



# KOMPAK

Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan  
Kemitraan Pemerintah Australia - Indonesia



## THE ROLE OF SUB-DISTRICTS IN VILLAGE GOVERNANCE : THE STRENGTHENING VILLAGE GOVERNANCE FACILITATOR (P-PTPD) MODEL

**THE ROLE OF SUB-DISTRICTS IN VILLAGE GOVERNANCE :  
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## **The role of sub-districts in village governance : The strengthening village governance facilitator (P-PTPD) model**

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## List of Abbreviations and Acronyms

|                      |   |
|----------------------|---|
| <b>ADD</b>           | Village Fund Allocation ( <i>Alokasi Dana Desa</i> ) [allocations by district governments]          |
| <b>Adminduk</b>      | Civil Registry  |
| <b>APB</b>           | Budget  |
| <b>APBD</b>          | Regional Budget   |
| <b>APB Desa</b>      | Village Budget  |
| <b>APBN</b>          | State Budget  |
| <b>PPE</b>           | Personal Protective Equipment   |
| <b>ASN</b>           | State Civil Apparatus   |
| <b>Bappeda</b>       | Regional Development Planning Agency  |
| <b>Bimtek</b>        | Technical Guidance  |
| <b>Binwas</b>        | Village Assistance and Supervision  |
| <b>BLT</b>           | Cash Transfer   |
| <b>BPD</b>           | Village Council   |
| <b>COVID-19</b>      | Coronavirus Disease of 2019   |
| <b>DD</b>            | Village Fund  |
| <b>DIKBUD</b>        | <i>UPTD</i> of Education and Culture  |
| <b>DPMD</b>          | Community and Village Empowerment Agency  |
| <b>GESI</b>          | Gender Equality and Social Inclusion  |
| <b>Kasi Ekbang</b>   | Economic and Development Section Head   |
| <b>Kasi Fispra</b>   | Physical and Infrastructure Section Head  |
| <b>Kasi Kesra</b>    | Welfare Section Head  |
| <b>Kasi Pem</b>      | Governance Section Head   |
| <b>Kasi PM</b>       | Community and Village Empowerment Section Head  |
| <b>Kaur</b>          | Unit Head under Village Secretary   |
| <b>KUA</b>           | Religious Affairs Office  |
| <b>KOMPAK</b>        | <i>Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan</i><br>(Governance for Growth)           |
| <b>LPJ</b>           | Village Accountability Report   |
| <b>MOHA</b>          | Ministry of Home Affairs ( <i>Kemendagri</i> )  |
| <b>MOV</b>           | Ministry of Villages, Development of Disadvantaged Regions, and Transmigration ( <i>Kemendesa</i> ) |
| <b>Musrenbang</b>    | Village Planning Forums   |
| <b>Musrenbangcam</b> | Sub-district Level Planning Forum   |
| <b>OPD</b>           | District Sectoral Offices   |
| <b>P3MD</b>          | Village Community Development and Empowerment Program   |
| <b>PADes</b>         | Village Own-Source Revenue  |



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|                     |  |
|---------------------|--|
| <b>PAUD</b>         | Early Childhood Education and Development                                  |
| <b>PbMAD</b>        | Village Apparatus Independent-Learning Models                              |
| <b>PD</b>           | Village Facilitator  |
| <b>Perbup</b>       | Head of District Regulation  |
| <b>Pilkades</b>     | Village Head Election  |
| <b>PKAD Terpadu</b> | Integrated Village Apparatus Capacity Building                             |
| <b>PKAK</b>         | District Apparatus Capacity Building                                       |
| <b>PKAPP</b>        | Central and Provincial Apparatus Capacity Building                         |
| <b>PKH</b>          | Conditional Cash Transfer  |
| <b>PLD</b>          | Local Village Facilitator  |
| <b>PNPM</b>         | National Community Empowerment Program                                     |
| <b>Posyandu</b>     | Health Centres for Women and Children                                      |
| <b>P-PTPD</b>       | Strengthening Village Governance Facilitator                               |
| <b>PTPD</b>         | Village Governance Facilitator ( <i>Pembina Teknis Pemerintahan Desa</i> ) |
| <b>PUPD</b>         | Basic Training or Training for Village Leaders                             |
| <b>Puskesmas</b>    | Health Clinic  |
| <b>Ranperbup</b>    | Draft of Head of District Regulation                                       |
| <b>RAPB Desa</b>    | Village Revenue and Expenditure Budget Plan                                |
| <b>RI-SPKAD</b>     | Master Plan of the Village Apparatus Capacity Development Strategy         |
| <b>RKP</b>          | Development Work Plan  |
| <b>RKP Desa</b>     | Village Development Work Plan  |
| <b>RKTL</b>         | Workplan   |
| <b>RPJM</b>         | Medium-Term Development Plan   |
| <b>RPJM Desa</b>    | Village Medium-Term Development Plan                                       |
| <b>Sekcam</b>       | Sub-district Secretary   |
| <b>Sekdes</b>       | Village Secretary  |
| <b>SPJ</b>          | Expenditure Accountability Report  |
| <b>TA-PKAD</b>      | Village Capacity Building Experts  |
| <b>Tapem</b>        | Public Administration  |
| <b>TKSK</b>         | Sub-district Social Welfare Workers  |
| <b>TOT</b>          | Training of Trainers   |
| <b>UPTD</b>         | Regional Technical Implementation Unit                                     |
| <b>UU</b>           | Law  |
| <b>WA</b>           | WhatsApp [messaging application]   |

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## FOREWORD

Sub-district and Village Strengthening is one of the flagship activities developed by KOMPAK (*Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan*), a partnership between the Government of Indonesia and the Government of Australia. KOMPAK, in collaboration with 24 districts government in seven provinces in Indonesia, supports the Government of Indonesia to improve the quality of basic services and local economic development. KOMPAK supports strengthening the role of sub-districts in village development through its supervision and sectoral coordination, particularly in the areas of education, health, and legal identity. Sub-districts could potentially promote strategic coordination and collaboration, both horizontally with related sectoral agencies, and vertically with village and district governments. It is in line with Government Regulation No. 17 of 2018, which mandates sub-districts with supporting the district administration and implementing tasks delegated by Bupati in relations with public services provision to the community.

KOMPAK's principal model in strengthening sub-district governance is to pilot the implementation of the Strengthening of Village Governance Facilitator (P-PTPD) model. PTPD is a team of sub-district officials who assists villages in improving their capacity as a part of the sub-district's task to supervise villages. All these activities, the P-PTPD and village capacity building, are included in the Master Plan of the Village Apparatus Capacity Development Strategy (RI-SPKAD) which was developed by the Ministry of Home Affairs.

Three years into the pilot, a study is needed to assess the progress, changes, and lessons learned from it. For that reason, the study on "The Role of Sub-districts in Village Governance: the Strengthening of Village Governance Facilitator (P-PTPD) Model" was conducted. This study aims to explore the changing roles of sub-districts in relation to village governance, the factors that influence the changes, and the responses of the relevant stakeholders to this model.

We would be pleased if the report can serve as a useful reference for similar programs developed by the government, both central and local, leading to evidence-based policy, one of the principles KOMPAK is promoting. In addition, the study can be a source of information for scholars and other development partners who have an interest in village development and decentralization issues.

Jakarta, 12 January 2022

**Lily Hoo**

*Performance Director*

## Executive Summary

*Pembina Teknis Pemerintahan Desa* (PTPDs or Village Governance Facilitators) are sub-district officials who are tasked to assist and supervise village government to ensure their administration functions and overall governance are working properly, including in managing their resources. The PTPD is a new model being developed by the Ministry of Home Affairs (MOHA) and has not been formally regulated. These facilitators require capacity building to enable them to carry out their tasks.

The study on 'The Role of Sub-districts in Village Governance: the Strengthening Village Governance Facilitator (P-PTPD) Model' aimed to examine: (1) changes in a sub-district's role once the P-PTPD pilot was being implemented, especially regarding village governance; (2) the main factors affecting the implementation; and (3) the perspectives of the village, sub-district, and district governments in viewing the PTPD's role in assisting village governance.

Due to the ongoing pandemic of COVID-19, data collection for the study was carried out virtually in KOMPAK-assisted districts from June to October 2020. Locations for the study were selected using the following criteria: the district had at least one sub-district with PTPDs being assisted by KOMPAK, and at least one sub-district that had replicated the P-PTPD model. These districts were Pekalongan and Bima. In each eligible sub-district, two villages were selected to get their views on the sub-district's support to them. One district, Bantaeng, with one KOMPAK-assisted sub-district and one village was selected to pre-test the interview instrument. The study had a total sample of three districts, five sub-districts, and nine villages.<sup>1</sup>

## Main Findings

1. The implementation of the pilot of the P-PTPD model resulted in three types of change in the role of sub-districts. In the first type, there was an increase in the quantity (frequency and types) of village assistance and supervision (*binwas*) by the sub-districts. In the second, there was an increase in the quality of village *binwas* by sub-districts. In the third, there were no changes in the sub-district's role regarding the village *binwas*. The first and second changes occurred in KOMPAK-assisted sub-districts, although questions remain as to whether they can be sustained after KOMPAK's assistance. The third type occurred in the replication locations that did not get KOMPAK's continuous assistance.
2. The main factors affecting the P-PTPD implementation were:
  - a. **Regulations.** There are no regulations or instructions that clarify the positions, functions, and roles of PTPDs. This creates confusion, as the PTPDs are also a part of other village *binwas* teams with their own budget allocations.
  - b. **Budget.** The absence of budget is related to the regulations that justify PTPDs to be included in the sub-district budget structure. The district has not issued *peraturan bupati* (*perbup* or head of district regulations) on the position, organisational structure, scope of work, and functions of sub-districts as per Government Regulation No. 17 of 2018 on Sub-districts, and Minister of Home Affairs Regulation (*Permendagri*) No. 90 of 2019 on the Classification, Codification, and Nomenclature of Regional Development and Financial Planning.

<sup>1</sup> Since there were no major changes in the interview instrument after pre-test, this location was also included in the analysis to enrich the information without affecting the methodology.

- c. **Leadership of Head of Sub-district.** Reliance on leadership figures is still strong, especially as the formal status of PTPDs is weak. Change of leadership and other authority figures resulted in sluggish P-PTPD activities.
  - d. **Support from the districts.** At the time of data collection, none of the districts had comprehensive technical support for their sub-districts and villages. Availability of technical guidelines is also limited. In terms of budget, Pekalongan is the only district that increased the allocation for its sub-districts, including for the village *binwas*.
  - e. **Staff transfer and capacity strengthening.** Staff turnover was frequent, but the new staff were not adequately trained or prepared to replace those who had left.
  - f. **Benefits/incentives from P-PTPD implementation.** For the facilitators, being a PTPD is a duty or a task assigned to them by their superior. However, the capacity building they acquired made them feel appreciated by the village and it helped boost their motivation. PTPDs also improved the roles of and assisted the sub-districts in village *binwas* activities. For the UPTD (sub-district technical team), they had opportunities to advocate their programs to be included in the village plans. For the districts, PTPDs helped oversee the administrative process in the villages and, with KOMPAK's presence, this benefit had minimal implications for their budget.
3. Perspectives of the villages, sub-districts, and districts on the P-PTPD model:
- a. **Villages:** PTPDs have not been able to meet the various needs of villages in keeping with their development. PTPDs are still focused on supporting the administrative work and reporting, which are lacking in some villages. Villages that have already overcome these issues need assistance from PTPDs to solve other issues such as village economic development, which PTPDs have not adequately provided.
  - b. **Sub-districts:** PTPDs have improved the reputation and role of sub-district governments, which had previously been ignored by the village governments. PTPDs monitors Village Fund management to minimise 'findings' of mistakes that would be identified by the Regional Inspectorate.
  - c. **Districts:** PTPDs help shorten the physical distance to provide assistance to villages, especially in districts with a large number of villages, as well as disseminate information and promote priority programs for districts. However, these functions have not been running smoothly, due to PTPDs' limited capacity.
4. The replicating sub-districts have only established PTPD teams and ratified them through head of sub-district decrees. The remaining processes for establishing the P-PTPD model in KOMPAK-assisted locations, especially the provision of capacity building, have not been followed through. As a result, the PTPD teams in these locations have not made any difference or impact.
5. The P-PTPD model was implemented without evaluation, despite complaints from the heads of sub-districts. As they are in charge of PTPD facilitators, the heads need feedback on P-PTPD implementation for program improvement.
6. No evidence was found to show that sufficient representation by women was taken into consideration in the selection of PTPD team members, and it has not been stipulated in the PTPD guidelines. There are female PTPDs in three sub-districts, but they were selected because of their existing positions.

## Recommendations

This study provides several recommendations, both in a general context related to the P-PTPD model, and in a specific context for the Ministry of Home Affairs (MOHA or *Kemendagri*) and districts.

### Ministry of Home Affairs

- **Clarify in the organisational structure the positions, functions, and roles of PTPDs and other teams operating in the sub-districts, especially for *binwas*.** A clear definition of a PTPD's position, which includes their duties, goals (work program), and relationship with other sub-district teams operating in the villages, needs to be clarified through central regulations. This clarification is necessary for the sustainability, institutionalisation, and accountability of PTPDs' performance.
- **Push for budget allocations.** In accordance with the regulation on PTPDs, the central government should encourage the districts to allocate sufficient budgets for the implementation of PTPD duties.
- **Perform Integrated Village Apparatus Capacity Building (PKAD Terpadu) simultaneously with the P-PTPD model and Village Apparatus Independent-Learning Models (PbMAD).** Without an integrated capacity building system, the P-PTPD model does not operate optimally, especially with regard to capacity building. In addition, evaluation should be a part of the capacity building system for the P-PTPD model.

### Districts

- **Set up and implement the PTPD support system.** Districts need to set up support systems at the district and sub-district levels as part of Integrated PKAD, including evaluation and feedback from the district to the sub-district. This will help ensure the sustainability of the P-PTPD program and activities, despite personnel changes.
- **Map out the capacities of sub-districts and their villages.** The capacities and needs of villages targeted by the P-PTPD model vary, as well as the capacities of PTPDs as facilitators. For optimum support for the villages, the capacities of facilitators must correspond with their targets, so that the districts can assign PTPD teams who are able to meet the needs of their villages.
- **Provide operational budget for PTPDs in *binwas*, in accordance with Minister of Home Affairs Regulation No. 90 of 2019 on the Classification, Codification, and Nomenclature of Regional Development and Financial Planning.** As PTPDs are part of the implementation of the *binwas* function, funding for PTPDs can follow the classification, codification, and nomenclature contained in the regulation.
- **Issue a head of district regulation regarding the position, organisational structure, job descriptions and functions, as well as sub-district work procedures, in accordance with Government Regulation No. 17 of 2018 on Sub-districts.** A head of district regulation is required following the changes in the regulation.
- **Encourage/facilitate cross-learning and cooperation between sub-districts in the district.**

### General

- **Regulate the issues of female PTPD representation, as well as gender equality and social inclusion (GESI) in the guidelines.** The issue of women's representation in PTPD teams and GESI mainstreaming should be regulated in the guidelines for PTPDs. This regulation can help increase participation and provide access for capacity building for women and vulnerable groups in the villages.

- **Selectively replicate in accordance with the situation/capability of the districts.** Replication not only requires the issuance of a head of district regulation, but also a commitment to adequate budgeting, assistance, and mentoring. In the early stages, for example, the replication can be prioritised for sub-districts in remote locations.
- **In-depth/further study on delegation of authority to sub-districts.** All districts in the study locations have delegated some of the authority of the heads of districts to the heads of sub-districts to improve public services, as well as strengthen the role of the sub-district. Except for those related to village *binwas*, delegation of authority to other sectors has not been fully implemented. Further study regarding the obstacles and how to overcome them is needed.



## 1. Background

Law No. 6 of 2014 on Villages (the Village Law) has empowered villages with unprecedented authority and resources to manage their own development. This empowerment was given after villages lost their autonomy for 20 years following the enactment of Law No. 5 of 1979 on Village Administration. This law was revoked by Law No. 22 of 1999 on Regional Government,<sup>2</sup> which returned autonomy to the villages. However, that autonomy was not supported by adequate resources for more than 10 years, during which time the villages managed only IDR 260 million per year (2012) on average.<sup>3</sup> Since the enactment of the 2014 Village Law, annual funding in the form of Village Funds (DD), tax and levy revenue sharing, Village Fund Allocation (ADD), and cash assistance to villages has increased rapidly. In 2020, funding reached IDR 113 trillion for around 75,000 villages, or an average of IDR 1.5 billion per village.<sup>4</sup>

Due to the limited capacity and experience of the villages in managing and accounting for the new resources, the 2014 Village Law mandates supra-village governments to monitor, assist, and build the capacity of the village government, so that it can perform the tasks as mandated. In addition, Article 225 of Law No. 23 of 2014 on Regional Government specifically assigns sub-districts to assist and supervise (*binwas*) the villages. Government Regulation No. 43 of 2014 on Implementing Regulations of Law No. 6 of 2014 on Villages, as well as Government Regulation No. 17 of 2018 on Sub-districts, have detailed these tasks, along with other responsibilities.

Unlike a village, a sub-district is no longer a government/administration level as it was prior to the decentralisation era. The position of sub-district has evolved (Muslim, 2017). After decentralisation of power to the districts was implemented (following the revocation of Law No. 5 of 1974 on the Principles of Government in the Regions, replaced by Law No. 22 of 1999, which was later replaced by Law No. 32 of 2004 on Regional Government), the sub-district became an office of the district to implement some of the delegated authority of the head of district. The sub-district does not have as much control over its villages as before, although it is still tasked with assisting village governance. The sub-district budget is limited and so was the budget for villages prior to the 2014 Village Law. As a result, sub-districts saw little justification to monitor villages closely. Villages that have just regained their autonomy are also more likely to interact directly with the district government to access various resources, rather than through the sub-district (Wetterberg et al., 2014).

Following the 2014 Village Law and the subsequent increase in resources managed by the villages, supervision of and assistance for village governments became more significant. The sub-districts are now expected to assist and supervise their villages and accelerate their development. Law No. 23 of 2014 on Regional Government, as mentioned, assigns the sub-districts to help the district heads in assisting and supervising their villages. However, due to the lack of support and unclear authority from the district, as well as a lack of understanding of its role and responsibilities, the sub-district has not been performing these functions in an optimal way.<sup>5</sup> There are many regional head regulations related to the duties and functions of sub-districts that have not been adjusted to Government Regulation No. 17 of 2018 on Sub-districts. The authority over community and village empowerment is often still considered as an attribute of the Community and Village Empowerment Agency (DPMD).<sup>6</sup>

<sup>2</sup> Law No. 22 of 1999 replaced Law No. 5 of 1979 on Village Administration and Law No. 5 of 1974 on Principles of Regional Government.

<sup>3</sup> In 2012, the realisation of village income was IDR 19,092 billion and Indonesia had 72,944 villages (2013 figures) (Abidin, 2015).

<sup>4</sup> See <https://www.bps.go.id/indicator/13/1977/1/realisasi-penerimaan-dan-pengeluaran-pemerintah-desa-seluruh-indonesia-format-baru.html>.

<sup>5</sup> 'PTPD Pilot Profile', KOMPAK Document, version 3, 8 July 2019, unpublished. See also SMERU, 'The Role of Districts in the Implementation of the Village Law', Policy Note, No. 1, December 2015.

<sup>6</sup> Community and Village Empowerment Agency is a generic name. In the districts, the naming and scope of duties of this agency may vary.

The Ministry of Home Affairs (MOHA) is the main institution that designs overall capacity building for village governments. Supported by KOMPAK, MOHA drafted the Master Plan of the Village Apparatus Capacity Development Strategy (RI-SPKAD), starting from the central to village level. However, the draft has not been officially published. At the sub-district level, in particular, there is a plan to strengthen a group of sub-district officials who assist villages in improving their capacities. This is what came to be called the Strengthening Village Governance Facilitator (P-PTPD) model, and the assigned officials to be called Village Governance Facilitators (PTPDs).

In the 'Draft PTPD Guidelines', a PTPD is defined as 'The State Civil Apparatus (ASN) of the sub-district office, who is given a particular task to be an agent of change in the Village Government Environment, as well as to assist the Village Governments in implementing Village Governance with the knowledge, skills, and work ethos that are acquired through special training' (page 4).<sup>7</sup> As further detailed in the 'Draft PTPD Guidelines', a PTPD aims to: (a) Assist the heads of sub-districts in the implementation of assistance and supervision functions of village governance; (b) Assist the heads of sub-districts in becoming village facilitator coordinators; (c) Bring together the interests of the district governments and the village governments; and (d) Assist the village governments in implementing an effective and efficient village governance that is based on the authority of the village.<sup>8</sup>

PTPDs are trained to assist and supervise the village using the modules and training materials provided by MOHA. The training system developed by MOHA is also gradual, starting with a group of national trainers who train people at the province level, and then these people train the PTPDs. This training is expected to prepare the facilitators in performing their tasks at their respective locations.

In addition to giving supra-village governments the authority to assist and supervise village governments, the explanation section of Article 112, paragraphs 3 and 4, of the Village Law stipulates that village community empowerment should be facilitated and that the supra-village government should provide the human resources and management for this empowerment. In response to this, the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (MOV or Kemendesa) assigned professional assistants – known as village facilitators (PDs) – to the villages based in sub-districts. The village facilitators are also supported by several local village facilitators (PLDs) in the sub-districts, and technical specialists based in the district – all of them under the P3MD program (Village Community Development and Empowerment Program) from MOV.

KOMPAK, as a facility funded by the Australian Government to support the Indonesian Government in achieving its poverty reduction target and addressing inequality, initiates and/or supports the government's initiatives, including assisting the village and supra-village governments, through several programs. One of KOMPAK's key activities is the development and piloting of P-PTPD implementation designed by the Ministry of Home Affairs in 44 sub-districts (within 26 districts of seven provinces) in Indonesia, under the Kecamatan and Village

<sup>7</sup> This definition is somewhat different from that described earlier in the same document (p. 3) which does not consider PTPD as a particular task, but as a function that must be carried out by sub-district officials.

<sup>8</sup> The draft of the guidelines was issued by the Directorate General of Village Government Development, Ministry of Home Affairs, in 2019. This draft provides an initial (non-technical) and general explanation of PTPD, including the rationale, purpose, and objectives of PTPD, as well as the functions, roles, and duties of PTPD.



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Strengthening Flagship Program.<sup>9</sup>The P-PTPD pilot design phase was conducted in 2016–2017, and the model implementation and refinement began in July 2017 and will end in December 2021.

KOMPAK also encourages other sub-districts in KOMPAK-assisted districts to replicate this program. There are districts that encourage all of their sub-districts to form the PTPD team and there are sub-districts that have the initiative to replicate the P-PTPD model. At the same time, the Indonesian Government, supported by the World Bank, plans to launch a support program for village government capacity building in 2021. KOMPAK's experience in implementing the P-PTPD model will be a substantial and timely input. This motivated KOMPAK to conduct 'The Role of Sub-districts in Village Governance: the Strengthening Village Governance Facilitator (P-PTPD) Model' study in its assisted areas, with the main objective to obtain lessons learned that can inform the government.

<sup>9</sup> The seven provinces are Aceh, Central Java, East Java, West Nusa Tenggara (NTB), South Sulawesi, Papua, and West Papua.

## 2. Pilot of P-PTPD Model<sup>10</sup>

The P-PTPD model is aimed at improving the quality of assistance and supervision of village governance, by providing technical support to PTPDs and other related parties at the sub-district level, so that they can provide the optimum support to the village government apparatus. PTPDs support the heads of sub-districts in assisting and supervising their villages, while also bringing together the interests of the district and village governments. As much as possible, the support uses resources or resource persons available in the district/province, including non-government ones.

There were several main goals in the early stages of the pilot. First, the sub-district apparatus assigned by the sub-district head as PTPDs were trained by the trainers in the province. These trainers had previously been trained by the trainers (the 'grand masters', who were involved in developing the program) to prepare them for their roles. After the training, some of the trainers were recruited as Village Apparatus Capacity Building Experts (TA-PKAD) in the provinces, and facilitated various activities and disseminated the P-PTPD design to the district government.

At the district level, the heads of districts were encouraged to issue a regulation that legalises the establishment of PTPDs at the sub-district level, as well as to allocate a budget for PTPD capacity building, especially related to village government administration and governance, and other operational costs. At least two trained sub-district officials and/or community facilitators were expected to actively interact with the village government in their respective area to identify its existing capacities and learning needs. PTPDs can provide direct support or bridge the gap between the village government and local training providers, including experts, facilitators, and community or private organisations, to assist the capacity building of villages according to their needs. In addition, the clinics or learning centres managed by PTPDs were established in the sub-districts to assist and facilitate fellow village governments to prepare village plans, make required reports, and prepare and manage village budgets, among other responsibilities.

In the next stage, TA-PKAD was expected to facilitate various activities of the pilot, as well as to promote and disseminate the P-PTPD concept to the district governments. The pilot of the P-PTPD model began by mapping out local resources, including regulations and activities related to capacity building for village officials, training modules, resource persons, and qualified trainers. In addition, available or potential funding to support the implementation of the P-PTPD model was also mapped, along with the local context and variations within the implementation of the P-PTPD model in various regions. The mapping was conducted continuously until 2020.

One of the duties of PTPDs is to facilitate the capacity building of village officials through the Village Independent-Learning Models (PbMAD), as a component of the RI-SPKAD strategy developed by the Ministry of Home Affairs, with KOMPAK's assistance (Box 1). A PTPD is expected to provide assistance and supervision in this learning process. The villages identify and determine what they want to learn or study according to their needs. Villages with similar needs can conduct joint PbMAD to be more efficient and effective, as well as to share experiences with each other. PTPDs will provide assistance, such as identifying the needs, and becoming or finding suitable resource persons. The resource persons can come from the villages in the sub-district, including the apparatus, or from outside the sub-district. The learning method does not

<sup>10</sup> This section refers to the 'PTPD Pilot Profile', KOMPAK Document, version 3, 8 July 2019, unpublished.

have to be in the classroom (conventional). The PbMAD is expected to improve the capacity of the village apparatus 'on a massive scale as well as effective, efficient, accelerative, responsive, and sustainable' within 2–5 years and can equally cover all village apparatuses in Indonesia.<sup>11</sup>

### **Box 1. The Role of Village Governance Facilitator (PTPD)<sup>12</sup>**

The duties of Government Apparatuses in the sub-districts that function as PTPD are as follows:

1. Coordinate Village Apparatus capacity building by Government Agencies, Non-Government Agencies, and other capacity building Institutions according to the needs of each village.
2. Facilitate the implementation of the Village Independent-Learning Models (PbMAD) in accordance with the Technical Operations Manual (PTO) of PbMAD.
3. Coordinate the monthly Coordination Meetings in the sub-districts for the implementation of Village Governance.
4. Monitor and evaluate the implementation of village development regularly and periodically.
5. Coordinate the process of issuing regulations in the village as mandated by the regulations above it and other regulations in the village.
6. Supervise the implementation of regulations that have been set out in the villages and regulations issued by the District, Provincial, and Central Governments.
7. Coordinate the need for regional regulations to support the implementation of the Village Governments.
8. Coordinate budget sourced from the Central Government and District Governments.
9. Coordinate village development proposals through village development planning at the Sub-district and District levels.
10. Coordinate village assistance in the Sub-district.
11. Perform the facilitator duties related to the Implementation of Village Governance, including:
  - a. To facilitate the preparation of Village and Village Head Regulations.
  - b. To facilitate the implementation of the Village Governance Administration.
  - c. To facilitate the Village financial management and Village asset utilisation.
  - d. To facilitate the implementation and enforcement of laws and regulations concerning the villages.
  - e. To facilitate the implementation of Village Heads' and Village Apparatuses' duties.
  - f. To facilitate the implementation of Village Head elections.
  - g. To facilitate the implementation of Village Council duties and functions.
  - h. To facilitate the synchronisation of regional development planning with village development.
  - i. To facilitate the implementation of social institutions' duties, functions, and obligations.
  - j. To facilitate the preparation of Village Development Planning.
  - k. To facilitate Village Budget (APB Desa) preparation.
  - l. To facilitate the preparation of Village Budget allocation reports.
  - m. To facilitate the preparation of Village Governance implementation reports.
  - n. To facilitate village cooperation with other villages and third parties.
  - o. To facilitate the spatial arrangement, utilisation, and implementation of the village, as well as the establishment and affirmation of village boundaries.

<sup>11</sup> 'Draft PbMAD Technical Operations Manual', version 2017 (unpublished), page 4.

<sup>12</sup> Cited from 'Draft PTPD Guidelines', pages 7–8.

### 3. Methodology

#### 3.1. Objectives of the Study

This study was conducted as a means to understand how the P-PTPD model can improve the role of sub-districts in assisting village governments to improve their administration and public service capacities.<sup>13</sup>

The study was also conducted to document the process and results of the P-PTPD model that has been piloted since 2017, as well as to ascertain what is considered to be well-functioning and good PTPD and what are the main factors that affect it. In addition, the findings of this study will serve as lessons learned for improvement of the P-PTPD model before being replicated.

#### 3.2. Key Research Questions

This study will answer the following questions:

- a. How did the roles of sub-districts change after the implementation of the P-PTPD model, especially those related to village governance?
- b. What are the main factors affecting the implementation?
- c. What are the perspectives of the village, sub-district, and district in viewing the role of PTPDs in facilitating village governance?

#### 3.3. Location and Timing

This study was performed in five sub-districts and nine villages in three KOMPAK-assisted districts, according to the criteria detailed in **Table 1**. Based on these criteria, the locations are detailed in **Table 2**.

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<sup>13</sup> Specifically on the role of sub-districts in improving basic services, see Muslim, 2017.

**Table 1. Location Selection Criteria**

| District   | Sub-district   | Village   |
|--|--|---|
| <ol style="list-style-type: none"> <li>1. The western and eastern parts of Indonesia: Pekalongan (West), Bima (East), and Bantaeng (East), as locations for the pre-test of the interview instrument.</li> <li>2. Areas that do not have extreme and specific conditions (for example, Papua, Aceh and/or archipelagic areas).</li> <li>3. Districts that are assisted by KOMPAK and have sub-districts that replicate the P-PTPD approach.</li> </ol> | <p>Two sub-districts within each district were chosen based on the following criteria:</p> <ol style="list-style-type: none"> <li>1. They piloted/replicated the P-PTPD approach. The indicator: There is a PTPD team in the sub-district (either through a head of sub-district decree (SK) or other mechanisms).</li> <li>2. They are or are not assisted by KOMPAK.</li> <li>3. Not in areas with extreme and specific conditions.</li> <li>4. Has adequate cellular communications network, as the study was conducted through remote/virtual interviews.</li> </ol> | <p>Two villages within each sub-district were chosen based on the following criteria:</p> <ol style="list-style-type: none"> <li>1. They had good or average performance levels (according to the sub-district).</li> <li>2. They had adequate cellular communications network as the study was conducted through remote/virtual interviews.</li> <li>3. Not in areas with extreme and specific conditions.</li> <li>4. Distance from the sub-district capital (near/far).</li> </ol> |

**Table 2. Location of the Study**

| Province                 | District   | Sub-district (pseudonym)        | Criteria  | Village (pseudonym)   | Criteria  |  |
|--------------------------|------------|---------------------------------|---|---|---|--|
| South Sulawesi           | Bantaeng*  | Sub-district One                | <ul style="list-style-type: none"> <li>• KOMPAK location.</li> <li>• The first sub-district to pilot P-PTPD.</li> </ul> | Lapa Village  | Average performance, near the sub-district capital, adequate cellular access.     |  |
| Central Java             | Pekalongan | Sub-district Two (KOMPAK)       | <ul style="list-style-type: none"> <li>• KOMPAK location.</li> <li>• The first sub-district to pilot P-PTPD.</li> </ul> | Kreo Village  | Good performance, near the sub-district capital, adequate cellular access.        |  |
|                          |            |                                 |   | Gemel Village   | Average performance, far from the sub-district capital, adequate cellular access. |  |
|                          |            | Sub-district Three (non-KOMPAK) |   | <ul style="list-style-type: none"> <li>• Non-KOMPAK location.</li> <li>• The sub-district that replicates P-PTPD approach.</li> </ul> | Pawang Village  | Good performance, far from the sub-district capital, adequate cellular access. |
|                          |            | Hutomo Village                  |   | Average performance, near the sub-district capital, adequate cellular access.   |   |  |
| West Nusa Tenggara (NTB) | Bima       | Sub-district Four (KOMPAK)      | <ul style="list-style-type: none"> <li>• KOMPAK location.</li> <li>• The first sub-district to pilot P-PTPD.</li> </ul> | Limbe Village   | Average performance, near the sub-district capital, adequate cellular access.     |  |
|                          |            |                                 |   | Hua Village   | Good performance, far from the sub-district capital, adequate cellular access.    |  |
|                          |            | Sub-district Five (non-KOMPAK)  |   | <ul style="list-style-type: none"> <li>• Non-KOMPAK location.</li> <li>• The sub-district that replicates P-PTPD approach.</li> </ul> | Sira Village  | Good performance, far from the sub-district capital, adequate cellular access. |
|                          |            |                                 |   | Hulu Village  | Average performance, near the sub-district capital, adequate cellular access.     |  |

\* Location for the pre-test of the interview instrument . Since there were no substantial changes in the interview instrument after the pilot, the location of the trial was also included in the analysis.

Overall the activities of the PTPD study occurred as follows:

**Table 3. Timing of the Study**

|   |                             |
|---|-----------------------------|
| Document review and preparation of study instruments                      | May–June 2020               |
| Pre-test of interview instrument and data collection in Bantaeng District | June–July 2020              |
| Data collection in Pekalongan and Bima Districts                          | July–October 2020           |
| Analysis and report writing   | November 2020–February 2021 |

### 3.4. Data Collection Technique

This study used qualitative method. Primary data were collected through in-depth interviews with various stakeholders as the key informants. The key informants were initially identified through discussion with KOMPAK and the TA-PKAD team who were assigned in their respective provinces and districts of study. The other informants were identified using the snowball sampling method.<sup>14</sup> In addition, secondary data were also collected, such as national documents related to the sub-districts, head of district regulations, and related head of sub-district decrees, PTPD training modules, and other documents considered relevant to the topic of this study. Secondary data were used to finalise the interview instrument and to verify/cross-check the information obtained from the interviews.

Given the COVID-19 pandemic situation, the primary data in this study were collected remotely through virtual interviews. The interviews were conducted via telephone call, Zoom meeting, and WhatsApp. Interviews at the district, provincial, and national levels could generally be performed via Zoom meeting. However, interviews at the sub-district and village levels were more frequently performed via telephone call and WhatsApp, due to inadequate internet service for using Zoom. The times and schedule for the interviews were adjusted to suit the availability of the informants. Nearly 70% of the interviews were conducted in the morning and afternoon, while the remainder were conducted in the evening.

Four groups of key informants were interviewed in this study. First to be interviewed were the stakeholders at the district level, such as the Regional Development Planning Agency (*Bappeda*), Community and Village Empowerment Agency (DPMD), Public Administration (*Tapem*) Section of the Regional Secretariat Office, and Village Community Development and Empowerment Program Technical Experts (TA-P3MD). Second, interviews were held for the stakeholders at the sub-district level, such as representatives of the PTPD team (including female PTPD members from each sub-district), the sub-district head, sub-district secretary (*sekcam*), health clinic (*puskesmas*), Regional Technical Implementation Unit of Education Office (UPTD Pendidikan), and village facilitators. Third, the village level stakeholders were interviewed, such as village heads, village officials (including village secretary/*sekdes* and administrative coordinator/section coordinator representatives), and Village Council/BPD representatives. Fourth and

<sup>14</sup> With the snowball sampling method, informants were identified based on interviews or information from previous informants.

finally, interviews took place for KOMPAK representatives at the district, provincial, and national levels, as well as TA-PKAD at the provincial and national levels.

This study also considered the aspect of gender equality in the study design, data collection, and analysis processes. For example, the interview guidelines were designed to accommodate gender aspects, including ensuring the representation of female informants in each target group, such as female village officials, female PTPDs, female members of BPD, and District Sectoral Office (OPD) female staff. The representation of women as informants in the study was around 22% of the total 82 informants (64 males and 18 females).

### 3.5. Limitations of the Study

This study was designed ahead of the travel restrictions due to the COVID-19 pandemic. Therefore, once the restrictions were in place the data could only be collected virtually, which led to several consequences and possibility of bias:

- The selection of the sub-districts tended to be biased toward areas with relatively good access to cellular/internet networks. Those areas are generally located near the district capitals and tend to be more 'developed', not remote areas.
- There were difficulties in relying on and needing to obtain the supporting documents from the informants (compared with field search).
- The inability to make direct observations, such as how village clinics operate.
- Although the location selection was biased toward areas with good cellular/internet networks, in reality connection problems still persisted. The interviews were frequently interrupted and had to be rescheduled. Thus, it took longer than expected.

In addition to the limitations caused by the remote data collection process, the study also had limitations caused by staff transfer or changes of staff and leaders of government institutions in the study locations (at district, sub-district, and village levels). This resulted in a limited number of key informants involved in the implementation of P-PTPD from the beginning. For example, in the last three years, the sub-district heads and staff who were previously involved in the P-PTPD model in all of the study locations had been changed (**see Section 9.3**).

The same thing happened at the village level due to the election of a new village head and change of village officials. This affected the depth of information regarding the changing role of sub-districts in village binwas. Of the key informants who moved/transferred, only a few could be traced and contacted, due to various reasons such as inactive contact numbers and no response to interview requests. To minimise the impact of these limitations, the information was triangulated with other relevant informants at the sub-district, district, village levels, and with the KOMPAK team at the district level. The information triangulation was also supported by secondary data, such as the initial decree for the establishment of PTPD team and village clinic, as well as reports/evaluations of the P-PTPD initial implementation in KOMPAK's study locations.



## 4. Regulations on the Role of Sub-districts and PTPD Positions

Article 112 of Village Law No. 6 of 2014 assigns the supra-village government to assist and supervise village governance, considering the responsibility villages have in receiving transfers of Village Funds from the State Budget (APBN). Article 225 of Law No. 23 of 2014 on Regional Government states that one of the nine tasks of the sub-district head is to assist and supervise the implementation of village activities. Furthermore, in Article 154 of Government Regulation No. 43 of 2014 on Implementing Regulations in Law No. 6 of 2014 on Villages, the tasks of the sub-district to assist and supervise the village are detailed in 18 points. Most of the tasks are to facilitate various village governance activities, such as governance administration, implementation and enforcement of regulations, synchronisation between regional development planning and villages, preparation of participatory and inclusive development planning, as well as program preparation and implementation of village community empowerment.<sup>15</sup> Naturally, the sub-district officials are tasked with supporting or assisting the heads of sub-districts in performing these duties, as contained in the regulations of the studied districts issued in 2017, prior to the issuance of Government Regulation No. 17 of 2018 on Sub-districts.

Normally, the district issues head of district regulations detailing the roles of the sub-district heads and their assistants, especially the secretary and section heads. The role of the PTPD, which has not been formally launched and which, in MOHA's design is the unofficial name for the sub-district state civil apparatus (ASN), was not included in the sub-district organisational structure. There is also no mention of being a village governance facilitator (PTPD) as one of the functions of sub-district office ASN, while according to Government Regulation No. 43 of 2014 on Implementing Regulations in Law No. 6 of 2014 on Villages, several key duties of PTPD (see **Box 1**) already existed and are embedded in the sub-district apparatus, especially in the roles of Governance Section Head (*Kasi Pem*) and Community and Village Empowerment Section Head (*Kasi PM*). **Table 4** shows several duties of *Kasi Pem* and *Kasi PM* based on the regulation of each district head, which look almost the same as some of the PTPD duties. As emphasised by a *Kasi Pem* in Lima Sub-district, '... They [the PTPD duties] have previously been performed, but centred on the Governance Section Head and not yet optimum... with the PTPD, the duties become more comprehensive and there are also the [technical] experts, such as *Kasi Fispra* [Physical and Infrastructure Section Head]'. Thus, the choice of a section head as PTPD is more reassuring as the candidates already have the basic skills needed to perform their PTPD duties.

<sup>15</sup> Government Regulation No. 43 of 2014 does not explicitly use the word inclusive, but clearly mandates the involvement of representatives of various society groups, including women, the poor, observers, and child welfare in village deliberations (Article 80).

**Table 4. Duties of Governance Section Head (*Kasi Pem*) and Community and Village Empowerment Section Head (*Kasi PM*) Compared with the Duties of PTPD<sup>16</sup>**

| Role   | <i>Kasi Pem</i> and <i>Kasi PM</i>   | PTPD   |
|--|--|--|
| General governance facilitation                        | <ul style="list-style-type: none"> <li>Perform general governance activities through coordination meetings and by assisting village officials.</li> </ul>  | <ul style="list-style-type: none"> <li>Perform facilitation duties for the purpose of village governance implementation, which includes: <ul style="list-style-type: none"> <li>Facilitating the implementation of village head and village officials' duties.</li> <li>Facilitating the implementation of village head election.</li> <li>Facilitating the implementation of Village Council's duties.</li> </ul> </li> <li>Facilitate the implementation of village governance administration.</li> <li>Coordinate monthly coordination meeting activities in the sub-district for the purpose of village governance implementation.</li> <li>Facilitate the preparation of reports on village governance implementation.</li> </ul> |
| Civil registry   | <ul style="list-style-type: none"> <li>Perform civil registration services.</li> </ul>   |  |
| Village regulations                                    | <ul style="list-style-type: none"> <li>Assist village government administrations in preparing village laws and village administration reports.</li> <li>Facilitate village arrangements and preparation of village regulations.</li> </ul> | <ul style="list-style-type: none"> <li>Coordinate the process for issuing regulations in the village, as mandated by the regulations above it and other village regulations.</li> <li>Facilitate the preparation of village regulations and village head regulations.</li> <li>Facilitate the implementation and enforcement of laws and regulations on villages.</li> </ul>   |
| Implementation of regulations and need for regulations |  | <ul style="list-style-type: none"> <li>Supervise the implementation of regulations set out in the village and regulations issued by the district, province, and central governments.</li> <li>Coordinate the need for regional regulations to support village governance implementation.</li> </ul>  |

<sup>16</sup> The duties of the *Kasi Pem* and *Kasi PM* are summarised from the relevant head of district regulations in two districts (Pekalongan Head of District Regulation No. 44 of 2017 on the Job Descriptions of Structural Positions in Sub-districts and Administrative Villages, as well as Bima Head of District Regulation No. 16 of 2017 on the Description of Duties, Functions, and Work Procedures of Sub-districts in Bima District). PTPD duties are cited from the 'Draft PTPD Guidelines'. Each regulation has different details of duties. Only similar duties are shown in Table 4.

| Role  | <i>Kasi Pem and Kasi PM</i>   | PTPD   |
|---|---|--|
| Development, monitoring and evaluation of village budgets | <ul style="list-style-type: none"> <li>Implement administrative assistance for the management of Village Budget (APB Desa) sourced from Village Fund Allocation (ADD) and Village Own-Source Revenue (PADes), through monitoring and evaluation to comply with the laws and regulations as well as technical guidelines.</li> </ul> | <ul style="list-style-type: none"> <li>Monitor and evaluate the implementation of village development at regular periods.</li> <li>Facilitate the preparation of Village Development Planning.</li> <li>Facilitate the preparation of Village Budgets (<i>APB Desa</i>).</li> <li>Facilitate the preparation Village Budget Realisation Reports.</li> <li>Facilitate village financial management and village asset utilisation.</li> </ul>                            |
| Facilitating intra- and inter-village cooperation         | <ul style="list-style-type: none"> <li>Facilitate inter-village cooperation and inter-village dispute settlement.</li> </ul>  | <ul style="list-style-type: none"> <li>Facilitate cooperation between the village and other villages/third parties.</li> </ul>   |
| Coordination with the district                            |   | <ul style="list-style-type: none"> <li>Coordinate budgets sourced from the central and district governments.</li> <li>Coordinate village development proposals through village development planning at the sub-district and district levels.</li> <li>Facilitate the synchronisation of regional development planning with village development.</li> </ul>   |
| Capacity building   |   | <ul style="list-style-type: none"> <li>Coordinate the capacity building process of Village Apparatus by government agencies, non-government agencies, and other capacity building institutions, according to needs of the village.</li> <li>Facilitate the implementation of Village Independent-Learning Models (PbMAD) in accordance with the Technical Operations Manual (PTO) of PbMAD.</li> <li>Coordinate the village assistance in the sub-district.</li> </ul> |
| Others  |   | <ul style="list-style-type: none"> <li>Facilitate the implementation of social institutions' tasks, functions, and duties.</li> <li>Facilitate the village spatial arrangements and utilisation, as well as the establishment and affirmation of village boundaries.</li> </ul>  |

**Table 4** shows that PTPD duties are more detailed and technical. Many duties are related to the capacity building and facilitation of independent learning for village officials (see **Section 6.4**). In addition, there is some delegation of the district head's authority to the sub-district head, especially those related to the village, to shorten the physical distance for providing village assistance and supervision, such as evaluating *APB Desa* and verifying reports or expenditure accountability reports (SPJs). These duties are performed to ensure that the village governments are preparing the *APB Desa*, and implementing and accounting for it in accordance with the regulations or 'administration discipline', especially from the central and district governments. The sub-district heads established a team that included PTPDs to perform these duties.

The 'Draft PTPD Guidelines' do not clearly explain the position of PTPDs. They only state that 'the government apparatus at the sub-district level must be able to function as Village Governance Facilitators (PTPD) who are responsible for assisting and supervising village governance'. Village governance assistance is the function or attribute of the sub-district and is performed by its apparatus. It is not a new or ad hoc task. However, as mentioned in **Section 1**, the same guidelines state that the PTPD role is a special assignment. The ambiguous role of PTPDs has created confusion over the tasks they should perform. This is reflected in the various interpretations of PTPD roles by every PTPD informant during their interviews. The varied interpretations of PTPD roles are detailed in **Section 6**.

## 5. Implementation

This section discusses the beginning of P-PTPD model implementation in the study locations, starting with a description of the context of each location, implementation, and expected role/duty of the PTPD. How the P-PTPD model is replicated in the study districts and the implementation of the learning centres or village clinics, which are part of the P-PTPD, is also discussed.

### 5.1. Location Context

This section describes the context of the study locations in general (**Tables 5 and 6**). For example, it provides the characteristics of the districts and sub-districts (e.g. demographics, livelihoods, number of poor people, relevant local regulations, and the number of sub-districts with PTPDs). In addition, a brief explanation of the field situation during COVID-19 pandemic is provided (**Box 2**).

Among the three study districts, Pekalongan has the largest population (approximately two to four times larger than the other districts). Pekalongan therefore has a much larger population of people living in poverty, although the proportion of poverty in the three districts is virtually the same (ranging from 9.03 to 9.74%). Pekalongan District also has the largest number of villages (272), while Bantaeng District has the least number of villages (46).

The area and number of villages of a district can affect the extent of physical/face-to-face interaction between the district government (especially DPMD) and the villages, particularly related to village binwas. For instance, Bantaeng has relatively few villages, and so has less difficulty in reaching all of the villages in their area. Within a year, the district government (in this case the DPMD) is able to visit every village once or twice. The village governments in Bantaeng also have relatively easier access to the district government due to their closer proximity.

The situation in Pekalongan is the opposite of Bantaeng. The large number of villages – nearly six times that of Bantaeng – has led to limited interaction between the district and its villages. Based on interviews with the Community and Village Empowerment Agency (DPMD) of Pekalongan, less than half their villages can be visited by the district in a year, and most of those villages are relatively close. In addition, the institutional structure of the district DPMD, which handles village governance, empowerment of rural communities, women’s empowerment and child protection, as well as population control and family planning, caused the focus of village management to be divided. There are only six to seven staff who directly handle the 272 villages. As a result, the reach of binwas from the district to all of its villages is limited. This condition affects the extent of the sub-district’s role needed by the villages.

Within the three districts, two sub-districts have piloted the P-PTPD approach in Bantaeng (one of which is KOMPAK-assisted), three in Pekalongan (including one assisted by KOMPAK), and all 18 in Bima (including two KOMPAK-assisted sub-districts).

**Table 5. Context of the Study Location Districts**

| Description                                    | Bantaeng District   | Pekalongan District  | Bima District  |
|--|---|--|--|
| Population (people)                            | 201.115   | 897.711  | 483.901  |
| Percentage of people living in poverty (%)     | 9,03  | 9,71   | 9,74   |
| Area (km <sup>2</sup> )                        | 395,8   | 836,1  | 4.389  |
| Main livelihood                                | Agriculture;<br>Fisheries   | Processing industry;<br>Agriculture; forestry;<br>and fisheries;<br>Trading;<br>Construction   | Agriculture;<br>Trading;<br>Transportation;<br>Processing industry   |
| Number of sub-districts                        | 8 sub-districts   | 19 sub-districts   | 18 sub-districts   |
| Number of villages and administrative villages | 46 villages and 21 administrative villages<br>( <i>kelurahan</i> )  | 272 villages and 13 administrative villages<br>( <i>kelurahan</i> )  | 192 villages   |
| Number of sub-districts that have PTPDs        | 2 sub-districts   | 3 sub-districts  | All sub-districts have issued the Decree for PTPD team   |
| Relevant local regulations                     | <ul style="list-style-type: none"> <li>• Head of Bantaeng District Decree No. 100/33/1/2018 on the Stipulation of the Types of Head of District Authority Delegated to Head of Sub-district.</li> <li>• Head of Bantaeng District Regulation (<i>Perbup</i>) No. 18 of 2019 on PKAD Implementation Guidelines.</li> </ul> | <ul style="list-style-type: none"> <li>• Head of District Regulation (<i>Perbup</i>) No. 46 of 2017 on the Delegation of Head of District Authority to Head of Sub-District.</li> <li>• Head of Pekalongan District Decree No. 137/269 of 2017 on the Delegation of Some Authority of the Head of District to the Head of Sub-district.</li> </ul> | <ul style="list-style-type: none"> <li>• Head of Bima District Decree No. 188.45/755/03.1/2017 on the Delegation of Some Authority of the Head of Bima District to the Head of Sub-district.</li> <li>• Draft of Head of District Regulation (<i>Ranperbup</i>) on Bima PKAD (in ratification process). There is already a governor regulation on PKAD at provincial level.</li> </ul> |

Most of the sub-districts in the study locations have relatively large populations and are close to the district capital, except for Sub-district Two in Pekalongan, which is in the highlands, far from the city and bordering with other districts, and has the smallest population and number of villages. The local residents typically work in the agricultural sector. The number of PTPDs assisting the sub-districts in mentoring the villages also varies, with the most in Pekalongan and the fewest in Bima. The female PTPDs range from 0–25% of the total team members.

The district governments have begun to pay attention to the increasing role of the sub-districts in support of village governance and basic services. This is indicated by local regulations that were issued in 2017 and 2018, namely those related to the delegation of some authority from the district head to the sub-district head. The regulations authorise the sub-district to perform the village's *binwas* role and improve basic services, as those roles are also delegated by the district head. However, in its implementation, the delegation of authority is not considered optimal by the district and sub-district, as most of the delegated roles have not been performed by the sub-district. Some of the factors behind this are budget shortfalls and a lack of socialisation related to the regulations – there are still sub-districts that do not understand their delegated authority – and lack of support from the sector whose authority was delegated to the sub-district.

Aside from the regulations regarding the delegation of authority from the district head to the sub-district head, there are districts that have issued regulations on Village Capacity Building, namely Bantaeng, which issued a head of district regulation (*perbup*) on PKAD in 2018. Two other districts are also in the process of issuing similar, relevant *perbup*, namely Bima (Regulation on PKAD) and Pekalongan (Regulation on Village *Binwas*). West Nusa Tenggara (NTB) and Central Java also have similar regulations.

**Table 6. Context of Study Location Sub-districts**

| Description  | Sub-district One, Bantaeng District  | Sub-district Two, Pekalongan District            | Sub-district Three, Pekalongan District   | Sub-district Four, Bima District | Sub-district Five, Bima District |
|--|--|--|---|----------------------------------|----------------------------------|
| Population (people)  | 34.072   | 13.105   | 37.674  | 48.211                           | 37.765                           |
| Livelihood   | Seaweed farmers, fishermen, rice and plantation farmers, red brick production business | Rice and second crop ( <i>palawija</i> ) farmers | Rice, <i>palawija</i> , and fruit (durian) farmers, industrial and quarry workers | Rice and corn farmers            | Rice, corn, and shallot farmers  |
| 2020 budget  | IDR 500 million  | IDR 2.3 billion <sup>17</sup>                    | IDR 2.7 billion <sup>18</sup>   | IDR 573.45 million               | No information                   |
| Number of villages   | 10 villages  | 9 villages                                       | 15 villages   | 14 villages                      | 14 villages                      |
| Year of establishment of PTPD Team per Head of Sub-district Decree | 2017   | 2017   | 2020  | 2017                             | 2017                             |
| Total PTPD (male/female)   | 8<br>(6 males, 2 females)  | 18<br>(17 males, 1 female)                       | 17<br>(13 males, 4 females)   | 5<br>(5 males, 0 females)        | 5<br>(5 males, 0 females)        |

<sup>17</sup> The budget set by APBD for sub-districts at the end of 2019. This amount later decreased (40–50%) due to COVID-19 pandemic (budget refocusing).

<sup>18</sup> The budget set by APBD for sub-districts at the end of 2019. This amount later decreased (40–50%) due to COVID-19 pandemic (budget refocusing).



| Description  | Sub-district One, Bantaeng District  | Sub-district Two, Pekalongan District   | Sub-district Three, Pekalongan District   | Sub-district Four, Bima District                                     | Sub-district Five, Bima District   |
|--|--|---|---|--|--|
| PTPD Element   | Sub-district staff, <i>puskesmas</i> , village facilitators, TA-P3MD   | Sub-district staff, <i>puskesmas</i> , Education UPTD, Public Works UPTD, Head of Religious Affairs Office (KUA), Sub-District Social Welfare Workers (TKSK), Conditional Cash Transfer (PKH) facilitator, village facilitators | Sub-district staff, village facilitators, Education UPTD, <i>Puskesmas</i> UPTD, Road and Bridge Maintenance UPTD, Education and Culture ( <i>Dikbud</i> ) UPTD, Local Village Facilitators (PLD) | Sub-district staff   | Sub-district staff   |
| The existence of village clinic  | Exist (But no longer active)   | Exist (But no longer active)  | None  | Exist (Active)   | None   |
| PbMAD activities   | There were activities when the PTPD team was first formed, but they are currently inactive                               | There were PbMAD activities during the leadership of the former sub-district head, but currently no activities  | Never   | There have been some activities, but currently not active            | Never  |
| The existence of other teams related to village planning and budgeting | Village Development Work Plan (RKP Desa) and the Village Revenue and Expenditure Budget Plan (RAPB Desa) Evaluation Team | Village <i>Binwas</i> Team, Village RKP and Village Budget Evaluation Team  | Village <i>Binwas</i> Team, Village RKP and Village Budget Evaluation Team  | Village RAPB and Village Accountability Report (LPJ) Evaluation Team | Village Fund <i>Binwas</i> Team Village RAPB Evaluation Team Village Expenditure Accountability Report Verification Team |

## Box 2. Situation of the Sub-districts during COVID-19 Pandemic

The COVID-19 pandemic has affected the sub-districts performance in supporting village governance. One of the main concerns are budget cuts. According to one informant, Pekalongan experienced a 40–50% budget reallocation for responding to COVID-19 and the implementation of the 2020 regional elections. 'The honorariums of the *Binwas* team were also cut this year due to COVID-19. Usually, it is paid for six months every year, now it is only for three months. The budget for this year has run out,' said a staff member from Sub-district Three, Kabupaten Pekalongan, who is also a PTPD.

Most of the cuts came from the allocation for the purchase or repair of official vehicles and residences. Village visits, especially to those far away, were therefore disrupted. In addition, gatherings that involved many people were restricted, so that activities such as sub-district coordination meetings were rarely conducted.

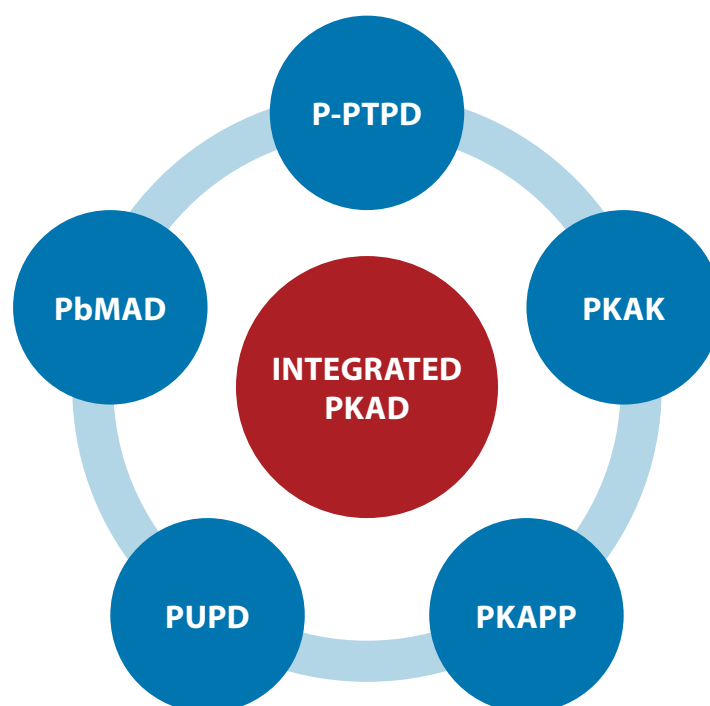
In Bantaeng, the sub-district budget was already limited prior to COVID-19, due to the removal of funding for 2017 and 2018 coordination meetings. Budget reallocations for the pandemic response compounded this situation, so that a coordination meeting was not held at least until August 2020, when this study's data collection was conducted. Several sub-districts tried to overcome the lack of face-to-face coordination with the villages by coordinating via WhatsApp groups, especially to disseminate the latest COVID-19 information.

The meetings in Bima were also restricted. WhatsApp groups became the medium for disseminating pandemic response information, especially the COVID-19 data from *puskesmas*, and what needs to be done across sub-districts. Some informants said that some sub-district coordination meetings were still held during the pandemic, albeit incidentally. The two methods were used by the sub-districts to explain to the villages how to allocate their Village Fund for the purchase of health protocol equipment, such as 'thermo-gun' thermometers, personal protective equipment (PPE) for the village COVID-19 taskforce, and handwashing stations needed to combat the pandemic.

## 5.2. Initial Implementation of P-PTPD

The Directorate General of Village Government Affairs (*Ditjen Bina Pemdes*) of the Ministry of Home Affairs prepared the Master Plan of the Village Apparatus Capacity Development Strategy (RI-SPKAD). The RI-SPKAD was later translated into the Integrated Village Apparatus Capacity Building (PKAD) Program, which consists of five sub-programs: Basic Training or Training for Village Leaders (PUPD); Village Apparatus Independent-Learning Models (PbMAD); Village Governance Facilitator Strengthening (P-PTPD); District Apparatus Capacity Building (PKAK); and Central and Provincial Apparatus Capacity Building (PKAPP). The five components are designed to be implemented both simultaneously and sequentially.<sup>19</sup>

**Figure 1. Components of Integrated PKAD**



Source: Draft Integrated PKAD General Guidelines (version 3)

KOMPAK has been gradually piloting the P-PTPD model in its seven assisted provinces since 2017. From the interviews with various informants, the flow or process of P-PTPD implementation in KOMPAK locations can be seen in **Figure 2**.

<sup>19</sup> For more details on integrated PKAD, see the 'Draft Integrated PKAD General Guidelines' (version 3), Directorate General of Village Development, Ministry of Home Affairs, 2019 (unpublished).

**Figure 2. P-PTPD Implementation Flowchart**

The P-PTPD implementation begins with training for people who have the potential to become team members in each sub-district, including those from UPTD and P3MD.<sup>20</sup> 19 For the sub-district study locations assisted by KOMPAK, the initial training for all prospective PTPD team members was facilitated by KOMPAK in the provincial capital, together with participants from other districts. In non-KOMPAK sub-districts, there was no initial training for all PTPD team members, except for one person at a non-KOMPAK location in Bima. Apparently, the provinces of Central Java, South Sulawesi, and West Nusa Tenggara did conduct basic PTPD training funded by the Ministry of Home Affairs in 2018, but the study did not find any data regarding the trainees or even how many there were. According to the sub-district informants from the Bantaeng and Bima districts, only one participant per sub-district was trained by the Ministry of Home Affairs. **Table 7** shows the overall initial PTPD capacity building.

<sup>20</sup> Although in the 'Draft PTPD Guidelines' it is stated that PTPDs are ASN/sub-district office staff, in three out of five sub-district study locations, people who were trained and assigned as PTPDs also came from various elements outside the sub-district office, such as P3MD and puskesmas (see **Table 6**).

**Table 7. PTPD Capacity Building in KOMPAK and non-KOMPAK Sub-districts (Replication)**

| Aspect  | KOMPAK Location   | Non-KOMPAK (Replication)   |
|---|---|--|
| PTPD basic training materials   | <ul style="list-style-type: none"> <li>Village governance in general (e.g. village planning mechanisms, financial management, implementation of reporting).</li> <li>Role of sub-districts/PTPDs related to the village <i>binwas</i>.</li> <li>Facilitation techniques.</li> <li>The latest regulations on Village Fund implementation.</li> </ul> | <ul style="list-style-type: none"> <li>Among two replication sub-districts, only the one in Bima had PTPDs who received PTPD training from the Ministry of Home Affairs, albeit only one person.</li> <li>No information about the materials provided in the basic PTPD training from the Ministry of Home Affairs.</li> </ul> |
| Frequency/duration of basic training  | 1 time (for 5 days), financed by KOMPAK.  | 4 days, financed by the Ministry of Home Affairs.  |
| Participant   | All PTPD candidates recruited by the head of sub-district (including from UPTD and P3MD) and several district officials.<br><u>Note:</u><br>There was no basic training for new PTPDs replacing the transferred members.  | One person per sub-district (in West Nusa Tenggara and South Sulawesi). In the replication location in Central Java, no PTPDs were trained by the Ministry of Home Affairs.  |
| Aspects of gender equality and social inclusion (GESI) in PTPD basic training | <ul style="list-style-type: none"> <li>No information.<sup>21</sup></li> <li>Specifically for KOMPAK locations, PTPDs received GESI-related strengthening through technical guidance (<i>bimtek</i>) or KOMPAK-organised training.</li> </ul>   | No information.  |
| Technical guidance ( <i>Bimtek</i> )  | There were several <i>bimtek</i> facilitated by KOMPAK, including training of trainers (TOT) for village learning facilitators, TOT on basic services, TOT for village budget schools.  | Bima was the only district that provided technical guidance for PTPDs for reviewing the Village Medium-Term Development Plan (RPJM), Village RAPB, and Village LPJ.  |
| Refresher training  | None  | None   |

As shown in **Table 6**, the backgrounds of the PTPD team members varied across districts. In Bima, PTPD team members were all sub-district officials (usually almost all section heads are members of the PTPD team). In Bantaeng, PTPDs consisted of sub-district officials, *puskesmas*, and district and sub-district P3MD team members. In Pekalongan, members of the PTPD team consisted of sub-district officials, sub-district UPTD, and facilitators/empowerment program assistants in the sub-district, such as from the Conditional Cash Transfer (PKH), Village Community Development and Empowerment Program (P3MD), and Sub-district Social Welfare Workers (TKSK). In Pekalongan, the sub-district PTPD team had 17–18 members per sub-district, while there were only 5–8 members per sub-district in the Bima and Bantaeng Districts.

<sup>21</sup> No explanation on GESI can be found in the 'Draft PTPD Guidelines'

The PTPD team members in each sub-district were selected by the sub-district heads. The head of each sub-district assigned people who were considered capable and who frequently interacted with village people according to their respective duties and functions. In reality, sometimes the appointed PTPDs seemed to exist only to meet the required number of PTPDs, as only a few of these were actively assisting the village. Sub-district heads in three sub-district study locations invited the UPTD and the empowerment program assistants based in the sub-district to be involved and included in the PTPD team.

In all of the sub-district study locations, except two in Pekalongan, the individual names and positions of the PTPD team members were listed on the PTPD Decree. In Pekalongan, the new heads of two sub-districts made changes by only listing the positions of the PTPD team members in the appointment decree (e.g. head of puskesmas, governance section head, and village facilitator for empowerment). Consequently, if the person holding the position is transferred, their replacement will automatically become a PTPD.

Based on information from the field, there was no evidence that representation by women was taken into consideration in the selection of PTPD team members. It was also not regulated in the PTPD guidelines.<sup>22</sup> Among the study location sub-districts, there were three sub-districts in Pekalongan and Bantaeng Districts that had female PTPDs. They were included in the team owing to their positions which, in accordance with the head of sub-district decree, required them to be part of the team, for example as *Kasi PM*. There were no female PTPDs in the two KOMPAK and non-KOMPAK sub-districts studied in Bima.<sup>23</sup> Those female team members who were included had no difficulty in performing their duties or interacting as PTPDs or non-PTPDs.

KOMPAK usually facilitates post-training activities in every KOMPAK-assisted sub-district. For example, in Pekalongan after the 2017 PTPD training, KOMPAK facilitated workshops or technical guidance for PTPDs regarding planning document preparation or Village RKP. KOMPAK also brought together PTPDs and the village government to discuss the village's plan in preparing RKP for 2018. The same facilitation was performed at the KOMPAK locations in Bima. In Bantaeng, there was no post-training activity, due to the vacant position of the South Sulawesi TA-PKAD for eight months.

### 5.3. Expected Roles/Duties of PTPD

Based on the PTPD appointment decree, there are variations in the PTPD team duties among sub-districts, and not all are the same with the duties listed in the 'Draft PTPD Guidelines'. In two KOMPAK-assisted sub-districts in Bantaeng and Pekalongan, the PTPD duties focused more on facilitating the implementation of Village Apparatus Independent-Learning Models (PbMAD). This was in accordance with the RI-SPKAD and refers to the 'Draft PTPD Guidelines' which, for example, describe the duties as facilitating the training and mentoring of planning, implementing, reporting, and accountability of village finances; facilitating and motivating village officials in performing the village independent-learning; and assisting the heads of sub-districts in ensuring the coordination of PbMAD learning facilitators. However, in two replication sub-district study locations in Bima and Pekalongan, the PTPDs' duties were very general or not detailed enough. (**Box 3**).

<sup>22</sup> See 'Draft PTPD Guidelines', Ministry of Home Affairs, 2019.

<sup>23</sup> There was information that there was a female PTPD in one of the sub-districts in Bima. This staff member has retired and there was no replacement.

### Box 3. PTPD Duties Excerpted from the Decree in One of the Study Locations

'TWO: Village Governance Facilitator (PTPD) as defined in Point ONE has the following tasks:

1. Assist the Sub-district Head to supervise and monitor the operations of village government;
2. Optimise the tasks and functions of the sub-district to supervise and monitor the operations of village government;
3. Provide training to develop the system and provide advice to village apparatus regarding village governance, basic skills of PTPD, village development planning, financial management, basic services, and preparing village regulations.'

However, when a PTPD's duties were detailed in the decree, they were not always immediately understood by everyone involved. In Bantaeng, for example, a section head whose staff member was appointed as a member of the PTPD team, was confused, as there was an overlap of duties.

*"I also do not clearly know the focus of the PTPD assistance. There is already a village facilitator for technical assistance. In the sub-district, every section also provides assistance if needed by the villages. It is also unclear to whom the PTPD should report,"* **Development Economics Section Head, Sub-district One, Bantaeng District.**

#### 5.4. Process and Implementation of P-PTPD Replication

Initially, P-PTPD was only tested in KOMPAK sub-districts. However, a number of the sub-districts in the districts tried to replicate or create a PTPD team by issuing a head of sub-district decree like in a KOMPAK location (**Table 8**). The replication was usually initiated by the sub-district head or the district government (DPMD and *Bappeda*).

**Table 8. Number of Replication Sub-districts in Study Location Districts 2018–2020**

| District   | Number of PTPD pilot sub-districts (KOMPAK Locations)/Year of Pilot | Number of sub-districts that replicated P-PTPD/ Year of replication <sup>24</sup> | Replication initiator   |
|------------|---|---|-------------------------|
| Bantaeng   | 1 Sub-district/2017   | 1 Sub-district/2018   | DPMD                    |
| Pekalongan | 1 Sub-district/2017   | 2 Sub-district/2018   | Head of Sub-district    |
| Bima       | 2 Sub-district/2017   | 16 Sub-district/2018  | <i>Bappeda</i> and DPMD |

Based on **Table 8**, it can be seen that Bima established the most PTPD teams. As of 2018, all of the sub-districts in Bima have had PTPDs assigned through head of sub-district decrees. The establishment was encouraged by DPMD and *Bappeda* through a head of district letter after seeing relatively substantial progress in the administrative management of villages in KOMPAK locations. As an OPD informant from Bima explained:

<sup>24</sup> Number in 2020 (June–October) when data were collected for this study.



*“We see that there are good lessons from PTPD in two KOMPAK locations in Bima that can be replicated in all sub-districts. After being trained, the PTPDs actively assisted the villages. Head of Bima District then issued Decree No. 150/2017, which instructed all heads of sub-districts in Bima District to form a PTPD team.”*

In Pekalongan, there were two sub-districts trying to replicate the P-PTPD model after hearing about the success of PTPD teams in KOMPAK locations, which encouraged villages to prepare their plans and budgets on time. The replication in those two sub-districts was encouraged by the sub-district head. In Bantaeng, the replication was encouraged by the district government and was only conducted in one sub-district, due to lack of a champion in other sub-districts who was capable of encouraging village strengthening.

Data from two sub-district locations that replicated P-PTPD were also collected in this study, one in Pekalongan and the other in Bima. The interviews with most of the key informants in these sub-districts showed that they merely formed a PTPD team, as in the KOMPAK sub-districts, but other processes – such as initial training or capacity building for the PTPD team to comprehend their roles and functions – were not replicated. This was mainly due to budget constraints and a lack of regulations that supported PTPDs at the district level.

In one of the replicating sub-districts in Pekalongan, the sub-district head only issued a decree to form a PTPD team. The team consisted of 17 members from various backgrounds, including sub-district, UPTD, and village facilitators. The sub-district head then invited the TA-PKAD of KOMPAK to conduct a one-day general briefing regarding PTPD and village planning, including the preparation for 2018 of Village RPJM, Village RKP, and Village APB. One of the sub-district staff informants from Sub-district Three in Pekalongan, who was also the PTPD in the replication sub-district, gave her impression regarding the PTPD initial briefing in 2018:

*“Not all participants understand the issues discussed [during the one-day briefing]. There was also one participant, the Head of General Affairs Sub-section (Kasubag) of the sub-district, who did not know anything about the topic. The people who understand the topic are mostly the village facilitators and Kasi PMD of the sub-district, since it is their job,”* **Staff member from Sub-district Three, Pekalongan District.**

Afterwards, there were no PTPD activities in that sub-district, because the sub-district head was transferred to another sub-district shortly after the initial briefing. In mid-2020, when the data for this study were collected, few sub-district staff knew/understood about PTPD; some even said that they had just found out that there were PTPDs – due to employee reshuffles and transfers – even though their names and positions were in the PTPD Decree.

The PTPD team therefore only existed on paper. In fact, being a PTPD did not make them more active in assisting their villages than before, and there was no significant change in the role of the sub-district after PTPD was established. On the other hand, the sub-district created a *Binwas* team consisting of sub-district staff, including those PTPDs who had a relatively regular schedule and agenda to assist and supervise the villages. On this occasion at least, PTPDs participated in assisting their villages.



Similar to Pekalongan, in Bima, there were still many sub-districts whose PTPD teams only existed on paper and did not function properly due to unclear roles and functions. For example, the PTPD Decree only states that the PTPD's duty is to assist the sub-district head in conducting the village *binwas*, but there is no guidance as to how to do it. The budget for and capacity of the PTPD members was also lacking. As one PTPD in Sub-district Five put it, the PTPD establishment did not come with technical guidelines, so the recruited PTPD members just continued what they used to do in the sub-district. '*Binwas* and PTPD have not really functioned due to lack of support... what has been done so far is at least twice a year, the *binwas* team monitored and evaluated the Village Fund utilisation from the administration to physical realisation.' Sub-district Five created the *Binwas* team based on its own initiative, not based on the encouragement of the district, as when they created the PTPD team.

## 5.5. Learning Centre/Village Clinic

Learning centres or clinics are some of the planned activities piloted in the integrated PKAD to optimise independent learning at the village level. Conceptually, the village clinic is expected to be a consolidated space for various resources, both at the sub-district and district level, to help villages respond/handle their needs (KOMPAK, 2018).

Among the five sub-district study locations, three KOMPAK-assisted sub-districts have a clinic, at the encouragement of KOMPAK, as part of their P-PTPD pilot. The sub-district heads provided a special place in their offices for the clinic's purposes, such as for village officials to consult and discuss the Village RAPB. Two sub-districts preferred to use local names, by referring to the clinic as a '*balai*' (hall) or '*rumah*' (house), while one sub-district kept the name 'clinic' (*klinik*). No village clinics were found in the two non-KOMPAK sub-district study locations, as the concept had not been introduced there.

In general, the presence of a clinic in KOMPAK locations was positively received – both by the sub-districts and the villages in study locations – because it provided a dedicated space for the people to consult or discuss village matters, compared with the previous situation where villagers could only meet at their sub-district official's desk. Documents related to the village were also archived in the clinics so as to be easily accessible. Initially, there was also a PTPD duty roster in the room, so that villagers knew who was on duty at the time of a visit. The presence of a clinic represented sub-district support, especially for the village government involved.

However, when this study was conducted, only one of the three clinics was still operating. In the two sub-districts whose clinics had no activities, the clinic space was used for other purposes, including for the preparation of local elections. One clinic still functioned as a consultation place, although the name 'clinic' became an issue because, for some village informants, it gave the impression of a place for dealing with 'problems'. Only 'problematic' villages consulted there, for example, regarding financial accountability or SPJ reporting.

There are several reasons behind why the learning centres or clinics were not developed. First, there was no clear procedure for how the clinic should operate. Village consultations were still incidental, in that they only occurred when the villages needed them, and a comprehensive learning program had not been prepared or agreed upon. Second, related to the first point,

the multi-sectors in the sub-districts, such as *puskesmas* and educational UPTD, were not given the opportunity to play an active role. One of the PTPD team members from *puskesmas* in one of the study locations in Pekalongan explained that initially there was a plan to have a duty roster in the clinic, which involved all PTPD members, but there was never any follow-up. Third, as previously mentioned, not all of the villages understood the need for a clinic or how to use them, especially given the impression that they are only for 'problematic' villages to consult. Fourth, the clinics lost the 'motor' that drove their activities, when the sub-district head or one of the section heads was transferred to another location.

## 6. The Role of PTPDs

Based on the interviews with most of the key informants, nearly all of the PTPD's roles are to help strengthen their village administration's planning and budgeting. Their role in improving basic services is only to ensure that there is a budget allocated for them, especially for the local and national government's priority issues such as stunting and sanitation. PTPDs have not facilitated the villages in innovating and developing their economies much, even though this was complained about by the villagers themselves (**Section 7.2**). An exception is in Sub-District Two, as the *Camat* is also an entrepreneur. He cooperated with online shops and promoted the tourism potential of certain villages. If there was assistance from PTPDs in administering the Civil Registry (*adminduk*) – which is often stated by the village *Kasi Pem* – that is because the work is a part of the duties of the sub-district *Kasi Pem* who is concurrently serving as a PTPD.

### 6.1. The Role of PTPDs in Administration and Planning

In KOMPAK-assisted sub-districts, most of the PTPD team members from the sub-district office and the village facilitators actively assisted with village administration and planning. In non-KOMPAK locations where the PTPD team was inactive, some of the PTPD team members still assisted with village administration and planning as part of different teams, such as village *binwas* or Village RAPB reviewers, as PTPD was not well known in those villages.

The role of the PTPD is to review and facilitate in the planning and preparing of reports, such as the Village RPJM, Village RKP, Village RAPB, and Village LPJ, and to ensure that the planning process complies with regulations and does not 'cut corners'. Ensuring the planning process complies with regulations was considered essential by most informants at the sub-district and district levels, as there were still villages that prepared their Village RKP without having a Village RPJM, or some villages had Village RPJM documents without conducting village planning forums (*musrenbang*).

PTPDs in KOMPAK-assisted locations also actively ensured the involvement of women and vulnerable groups in the planning process, such as by reminding villages to invite women to the forums. PTPDs ensured that the special forums for women were actually conducted and that there were female representatives in the Village RPJM preparation team. For example, in Bima's Sub-District Four, PTPDs participated in reviewing the budgeting documents of the villages in their area to confirm that the villages had budgeted for special forums for women.

According to the observations of one PTPD informant at a KOMPAK location in Bima, prior to the establishment of PTPDs, some villages did not hold village planning forums. The planning documents, such as Village RKP, were compiled by 'district people'. There were even villages that did not have Village RPJM. At that time, the sub-district was rarely involved in village planning and development, because they thought it was not under their authority. However, with the presence of a PTPD team, sub-districts became actively involved in assisting and supervising the villages.

*“Prior to the assignment in the sub-district, I was Village Secretary and Acting (Plt) Head of Village. Previously, the sub-district rarely interacted with the villages except for signing the disbursement document. However, after PTPD was established, the sub-district began to follow the routine planning steps, although there were still delays,”* **PTPD informant from Sub-district Four, Bima District.**

## 6.2. The Role of PTPDs in Facilitating the Improvement of Basic Services

With regard to basic services, including education and health, the role of PTPDs is limited to ensuring that the villages had funding for their services, especially for the regional and national priority goals.

*“There is material in the [PTPD] training on how villages should be more aware of the basic social services. Therefore, we encourage the Village RKP to focus more on basic social services, as to date the focus has been more on physical. There was a little intervention from puskesmas and education on how education and health activities can receive a bigger budget [in Village APB]. PTPDs were involved in preparing the Village RKP, to encourage the education and health activities,”* **PTPD informant from Sub-district Two, Pekalongan District.**

In locations where UPTD is not part of PTPD, such as in Bima, UPTD told the PTPDs to encourage financing from the villages. Sub-district cross-sector meetings are usually where UPTD pushes the sector issues to receive budget allocations. PTPDs also helped make sure that the villages allocate funding for education and health activities, which are the regional and national priorities, especially for stunting prevention measures (providing food assistance), for Early Childhood Education and Development (PAUD) building construction, and for village administrative facilitators.

In Pekalongan, an evaluation of PTPDs’ performance in KOMPAK-assisted sub-districts by TA-PAKD of Central Java in 2018 showed that 33.33% of villages increased their funding for basic services to more than 100% over the previous year’s budget. This change occurred in part because of the proactive efforts of PTPDs at the beginning of the establishment of their role. The new PTPD team was trained to prepare a follow-up six-month workplan (RKTL) to assist in preparing village plans and RKP documents. This was done so that the planning documents could be completed on time and the villages could increase their budgets for basic services. The sub-district invited the villages to discuss the schedule for when they wanted PTPDs, including those from *puskesmas* and UPTD Pendidikan, to assist them. District and provincial KOMPAK teams also assisted and provided feedback during the process. As a result, all of the villages in the sub-district completed their 2018 RKP documents on time and the allocation for basic services increased, as reported by TA-PAKD.

### 6.3. The Sub-districts and PTPD Roles Regarding COVID-19

Although not able to do so in-depth, this study tried to look at the roles of the sub-districts and PTPDs in the COVID-19 pandemic response, considering that the data were collected during the pandemic. The informants in three district study locations reported that all of the locations performed several roles in responding to the COVID-19 pandemic. Among others, they disseminated information about COVID-19 along with *puskesmas*, and ensured that the villages allocated funding for COVID-19 prevention, including installing handwashing stations in several strategic locations and providing masks and disinfectants for the villagers and for the COVID-19 taskforce. These roles were evenly distributed in both KOMPAK and non-KOMPAK sub-districts.

The sub-districts also explained the regulations regarding the Village Fund Cash Transfers (BLT-DD) in the village budget. During the pandemic, the villages could use the budget to assist their residents, even though this activity is not included in the Village RPJM. According to one of the village heads:

*“We are sometimes confused about the rules and policies. For example, we were wondering if there was a minister regulation on the COVID-19 Cash Transfers, since it was not found in the Village RPJM. This is what we consulted with the Head of Sub-district,”* **Head of Gemel Village, Sub-district Two, Pekalongan District.**

As requested by the villages, the sub-districts helped at village forums with the information dissemination to residents and clarification regarding the assistance from various ministries and institutions. The villages needed the sub-districts’ assistance to handle protests from residents who were suspicious of non-cash assistance that was not distributed according to regulations. Suspicions and protests are often triggered by a few things. In this case it was a lack of coordination, which resulted in different amounts being given to different groups, and/or discrepancies between recipient data and the actual recipients in the villages. One of the village heads who asked for the sub-district head’s assistance explained:

*“Before the COVID-19 pandemic, I gathered the residents up to nearly 50 people. Due to social restrictions, the number has now been reduced. Only representatives of village institutions were invited. However, the residents did not receive this information because the information was not disseminated properly to the public ... I [also] consulted the Head of Sub-district as my superior. He told me to discuss it in the village forum so we could issue an agreement and minutes of the meeting and all representatives of the villages invited. In this way we could have a formal agreement as a guide of what we had to do. He said that the sub-district team was available if we needed their assistance,”* **Head of Hutomo Village, Sub-district Three, Pekalongan District.**

Although the information from the field indicated that the sub-district staff who were also part of the PTPD team actively worked with the sub-district head and other staff on these pandemic-related issues, there is no strong evidence that they did it solely as part of their PTPD role. In addition, based on the information from the district informants, almost all of the sub-districts in the study locations, both with active and inactive PTPDs (replication sites), performed relatively the same roles in relation to the pandemic.

## 6.4. The Role of Facilitation for the Village Apparatus Independent-Learning Models (PbMAD)

Based on the 'Draft PTPD Guidelines' document prepared by the Ministry of Home Affairs, one of the PTPD duties is to conduct capacity building for village officials through village apparatus independent-learning models, known as PbMAD. This independent-learning method uses learning patterns that are based on the interests and needs of the village officials in performing their duties and functions.<sup>25</sup>

The study's findings indicate that the PTPD role in facilitating PbMAD is still limited. Among the five sub-district study locations, only three sub-districts, all assisted by KOMPAK, have ever tried to initiate PbMAD activities, albeit only temporarily. One of the reasons for this was the limited comprehension and capacity of PTPDs in facilitating the PbMAD process. In the Bantaeng study location, the PbMAD activities were conducted after the initial training in 2018. At the time, PTPDs mapped out the capacity of the village apparatus in each village and made a follow-up plan for capacity building. However, there was no follow-up, even though the villages had allocated funding for PbMAD activities.

The same thing happened in a KOMPAK-assisted sub-district in Pekalongan. The activities there were performed during the leadership of the former sub-district head. Every three months, the village governments were invited to learn from each other, including how to bring back *selapanan*,<sup>26</sup> as a forum for community discussions,<sup>26</sup> to capture aspirations and to replicate social fundraising activities through *jimpitan*.<sup>27</sup>

*"There were activities every three months in each village on a rotational basis [during the leadership period of the former head of sub-district]... It was only [conducted in] three villages, before the head of sub-district moved. Those who participated in the activities were the village secretary and the heads of the villages. All sub-district teams were present. The villages shared their difficulties and the good [practices]. [The benefit of these activities is] the motivation. The other villages were doing great. We were informed how those villages did it. For example, Village A has selapanan, their aspirations are heard, why does that village have an advanced administration?... [Another village] has cash for social funds to help residents in emergency [through jimpitan],"* **Head of Gemel Village, Sub-district Two, Pekalongan District.**

<sup>25</sup> For more details on how PbMAD is related to integrated PKAD, see **Figure 1**.

<sup>26</sup> Community meetings, usually at the sub-village/hamlet level, once every 35 days.

<sup>27</sup> Each household usually donated a handful of rice every night, which was collected by the community patrols. The frequency and volume of donations depended on the agreement.



## 7. Responses Regarding the Roles of PTPDs

This section discusses the responses of various stakeholders from their perspectives on the implementation of the P-PTPD model. What do they know about the roles of PTPDs, what do they expect from PTPDs, and what are the benefits so far? This information can provide an overview of what needs to be supported or developed so that PTPDs can be optimally beneficial.

### 7.1. Sub-district's Point of View

From the sub-district's point of view (the sub-district head, secretary, and *Kasi*), PTPDs have two main functions. First, the PTPD teams that actively perform their duties have the potential to increase the roles of the sub-districts, whose position was previously weakening, 'disregarded', 'neglected', or simply ignored by the village government. This situation emerged after the implementation of Law No. 22 of 1999 on Regional Government, when the sub-districts were made part of the district government, and villages became more autonomous and were directly responsible to the district head. At the time, villages were not responsive to invitations or requests from the sub-district. For example, in terms of data, villages often consulted directly with the districts or to the relevant agencies, especially when the sub-district was unable to serve or answer village questions that were mainly related to regulations that must be followed by villages in preparing their plans and budgets.

Second, the function of PTPDs is to supervise the management of the Village Fund. The sub-district saw that after the Village Law came into effect, the villages have received substantially more funds. 'Everything went straight to the villages,' says the Head of Sub-district Two, Pekalongan. Unfortunately, the village apparatus was still considered weak. Many village officials were confused about their duties and did not know what to do, especially regarding the regulations and administration of fund management. 'There must be some control, and therefore the sub-district should establish PTPDs... [to] facilitate consultation for villages... there should also be *binwas*. BLT and COVID-19 response equipment needs *binwas* [referring to the pandemic period when the study was conducted]. There will be consequences for non-compliance,' the sub-district head explained further, while emphasising the sub-district's duties and objectives that need to be achieved.

In general, PTPDs had difficulties explaining their new roles compared with their roles before becoming PTPDs and with the roles of P3MD facilitators. *Kecamatan* staff understood that PTPDs were in charge of assisting and supervising the village governments, as stated previously. However, those had also been their duties before becoming PTPDs. The difference after the addition of their role as PTPDs is that they can assist and supervise together as a team. Yet, even that was hampered due to the lack of information describing their specific functions, and a special budget to actively increase village visits.

*"We only review and verify the Village APB. We could not go down to the village as it already had village facilitator for the planning. There is also a team in the village for the Village RPJM, RKP, and RAPB. So, we only review and verify the complete documents... The sub-district only monitors whether it is implemented or not,"* **Sub-district staff/PTPD from Sub-district One.**

The variety of elements that were included in the PTPD team (Table 6) also reflects the ambiguity of the PTPD's objectives and roles. In two sub-districts, they were only the sub-district office ASN, while in the other three sub-districts, there were PTPD team members who came from non-ASN backgrounds, such as P3MD and PKH facilitators. All team members clearly have their own duties. For that reason, they were included in the PTPD team (ex-officio), but not supported by any additional/special budget.

Especially for KOMPAK-assisted locations, the sub-district officials who became PTPDs stated that, thanks to KOMPAK training and mentoring, they became more knowledgeable and understood more about village planning and budgeting processes, which were the focus of their duties. They therefore felt more capable to guide or assist villages and their self-confidence in performing their tasks increased. This capacity building encouraged the village governments to ask more often for advice or solutions to problems they had, as well as to facilitate the village planning and budgeting processes. Being PTPDs, they felt more valued or appreciated by the village, as they were frequently invited by the villagers and became better known. This gave PTPDs more pride in their work. They actively checked, for example, if there was a delay in an expenditure report, whether a village reported according to the schedule and what caused the delay. In general, they saw their duty as being: 'To assist the sub-district head in providing village guidance,' said a PTPD from Sub-district Five.

Prior the establishment of PTPDs, none of the sub-district staff informants had been trained, except for certain programs or projects, such as the National Community Empowerment Program (PNPM). Usually, when there was training given from the district, only the sub-district head was invited, admitted an informant from the Regional Secretariat office. Not surprisingly, sub-district staff who became PTPDs were happy to build their capacities, which in turn raised their prestige. The KOMPAK staff in the field also greatly helped PTPDs by providing access to consultation or information. This compared with the non-KOMPAK locations, where there was often a delay in information from the districts to PTPDs, especially regarding new regulations from the central government.<sup>28</sup>

Although they appreciated the training and facilitation for PTPDs, the sub-districts often complained that to date there had been no evaluation and feedback on PTPD implementation. This feedback is essential for helping PTPDs improve and to ensure their sustainability. As stated by one head of sub-district:

*"In order [for PTPD] to survive, the central or provincial/district level should evaluate what we have done, so if there are any deficiencies, they can inform us and increase the PTPD resources. We don't know whether what we are doing is lacking or not if no one tells us or gives us feedback. They should not only ask for reports but also come here and see the obstacles and shortcomings. So, if there was a problem, we would also be told the solution. There must be an evaluation so that we have high motivation and enthusiasm,"* **Head of Sub-district Four, Bima Regency.**

<sup>28</sup> On the other hand, KOMPAK's vacant positions in the field hampered the activities (**Section 5.2**) and when data were collected in Pekalongan, 'In the past, there used to be at least two activities in a month...now it's running around like a headless chicken... "left half-cooked",' said the Head of Sub-district Two.



## 7.2. Village's Point of View

Not all of the villages in the sub-districts that have PTPDs knew about them, especially those that were not assisted by KOMPAK. Initially, KOMPAK only assisted three villages in a sub-district of Bima (West Nusa Tenggara). Eventually, KOMPAK started assisting all of the villages in the sub-district, although the assistance was limited due to the pandemic. In Pekalongan, which was assisted by KOMPAK, not all of the villages knew about PTPDs, especially those that were located relatively far from the sub-district office. The villages that were close to the sub-district office typically knew or had at least heard of PTPDs. Most of the villages recognised the increased assistance by the sub-district after some of the district head's authority was delegated to sub-district heads, regardless of whether they knew or did not know about PTPDs. The assistance was mostly related to the planning and budgeting processes of Village Fund (DD) and Village Fund Allocation (ADD) in accordance with existing regulations. The village officials who interacted with PTPDs, apart from the village head, were therefore limited to the Village Secretary, Village Treasurer (*Kaur Keuangan*), and Governance Section Head (*Kaur Pemerintahan*). Other officials, such as Welfare Section Head (*Kasi Kesra*) and the hamlet heads, almost never interacted with PTPDs except in open forums, such as when the sub-district team visited a village to perform *binwas*.

*"From the beginning, Mr Salam [PTPD/Governance Section Head of Sub-district Five]<sup>29</sup> had been working very hard to help the villages, even prior to the enactment of the Village Law ...he was always willing to respond and receive consultation from the villages. He became more active in helping the village especially after villages got the Village Fund and the sub-district got the delegation of authority,"* **Head of Planning and Reporting of Sira Village.**

*"I don't mean to downplay the role of PLD [Local Village Facilitator-P3MD]...but judging from the background, PTPD is more helpful... Since 2018, with the Head of District Regulation on the Delegation [of authority to the sub-district], PTPD as the sub-district official assists the village. We often have coffee together,"* **Secretary of Limbe Village.**<sup>30</sup>

*"They [PTPD] are the sub-district people... having PTPD is very helpful as we know we just have to see them... we [village] can consult whenever we have a problem. [In the past, usually only the village head and the village secretary who consulted], I began to seek the sub-district's help in 2014–15. Before the enactment of the Village Law the administration was easy as the Village Fund allocation was not much,"* **Head of General Affairs and Planning, Gemel Village.**

On average, the village officials that were interviewed said it was difficult to administer budget management at the beginning of the Village Law implementation, especially because the regulations are difficult to understand, are quite numerous, and often changing. The village government's workload was becoming heavier due to the unequal capacity of village officials – some of them were only elementary school graduates and, on average, they were over 50 years old. There was also no proper guidance/training for new village officials. Only in the last two years or so, have the Village Secretary positions been filled by university graduates (bachelor degree), who are generally adept at using computers and relatively quick to understand administrative tasks, even though they often must learn or find information on their own.<sup>31</sup> As a result, one to two qualified personnel, usually the village secretary and treasurer, were relied on to complete various jobs, so the workload was not evenly distributed among officials and slowed down the completion of tasks.

<sup>29</sup> This Section Coordinator is included in the verification team for PNPM proposal.

<sup>30</sup> The PTPD happens to be a resident of the village.

<sup>31</sup> Among the five village secretaries interviewed, three held a bachelor's degree.

This resulted in planning and budgeting delays, while the district itself was often late in submitting an indicative ceiling for the following year's budget. This was often complained about by most of the village officials in Bima, as it continued to happen over the past two or three years. The village was reluctant to use last year's budget ceiling (although it had been pushed by PTPD and P3MD team members) as it would add to the workload of the village government if it had to revise the plans that had already been made, or re-conduct the deliberations.

For the villages with experienced or well-qualified officials (which usually win village competitions, are punctual in filing reports, receive various awards, and their officials become leaders in their professional area in the sub-district), PTPD assistance was often considered inadequate and they were less proactive because they were only present when invited to the village deliberations. PTPDs were recognised when they were seen to be helping the village by providing advice, monitoring village activities, or checking activities before an Inspectorate visit, and providing input if there were reports that were incomplete. However, 'They rarely ask the village, and need to be approached first,' said the Secretary of Hua Village. The Hua Village Head was even more direct. He was hoping that PTPDs would understand the conditions and problems of the village, not just follow instructions from their superiors, and also understand the background behind the instructions and convey these to the village.

*"PTPDs should not be rigid in dealing with village problems, because each village is unique and has different problems and needs. PTPDs should have a better understanding. Thus, when assisting villages, PTPDs can encourage the innovation that meets the needs of each village. For example, there is this Rumah Pangan program [food security program] that is mandated by the district head... PTPDs should explain how the program works, along with expected results, not just obligating the village to allocate a budget for it... So far, the village has been reluctant to implement it,"* **Head of Hua Village, Sub-District Four, Bima District.**

The Village Council (BPD), as one of the important institutions in the village, felt that its interaction with the PTPD and sub-district *binwas* team is limited to explaining its duties and authority at village meetings or when the BPD consulted with the sub-district regarding the Village Head Election (*pilkades*), organised by BPD and its regulators. Not all BPDs knew about PTPDs.

### 7.3. P3MD's Point of View

P3MD village facilitators (PDs) at the sub-district level in KOMPAK-assisted locations saw that the P-PTPD model provides two main added values for them. For one, they received additional relevant capacity development, such as training related to PbMAD and training of trainers at the Village Budget School. This was possible, because in almost all KOMPAK-assisted sub-districts, the village facilitator team was included in the PTPD team or village clinic team.

Two, involvement of P3MD members in the PTPD team makes their interaction with village governments occur more smoothly, especially if these facilitators were included in the PTPD team or involved in the village sub-district *binwas* activities. They often felt more respected if the village officials saw them as PTPDs or a sub-district team, rather than non-government people. They felt the officials heard them more and followed their advice when they came with a sub-district team. They compared the village officials' responses when they were dealing with these officials by themselves; verbally the officials agreed with the facilitators' advice, but they did not always follow it up.

Village facilitators and PTPDs also shared information and complemented each other, especially if the sub-district has a relatively substantial number of villages (more than 10). PDs regarded PTPDs as helping them be listened to more by the village governments, and PTPDs regarded PDs as being able to provide technical assistance for things they don't really understand, especially regarding new regulations from the central government. Since the issuance of the Village Law, which took effect in 2015, many new regulations have been issued by the ministries that have been frequently changed or revised. This information could be obtained faster by PDs through P3MD experts in the districts than PTPDs could do in the sub-districts.<sup>32</sup> Even the secretary of Sub-district Five admitted that the sub-district frequently received information from the district or the central government late, or revised midway, especially during the COVID-19 pandemic. Compared with the sub-district staff, the village head and secretary were often able to get information about new regulations first. Usually, as explained by the Economic and Development Section Head (*Kasi Ekbang*) of Sub-district One, if there were changes or new information, the village government would be summoned by the Community and Village Empowerment Agency and/or get information from their association or forum (village head or secretary forum).

These regulatory issues can lead to problems due to differences in reference. PTPDs and districts usually followed the regulations issued by the Ministry of Home Affairs, while P3MD village facilitators referred to the regulations issued by the Ministry of Villages (e.g. Minister of Home Affairs Regulation No. 114 of 2014 on the Guidelines for Village Development and Minister of Villages Regulation No. 17 of 2019 on the General Guidelines for Development and Empowerment of Village Communities). So far, the essence of these two regulations is not that different, so the facilitators can still manage the differences and explain them to the village government.<sup>33</sup> 'Everyone has the same responsibility to assist the village. The difference is that one directive is from the Ministry of Home Affairs, the other is from the Ministry of Villages. We share the same room here,' said one PD in Sub-district Four. They all felt that they have the same mission, which is to assist the villages and their residents.

Another positive response from the P3MD village facilitators regarding the PTPDs was when P3MD team members were involved in technical training and guidance, especially if organised by KOMPAK. They felt that the training was beneficial to performing their duties, as in practice, the duties of P3MD and PTPD team members are similar in assisting the villages. Their background made the P3MD village facilitators and technical personnel able to take advantage of the training results faster, as recognised by P3MD village facilitators in Sub-District One.

For P3MD team members, the assisting collaboration with PTPDs was beneficial:

*"The issue of village development is not only about village governance, but also how the proposals from the residents can be heard, community groups are nurtured, and so on. There are many things that need to be taken care of... but the facilitators only focus on governance every year because this is still an issue. Planning was late, the SPJ was delayed, so other matters were neglected. But... the presence of PTPDs can help even though [they] have not mastered all the components. PTPDs also need PDs to join," P3MD, Bima.*

<sup>32</sup> One of the TA-PKAD noted that there have been 57 derivative regulations related to the Village Law from both the Ministry of Village and the Ministry of Home Affairs since 2015.

<sup>33</sup> Because the *Permendes* was issued after the *Permendagri* and these two regulations are parallel, legally and formally, the provisions of the *Permendes* are used. See <https://www.hukumonline.com/klinik/detail/lt5e2b4f300e46e/ketentuan-yang-berlaku-dalam-pembuatan-rpjm-desa/> (accessed 17 December 2020).

## 7.4. UPTD/Sector's Point of View

This study shows that UPTD/sector involvement with PTPDs is found more in sub-districts that were assisted by KOMPAK. This is because the UPTD in the sub-district was included from the beginning of the PTPD pilot, and in the basic PTPD training, technical guidance, and village visits. Meanwhile, in all of the replicated sub-districts, there was no active involvement of UPTD with the PTPD team, although one of the two replicated sub-districts did include UPTD in the sub-district as a member. The reason there was not closer collaboration between UPTD and PTPDs was that PTPDs had not operated in the sub-districts since the beginning, and the sub-district staff did the same tasks prior to the establishment of PTPDs. In other words, the PTPD role only existed on paper.

In KOMPAK-assisted sub-districts, UPTD members who were also members of a PTPD team believed their involvement provided more legitimacy to ensure that the villages supported the sector's issues. UPTD members that were actively involved in PTPD tasks were those in health UPTD or *puskesmas*. For *puskesmas*, assisting the villages as PTPDs provided a better insight into the village planning process and better opportunities to promote its priority issues when villages are budgeting their activities. This also helped *puskesmas* in achieving its work targets.

*"If the puskesmas itself provides input to the village, it may not be listened to or there might be no follow-up... At first, I thought holding classes for pregnant women was the authority of puskesmas, but now I can see that the villages can also support it through their budgets,"* **Head of Puskesmas, Sub-district Four, Bima District.**

*"By being a PTPD member, we can have a discussion with the village about health-related problems. Governance, health, and education cannot stand alone; they need each other. That's where PTPDs came in and facilitated us... At the beginning of [being a] PTPD, I also spoke out that the villages did not propose buying village ambulance because it was inefficient and expensive. It will most likely be used by village officials more often than the people who need it. I pushed for mobil siaga [standby vehicle/van]. So, the van is the community's, the village government will only regulate the mechanism for the use, costs, etc., which can be arranged through a village regulation. By doing that, the Village Fund will not run out for maintaining the ambulance, which is quite expensive. In addition, most of the fund will go to the community,"* **Former Head of Puskesmas/former PTPD, Sub-district Two.**

However, the involvement of UPTD in PTPD activities was also highly dependent on coordination by the sub-district. They would act if they were invited by the sub-district, as stated by one PTPD from *puskesmas* in Sub-District One, "In the past it was the late Mr Abbas, who was the coordinator, now they [the staff] usually notified me when there was an activity." Previously, the UPTD was rarely invited to the deliberations, except when villages planned to set up prenatal and postnatal health centres for women and children (*posyandu*), to collect data for the elderly, and to have more cadres for village *posyandu* and needed the UPTD's inputs.

## 7.5. District's Point of View

The pilot of the sub-district strengthening model through the P-PTPD approach was in general appreciated by all representatives of the study locations' district governments. It was welcomed mainly because they saw a change in the role of the sub-district in conducting village *binwas* in KOMPAK-assisted sub-districts. For example, the sub-districts were more proactive in assisting villages to improve their administration (see **Section 8**).

However, of the three study locations, only the Bima District Government has shown interest in replicating the PTPD approach in all of its sub-districts. The two other districts, Bantaeng and Pekalongan, have not shown any interest.

One of the reasons for the lack of interest in Bantaeng is due to the assumption that a successful PTPD implementation requires a 'champion' promoter and qualified human resources (HR) at the sub-district level.

*"The role of the sub-district is not clear. So far, they have only been in charge of the territory. It is difficult to ask them to perform their function [related to village binwas] due to HR problems, back-up regulations, and budget. The sub-district was always considered as a place for apparatus who are not capable of working at the district level. There is also a lack of regulation support as a policy to strengthen the sub-districts. The budget they have is only for the routine administrative activities, not for supporting the village,"* **Informant of OPD, Bantaeng District.**

In Pekalongan, the district government felt the need for clearer regulations regarding PTPDs. There was also an assumption that the PTPD role was not something new; only the packaging was new, but the contents were old.

*"With or without PTPDs, the Head of Sub-district should coordinate the sectors in the sub-district. So the PTPD is just the packaging, the functions have already existed,"* **Informant of OPD, Pekalongan District.**

In addition, since 2018, Pekalongan has already had a team like a PTPD team in every sub-district – namely the village *binwas* team. This resulted in uncertainties regarding the different roles and tasks of the PTPD and *Binwas* teams.

*"If they [the sub-district staff] have a good control over their main duties and responsibilities, they can surely carry out PTPD, even though [in this sub-district] the binwas [team] is better known than PTPD, as the term PTPD has only just been introduced in several villages,"* **Head of Sub-district Three, Pekalongan District.**

*"So, actually we have been performing the role of PTPD all this time, even though we weren't given a decree as PTPD,"* **PTPD/IT Staff, Sub-district Three.**



In Bima, DPMD and *Bappeda* encouraged PTPD replication in all of the sub-districts in 2018, after seeing the pilot's success in two KOMPAK-assisted sub-districts. Unfortunately, the district did not consider the implementation of the P-PTPD model in the replication sites to have been successful. Almost all informants at the district level figured that PTPD assistance was only effective in two KOMPAK-assisted sub-districts. The rest were generally seen as ineffective, even though all of the other Bima sub-districts already had PTPDs. This is because more than half of the sub-districts in Bima were still unable to carry out their roles as delegated by the district; for example, regarding the Village RAPB Review. There were still some errors/mistakes by the district in the Village RAPB, which was reviewed by the sub-district. One of the problems was that the sub-district staff lacked the capacity to perform their village development roles, as revealed by one OPD informant in Bima:

*"The HR in the sub-district office is still lacking. Most of the section heads in the sub-district office are old and about to retire. There is no motivation in learning new things. Nowadays, data collection in the village mostly uses smartphone applications. For example, the E-HDW [for stunting data] requires the understanding at the sub-district level in order to assist the village. Although not all of them, most of the sub-district staff were not familiar with these applications,"* **Informant of OPD, Bima District.**

*"There is PTPD in all sub-districts that have the decree, but its function is incidental. It means that if the village asks for consultation, they will provide it, but there are no active and regular efforts... Generally, sub-districts are not capable in solving problems. They do not have an in-depth analysis of a problem. The explanation from the sub-district was not as detailed as the district. The sub-district can only answer yes or no without considering other options, such as the district's priorities,"* **Informant of OPD, Bima District.**

In most sub-districts in Bima, the use of PTPDs was not effective. This is because generally the sub-districts only established their teams through the sub-district head's decree, without any capacity building to perform the role of village *binwas*. This situation was different in KOMPAK-assisted locations where, after being recruited, PTPDs were trained and also given capacity building and assistance from KOMPAK. In Bima in particular, there was some assistance from the district, especially DPMD, to provide the Village RAPB/Village LPJ review technical guidance twice a year, for PTPD team members, but these activities were limited and did not reach all PTPDs in all sub-districts.

Apart from the issue of staff capacity, the effort to strengthen the sub-districts in all of the study locations has also been very limited so far for various reasons, such as limited funds to allocate and issues of authority. Districts were therefore not proactive in strengthening their sub-districts. OPD considered the sub-district as an independent OPD that should be able to strengthen its own capacities:

*"If you want to increase the sub-district capacity, do not ask the district for training. Instead, give them money to train themselves. That's how it should be,"* **Informant of OPD, Bima District.**

*“It is impossible for the Head of Sub-district or the sub-district to be assisted by DPMD as they are both OPD. The Head of Sub-district is not our territory,”* **Informant of OPD, Pekalongan District.**

*“The main tasks and functions of the sub-district are under Tapem, but Tapem also does not necessarily have a nomenclature for increasing sub-district’s capacity. Currently it relies on external support, such as from KOMPAK. PTPD is actually able to answer several problems, but the HR quality is insufficient. In addition, PTPD is not included in the government structure,”* **Informant of OPD, Bantaeng District.**

In all of the study locations, almost all informants at the district level agreed that capacity building and strengthening of sub-districts was necessary for them to optimally perform the role of village *binwas*. However, the interviews with these informants indicated that until now there has been no coordination from OPD across district sectors to strengthen the sub-districts, including PTPDs. In the integrated PKAD component, districts were expected to make coordinated efforts to strengthen and supervise the sub-districts in performing their role as village *binwas*.

## 8. Changes in the Role of Sub-districts After the Establishment of PTPDs

This study shows that there were three patterns of change in the role of sub-districts after the pilot and replications of the P-PTPD model were implemented:

1. The sub-districts performed the role of village *binwas* more often than prior to the establishment of the P-PTPD model (increased quantity of village *binwas*).
2. The sub-district performed the same village *binwas* activities, but with better quality (improvement of the quality of village *binwas*).
3. There was no change in the role of the sub-district.

### 8.1. Increase in the Quantity of Village Binwas Activities

This study discovered that the implementation of the P-PTPD model by the sub-district increased the quantity of village *binwas* activities. This means that the sub-district added new activities related to the village *binwas*, which they had never done prior the establishment of the P-PTPD model. Here are the examples:

- Sub-district Four: The sub-district started playing a number of new roles, namely facilitating the villages in preparing the Village RPJM and RKP documents, as well as ensuring that the villages followed the planning steps according to the regulations. Through PTPDs, the sub-district also trained the Village RPJM planning team at the village. This role was never performed by the sub-district in the past.

*“Prior the establishment of PTPD, there was no involvement of the sub-district in the village planning, except for the fund disbursement recommendations, which required the head of sub-district’s signature. Previously, the village prepared the planning document without following any steps. Now it has been implemented according to the steps although the completion was still late,”* **Staff of Sub-district Four, Bima District.**

- Sub-district Two: This sub-district facilitated/coordinated the sectors in the sub-district, such as *puskesmas* and education UPTD, to help with the village planning. The inclusion of UPTD in the PTPD team gave more opportunity to UPTD because, with their skills, they assisted villages with their planning, although such experts were not evenly distributed among the sub-districts. Prior to the P-PTPD model, some informants from the sub-district said that usually only the sub-district head (or staff representatives) came to the village level planning meetings.
- Sub-districts One, Two, and Four: After the P-PTPD model was implemented, the sub-districts proactively encouraged the allocation of funding to increase the participation of vulnerable groups in the villages. For example, there could be a special budget for holding special forums for women and children in Sub-district Two like the ones in Sub-district One and Four. In Sub-district Four, PTPDs also directed the village to ensure that there are female representatives in the Village RPJM planning team.

These changes only occurred in the sub-districts that were assisted by KOMPAK, in which the PTPDs did well in the beginning of implementation and also received KOMPAK support for capacity building and other assistance. KOMPAK also helped the sub-districts understand their



authority regarding the village *binwas*. Although there is a national regulation that stipulates village *binwas* as one of the sub-district head's duties, not all of them or their staff understand it, according to one of the section heads who is also a PTPD member in Sub-district Four:

*"The sub-district had just discovered their authority regarding village binwas after being advocated to by KOMPAK...we feel that KOMPAK has benefited us tremendously. A lot of things we did not know before, we found out after being advocated to by them,"* **Staff of Sub-district Four, Bima District.**

This study was not able to capture in-depth the impact of the increased quantity of the sub-districts' *binwas* role on village governance. However, some of the interviewed village-level informants said there were some changes after the establishment of the P-PTPD model. One of them is that their village allocated a budget in the 2019 and 2020 Village APB for special forums for vulnerable groups, as encouraged by the sub-district, especially PTPDs.

The study also found that not all of the changes mentioned were sustainable. For example, in Sub-district Two in Pekalongan, the change was only temporary in the role of the sub-district related to facilitating or coordinating sectors in the sub-district to help with the village planning, because the key figure who used to encourage it was transferred. There was also transfer/change of staff in UPTD itself.

## 8.2. Quality Improvement of Village *Binwas*

Improvement in the quality of village *binwas* was also one of the changes seen in the sub-districts after the P-PTPD model was implemented. This implies that the sub-district implemented the same *binwas* activities, but better. For example, in Sub-district One, in Bantaeng, prior to the implementation of the P-PTPD model, the sub-district was assigned to review the Village RPJM and RAPB. However, the sub-district did not know how to conduct the review or what needed to be reviewed. There were about five sub-district staff who were included in the review and verification team of Village RKP and RAPB, but none of them were given any information or understood how the process should be conducted. After the training and strengthening of the PTPD team in Sub-district One, one of the staff, who is also a PTPD team member, said that the PTPD strengthening helped him perform his job in the sub-district better.

*"After receiving training from KOMPAK [basic PTPD training], I have a better understanding of the village financial planning and management, and things that I should pay attention to. Previously, [when reviewing the Village RAPB] I only paid attention to addition and calculation errors, now I have started to see whether the budget is allocated in the Village RAPB and RKP,"* **Staff of Sub-district One, Bantaeng District.**

Another example is in Sub-district Four. Prior to the implementation of the PTPD model, the role of the sub-district was only to forward the district head's letter to the village government regarding the preparation schedule for the village planning documents. After the implementation of the PTPD model, the sub-district proactively monitored and ensured that villages conducted their planning process activities according to the provisions and schedule. The sub-district even

facilitated the process. Likewise, when the expenditure accountability report is to be submitted, the sub-district, which usually just waits for the report, began to check and find out the problems the villages faced that needed to be resolved.

*“After we submitted the report, the sub-district used to evaluate and monitor it. These days, the sub-district is taking their part from the beginning of the planning; their responsibility becomes bigger,”* **Head of Hua Village, Sub-district Four.**

In KOMPAK-assisted locations, the sub-districts provided a special room for the village to consult with PTPDs. As interaction increased, the sub-district became more aware of village development in its area and provided the necessary assistance in line with its capacity. When the village secretary and treasurer wanted to ask for disbursement recommendations, they also came to the sub-district for advice. Previously, they just went straight to the sub-district head’s room only to get his/her signature. However, after the village clinics were developed, meetings with the villages were held at the clinic, which also provided more space for village governments to interact and discuss matters with the sub-district. The informal discussions with trained PTPDs regarding the villages also increased the villages’ comprehension of certain topics such as financial management.

The presence of a PTPD team also meant an increase in the number of officials who could be part of village development in the sub-district. In the past, the village development was solely the business of *Kasi PM* or *Kasi Pem*. Now, there are at least two or three additional people to assist the villages. In the PTPD team itself, there were at least five members. The *Kasi PM* of Sub-district Five said that the PTPD team has made village development less dependent on one person in the sub-district, even though he admitted that only a few members of the PTPD team were active and used to helping the villages. The rest of the members seemed to be appointed only to meet the required number of personnel.

### 8.3. No Change in the Role of the Sub-district

This study also found that even though the PTPD approach had been replicated in one particular sub-district, there was no significant change in the sub-district’s role regarding village *binwas*. This was because the PTPD implementation was only on paper, in the sense that even though a PTPD team was formed through sub-district head decree, there was no reinforcement or follow-up. The PTPDs in the replication sites did not have sufficient understanding of their role and function. It doesn’t mean that the replicated sub-districts did not run their *binwas*, only that there was no change in the role of the sub-districts related to *binwas* before and after replication of the P-PTPD model.

## 9. Factors that Affect Implementation

### 9.1. Supporting Regulations

To date, there are no regulations and guidelines that clarify the position, function, and role of PTPDs. This results in confusion for PTPDs, as there were other teams related to village *binwas* in the sub-district, which were comprised of PTPD team members from the sub-district office, with separate budget allocations (**Table 9**). There was no understanding that PTPDs were a part of the *binwas* team, whose activities were supported by the budget for the *binwas* team. Among the five study sub-districts, three have their own *binwas* team, although most PTPDs from the sub-district office were also included in the *binwas* team. There are no operational guidelines for PTPDs' work, including how to involve the sectors and other parties who could assist the villages. As a result, PTPD activities are limited and sector involvement is more dependent on sub-district initiatives.

**Table 9. Village-Related Teams in the Study Location District**

| No. | Team name (generic)          | Main tasks  | Activity time/frequency  | Member  | Work location (in general)  |
|-----|------------------------------|---|--|---|---|
| 1   | Village RAPB Evaluation Team | Evaluating the Village RAPB to ensure the documents comply with applicable regulations.   | 2–3 times per year, prior to disbursement of funds.  | ASN from the sub-district office, including PTPDs.  | Sub-district office.  |
| 2   | SPJ Verification Team        | Verifying documents, in accordance with expenditure receipts and applicable regulations.  | 2–3 times per year, prior to disbursement of funds.  | ASN from the sub-district office, including PTPDs.  | Sub-district office.  |
| 3   | <i>Binwas</i> Team           | Monitoring the implementation of village development activities (physical and non-physical) to ensure compliance with the plan. Monitoring village security and orderliness, especially during <i>Pilkades</i> .* | At least 2–3 times per year, prior to disbursement of funds or if sub-district facilitation, including preparation for village elections, or conflicts, is required. | ASN from the sub-district office, including PTPDs (Pekalongan).**<br><br>UPTD of the sub-district and program assistants (in the replicating sub-district in Bima). | Village visit, usually led by the head of sub-district.   |
| 4   | PTPD Team                    | Assisting the head of sub-district in conducting village <i>binwas</i> and facilitating capacity building activities for village officials.   | Join the <i>binwas</i> team visit, and based on invitation from the village and assignment by the head of sub-district (e.g. attending the Village Forums).          | Only ASN from the sub-district office (Bima).<br><br>UPTD of the sub-district and existing program facilitators; e.g. P3MD, and PKH (Pekalongan).                   | Village visit when tagging along with the <i>binwas</i> team or assigned by the head of sub-district or invited by the village. The rest is at the sub-district office. |

\* During the village head election, the *binwas* team monitors the security and orderliness to anticipate potential conflicts or resolve conflicts by involving the local police and military.

\*\* In Pekalongan, the head of sub-district considers *binwas* as an internal task of the sub-district, and therefore the team members (based on a decree by the sub-district head) can only come from the staff of the sub-district office. However, members of the PTPD team can participate in visiting a village with the *binwas* team members, including PTPDs from UPTD and village facilitators.

Based on the above table, there are a few items that need to be explained. First, judging from the role that PTPDs are expected to perform (based on their main task), the frequency of PTPD activities is different from other teams. PTPD activities occur throughout the year, in contrast to the current schedules for evaluation, verification, and *binwas* teams. More operational support to help PTPDs do their work is therefore needed.

Second, if PTPD team members are limited to ASN in the sub-district office, and who is included in the team is at the discretion of the sub-district head, then UPTD and other program facilitators (e.g. P3MD and PKH) are not included as PTPDs. However, involvement of UPTD and other facilitators is essential, as it is needed by villages. Moreover, their involvement in PTPD teams is beneficial for their own work as UPTD and P3MD, as long as it is managed by the sub-district head. The sub-district office itself does not have the sectoral technical expertise required by the villages. Thus, PTPDs, under the leadership of the sub-district head, need to coordinate with UPTD and facilitators to jointly support the villages as members of a sub-district's coordination team, if they are not considered as PTPDs because they are non-ASN. On the other hand, if PTPD team membership is not limited to sub-district ASN status, a cross-sectoral arrangement that serves as a common guideline is required.

Apart from the unclear position, function, and role of PTPDs, there is not enough clarity on the legal basis of PTPDs to be included in the sub-district budget structure. The district has not updated the head of district regulation regarding the position, organisational structure, job descriptions and functions, as well as sub-district work procedures in accordance with Government Regulation No. 17 of 2018 on Sub-districts, and Minister of Home Affairs Regulation No. 90 of 2019 on the Classification, Codification, and Nomenclature of Regional Development and Financial Planning. In the study locations, the relevant head of district regulations were issued in 2017.

So far, the sub-districts only perform regular *binwas* activities prior to Village Fund disbursements, with a limited budget. Prior to Minister of Home Affairs Regulation No. 90 of 2019, it was difficult for the district to allocate funds to support PTPDs – including support for capacity building – and it was one of the reasons behind the lack of district budget support. However, the district has not fully understood and followed this regulation.

Pekalongan and Bima Districts have tried to issue head of district regulations regarding assistance and supervision by the sub-district, which was expected to cover support for PTPDs. However, at the end of the study, that regulation was still being drafted.

## 9.2. Budget

Budget issues became a central focus, as mentioned by almost all of the sub-district informants, including P3MD actors who were not directly related to budgets but revealed what they saw or knew. There was no location that has a specific budget for PTPD operations, mainly because there was no regulation that can underpin PTPD financing. PTPD activities have been so far included in the duties and functions of existing personnel, including PTPD team members from UPTD, using the functional budgets from each sectoral agency. KOMPAK has provided support for training and technical guidance at the KOMPAK-assisted sub-districts. For districts that have

replicated the P-PTPD model in all of their sub-districts, the district provided technical guidance on planning and budgeting together with KOMPAK.

The lack of budget allocation for PTPDs has limited their ability to perform their duties in assisting villages, except for those villages where PTPDs were domiciled. PTPDs often expressed reluctance to fellow PTPDs and P3MD facilitators to go to a village, because no transport was available. PTPDs usually go to a village together with the sub-district head and other sub-district staff to assist and supervise the village. Sometimes the villagers visited PTPDs, communicated by telephone, or PTPDs sent messages through village facilitators who went to the village. If PTPDs visited a village, it was usually by invitation to, for example, facilitate technical guidance or other meetings. The villages provide honoraria for PTPDs, as allocated in the village budget. The obstacles for PTPDs were expressed by one PTPD:

*“The future of PTPD is unclear. We are just working together. This is a voluntary task, this is just a form of caring... after all, we already have this task on our shoulders,”*

**PTPD/Kasi Pem, Sub-district Five.**

From the above statement, on the one hand the officials believed what PTPDs have been doing was indeed their job. On the other hand, they viewed the PTPD role as a new assignment with a new position that is not supported financially, while there were similar teams that already received funding. For example, the Village RAPB evaluation team and the village expenditure accountability report verification team (commonly called the SPJ Team) is usually also comprised of PTPD team members. There were no written guidelines to clarify the various positions and tasks of the existing teams related to village development.

In 2019 and 2020, there was an increase in funding from the district to several sub-districts of Pekalongan due to physical development, namely office building construction or renovation. However, the sub-districts in this district allocated a special fund for assistance and supervision of IDR 40–70 million annually (Table 10). In this table, it shows that the allocation for binwas is not for a separate program, but under the Sub-District Level Community Service Program and Delegation of Authority. It is parallel to, for example, Village Development Forum activities and Facilitating Women and Children’s Role Improvement.<sup>34</sup> Meanwhile, as stated by an informant in this sub-district study, P-PTPD activities were included in the *binwas* budget allocation if PTPDs went to the village to perform *binwas*, usually two to three times per year.

<sup>34</sup> Minister of Home Affairs Regulation No. 90 of 2019 on the Classification, Codification, and Nomenclature of Regional Development and Financial Planning. The assistance and supervision of village government by the sub-district is a program that oversees several activities and sub-activities listed in Government Regulation No. 43 of 2014 on Implementing Regulations in Law No. 6 of 2014 on Villages, and Government Regulation No. 17 of 2018 on Sub-districts.

**Table 10. Illustration of Expenditure in One of the Study Location Sub-districts**

|   | 2018          | 2019          | 2020          |
|---|---------------|---------------|---------------|
| Total Expenditure   | 2,747,357,000 | 2,320,269,000 | 2,332,115,500 |
| Indirect Expenses   | 1,620,757,000 | 1,678,944,000 | 1,695,383,000 |
| Direct Expenses   | 1,126,600,000 | 641,325,000   | 636,732,500   |
| Office Administration Service Program   | 232,000,000   | 263,740,000   | 284,637,300   |
| Program ...   | 589,600,000   | 104,450,000   | 68,411,400    |
| Community Service Program at Sub- District Level and Delegation of Authority                | 305,000,000   | 273,135,000   | 283,683,800   |
| - Improvement of ...  | 10,000,000    | 5,725,000     | 9,975,500     |
| - Implementation of Village Development Forums  | 17,000,000    | 11,950,000    | 15,000,000    |
| - Assistance for Election Committee   | 15,000,000    | 12,600,000    |               |
| - Village Assistance and Supervision  | 38,000,000    | 44,620,000    | 40,330,000    |
| - Facilitation on the Improvement of Women and Children's Role                              | 29,500,000    | 37,650,000    | 57,418,800    |
| - Facilitation of Community Activities  | 7,000,000     | 7,500,000     |               |
| - Facilitation of ...   |               | 7,000,000     | 10,000,000    |
| - Committee Assistance ...  | 10,000,000    | 14,810,000    |               |
| - Facilitation of Administrative Services   | 30,000,000    | 4,960,000     | 9,999,900     |
| - Awareness- Raising Activities   | 40,000,000    | 49,570,000    | 59,999,900    |
| - Implementation of ...   | 50,000,000    | 51,750,000    | 69,999,800    |
| - Facilitation of Forum ...   | 23,750,000    | 25,000,000    | 10,959,900    |
| - Facilitation of Promotion ...   | 20,000,000    |               |               |
| - Facilitation of Complaint Handling  | 15,000,000    |               |               |
| Proportion of Village Assistance and Supervision Budget to Sub-district Expenditure         | 1.4%          | 1.9%          | 1.7%          |
| Proportion of Village Assistance and Supervision Budget to Sub- District Direct Expenditure | 3.4%          | 7.0%          | 6.3%          |

Calculation in Indonesian Rupiah (IDR)

### 9.3. Staff Transfers and No Training for Replacement Staff

Another problem that somewhat affected P-PTPD activities was the transfer of staff/officials, including the sub-district head and sub-district secretary (**Table 11**). Staff transfers are inevitable and are a part of the staffing system. The problem is that the replacement staff were not prepared to take over the role of the person being replaced. Table 11 shows that most of the key PTPD figures did not attend PTPD basic training. In the years since 2017, the sub-district heads and sub-district secretary, who usually spearhead the PTPD team, have been changed in all of the study sub-districts. Four sub-districts got a new governance or empowerment section head – two section heads who are usually included in a PTPD team. As a result, P-PTPD activities decreased in these locations compared to when they were newly formed, including at KOMPAK-assisted locations. There was no adequate training/preparation for new staff and they performed their roles with limited knowledge. 'In the end, we taught ourselves to do the tasks, according to our respective interpretations,' said *Kasi Pem* of Sub-district Five, regarding the limited training



for PTPDs. The PTPD team, which was initially quite active, began to reduce its activities. The village clinic and PbMAD activities were the most affected. An evaluation conducted by TAPKAD of Central Java in 2018 for KOMPAK-assisted locations stated the following:

*“[In Pekalongan] there are only about 33.33% of the PTPD team members who have received basic training for performing their tasks, the rest are PTPD team members whose assignments were handed over by their predecessors, according to their function/position as replacement staff.”*

**Table 11. PTPDs/Sub-district Key Actors and Their Participation in PTPD Basic Training**

| Description  | Sub-district |             |       |      |        |
|--|--------------|-------------|-------|------|--------|
|  | One          | Two         | Three | Four | Five   |
| Basic/first PTPD training                                    | 2017         | 2017        | 2018* | 2016 | 2016** |
| Initial assignment of current officials in the sub-district: |              |             |       |      |        |
| Head of Sub-district   | 2020         | 2019        | 2018  | 2017 | 2018   |
| Sub-district Secretary                                       | - ***        | end of 2017 | -     | 2017 | 2018   |
| Governance Section Head                                      | -            | n.a ****    | 2020  | 2010 | 2007   |
| Community and Village Empowerment Section Head               | -            | 2020        | 2020  | -    | -      |

Notes:

\* One-day training from KOMPAK as requested by the sub-district head (early 2018), noting that this sub-district is not assisted by KOMPAK.

\*\* This training was provided by the Ministry of Home Affairs and only one person participated from this sub-district.

\*\*\* A dash in the table indicates that the person was not included in the PTPD team, or the position is currently vacant.

\*\*\*\* Data not available.

Even though DPMD felt the contrast between the old staff and new untrained staff, they could not provide any training – except for brief technical guidance – as the training for the sub-district is not DPMD’s purview. Meanwhile, *Tapem* admitted that there has been no training for the sub-district staff, except for promotion, due to a lack of funding. Thus, the capacity building to date has been ruled out by other budget allocation priorities.

#### 9.4. Leadership of the Head of Sub-district

The sub-district head’s leadership is one of the key factors that determine the vitality of a PTPD team. This was mentioned by non-sub-district informants in all of the study districts, including district officials, P3MD village facilitators, and KOMPAK. Dependence on leadership figures is still very strong, especially with the weak formal status of PTPDs. When the sub-district head changes, the successor may not be able to quickly understand the P-PTPD model; even if they do, they may have a different program or policy, particularly if the new head is not sufficiently supported by competent subordinates who should be the ‘engine’ of activities. Said a district official who likened a sub-district head to a driver and the secretary as a car engine: ‘It is important that the engine and driver be in line. Even if the driver is good, but the engine doesn’t support it, it will



also be hard'. This occurred in Sub-district Two, in which the program had been running well, but then it stalled after the sub-district head and the secretary were transferred to another location.

### 9.5. Support from District

As previously mentioned in **Section 5.2**, in the RI-SKPAD design, of which one of the components is Integrated PKAD, the district is one of the substantial elements that needs to be involved in the capacity building of village officials. Districts are expected to, among others things, prepare the technical guidelines for PTPD development based on the guidelines issued by the Ministry of Home Affairs, provide the budget as well as perform the assistance and supervision of PTPDs, and provide the operational budget for PTPDs, as well as implement the capacity building for PTPDs. However, no district has prepared a comprehensive guide to do the job. The technical guidelines are still limited or 'still being prepared', as an informant in the district put it. In addition, the district's direct support for PTPDs/sub-districts is still insignificant. Only Pekalongan has increased the budget for its sub-districts, including for village assistance and supervision. It should be noted that the relevant guidelines have not yet been officially issued by the Ministry of Home Affairs, and neither has the RI-SPKAD.

Districts, especially DPMD and *Bappeda*, used to provide technical guidance on issues or activities that should be performed by the sub-districts and villages, such as holding coordination meetings to discuss ways to review the village budget. They also provided guidance on the steps in preparing the Village RPJM and RKP, along with the required format, and the mechanism for disbursing funds. The technical guidance is usually conducted in one day, by inviting participants from all of the sub-districts. KOMPAK co-facilitated several activities by preparing the speakers and materials. However, limited time and a large number of participants resulted in ineffective technical guidance. If the number of participants is reduced to only a few representatives from each sub-district, including the sub-district heads, only a few PTPD team members can be trained. In addition, based on the observation of a district informant, it was difficult to expect the training material to be in soft copy form and for most of the PTPDs to learn independently without adequate explanation. For relatively small districts, DPMD visited the sub-districts and gathered the villages to provide technical guidance simultaneously for them and the sub-district. WhatsApp groups were also used by the districts to share information and for discussions.

Due to limited support, the PTPD capacity building was still stalled and their support for the villages was inevitably limited. In one district, the delegation of authority regarding a village, in this case the evaluation of Village RKP/RAPB by PTPDs, had to be withdrawn to the district for capacity reasons. The district realised that only a few sub-districts have adequate officials and acknowledged the importance of giving initial guidance to PTPD team members before they were assigned (especially in sub-districts that are not assisted by KOMPAK). Budget constraint was the main obstacle to providing sufficient technical guidance and capacity building before PTPDs begin their role.

### 9.6. Benefits/Incentives

This section discusses what drives various stakeholders to implement or be involved in the implementation of the P-PTPD model, based on what benefits they expect or the incentives that motivated them to get involved. The incentives for PTPDs, sub-districts, UPTD, and for districts that affect the implementation of the P-PTPD model in the field are discussed in this section.

## 1. For PTPDs:

Initially there was no particular incentive to encourage sub-district officials to become PTPD team members, as they were appointed directly by their superior, the sub-district head. However, with the decree for team formation, it is expected that there will be a budget for PTPDs, including their honoraria. For example, as far as they know, there is an honorarium for officials who participate in the Village RAPB evaluation team and SPJ verification team. Although this expectation has not been actualised, they have felt some benefits.

**Opportunities for capacity building.** As stated in **Section 7.1**, capacity building activities for the sub-district staff were insignificant. Even if there was some training, it was usually for promotion requirements, and not related to the duties of PTPDs. Being on a PTPD team, especially those assisted by KOMPAK, expands the opportunity for capacity building for better performance. Capacity building in this context is not just through training, but also through technical guidance, mentoring, and knowledge sharing between PTPD team members from other sectors or from P3MD facilitators. There is also more technical assistance from the districts, both in KOMPAK- and non-KOMPAK-assisted areas, especially when there are certain tasks that must be carried out, such as those related to the preparation of annual planning and budget documents.

*“In the past, I did not know much about Village APB, but the Head of Sub-district assigned [me] to be on the Village RAPB review team... There was no training or technical guidance to do that. By joining the PTPD team and being trained by KOMPAK, I was trained to understand it – how to do a Village RABPB review – better,” PTPD member, Sub-district One, Bantaeng District.*

**Feeling more appreciated.** By being a PTPD team member, the sub-district staff have more opportunities to engage and interact with their villages, such as providing consultations through WhatsApp, accompanying the sub-district head for village *binwas* visits, assisting village planning meeting (*musrenbang*), monitoring the implementation of Village Fund activities, and so on. This enables the staff to be more involved and interact with the villagers, and also to share the knowledge or information they received from the training and technical guidance that might help or is needed by the village. Therefore, they feel more appreciated by the villagers. In addition, they are often asked by the village to be speakers in the annual capacity building training activities that the village holds. Usually, the villages provide honoraria for the speakers. This is also a **financial incentive** for PTPDs.

Apart from feeling appreciated by the villages, PTPDs also feel appreciated at their office, because the sub-district head trusted them to complete village-related tasks. ‘The sub-district head involves us, PTPD, in the establishment of any village-related team in the sub-district,’ said a sub-district staff member and PTPD in Sub-district Four, Bima. This includes, for example, involvement in the *binwas* team and receiving an honorarium for it.

## 2. For Sub-districts:

**Increasing the role of sub-districts.** For the sub-district, the presence of PTPDs strengthens the position of the sub-district with its villages. Previously, as various informants often said, sub-districts were often ‘not acknowledged’ by the villages, they ‘have no dignity’, and so were often ignored. Often when a sub-district supervised an activity, the villages would question this and considered that it was not the sub-district’s job, but the Inspectorate’s. PTPDs strengthen a sub-

district's position as both assistant and supervisor, albeit in a different way to the Inspectorate.<sup>35</sup> Some villages even said they felt relieved that they had been 'supervised' by the sub-district before the Inspectorate came. This meant that if there was an error, it would be identified in *binwas* and could be corrected prior to inspection.

**Supporting village assistance and supervision.** Village *binwas* is a task inherent to the sub-district. With PTPDs performing these duties, it is less likely that the sub-district head or sub-district will receive a reprimand due to irregularities or violations by the Inspectorate in the village, as happened in Pekalongan, where two sub-district heads replicated P-PTPD on their own initiative. The sub-district officials in the study location stated that the sub-district would be embarrassed if the Inspectorate found irregularities in any of their villages, especially if it went to the court as happened recently. At the time, the head of sub-district (not of the study location) had to be a witness in court, as told by one of the Kasi of Sub-district Three. The sub-district was considered negligent in its supervision of the villages and received a warning from the district. Orderly administration is the main target for officials.

### 3. For UPTD

**Opportunity to push sector issues in village planning.** PTPDs who came from UPTD, such as *puskesmas*, believe that their involvement in PTPD activities helped them push the sub-district sectors' priority issues in village planning. The issue often faced by UPTD is that sometimes the village has planned and implemented activities related to certain sectors without involving them. By becoming a member of the PTPD team, sector representatives are also involved in providing input for the village planning:

*"I want to be active in PTPD because I feel benefited. People are also more facilitated about health. When there are activities in the village, I also get involved with PTPD identity instead of puskesmas. PTPD is considered by villagers as representatives of the government. Villagers are more obedient to the government, while puskesmas always blamed if the service doesn't work,"*  
**ex-member PTPD from Health Sector, Sub-district Two, Pekalongan District.**

### 4. For District

**PTPDs can assist the administrative process in the villages.** The functions of PTPDs are aimed at accelerating the village administrative process. With PTPD assistance, the quality of the administrative documents prepared by the village were better. So far, the complaints from the district are about the limited experience and ability of the village to manage large funds. This has a negative impact on the administration, such as delaying the planning and reporting processes, creating village and district planning that is not synergised, and 'findings' of mistakes by the Inspectorate. PTPDs assisted the villages in improving their financial management administration and checking all of the documents before sending them to the district.

**Few funding implications.** It can be said that not a lot of their budget is spent by the districts to date, to get all of the benefits of the P-PTPD model. In fact, to date there is no specific allocation for PTPDs in the district budgets, including in the districts where all of the sub-districts already have PTPDs. The districts issued a letter to encourage sub-districts to form a PTPD team, but this was not followed by adequate training/capacity building or technical guidance, except in KOMPAK-assisted locations, which with some cost sharing by the districts allowed other sub-districts to participate as well.

<sup>35</sup> Minister of Home Affairs Regulation No. 70 of 2020 on Supervision of Village Financial Management, which involves sub-districts, has not yet been issued when the data for this study were collected.

## 10. Conclusions and Recommendations

### 10.1. Conclusions

- There were three patterns of sub-district role changes after the pilot and replications of the P-PTPD model were implemented. In the first type, the sub-district performed more *binwas* roles in village governance than prior to the establishment of the P-PTPD model (resulting in increased quantity of village *binwas* activities). In the second type, the sub-district performed the same village *binwas* activities, but with better quality (resulting in quality improvement of village *binwas*). In the third situation, there was no change in the role of sub-district regarding village *binwas*. The first and second changes were found in KOMPAK's sub-districts, although questions remain as to whether they can be sustained after KOMPAK's assistance. Meanwhile, the third pattern of change was found in the replicating locations.
- The main factors affecting implementation of the P-PTPD model were:
  - **Regulation.** There is no regulation or instruction that explains the position, function, and role of PTPDs. This resulted in confusion for PTPDs, given there were other teams related to village *binwas* in the sub-district, which include PTPD team members from the sub-district office with separate budgets.
  - **Budget.** There has been no funding due to the lack of regulations that serve as legal basis for PTPDs to be included in the sub-district budget. Districts have not updated the head of district regulation regarding the position, organisational structure, job descriptions and functions, as well as work procedures of the sub-district, based on Government Regulation No. 17 of 2018 on Sub-districts, and Minister of Home Affairs Regulation No. 90 of 2019 on the Classification, Codification, and Nomenclature of Regional Development and Financial Planning.
  - **Leadership of the sub-district head.** Dependence on leadership figures is inescapable, given the weak formal status of PTPDs. Changes in leaders and other authoritative figures often resulted in the stagnation of P-PTPD activities.
  - **Assistance from the district.** No district provides comprehensive assistance for its sub-districts and villages. The availability of technical guidelines is also limited. In terms of budget, Pekalongan is the only district that has increased the budget for its sub-districts, including for village *binwas*.
  - **Staff transfer and capacity strengthening.** PTPD staff transfers occurred quite often, but the replacement staff were not well-prepared to fill all of the roles of their predecessors.
  - **Benefits/incentives of P-PTPD implementation.** For PTPDs, being a PTPD team member is a duty/responsibility. However, the opportunity to build their capacity and feel appreciated escalated their motivation. Moreover, for the sub-districts, PTPDs improved the sub-districts' roles in assisting the village *binwas*. For UPTD, being in the PTPD team gave them the opportunity to push their sector's programs/issues in village planning. For the districts, PTPDs helped in overseeing the administrative process in the villages and, during the pilot, this did not require a large amount of funding.
- Perspectives of the villages, sub-districts, and districts on the P-PTPD model include:
  - **Villages:** PTPDs have not been able to keep up with the various needs of the villages, following each village's stage of development. PTPDs were still focused on the administration and reporting assistance needed by some villages. Hence, the villages

that have overcome this issue need PTPD assistance in solving other problems, such as developing their economic activities, which has not been provided by PTPDs.

- o **Sub-districts:** PTPDs have increased the role of the sub-districts, whose position had been often ignored by the village government. PTPDs monitor village fund management to minimise 'findings' of mistakes by the Inspectorate.
  - o **Districts:** PTPDs helped reduce the range of village assistance, especially for districts that have a large number of villages. PTPDs also disseminated information and promoted the district's priority programs. However, not everything has worked out well due to PTPDs' limited capacity.
- The replicating sub-districts only created a PTPD team and ratified it through a head of sub-district decree. The remaining processes in establishing the P-PTPD model at KOMPAK locations were not executed, especially in providing capacity building. As a result, the PTPD team did not make any changes at these locations.
  - The P-PTPD model was implemented without an evaluation, despite complaints from the sub-district heads. As the person in charge of PTPDs, they need feedback or input on P-PTPD model implementation for the purpose of program improvement.
  - No evidence was found that enough representation by women was taken into consideration in the selection of PTPD team members. It has not been regulated in the PTPD guidelines. There are female PTPDs in three sub-districts, but they are included in the team owing to their existing position.

## 10.2. Recommendations

This study provides several recommendations, both in general related to the P-PTPD model and specifically for the Ministry of Home Affairs and the districts.

### 10.2.1. Ministry of Home Affairs

- **Clarify in the organisational structure the positions, functions, and roles of PTPDs and other teams operating in the sub-districts, especially for *binwas*.** A clear definition of a PTPD's position, which includes their duties, goals (work program), and relationship with the other sub-district teams operating in the villages, needs to be clarified through central regulations. This clarification is necessary for the sustainability, institutionalisation, and accountability of PTPDs' performance.
- **Push for budget allocations.** In accordance with the regulation on PTPDs, the central government should encourage the districts to allocate sufficient budgets for the implementation of PTPD duties.
- **Perform Integrated Village Apparatus Capacity Building (*PKAD Terpadu*) simultaneously with the P-PTPD model and Village Apparatus Independent-Learning Models (*PbMAD*).** Without an integrated capacity building system, the P-PTPD model does not operate optimally, especially with regard to capacity building. In addition, evaluation should be a part of the capacity building system for the P-PTPD model.



### 10.2.2. Districts

- **Set up and implement the PTPD support system.** Districts need to set up support systems at the district and sub-district levels as part of Integrated PKAD, including evaluation and feedback from the district to the sub-district. This will help ensure the sustainability of the P-PTPD program and activities, despite personnel changes.
- **Map out the capacities of sub-districts and their villages.** The capacities and needs of the villages targeted by the P-PTPD model vary, as well as the capacities of PTPDs as facilitators. For optimum support for the villages, the capacities of facilitators must correspond with their targets, so that the districts can assign PTPD teams who are able to meet the needs of their villages.
- **Provide operational budget for PTPDs in *binwas*, in accordance with Minister of Home Affairs Regulation No. 90 of 2019 on the Classification, Codification, and Nomenclature of Regional Development and Financial Planning.** As PTPDs are part of the implementation of the *binwas* function, funding for PTPDs can follow the classification, codification, and nomenclature contained in the regulation.
- **Issue a head of district regulation regarding the position, organisational structure, job descriptions and functions, as well as sub-district work procedures, in accordance with Government Regulation No. 17 of 2018 on Sub-districts.** A head of district regulation is required following the changes in the regulation.
- **Encourage/facilitate cross-learning and cooperation between sub-districts in the district.**

### 10.2.3. General

- **Regulate the issues of female PTPD representation, as well as gender equality and social inclusion (GESI) in the guidelines.** The issue of women's representation in PTPD teams and GESI mainstreaming should be regulated in the guidelines for PTPDs. This regulation can help increase participation and provide access for capacity building for women and vulnerable groups in the villages.
- **Selectively replicate in accordance with the situation/capability of the districts.** Replication not only requires the issuance of a head of district regulation, but also a commitment to adequate budgeting, assistance, and mentoring. In the early stages, for example, the replication can be prioritised for sub-districts in remote locations.
- **In-depth/further study on delegation of authority to sub-districts.** All districts in the study locations have delegated some of the authority of the heads of districts to the heads of sub-districts to improve public services, as well as strengthen the role of the sub-district. Except for those related to village *binwas*, delegation of authority to other sectors has not been fully implemented. Further study regarding the obstacles and how to overcome them is needed.

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