 KOMPAK villages and 16 non-KOMPAK villages).
2. *DMD/K and Socio-Economic Registration Documentation Study* which took place in six villages and two sub-districts spread over five districts. Data collected included interviews with 138 key informants at the national, regional, and village/ward levels.
3. *Evaluation of KOMPAK Models in the Papua and Papua Barat provinces.* This evaluation used an outcomes harvesting approach to identify changes that have occurred from various interventions carried out by KOMPAK. Data for this evaluation included interviews with 367 informants and a survey of 2,159 respondents in five districts in Papua and Papua Barat (Jayapura, Asmat, Nabire, Sorong, South Manokwari).
4. *Economic-Political Analysis of Policy and Advocacy KOMPAK Models.* This study used a tiered sampling technique to analyse each workstream by interviewing 93 sources in three provinces.
5. *Analysis of the 2020 Village Revenue and Expenditure Budget (Village Budget)* by analysing the translation document for the Village Budget of Change with a total of 342 villages from 411 KOMPAK villages (83 percent) in the period August to December 2020. The Village APB study triangulates findings by using other data sources such as PODES 2020, KOMPAK Village Survey 2020, Village Government Financial Statistics, and Google Trends.

## VILLAGE INFORMATION SYSTEMS, DMD/K AND SOCIO-ECONOMIC REGISTRATION

**The development of the Village Information System is based on the momentum of Law Number 6 of 2014 concerning Villages which explicitly states the obligation of local governments to develop SID.** The systems that have developed in KOMPAK program locations are quite varied. When viewed from the approach and method, on the one hand, it is a model that developed from the village, is more autonomous and open, while on the other hand the model designed from the province/district is more centralized and closed. The ups and downs of its development indicate that its implementation will take quite some time, especially since apparently it is not easy to form a habit of updating and utilizing data and encouraging literacy.

**SIDs at KOMPAK locations generally store population, poverty (DTKS) data, sectoral (health, stunting, education, school dropouts), village profiles and potential with varying completeness and novelty.** KOMPAK mainly helps ensure that new SIDs, such as SIGAP in Aceh and SIADEK in Bantaeng, also collect data on female heads of household and persons with disabilities. Prior to KOMPAK, the previous SIDs in Bener Meriah and Aceh Barat did not include data on persons with disabilities. In Papua and Papua Barat, KOMPAK has succeeded in promoting the availability of SIK (SAIK/SAIK+/SIO Papua) by completing village-level data that is more inclusive and relevant to the Tanah Papua context by including the identity of Papuan natives (hereinafter referred to as OAP)/non-OAP, gender disaggregation and disabilities and are updated more regularly. SIK data in KOMPAK intervention villages also provides an accurate village database. It is called

accurate because the SIK data collection is carried out using the census method by village cadres who are local residents.

**The KOMPAK study shows that SID has been used for a variety of purposes in the village, most notably to provide and accelerate the facilitation of population services, correspondence (various permits in the village) and data collection on social assistance.** SID has also been used to support village planning and budgeting, although it has not been maximized. There are efforts to be more transparent in villages, for example by displaying the Village Government Work Plan and budgets on websites, as in Pacitan, something that was actually done before the SID, but there are indications that it was further strengthened after the SID. Informants in a number of villages said that data is now more accessible to villages and can be made available for the community to know or monitor.

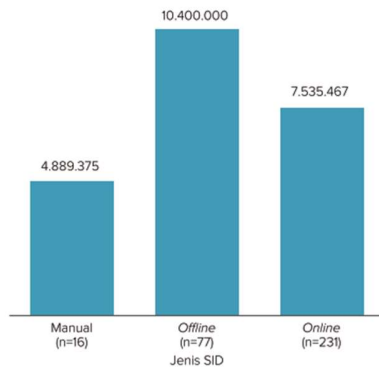
**There is increased sensitivity about the need for disaggregated data and data for vulnerable groups, as well as anecdotal evidence that data is used for targeting social assistance during the COVID-19 emergency response, regional poverty reduction programs and inviting residents to village deliberations.** In the context of Special Autonomy in Papua Province, special autonomy funds and village incentive funds are strong motivating factors for local governments to be enthusiastically involved in SIK development. This is because OAP/non-OAP disaggregated data is very important for the disbursement of special autonomy funds (Otsus), so there is an interest from the village government to encourage cadres to speed up the data collection process.

**Meanwhile, the application of SEPAKAT Village/Sub-district in the DMD/K program and the Socio-Economic Registration survey that has been carried out in a number of areas has shown promising initial results.** This includes improving data across the study sites, using that data for village planning, integration of SEPAKAT Village/Sub-district with village information systems and efforts by local governments to do more in the data development agenda. Judging from the vision and design, the value of the DMD/K and Socio-Economic Registration programs lies in the actions they want to encourage, namely planning that is more data-driven.

**The COVID-19 pandemic has also affected the allocation of village spending to focus on KOMPAK support. However, the budget allocation for SID in the village is known to continue to increase by 11 percent.** In the 2020 fiscal year, the average expenditure for SID in KOMPAK villages was IDR 8.6 million. Compared to 2019, an additional 61 KOMPAK villages have an online SID (Figure 1). There are several villages that had an online SID in 2019, but then held an offline SID in 2020. When viewed from the spending allocation for each type of SID, the average SID spending allocation for villages with offline SID is IDR 10.4 million in the Revised Village Budget (APB Desa Perubahan). In 2020. Meanwhile, the allocation of SID spending for villages with online and manual SIDs is IDR 7.5 million and IDR. 4.9 million, respectively. Upgrading SID from paper-based (manual) to computer-based system (offline and online) requires additional costs. However, online systems provide better efficiency, including in terms of the budget that needs to be allocated by the village. KOMPAK villages in Central Java allocated the highest nominal SID expenditures compared to other KOMPAK villages, while KOMPAK villages in South Sulawesi, Aceh, and Papua Barat allocated the lowest SID expenditures (Figure 2).



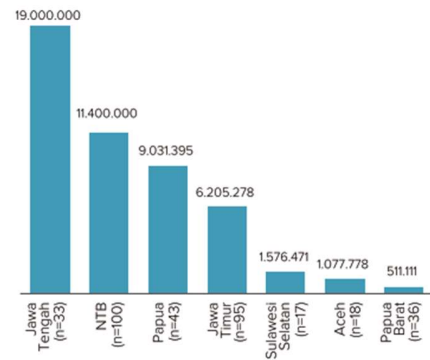
**Figure 1: Average SID Expenditure Allocation in the Changed Village Budget 2020 and Status of SID\* (in Rupiah)**



n=342

\* Ada 15 desa yang tidak mencantumkan informasi SID dan 3 desa dalam sampel yang tidak memiliki SID

**Figure 2: Average SID Expenditure Allocation in the Revised 2020 APBDesa by Province (in Rupiah)**



n=342

## STRATEGIC ISSUES

It is clear from KOMPAK's experience with National Development Planning Agency that many of the change efforts have had to deal with old structures and behaviours that persist. Behaviour change is not easy to achieve, while it is quite common that various sectoral data collection applications and programs currently take place for the benefit of the sector and its institutions, but do not contribute to the development and use of data, especially for villages and regions. The general barriers and challenges faced in data governance in villages today are shown in Table 2.

**Table 2: Barriers and challenges to data governance in villages**

Stage	Barriers	Challenges
Data Collection	<ul style="list-style-type: none"> <li>Repeated data collection for different K/L or Regional Apparatus Organizations (OPD)</li> <li>Availability of resources (budget) K/L or Regional Apparatus Organizations</li> <li>There is no incentive for villages to have data</li> </ul>	<ul style="list-style-type: none"> <li>Changing the pattern of data collection to make it more efficient in accordance with the mandate and authority of the village</li> <li>Involvement of the community and stakeholders, including vulnerable groups, their families and organizations</li> <li>Fostering trust and village need for data</li> </ul>
Data Interoperability	<ul style="list-style-type: none"> <li>Risk of data leakage or improper use</li> <li>Involving many parties with different capacities and methods</li> <li>Neither party plays the role of "steering"</li> </ul>	<ul style="list-style-type: none"> <li>There are resources dedicated to data security</li> <li>Capacity building of the parties</li> <li>Formulate the role of steering body for SID</li> </ul>

Data update	<ul style="list-style-type: none"> <li>• The village cannot determine the service procedure</li> <li>• No data update scenarios run</li> <li>• Community contribution is minimal, not encouraged to report new data</li> </ul>	<ul style="list-style-type: none"> <li>• Build a database that is easy to update</li> <li>• Increase village capacity to carry out data updates according to the mandate and authority</li> <li>• Community and stakeholder involvement</li> </ul>
Accuracy guaranteed	<ul style="list-style-type: none"> <li>• There is no unit/party dedicated to quality assurance</li> <li>• No related policy directives</li> <li>• The contribution of supervision by the community is minimal</li> </ul>	<ul style="list-style-type: none"> <li>• Standard process for quality assurance</li> <li>• Community participation in data monitoring</li> <li>• A standard complaint system that can be accessed by all parties</li> </ul>

Source: KOMPAK. (upcoming). Evaluation of SID Management and Utilization for Regional Planning and Budgeting.

**The data development agenda in the future must be able to deep dive into the complexity of the problem, which is not enough to be approached only with sectoral actions and motives.** More permanent solutions can be traced by further identifying the following **four strategic issues**:

1. The need for efficiency efforts in data collection and providing incentives (economic and non-economic) for villages to use data in village development planning that supports extreme poverty alleviation.
2. The need for sustainable capacity strengthening for villages, especially in analyzing and using data (data literacy).
3. The need for strategies and mechanisms for continuous updating and sharing of data that is run from the national to the village level.
4. Efforts are needed to strengthen the policy base that regulates the division of roles, sectoral synergies in data collection and community participation.

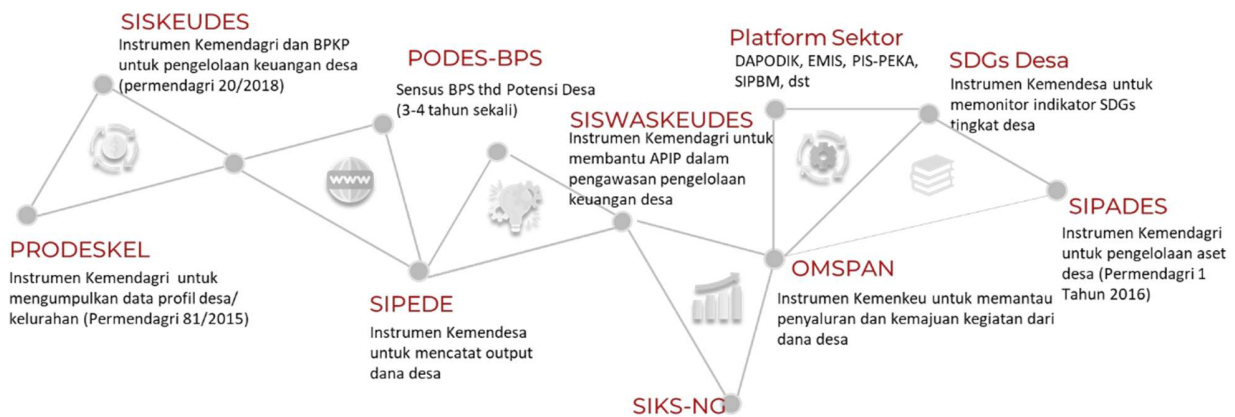
## STRATEGIC ISSUES 1:

### Efficiency of data collection and provision of incentives (economic and non-economic) for villages to use them in development planning

#### 1.1. Data collection at the village level

Various ministries/agencies have also developed instruments for collecting data from villages (see Figure 3). However, if viewed from the definition, these instruments are not included in the SID, even though they produce data.

Figure 3. Data Platform



Based on field investigations, the data collection platform can be divided into two major parts, namely systems that are managed in the village, and those that are carried out by Regional Apparatus Organizations but involve the village. The Village Financial System, Local Government Information System (SIPD), Village and Ward Profiles, Building Village Index (IDM), Village Sustainable Development Goals (SDGs) and Village/Ward SEPAKAT are a number of systems managed in villages. Meanwhile, data collection from Regional Apparatus Organizations involving villages is carried out by the Health Service, Department of Population and Civil Registration, Housing and Settlement Service, Social Service and Education Office. The substance of the data itself is actually a cross-management mechanism. For example, villages still collect sectoral data such as the number of students to fill in the village and urban village profile, even though this data should be in the domain of the Regional Apparatus Organizations (Education Office).

#### 1.2. Good Practice and Lessons Learned

The KOMPAK study villages generally showed high interest and expressed the need to obtain and use more data. More complete Socio-Economic Registration data is considered very interesting, so according to a KOMPAK study informant, the central government needs to find a way to make it more widely used by resolving the current cross-country problem. Many residents can be quickly assisted, such as during the peak of the COVID-19 pandemic, if the village/sub-district and local government as a whole have data on the elderly, comorbid conditions or the number of people who have been laid off or affected by restrictions on social mobility. In the context of Socio-Economic Registration, the **on-demand method, where residents actively come to the service center to submit their data, needs to be developed.**

The various village-related data platforms are certainly related to the main tasks and functions of the relevant K/L and Regional Apparatus Organizations. The problem is, **the sectoral nature has implications for work methods that may be drawn too far, so that quite a lot of things are done unilaterally, lack of coordination and minimal integration efforts to achieve efficiency.** Villages feel the impact of this sectoral characteristic with the proliferation of existing information systems. This point can be easily summarized in the following questions: If planning at the supra-village level is always sectoral, while the village will be involved, how can this be circumvented so that it really helps the village?

**Efforts are needed to collect data efficiently. At present, there are issues with data replication since the same data is taken more than once for different ministries/agencies or agencies.** With many sources for the same data, the certainty of the data is sub-optimal. This is an urgent issue to be addressed considering various previous experiences in using data for the distribution of social assistance, such as during the peak of the COVID-19 pandemic, which was the reason for the introduction of Socio-Economic Registration. There are indications that data collection and updating always goes back to the questions of each K/L or Regional Apparatus Organization that work in silos or have limited collaboration. Therefore, the government's efforts to strengthen data collection need to be continued by increasing the efficiency of data collection activities and increasing their utilization.

**The more private the characteristics of a public information system, the higher the possibility of inefficiency (repeat collection of the same data) and limiting its benefits for general purposes (because it is only useful for the concerned institution or unit).** What can be imagined as an ideal process is that each Ministry/Agency reviews data update strategies by engaging in joint coordination. To some extent, villages can assist with data collection, but it must be remembered that villages do not have the same mandate and capacity as, for example, competent public bodies, such as the Central Statistics Agency (BPS). Villages must be assisted to obtain the latest relevant data so that it can be used, including verification and validation. Village access to the data is reportedly still weak.

**On the other hand, based on KOMPAK's experience and studies conducted, it is quite clear that at present there is not much support and incentives provided to villages to make more use of data in development planning.** This is actually not too surprising, because it is a common phenomenon related to the use of data, not only in villages. The Secretariat of One Data Indonesia noted that the budget spent by various ministries/agencies for data collection (census activities, surveys and so on) was equivalent to four times the budget for data utilization.

**Encouraging the functioning of public services from various existing systems or applications, especially regarding what is most often needed by the community, namely population, socio-economic and recently health can be an incentive for villages to use data and information systems.** Data in the village/ward must be able to be used to provide services, of course as far as possible within the village/ward authority area.

**Currently, population data in SID in all locations can be said to be unable to be updated in time due to the disconnection of the existing system.** Data updating is done manually, and this reduces the interest of the village to do it on a more regular basis. Villages can update population data when there are residents who report their data for mail processing. The latest data is not always directly inputted to the SID in the case of services via other applications.

**Updating non-residential data such as social and poverty data also faces obstacles, although efforts have been made to improve.** In a number of locations, village informants complained that the data on the poor population (DTKS) which had been verified and validated by the hamlet party as well as through village meetings every three months, often did not change when the same data was sent back by the K/L to the region or village. This is not a trivial matter in the village, because the residents' protests were ultimately directed at village or hamlet officials who were deemed not to have updated the data.

## **STRATEGIC ISSUES 2:**

### **Strengthening the capacity of village officials in data analysis and use (data literacy)**

#### **2.1 Increasing Actor Capacity in SID Development**

How to improve and maintain the capacity of SID and its people has been the main theme since the new SID was developed until now. **Currently, there is no conceptual design or plan that guides capacity building in the SID program or data analysis and use (data literacy).** SID capacity building has so far been carried out because there is a pragmatic need to train apparatus or operators, but there has not been a strong effort to answer how local governments and village governments can create or strengthen their capacity at any time in managing data matters. With one or two existing trainings, the targeted capacity is more towards knowledge and skills to carry out SID operational tasks, while other capabilities, such as governance, collaboration, or adaptation processes have not been touched.

#### **2.2. Good Practice and Lessons Learned**

**Based on KOMPAK's lessons, capacity building is more at the individual level than at the organizational level, let alone institutional or system level.** The knowledge and skills acquired in the training have been used by apparatus and operators in their daily work. There are procedures and structures that are trying to be developed at the regional to village level regarding SID management, but their implementation and integration in the way of working and the way in which the local government and village governments are seen does not appear to be solid. Capacity building in the institutional environment and new policies can be seen from the regent's regulations and circulars regarding SID in several locations, which still focus on SID operations, not changing how data is regularly updated and used for deliberation to make decisions. Table 3 shows the increase in SID capacity at KOMPAK locations.

**Table 3: Stages of SID Capacity Building based on KOMPAK learning**

	Creation	Usage	Sustainability
<b>Individual</b>	<ul style="list-style-type: none"> <li>• KOMPAK and local governments train SID officers and operators, mostly at KOMPAK locations</li> <li>• Operators already have the knowledge and skills to operate SID</li> </ul>	<ul style="list-style-type: none"> <li>• Trained personnel and operators have used knowledge and skills to operate SID</li> <li>• There is a helpdesk, but it's not systematic yet</li> </ul>	<ul style="list-style-type: none"> <li>• Has not yet reached the stage of sustainable capacity. Villages often lose capacity due to operator changes</li> <li>• No transfer of knowledge was found in any organization or institution, except for OpenSID at the village level</li> </ul>
<b>Organizational</b>	<ul style="list-style-type: none"> <li>• There are procedures and work structures for operators</li> <li>• There is a mechanism for updating data at the village and supra-village levels</li> </ul>	<ul style="list-style-type: none"> <li>• Integration of processes, procedures, and structures in the daily management of SID, but not yet solid</li> </ul>	<ul style="list-style-type: none"> <li>• No changes have been found in the internal government in the form of adaptation of processes, procedures and structures</li> </ul>
<b>Institutional and policy environment</b>	<ul style="list-style-type: none"> <li>• Issuance of regulations and circulars regarding SID</li> </ul>	<ul style="list-style-type: none"> <li>• Regulations are implemented to strengthen SID operations in villages, but their influence is still minimal in holistic SID governance in the regions</li> </ul>	<ul style="list-style-type: none"> <li>• No changes have been found in the form of institutional and policy adaptation</li> </ul>

Source: KOMPAK. (upcoming). *Evaluation of SID Management and Utilization for Regional Planning and Budgeting.*

The KOMPAK survey shows that 23 percent of operators have recently been in SID management because they have only worked for less than one year. As many as 56 percent have only worked between one to three years. This may indicate **a change in operator and the need for continuous capacity building for operators, especially new operators.** As many as 78 percent of survey respondents said they have other duties besides operating the SID. This finding is in line with the results of interviews in all study locations which show that most SID operators also manage other information systems from local governments and ministries/agencies, in addition to other affairs.

**The majority of SID operators are temporary workers (47%) or volunteers (30%). This means that the income earned is relatively small with a minimum level of job security and benefits.** Based on the survey, there are 2 percent of operators who are civil servants and 21 percent are contract workers. As found in the interview process at the study sites, there are indications that quite a number of operators are young but potential, who ultimately choose to resign and work outside the village with better certainty and remuneration. One operator informant said that the decision to leave the village was also due to

frustration because there was little room to innovate and make fundamental changes in his village. It should also be remembered that it is not always easy for villages to find people who are capable and capable of managing information systems and encouraging their use in villages.

From Tanah Papua, studies show that the development of the Village Information System (SAIK/SAIK+ and SIO) encourages capacity changes, especially for SIK cadres. SIK cadres have the technical capacity and knowledge of the urgency of data for village development planning but have not yet increased cadre data literacy. In addition to technical capabilities, SIK cadres have begun to realize the strategic value of using SIK for village development planning. This study also found that changes in the capacity of cadres was also related to the ability to communicate and coordinate with supra-village officials and service providers. **In the context of Papua and Papua Barat, increased individual capacities related to governance is a big achievement, especially for creating actors who can drive change in the future.**

**Based on lessons learned from KOMPAK locations, the method used in OpenSID in East Lombok by the FORSID community may provide an alternative approach to capacity building that is more sustainable.** The capacity building for OpenSID has been carried out more and more regularly by FORSID or the OpenSID user community than the local government itself, so that the dependence on the local government budget is much less. In OpenSID, apart from the individual level, the study team saw an increase in capacity at the village organizational level, at least in some villages, where in general the village concerned had the organizational capacity to manage SID in a sustainable manner.

**In the OpenSID context, 'sustainable' means a strategy to maintain capacity and transfer knowledge within village institutions or organizations and the local government itself.** OpenSID has to some extent been able to maintain this capacity through user forums that help each other and share knowledge when needed, regardless of the presence or absence of donors or local government budgets. This condition is enjoyed by KOMPAK and non-KOMPAK villages. Meanwhile, other systems do not seem to have reached this stage. Quite often it happens that the person who has been trained then resigns or is replaced, so that the village loses capacity, even though there is only one apparatus or operator capable of running SID. In a number of study locations, operator turnover or resignation was managed by the local government (Department of Communication and Information) providing on-site quick training to new operators.

**What happened in East Lombok was that capacity building was not an activity or a series of activities, but a learning process in a narrow sense (*sensu stricto*) or education in a broader sense (*sensu lato*).** That is, what is created is not only knowledge about certain things (eg how to run menus in OpenSID), but also the thinking power, imagination power and even the will power of FORSID members. This is perhaps one of the reasons that explains why FORSID members are able to make a real contribution to teaching (transfer of knowledge) to other members and to the system itself (in the form of feedback for improvements or menu additions).

**In addition to knowledge and skills, educational learning is also sought. People who are involved in the learning process not only acquire a collection of knowledge about SID and its management, as a systematic and accountable unit, but also learn to form good and appropriate attitudes to life, as apparatus or operators in the village.** This attitude to life may be the reason for the existence of FORSID members who want to teach others selflessly and actively participate in developing OpenSID. With such a provision and dissemination model, knowledge is always new. In this case, it is not primarily where the budget for capacity building comes from, but how knowledge can be provided and disseminated.

**Capacity building is not a separate thing, but a mode of building the data itself, which reproduces itself, creates new value and to be successful, must be integrated into the performance of the system to be changed.** To put it plainly, increased capacity is not simply defined by personal standards, but is defined as a change in order, in this case at the organizational level (village administration and local governments) and more broadly, in the environment and policies. At this point, the capacity building efforts in the DMD/K and Socio-Economic Registration programs supported by KOMPAK have not yet arrived. What is quite visible in several locations of this study is that the capacity building of the village government as a government organization that is able to manage and use data for planning is still relatively limited. That is, the changes that occur remain personal.

**There are guidelines, SOPs and modules available for the village to use. As already mentioned, several study villages have developed products such as Village Government Work Plan and related programs using SEPAKAT.** On the other hand, the structure, procedure and behavior in looking at the data development agenda seem unmoved. This means that the organization, in this case the village and local government, is basically still carrying out business as usual. Maybe it's a matter of time. And if the problem is time, then the task of capacity building is by no means finished.

**At the environmental and policy levels, good communication and outreach to local governments has prompted the issuance of regulations that support this program, especially in Bantaeng and Bondowoso.** Based on the regent's circular letter, villages and sub-districts in Bantaeng have budgeted funds to finance DMD/K activities. However, whether this process results in further adaptation of the program in the area of institutions and policies, is a question that still awaits to be answered.

In all DMDK training sessions there are Gender and Social Inclusion sessions aimed at increasing the awareness and understanding of operators and village officials about these two things. Data disaggregated by gender and conditions of disability are available in SEPAKAT and collected through Socio-Economic Registration.

### **STRATEGIC ISSUES 3:**

**Strategies and mechanisms for continuous updating and sharing of data that run from the national to the village level**

#### ***3.1 Urgency of continuous updates and data sharing***

**The ideal information system is one that provides accurate and usable data.** Therefore, updating and sharing of data is important. A system with outdated data is always useless. There are many examples showing that an information system is slowly dying because its data is obsolete.

**A number of villages in KOMPAK locations have taken the initiative to update the data in SID whenever new data is obtained, both from survey results for certain systems and from reports from residents when they come to the village.** Several villages also instructed hamlet heads to directly record their residents, for example people with disabilities. Although good, this kind of initiative clearly has limitations when it comes to data aggregation at the supra-village level.



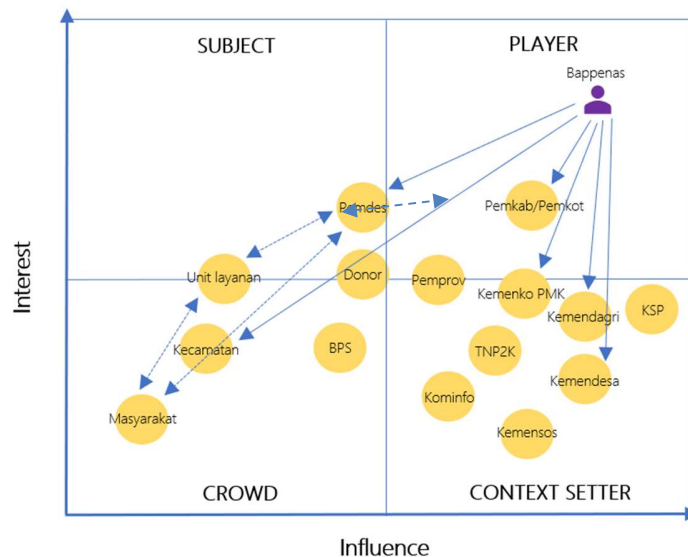
**It is necessary to find a strategy that can be applied from the central to the village level for reliable and sustainable data updating and sharing.** This is important to overcome the complexity mentioned earlier. First, there are currently many information systems from K/L and local governments that must be run by the village. Second, in all these systems villages are required to collect data, even though the capacity of the village is limited and the mandate is not in that area. Third, the fact is that not all of the data collected is useful for the village directly, thus reducing the incentive for the village to manage it more or less.

### 3.2. Good Practice and Lessons Learned

**In terms of data sharing, difficulties have been felt for example in population data since 2019, when SID was developed in many locations. Changes in policies regarding population data that restrict exchange, access and use have caused SID to not be able to be directly connected to the existing population data system.** The village finally relies on manual data from the population book which is updated once a year. Villages and related DPOs in East Lombok and Bantaeng could deal with this condition by drafting a letter of understanding on updating data, but the same could not be done in other areas, for one reason or another. Cooperation in data exchange between villages and the Population and Civil Registration Service Office in East Lombok resulted in more accurate population data at SID.

**The number of parties that must be involved also raises the complexity of coordination that is not easy to unravel.** This complexity is compounded by the lack of a steering body role from relevant K/L, regional leaders and Regional Apparatus Organizations. From the implementation of the DMD/K Socio-Economic Registration program it can be recognized how much coordination and involvement work is needed so that the change goes beyond the program. A sectoral system that is useful for achieving common goals must involve various stakeholders to be successful. Strictly speaking, stakeholder involvement is very important for any information system and program. The illustration in Figure 4 shows the constellation of stakeholders in the DMD/K and Socio-Economic Registration programs.

**Figure 4: Stakeholder position in the DMD/K program**



Source: KOMPAK Documentation of DMD/K dan Socio-Economic Registration

The experience of implementing DMD/K and Socio-Economic Registration programs shows the need for efforts to strengthen communication with key K/L and Regional Apparatus Organizations in order to increase their interest. The same can be said for Ministries/Agencies and other sectoral programs. This communication should pursue serious consolidation of the overlapping and cross-linking of various programs, systems and regulations regarding data and information systems. A thorough evaluation that includes all relevant Ministries/Agencies in the team, may be needed to find gaps for a common solution. After that, periodic evaluations of the construction of the data will be useful. This is certainly not easy. Almost all existing information systems are based on the respective sectoral laws or regulations. The evaluation should suggest possible solutions for a national consensus on the data.

#### **STRATEGIC ISSUES 4:**

#### **Strengthening the policy base that regulates the division of roles, sectoral synergies in data collection and community participation**

##### **4.1 Basis for Determining Roles in SID Development**

Currently, there are no further provisions governing the Village Information System as a derivative of the Village Law. This kind of regulation, in particular that stipulates the division of roles, encourages sectoral synergies in data collection and fosters community participation, will be very useful for the development of SID in the future. The existence of regulations does not guarantee implementation, but implementation certainly requires definite directions. KOMPAK has considerable experience in assisting local governments and village governments in developing regulations and guidelines for implementing SID that should serve as input for similar regulations at higher levels.

##### **4.2. Good Practice and Lessons Learned**

At the organizational level, KOMPAK is said to have helped speed up implementation and break down bottlenecks by bringing together Regional Apparatus Organization and other agencies. KOMPAK has helped a lot in linking village governments with the agencies that make SID policies. The study team saw that KOMPAK contributed to a considerable amount of technical/technocratic and policy development in SID in various locations. Not all of these interventions appear to have been successful, and some have actually failed, such as in Pangkep, where the existing SID is basically no longer used. However, the role in encouraging coordination, the existence of directives (steering) from the Regional Apparatus Organization which has a mandate, as well as strengthening service delivery, especially at the village level, was quite appreciated by the informants of this study. This role is even considered unique, because so far it seems that it has not been carried out enough by the relevant parties.

KOMPAK also operates at the institutional or policy level. KOMPAK helped produce regulations, circulars and guidelines or manuals on SID in several locations. **These regulations and manuals may not be the only determinants of the operationalization of SID, but they are recognized as a necessary condition for public agencies to mobilize their resources.** KOMPAK also helps advocate and convince local leaders to support SID implementation, for example with the Bantaeng Regent. In addition, KOMPAK took part in drafting the East Lombok Regent Regulation No. 21 of 2020 concerning SID which regulates FORSID's involvement. According to the informants of this study, without KOMPAK, the regent regulations would be more difficult to issue. KOMPAK assisted in the establishment of FORSID and the issuance of notarial

deeds and decrees from the district government.

**Experience from Papua shows that there has been support from various stakeholders at the village, district, district, and provincial administrative levels regarding data sharing by developing and utilizing disaggregated data for policy.** The study findings highlight various examples of support from key actors such as the willingness and active role of village heads to verify data, including providing input on data accuracy, the role of district heads in allocating district budgets to facilitate data input, and how disaggregated data is used to improve the distribution of social assistance. Data from SIK collected directly by SIK cadres is strategically linked to local government programs in the context of Special Autonomy which requires OAP data for policy distribution and various funding programs. This indicates that the data collection system, which is the basis for determining program beneficiaries and various other funding assistance, will become an incentive for stakeholders.

**KOMPAK and its partners, including champions in the relevant Regional Apparatus Organization, have taken advantage of the political, social and economic momentum in the regions to drive the implementation of SID.** This includes the issuance of district heads' regulations and circulars on SID that support SID development at the district and village levels, such as in East Lombok, Bantaeng and Aceh. On the other hand, symptoms such as widespread acts of misuse of village funds that have resulted in many village heads being prosecuted have also been used to some extent to promote the importance of strengthening village governance. This happened, among others, in Bondowoso.

**However, changes due to the dynamics of politics and governance in the regions and villages do not always have a positive effect on the development of SID.** The frequent changes in the leadership of Regional Apparatus Organizations and village heads is one of the many issues raised by the informants of this study as one of the things that is quite disturbing implementation. At the district or provincial level, a change in Regional Apparatus Organization leadership can have a negative impact if the successor chooses to change policy directions or is slow to absorb existing aspirations. In villages, the change of village head is usually followed by a change of SID operator, so that the village loses capacity if the operator in question has been trained.

**This study found a tendency that changes in the local political climate and local government policies hit the centralized SID model the most, compared to SID which was more autonomous or less dependent on the work of the supra-village bureaucracy for its development and utilization.** This is not difficult to see because it has happened quite often, for example when the local government decides to reduce budget allocations which ultimately has an impact on SID. This bureaucratic "barrier", namely the limited movement of public bodies that drive SID's performance, is a central issue that cannot be ignored, if SID is expected to develop properly.

The informant of the KOMPAK study in the village in Bantaeng said the technical design of the SID was quite relevant to the needs of data collection and acceleration of population services. However, the village is still waiting for regional policies to deal with the various limitations that exist in the village. On average, only one operator in a village manages several applications. It has happened that some operators who have been trained leave their positions, so that the village immediately loses its only human resource capacity to manage SIADEK.

**Meanwhile, institutionally, the support from the regional government and village government for the DMD/K and Socio-Economic Registration programs should be greater if there are related regulations, such as village regulations, for their implementation.** Informants in all of the KOMPAK study locations said that the promulgation of this regulation could not be carried out because it was waiting for directions from the supra-village government, in addition to the nature of the program which was considered to be still a pilot. The involvement of the local government and village/ward government requires that it be based on regulations. With the regulations governing this program, local governments and village/ward governments will be able to allocate their budgets. Of course, this process does not just happen. The advocacy process to convince the local government and village/ward government about the importance of this program is still deemed necessary. Therefore, the role of regional coordinator is needed before this program is integrated with routine programs at the local government. The coordinator, i.e. the program person in the area, must be able to build good communication with the local government and village/ward and help them to plan activities related to DMD/K and Socio-Economic Registration from time to time.

**The policy basis regarding SID and DMD/K and Socio-Economic Registration also needs to encourage community participation in monitoring data collection, self-registration as well as submitting complaints and inputs.** A number of Socio-Economic Registration enumerators told stories about residents who did not want to convey what conditions were when they were surveyed. Residents gave various reasons, such as being frequently surveyed, hoping to receive assistance or feeling that it was unnecessary. Of course, something like this can happen in any survey, not only those conducted by the government. However, what can be recognized from this phenomenon is the lack of understanding in looking at the problem of data collected by the government. Therefore, how important it is to involve the community in finding a more legitimate basis for data development. Public interest in data can easily degenerate into a matter of orientation of certain ministries/agencies. To put it bluntly, the criteria of “K/L need data” as the basis for data collection activities may no longer be sufficient to guarantee community participation by providing the data.

**The next step that is no less important is to encourage more community participation in data collection.** It must be admitted that many strategies have been carried out for updating data, such as placing data service units in locations that are more accessible to residents in remote areas or using ICT and SMS to access population data services. However, at this time it can be said that there is no grand strategy at the inter-ministerial level that encourages meaningful participation.

**What has not been seen much from the implementation of the SID program in various regions and DMD/K Socio-Economic Registration is the inclusion of relevant stakeholder experiences in program development.** Several informants at the study sites said that once or twice they provided input on the design and implementation of the program to BAPPENAS and the local government. It is not known, however, how that input might have been used in the design of the program. If the benchmark for the success of this program is based on the criterion that this program should be assessed as a stakeholder program, not a BAPPENAS program, the involvement of stakeholders in program development is important. So, the question is not whether stakeholder participation produces brilliant ideas or practices, but how stakeholders can participate in developing ideas and practices according to their experiences. Currently, this program does not yet have a mechanism for handling inputs or complaints in place.

## DISCUSSION: RECOMMENDED OPTIONS FOR SUSTAINABILITY

Based on KOMPAK's learning from a series of implementation experiences, as well as the results of studies and evaluations, these are some recommendations for next steps in the development of SID and use of data at the local level:

1. *First*, to focus on enacting an overarching SID regulation in the context of the Village Law. Future regulation of the sector should regulate roles and responsibilities across Ministries/Agencies, Regional Apparatus Organizations and other stakeholders, as well as community participation. What needs to be achieved in the short to medium term is a joint agreement between Ministries/Agencies at the national level which is carried out from the national to the local level for a data development agenda that further overcomes the discontinuity.
2. *Second*, to carry out steering at the national level and other efforts to make data collection activities more efficient and increase their utilization, including the joint formulation of strategies for the expansion and development of SID and DMD/K and Socio-Economic Registration. This can be done by establishing a data forum or cross-ministerial coordination team or strengthening other existing mechanisms to increase coordination between sectors and interests. It is hoped that coordination through forums or similar coordination teams will also emerge and be encouraged in the regions.
3. *Third*, strengthen SID capacity development, including the capacity to analyse and utilize data (data literacy) and develop training programs that also involve non-government resources (and their budget). The government needs to identify and develop multi-stakeholder resource nodes at the national level that can be mobilized to build regional and village capacities. Encouraging the process of mutual learning and mentoring between regions will be useful by providing as much space as possible for the participation of the data community in the community.
4. *Fourth*, develop support and incentive mechanisms for villages and local governments in the use of data and tools such as the DMD/K Agreed Village Socio-Economic Registration for village planning that supports the handling of extreme poverty. The support is meant not only economically, but especially non-economically, which ensures that the existing system is indeed useful for the region and village, meaning that it helps solve existing problems. One way that can be explored is to link it with the performance allocation formulation.
5. *Fifth*, build and strengthen mechanisms for participation or self-registration of data, including that people can enter their data and check it immediately, as well as provide input. The direction is data that is increasingly open on a participatory basis to ensure its relevance and accuracy.