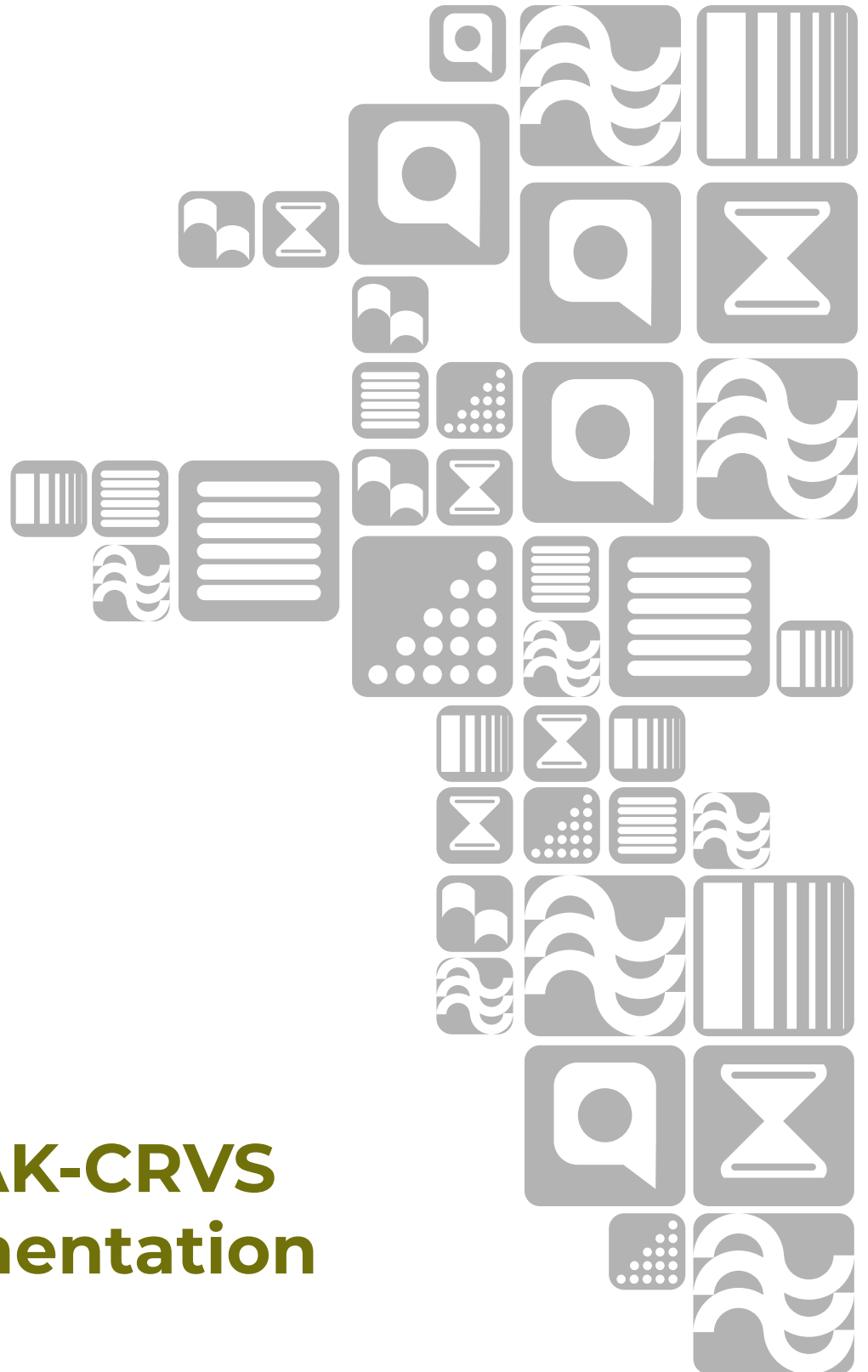




KOMPAK-CRVS Implementation Stories

in Papua and West Papua Provinces



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From 2015 to 2022, a collaboration between the Government of Indonesia, coordinated by Ministry of Development Planning (Bappenas), and the Government of Australia through KOMPAK, has supported the Government of Indonesia's efforts to strengthen basic services and economic empowerment to reduce poverty. In partnership with the Center on Child Protection and Wellbeing at Universitas Indonesia (PUSKAPA), Bappenas and KOMPAK designed and implemented the Civil Registration and Vital Statistics (PASH/CRVS) program.


The CRVS program aims to help local governments and relevant service units inclusively record, without exception, all its citizens, especially the poor and vulnerable. The outcome will be that the citizens will then have their legal identity rights fulfilled and can use their legal identity documents to access basic services to support their welfare. In addition, the citizen data will be managed and become the basis for planning and improving these basic social services through accountability.

This document summarizes the journey, achievements, and lessons learned from the implementation of the CRVS program in Papua and West Papua provinces. The design of the KOMPAK program in Papua and West Papua is different from that of other KOMPAK working areas such as Aceh, Central Java, East Java, West Nusa Tenggara, and South Sulawesi provinces.¹ Of the 10 districts included in KOMPAK working areas in Papua and West Papua, CRVS focused on only four districts in 2018: Jayapura, Asmat, South Manokwari, and Sorong.

At its conception the CRVS program deliberately selected several subdistricts from these districts as part of KOMPAK working areas, but later on the program developed and expanded to several other districts, including Nabire and Fakfak.

This document is composed in a chronological manner, with data and descriptions extracted from 91 documents consisting of activity reports, research, policy papers, technical documents, and bulletins. This document will support the synthesis analysis for the final report of the CRVS program as a whole.

¹ The implementation of CRVS in Papua and West Papua was carried out later, following other KOMPAK working areas. KOMPAK was aware of the challenges unique to Papua and West Papua that may not exist elsewhere. Given this situation, the implementation of CRVS adhered to the design approach of the KOMPAK Program in Papua and West Papua, which had been synergized with the Indonesia-Australia partnership programs that had previously been carried out to maximize achievements.



A. Initial Situation of the Civil Registration and Vital Statistics System in Papua and West Papua Provinces

Unlike other KOMPAK working areas,² the initial mapping of the CRVS system situation in Papua and West Papua began in 2018 with a rapid assessment of the South Manokwari and Sorong districts, in West Papua. However,³ a rapid assessment in Papua could not be achieved due to an unfavorable political situation.⁴ Leadership change in Papua had suddenly left many vacant positions in government offices, making it impossible to conduct interviews. Despite the circumstances, the CRVS program managed to collect information from partners, informants, or reports on other activities that intersected with civil registration issues in Papua.

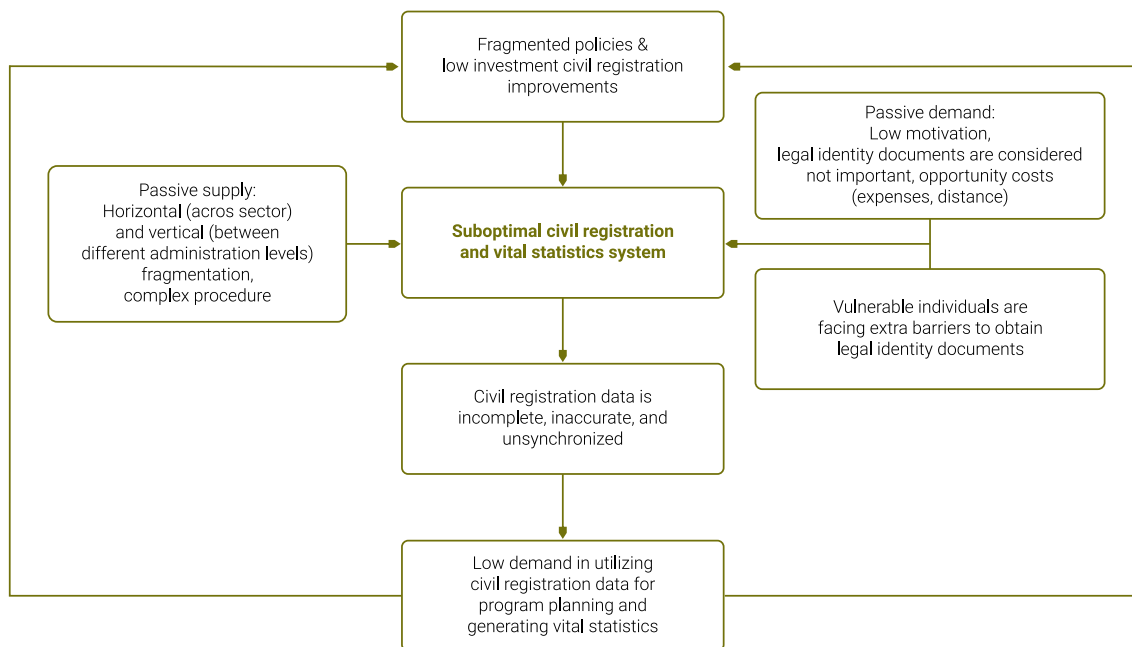
From the results of various assessments and studies, the CRVS program identified the main problems that disrupted the provision of an inclusive and accountable civil registration and vital statistics system. In general, CRVS problems were attributable to the obstacles faced by the communities in accessing services (demand side), obstacles faced by service providers (supply side), and policies and enabling environments in the system that were not functioning properly.

²To ensure that KOMPAK-driven programs could effectively improve the civil registration and vital statistics system, in 2015 KOMPAK and PUSKAPA conducted a formative study by sampling three subdistricts in three districts—West Aceh, Pekalongan, and Pangkep—to obtain in-depth information on the civil registration situation. In addition, various assessments and mapping of CRVS related issues were also carried out in all KOMPAK pilot areas. A situation analysis was also conducted using the National Socioeconomic Survey (Susenas) data, civil registration data from the local Disdukcapil, as well as by reviewing relevant regulations at the regional level.

³Rizky, E., et al. 2019. *Rapid Assessment Report: Civil Registration and Vital Statistics in West Papua June 2018*. PUSKAPA. [unpublished document].

⁴Moerti, M. (December 31 2018). *Tragedi Berdarah Papua di Penghujung Tahun 2018* (The Bloody Tragedy of Papua at the End of 2018). <https://www.merdeka.com/events/tragedi-berdarah-papua-di-penghujung-2018.html>

Diagram 1. Mapping CRVS Related Problems



Demand Side Barriers

Long distances, processing fees,⁵ and complicated processing were found to be the main obstacles for residents in obtaining their identity documents. For instance, in South Manokwari, it was perceived that the work of the Civil Registration Office (Disdukcapil) was very slow and the service time was uncertain. As a result, residents often had to go back and forth to the registration office to check whether their documents had been processed, thereby increasing the cost of travel, energy, and time spent. Despite no administrative fee (all services are now free of charge), residents had to spend

IDR 50,000-100,000 for transport to and from the civil registration office. In Asmat, Papua, long distances were often also an issue because the registration office is located far from the village community.⁶

The community's low awareness of the need to record their vital life events also contributed to a less than optimal civil registration system. In the provinces of Papua and West Papua, it was found that many couples who were wed by traditional means had no proof of marriage. Therefore, the birth of their children could not be directly registered

⁵ Processing fees refer to costs other than administrative fees incurred by the applicant, such as transport fares, photocopying costs, or fees when using informal processing services.

⁶ Rizky, E., et al. 2019. Rapid Assessment Report: Civil Registration and Vital Statistics in West Papua June 2018. [unpublished document]

in the names of the father or mother. To obtain proof of marriage, these couples were advised to join a mass wedding. However, not everyone wished or was able to join, especially if it did not include customary obligations.

Based on 2016 National Socioeconomic Survey (Susenas) data, the most common reason as to why people under

age 17 did not have a birth certificate in West Papua is that the service center was too far (22%), or the certificate had not been issued (21%). A different study found that costs (41%) associated with long distances (15%) and complicated and uncertain application processes (9%) were the three main obstacles that prevented people from registering their vital life events.⁷

Supply Side Barriers

A lack of capacity on the part of the civil registration officers in Papua and West Papua remained a problem in providing registration services. In the Sorong and South Manokwari districts, most of the civil registration staff were new recruits who did not fully understand the main civil registration tasks, functions, regulations, and programs, thus disrupting the provision of services. In 2018, of the 63 staffers in the South Manokwari civil registration office only 10 were civil servants, while the rest were temporary employees.⁸ The number of staff members was disproportionately small considering the population size accessing the registration services.

Although regulations at the national level aimed to bring services closer to communities at the subdistrict level, including by establishing a civil registration service unit, this had not been implemented in Papua and West Papua. In Sorong, the civil registration office is only available at the district level and even then, it is located in a government complex far from residential areas. Similar problems were also found in Asmat, Papua, where residents in several subdistricts had to travel for five hours by speed boat to reach the district government center.⁹

⁷ Sumner & Kusumaningrum. 2014. *Indonesia's Missing Millions: AIPJ Baseline Study on Legal Identity*. PUSKAPA.

⁸ Rizky, E., et al. 2019. *Rapid Assessment Report: Civil Registration and Vital Statistics in West Papua June 2018*. [unpublished document]

⁹ PUSKAPA. (2019). *PUSKAPA-KOMPAK BANGGA Reflection Report*. [unpublished document]

The Lack of Supporting Policies and Enabling Environment

A rapid assessment in 2018¹⁰ found that many couples who married by customary law, and were not registered in the civil registration data system (SIAK), had difficulty obtaining birth certificates for their children. For instance, some residents claimed to have more than one wife, but the church is only willing to issue a Marriage Notification Letter for the first wife. Unfortunately, without the notification letter, it is difficult to register one's second and third marriages.

A regulation search in 2018 discovered that the governments of Papua and West Papua did not have regional regulations on civil registration. In 2010 there were discussions about regional regulation of civil registration, which would also regulate data collection on Papua's indigenous people, but until 2018 the regional regulation had not been finalized due to a lack of consensus on the definition of Papuan indigenous people.

Technical issues due to ineffective infrastructure and geographical challenges affected the service time for legal identity documents, particularly in the Papua and West Papua provinces.

The civil registration office of South Manokwari in West Papua reported experiencing a power outage almost every day. Without electricity, the Internet server would shut down and consequently all services would be suspended. The Sorong civil registration office also faced a similar challenge in that they could not use their generator because the electricity it provided was unstable and could potentially damage the server. Problems related to electricity and telecommunications were also found in Asmat.¹¹

Regional expansion caused an issue with civil registration data migration in South Manokwari, which is a new district resulting from the division of Manokwari, in 2012. The civil registration office of South Manokwari itself was only formed in 2013. As a result of the data migration issue, birth certificate ownership recorded in the 2018 South Manokwari SIAK was very low.

¹⁰ Rizky, E., et al. 2019. *Rapid Assessment Report: Civil Registration and Vital Statistics in West Papua June 2018*. [unpublished document]

¹¹ KOMPAK 2018. *DFAT-BAPPENAS Joint Monitoring Field Visit Report: KOMPAK Program Implementation Progress in Asmat District, Papua Province, September 20–24 2018*. [unpublished document]

The 2015 Susenas Birth Certificate Ownership Analysis

The 2015 Susenas analysis on birth certificate ownership in KOMPAK working areas in Papua (Jayapura and Nabire districts) and West Papua (Sorong, Fakfak, and South Manokwari districts) provided an overview of the situation in each district. This was one of the considerations in formulating the CRVS program design and implementation.

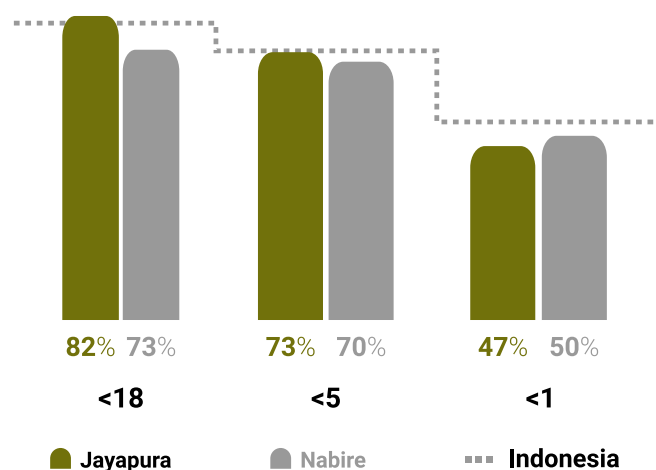
The suboptimal civil registration and vital statistics system is reflected by the low birth certificate ownership in both KOMPAK-assisted districts in Papua and West Papua, especially in the case of newborns. Diagram 2 shows a pattern of decreasing birth certificate ownership

among newborns (aged 5 and 1 year) in Indonesia; a similar pattern is also seen in almost all KOMPAK-supported districts in Papua and West Papua.

In Jayapura 82% children under-18 reported having a birth certificate, 73% for children under 5, and for children under 12 months only 47%. Meanwhile in Nabire, 73% of children under-18 reported having a birth certificate, 70% of children under 5, and for children under 12 months only 50%. In general, birth certificate ownership in most KOMPAK-supported districts in Papua is below the national figure, particularly for children under 5 and under 1 year.

Diagram 2. Estimated Birth Certificate Ownership by Age (U18, U5, U1) in KOMPAK Supported Districts, Papua Province in 2015

(Susenas, 2015)



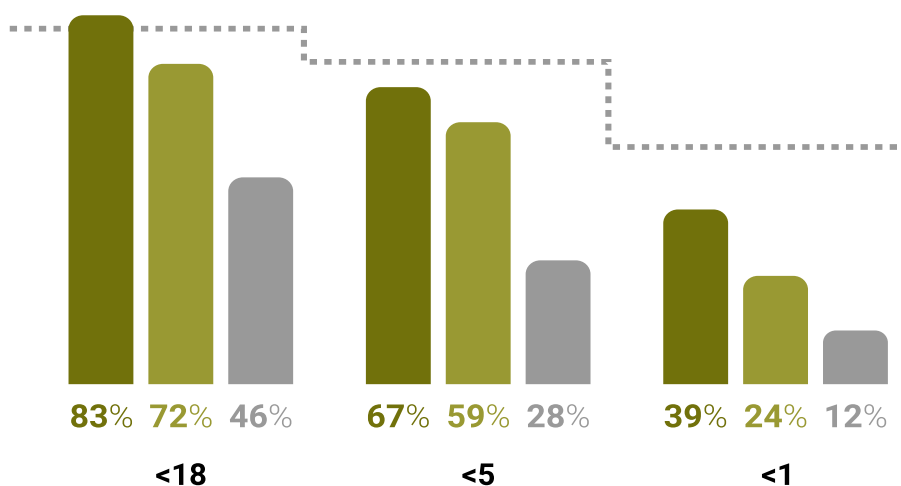
Note: The data might not represent the accurate district-level estimates due to its low sample size

Diagram 3 shows a similar pattern for KOMPAK-supported districts in West Papua Province. In Sorong, 83% of children under-18 reported having a birth certificate, 67% of children under 5, and children under 12 months only 39%. In Fakfak, 72% of children under-18 reported having a birth certificate, 58% of children under 5, and for children under 12 months only 24%. Meanwhile in

South Manokwari District, birth certificate ownership was very low among children under 18, under 5, and under 12 months (46%, 28%, and 12% respectively). In general, birth certificate ownership in most KOMPAK-supported districts in West Papua was below the national figure, particularly for children under 5 and under 1 year.

Diagram 3. Estimated Birth Certificate Ownership by Age (U18, U5, U1) in KOMPAK Supported Districts, West Papua Province in 2015

(Susenas, 2015)



Note: The data might not represent the accurate district-level estimates due to its low sample size



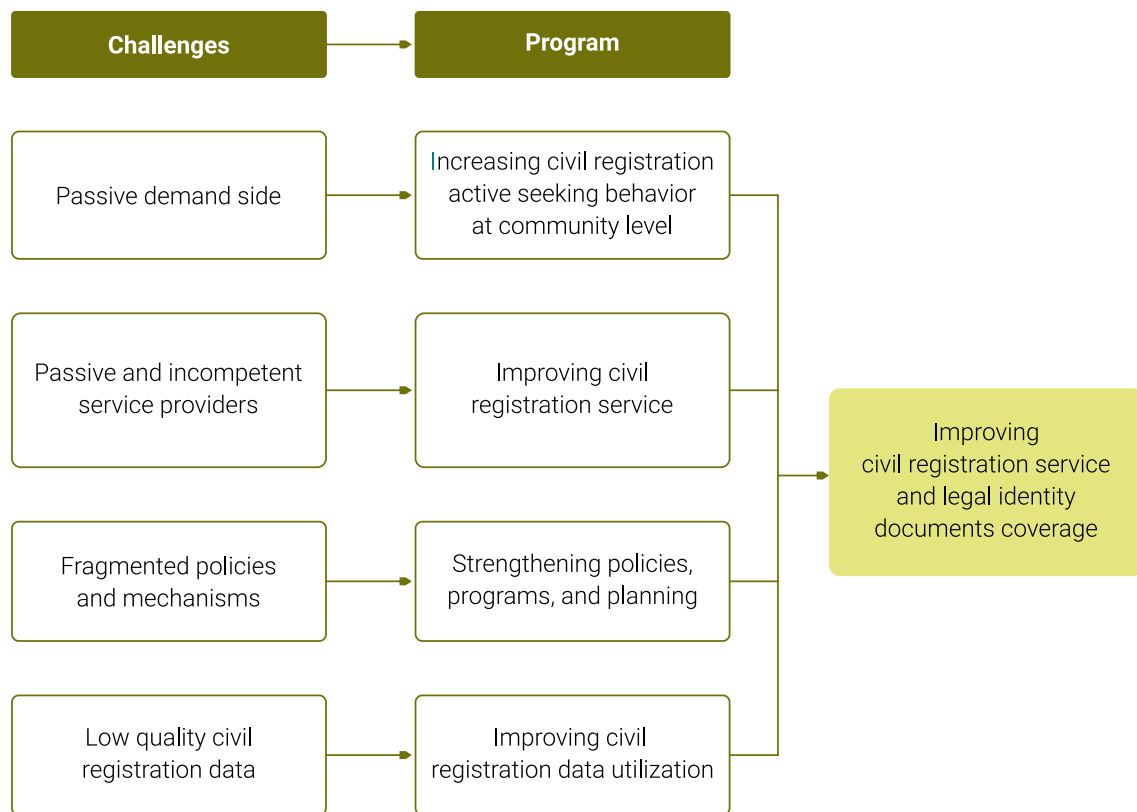
B. Initial Design of the KOMPAK CRVS Program¹³

¹³PUSKAPA (2016). *CRVS Program Design*, a collaboration between Center on Child Protection & Wellbeing, University of Indonesia (PUSKAPA) with the Ministry of National Development Planning (Bappenas) and Governance for Growth (KOMPAK). [unpublished document]

Based on the results of a problem mapping conducted at the beginning of the CRVS program design, various targeted activities were developed to increase the issuance/ownership of official identity papers. These activities included information gathering, technical assistance, behavior-changing communications, and support for community institutions, as well as testing

and improving various implementation models. The activities were directed at improving the registration system by increasing community initiatives, increasing active registration services and their quality, strengthening policies and operational systems for more effective services, and increasing the use of civil registration data.

Diagram 4. Initial CRVS Program Design



The design of the KOMPAK program in the Papua and West Papua provinces is different from that of other KOMPAK working areas. The program in Papua and West Papua is a continuation of the Australia-Indonesian Partnership for Decentralization (AIPD) program called LANDASAN, which has been running since 2014.¹⁴ The LANDASAN program was aimed at building the capacity of local governments, communities, and front-line service providers to effectively manage basic social services. The LANDASAN-KOMPAK program, also referred to as LANDASAN II,¹⁵ has been going since 2017 in collaboration with its main partner, the East Indonesia Knowledge Exchange, or BaKTI.

In addition to LANDASAN II, KOMPAK also supported a social protection program in Papua Province called BANGGA Papua (Building the Welfare of Papuan Generations and Families). BANGGA Papua is a program initiated by the Provincial Government of Papua using the special autonomy fund, with the support of the Indonesia-Australia partnership MAHKOTA and KOMPAK.¹⁶ Launched on November 12, 2017, BANGGA Papua aims to improve the quality of Papuan indigenous human resources by improving child nutrition and health.

¹⁴ LANDASAN. (2016). LANDASAN Program Documents. [unpublished document]

¹⁵ KOMPAK-LANDASAN II had been implemented since 2017 to strengthen the cooperation between service units, including community health centers, schools, and village cadres, in improving basic services. Through the village governance improvements initiated by LANDASAN II, the CRVS program had been supporting Papua and Papua Barat to increase legal identity ownership through the model of facilitating civil registration services in the villages since 2019.

¹⁶ KOMPAK (2019). Year End Report: BANGGA Papua Communication Activities. KOMPAK & BaKTI.



C. KOMPAK Program Implementation Story in Papua and West Papua

BANGGA Papua

BANGGA Papua was piloted in three districts: Asmat, Lanny Jaya, and Paniai. It provided cash assistance of IDR 200,000 per month for Papuan indigenous children aged 4 and under, and knowledge sharing for parents about the importance of nutrition for their children.

In 2018, the Governor of Papua Province Regulation Number 23 of 2018 on BANGGA Papua was issued, and the first disbursement of the BANGGA Papua program was carried out.¹⁷ Disbursement for the second and third year was carried out in 2019.

Since the beginning of program implementation, the governments of the three districts involved the civil registration sector in overseeing the data collection process for prospective beneficiaries. The BANGGA Papua Secretariat of Asmat in particular involved civil registration and used a form whose data elements were in accordance with the SIAK requirements to issue a Citizen Identification Number (NIK). By using this form, the issuance of NIK for prospective beneficiaries is relatively faster.¹⁸

In early 2019, the program team monitored the disbursement of BANGGA Papua funds to obtain information on the use of civil registration data. The results provided lessons learned and recommendations for the implementation of CRVS and the Village

Administration and Information System (SAIK) adoption strategy in Papua and West Papua.

In the BANGGA Papua program, several stages of the disbursement process closely intersected with civil registration.¹⁹ During registration, which was also the first stage of disbursement, prospective beneficiaries without legal identity documents, particularly NIK, were advised to first obtain them from the civil registration office. Next, at the data collection stage information on prospective beneficiaries was verified through the district civil registration information system. The data on potential beneficiaries would then be verified on the BANGGA Papua information system. At the disbursement stage, beneficiaries who had not previously received assistance must verify the completeness of their data by showing their legal identity and open a bank account at the designated location.

Evaluation results of the BANGGA Papua program found that the program was considered successful in targeting residents most in need, such as children

¹⁷ BANGGA Papua official website <https://info.bangga.papua.go.id/infografis>

¹⁸ PUSKAPA. (2019). *PUSKAPA-KOMPAK BANGGA Papua Reflection Report*. [unpublished document]

¹⁹ Sharing session on the implementation of BANGGA Papua with the Provincial Government of West Papua and the Secretariat of BANGGA Papua, Papua Province, November 26 2020. <https://info.bangga.papua.go.id/sharing-session-bangga-papua/>

and women, by empowering and increasing their income.²⁰ The BANGGA Papua program also increased the ownership of NIK for indigenous Papuan people. In addition, the BANGGA Papua Program also provided insights for the

Government of Indonesia in its efforts to alleviate poverty, specifically on infrastructure, disbursement processes, and the beneficiaries' experiences in direct assistance programs.²¹

LANDASAN II

In 2017, KOMPAK-LANDASAN II began in 28 subdistricts in 10 selected districts, namely: Kaimana, South Manokwari, Sorong and Fakfak, in West Papua, and Jayapura, Asmat, Nabire, Boven Digoel, Waropen, and Lanny Jaya, in Papua.

LANDASAN II is a continuation of previous initiatives in LANDASAN I, including collaboration between service units, particularly PUSKESMAS (subdistrict community health centers), schools, and village cadres, in an effort to improve basic social services. LANDASAN II also supported the use of community-based data, managed through SAIK.²²

In line with the support provided through LANDASAN,²³ a rapid assessment in 2018 found a number of strong cross-sectoral collaboration modalities in the Sorong and South Manokwari districts. For instance, in the health sector, front-line officers made efforts to record births, infant deaths, deaths that occurred in

health facilities, and enter any similar information that had the potential to help update civil registration data. Although it was not optimal, SAIK had also started operating in several villages.


As of April 2018, around 199 villages had SAIK, and as many as 403 village cadres had been trained to manage and utilize SAIK data. Several PUSKESMAS and elementary schools had also made changes to activity planning and improved service quality, thanks to the allocation of village development funds. Subdistrict Administration and Information System (SAID) was also piloted in the East Sentani subdistrict in the Jayapura District.

²⁰ Karishma Huda & Heracles Lang's presentation on "The BANGGA Papua Program Evaluation Results" in the BANGGA Papua Webinar: Cash Assistance Reaching Remote Places, November 16 2020.

²¹ Presentation of Vivi Yulaswati, Expert Staff to the Minister of National Development Planning on "Insights from BANGGA Papua" in the BANGGA Papua Webinar: Cash Assistance Reaching Remote Places, November 16 2020 <https://info.bangga.papua.go.id/webinar-bangga-papua/>

²² KOMPAK (2018). *LANDASAN: Memperkuat Layanan Dasar di Papua dan Papua Barat melalui Data Kampung Berbasis Masyarakat*. <https://kompak.or.id/en/article/landasan-program>.

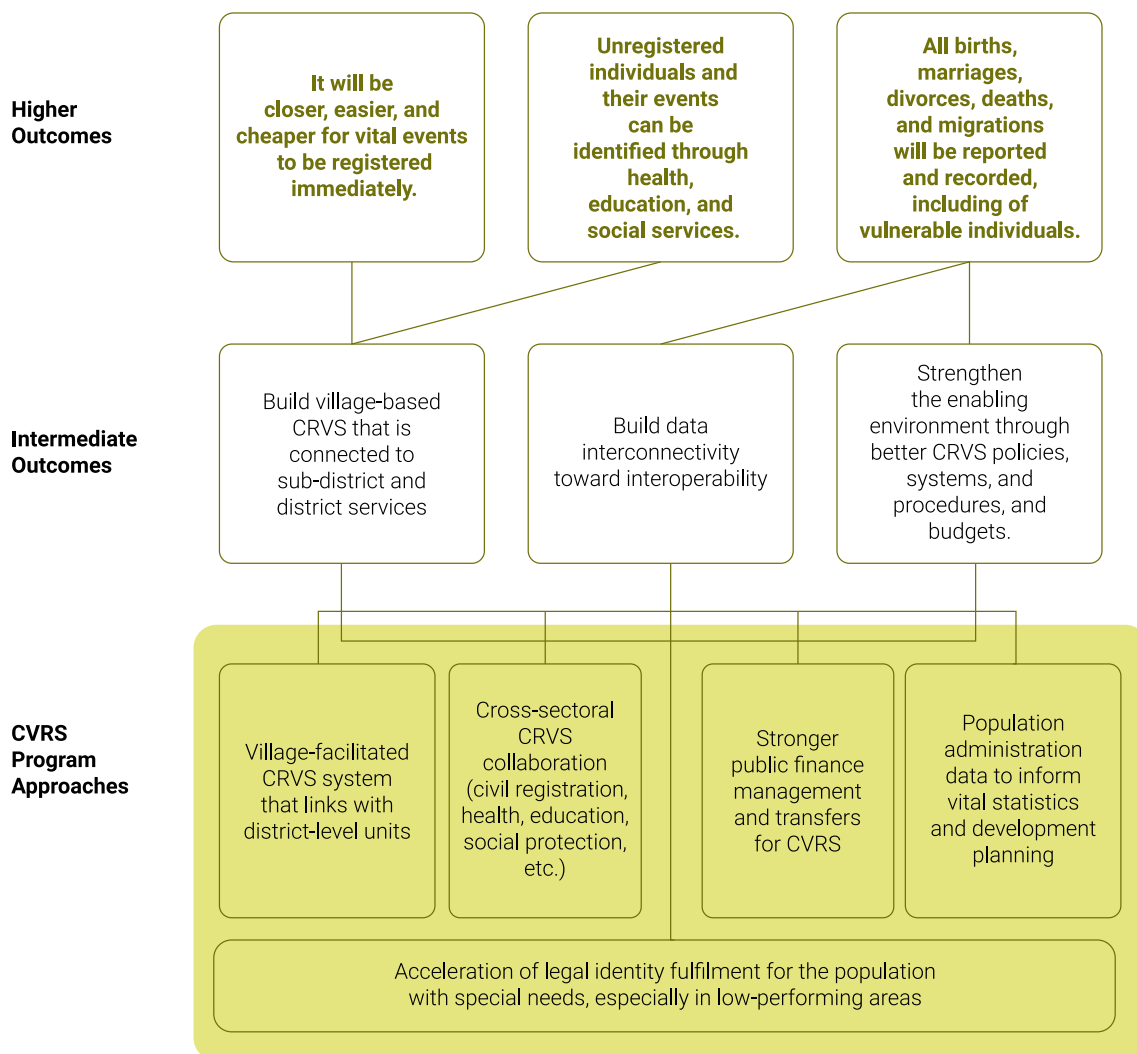
²³ AKATIGA. 2015. *Potret Tata Kelola Pelayanan Publik (Pendidikan dan Kesehatan) di Tanah Cendrawasih: Laporan Studi Dasar Landasan Papua Initiative*. AIPD-AKATIGA. <https://www.akatiga.org/language/id/research/potret-tata-kelola-pelayan-publik-Pendidikan-dan-kesehatan-di-tanah-cendrawasih-laporan-studi-dasar-landasan-papua-initiative/>



D. 2018 Transitional Period: Refocusing the KOMPAK CRVS Program

In 2018, a restructuring and refocusing of KOMPAK programs was carried out to ensure more effective interventions. Based on lessons learned from the 2016-2018 facilitation period, the CRVS program focused its resources on supporting five main approaches 1) A village-based CRVS system that was connected to service units in the district; 2) Cross-sector collaboration for CRVS; 3) Stronger local public financial management for CRVS; 4) Civil registration data for vital statistics and planning, and 5) Acceleration of the fulfillment of legal identity documents for people with special needs.

Diagram 5. Five CRVS Program Approaches



The CRVS program implemented a refocusing strategy by striving for the best impact possible with available resources, while ensuring its relevance to the problems at hand. The stages or levels of implementation for each approach were readjusted based on the situation in each working area.

Given the situation on the ground, current political dynamics, and the availability of existing supporting factors, KOMPAK's support in Papua and West Papua was only provided in eight districts, of which Waropen and Lanny Jaya districts were no longer a part. As for CRVS, KOMPAK's initial support was only carried out in the districts of Jayapura, Asmat, Sorong and South Manokwari. However, in 2019 Nabire and Fak-fak districts did show interest in adopting CRVS.²⁴

²⁴Program Manager's Observation Results.



E. Development of the CRVS Program Approach in Asmat, Jayapura, Nabire, Fak-fak, South Manokwari, and Sorong

Cross-Sector Collaboration

From the outset, KOMPAK-LANDASAN II was focused on efforts to build synergies between basic health and education service units (PUSKESMAS and elementary schools) and targeted villages.²⁵ Meetings between the villages and service units were an opportunity for both parties to present data, and to analyze and discuss solutions to ensure that the planned program would be based on relevant problems and needs. In this process, SAIK data was also very helpful in identifying problems and planning.

LANDASAN II conducted planning workshops for 12 villages, 12 schools, and eight PUSKESMAS,²⁶ which resulted in 12 RPJMK (Medium-Term Development Plans), 7 RUK (Proposed Activity Plans), and 10 RKS (School Work Plans). Of these, a total of 12 villages, 10 schools, and seven PUSKESMAS had been assisted, until the completion of the plans.

The Program succeeded in compiling a planning synergy module in a series of books containing 1) The concept of planning synergy; 2) Guidelines for planning according to the synergy model for villages, elementary schools, and PUSKESMAS; 3) Guidelines for facilitating training and planning processes according to the synergy model for villages, primary schools, and PUSKESMAS and 4)

Documentation of lessons learned from efforts to build a planning synergy within the LANDASAN program.

LANDASAN II also developed a concise guideline for the conception of synergistic village and service unit planning based on the implementation of the first LANDASAN program in Papua and West Papua.²⁷ This guideline elaborated on how to plan village development through synergies between basic health and education service units. The objective is to encourage villages to implement gender equality and social inclusion in their deliberations on village development. In 2020, the guideline was further developed into a more systematic module as learning material for villages and service units.²⁸

LANDASAN II also carried out a Training of Trainers (ToT) on Village Planning Synergy and Service Units, for district trainers/facilitators.²⁹ The first workshop was held in the Oransbari subdistrict of South Manokwari, in 2019, while for seven other districts it was carried out in 2020. Various coordination activities were held to ensure that the ToT and facilitation workshops on planning synergy went smoothly.

²⁵ Rashid, AA, et al. (2020). *Sinergi Perencanaan Pembangunan: Pembelajaran dari Program LANDASAN*. KOMPAK & BaKTI

²⁶ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program July-September 2020 Period*. [unpublished document]

²⁷ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program January-March 2020 Period*. [unpublished document]

²⁸ Rashid, et al. (2020). *Sinergi Perencanaan Pembangunan: Lessons from the BASIS Program*. KOMPAK-BaKTI. KOMPAK & BaKTI. (2019).

²⁹ Quarterly Reports: *LANDASAN II Program October-December 2019 Period*. [unpublished document]

Strategic Program for Improvement of Special Autonomy Village Development (PROSPPEK-OTSUS)

From 10-18 December, 2020, the Provincial Government of West Papua, with the support of KOMPAK and BaKTI, provided training for village cadres in the Strategic Program to Improve Village Development – Special Autonomy (PROSPPEK-OTSUS).³⁰ Due to the pandemic, the training was held online and attended by 984 village cadres from Sorong City, Sorong District, South Sorong, Tambrau, Maybrat, Raja Ampat, Manokwari, Bintuni Bay, and the Arfak mountains. The training prepared village cadres to gather civil registration data and to facilitate SAIK+ applications.³¹ Since 2017, the government of West Papua has replicated SAIK+ for use in all its villages in order to support PROSPPEK-OTSUS.

In the 2020 fiscal year, the Provincial Government of West Papua distributed IDR 250 million of PROSPPEK-OTSUS funds per village for 1,742 villages.³² Some of the fund was used to strengthen the capacity of villages in providing basic services and building synergies with service units, particularly schools and PUSKESMAS. The civil registration, village potential, education and health data contained in SAIK+ became a point of reference for the West Papua government in planning development programs, including the provision of basic services.

³⁰ The Strategic Program for Improvement of Special Autonomy Village Development (PROSPPEK-OTSUS) aimed to improve governance and development in villages, subdistricts, and districts in the economic sector as well as basic services, particularly for the Indigenous People of Papua (OAP) with funding from the Special Autonomy Fund.

³¹ SAIK+ is an upgraded version of the existing SAIK. It has more features and is much more complete than the previous SAIK.

³² KOMPAK 2021. *KOMPAK News April 2021*. KOMPAK.

Stronger Public Financial Management for CRVS

One of the additional mandates for LANDASAN II is to give technical input to the district government regarding the need to revise the village expenditure budget (APBK) in response to the Covid-19 pandemic.³³ This mandate was carried out in each of the supported districts. However, the provision of technical inputs could not be carried out effectively, since several districts (Jayapura, Sorong, and Kaimana) had already finalized the village budget revision process using the Regent's Circular Letter. For the districts of Nabire, Asmat, Boven Digoel and South Manokwari, which were currently drafting the rules for villages budget's revision, information on related guidelines and regulations was communicated by LANDASAN II staff, including input on the calculation of target beneficiaries using SAIK data.

The Covid-19 outbreak, which limited people's movement and interaction, put pressure on LANDASAN II to accelerate its activities and get back on track after many delays and security issues in Papua and West Papua provinces, in 2019.

In an effort to curtail Covid-19, several villages in the Sorong District closed off access.³⁴ This resulted in delaying several mentoring efforts for cadres and facilitations related to SAIK+. Cadre training could not be carried out at the district level as originally planned, but mentoring or training courses for adjacent villages were carried out. As a result, the time allocated to conduct training for all the village cadres was longer than expected. In addition, collecting field data such as the KOMPAK survey and updating program data proved difficult.

The pandemic also affected several follow-up steps needed to complete planning documents that were kicked off in the first quarter of 2021. As a result, assistance to villages and service units was still being carried out until the beginning of the third quarter.³⁵ Villages and service units which did not yet have a final planning document for 2020 were fully assisted in producing one.

³³ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program April-June 2020 Period*. [unpublished document]

³⁴ Ibid.

³⁵ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program July-September 2020 Period*. [unpublished document]

Development of Ways to Facilitate Civil Registration Services in the Village

Although KOMPAK-LANDASAN II encouraged collaboration with service units to improve the quality of basic services, ownership of legal identity papers remained low in the provinces of Papua and West Papua. One of the obstacles is the rise in traditional marriages, which often prevented residents from obtaining their identity documents.

By virtue of the strengthening of village-level governance, which had been promoted by LANDASAN in Papua and West Papua provinces, the model of facilitating civil registration services in the villages, now had the potential to increase the ownership of official identity documents in several supported districts. The concept of facilitating civil registration services in the villages was introduced to stakeholders in Papua and West Papua in 2019 through a series of meetings and discussions regarding the technical support that could be provided by the program. Plans for advocacy, mentoring, and training for the facilitation model in the Papua and West Papua provinces could be carried out in 2020. However, due to Covid-19 the implementation had to be done virtually.

According to a KOMPAK survey in June 2021, none of the villages in KOMPAK-supported districts in Papua had

implemented the model. In West Papua, 34 villages (60%) in South Manokwari had implemented the model, however, Fakfak and Sorong had yet to apply the concept. This was partly due to the fact that model's advocacy was only carried out in 2019, and its follow-up was hampered due to the pandemic. Capacity building for CRVS facilitators was planned to be carried out at the end of 2021.³⁶ Efforts to improve civil registration services at the village level were synergized with the implementation of SAIK+ in West Papua and the SIO Papua (Papuan Information System) in Papua.

The implementation of village information system in Papua and West Papua provinces, particularly in the villages, began in 2015. KOMPAK will continue its support for village information system development; currently the program is supporting SAIK+ in West Papua and SIO Papua in Papua.³⁷

SAIK is a web-based system which contains civil registration, social, and economic data on every resident in a village. This system is accessible offline, which means it can be used in remote areas where telecommunications infrastructure is not available. SAIK and SAID are proving to be the right solutions.

³⁶ Program Manager's Observation Results.

³⁷ Ibid.

Because the systems are simple and empower local resources, the cadres are able to enter data with relative ease. As of 2019, the KOMPAK-LANDASAN II program had trained 443 cadres, 112 of which were women, from 225 villages in Papua and West Papua provinces.³⁸ SAIK and SAID would not be what they are today without the hard work of village cadres.

In 2019, the SAIK+³⁹ application, developed through a KOMPAK self-managed activity, was ready to go online⁴⁰ and replace the previous version of SAIK, which had been used in many villages in the LANDASAN II working areas. This new version was expected to overcome the various difficulties in the previous version, and hopefully will later be connected to various systems in the district, provincial, and even national governments, based on civil registration data. The training of trainers for the implementation of SAIK+ was carried out for 16 district staff from four target districts in West Papua, along with 10 LANDASAN II program field staff.

Throughout April to June 2020, the CRVS program succeeded in conducting training of trainers and SIO Papua Training for village cadres and their apparatus.⁴¹ The program trained 10 district coordinators and subdistrict coordinators through

virtual meetings. These trained district and subdistrict coordinators then conducted cadre training through mentoring and small cluster meetings to collect data on SIO Papua in 21 villages, and operated SIO Papua in 18 out of a total of 57 supported villages. By the end of June, the trained cadres had succeeded in registering and updating 795 family cards from an estimated 7,133 family cards in the assisted areas of Papua Province. A total of 132 families had been registered into SIO Papua.

SAIK+ training for village cadres was carried out by LANDASAN II staff through district and subdistrict coordinators.⁴² This method proved successful in training cadres to collect SAIK+ data in 42 villages and to operate SAIK+ in seven supported villages out of a total of 88. By the end of June, trained cadres had succeeded in registering and updating 4,870 family cards from the estimated 9,209 families in the supported areas of West Papua. A total of 11 families had been registered into SAIK+.

SAIK+ and SIO Papua training for village cadres, which started in the second quarter, continued in the third quarter of 2020. By the end of which, out of the 146 villages in the LANDASAN II priority

³⁸ KOMPAK (2019). *KOMPAK News March 2019*. KOMPAK

³⁹ The SAIK+ Application System is an application that captures village and subdistrict data throughout the West Papua province, which aims to improve the quality of data management and basic village information so that it can support government administration, development planning, improvement of basic services, and development of village economic activities. Explanation taken from <https://saikplus.papuabaratprov.go.id>

⁴⁰ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program January-March 2020 Period*. [unpublished document]

⁴¹ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program April-June 2020 Period*. [unpublished document]

⁴² KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program April-June 2020 Period*. [unpublished document]

area, 121 (83%) had completed training for their cadres. In total, 166 cadres (133 men and 33 women) were trained for data collection and operation. So far, 112 (77%) of the villages had started the data collection process, and 59 of them had completed both the data collection and updating process. Meanwhile, 81 villages had started inputting their data, while 16 had completed their inputting.⁴³

Most of the training methods had to be adapted by mentoring the cadres one by one in each village, which was very time consuming. Even today, training on how to use the application still requires Internet access, which is a challenge for villages facing network connection problems.

The next step after cadre training was collecting and inputting community data. Unfortunately, the LANDASAN II program could not ensure the completion of the process, because its implementation relied heavily on village cadres who were volunteers. Due to the Covid-19 pandemic, the work of village volunteers quickly piled up,⁴⁴ therefore the progress and pace of data collection varied between villages and was not something the CRVS program could control. Despite the situation, the program continued its efforts to encourage and motivate villages and cadres, and to an extent, facilitate data collection needs such as data collection forms.

A follow up on the Regent of Jayapura Circular Letter on village budgeting to support civil registration services had previously been advocated for by LANDASAN II. Later, the CRVS program also advocated for collaboration between the civil registration of Jayapura District and the villages, as well as between the civil registration and the education and health sectors, to improve overall civil registration services.⁴⁵

The result was the signing of a Memorandum of Understanding (MoU) between the civil registration office of Jayapura and the government of seven villages in the East Sentani District, as well as an MoU between the civil registration office of Jayapura District and the Jayapura Education Office. The signing ceremony of the MoU between the civil registration office and the village governments in East Sentani on June 25, 2020 was facilitated by LANDASAN II. The signing ceremony of the MoU between the civil registration office and the Education Office was directly organized by the civil registration office on June 18, 2020.

In parallel, KOMPAK and PUSKAPA developed guidelines and standard operational procedures for facilitating civil registration services in the villages. The document consists of training materials and guidance on how to deliver village-based CRVS services. It

⁴³ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program July-September 2020 Period*. [unpublished document]

⁴⁴ Ibid.

⁴⁵ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program April-June 2020 Period*. [unpublished document]

also provides an illustration for village and district governments on how to link civil registration services and allocate funds using Village Budgets. These guidelines and standard operational procedures supported the work of CRVS in the provinces of Papua and West Papua, particularly in encouraging the development of the model there.

To develop the facilitation model, the CRVS program supported the formation of a working group in West Papua Province and a coordinating team for the acceleration of civil registration in Papua Province. The civil registration working group and acceleration coordination team were to provide training programs

for facilitators/trainers to eventually train village cadres. Unfortunately, training for village cadres had not been carried out due to Covid-19. This delay hampered the development of the model in the two provinces.⁴⁶

Although facilitation training for village cadres was still pending, the cadres were already available in all pilot areas. After receiving capacity building on civil registration, the role of village cadres would expand as CRVS cadres. In Jayapura District, capacity building for CRVS cadres was carried out at the end of November 2021, and the first week of November 2021 in South Manokwari.

Strengthening Civil Registration Services for Vulnerable Communities during the Covid-19 Pandemic in Papua and West Papua

In 2020, when the government launched BLT-Village Funds (Direct Cash Transfer-Village Funds) for Beneficiary Families (KPM) affected by Covid-19, Sabron Sari Village in Sentani carried out the data collection, verification, and disbursement of BLT-Village Funds.⁴⁷ This was possible because Sabron Sari utilized SAIK, which was initiated by the Papua Provincial Government, together with KOMPAK.

Thirty-four villages in the Momi Waren, Ransiki, and Oransbari subdistricts of South Manokwari, also used SAIK to compile data on recipients of Covid-19 social assistance. SAIK contributed to achieving 100% disbursement of the BLT-Village Fund in these districts. SAIK, which presented complete data on civil registration, asset ownership, and welfare ratings, was found to be very helpful in identifying poor and vulnerable families affected by Covid-19.

KOMPAK provided technical assistance to village governments to update their data on the poor and vulnerable population. KOMPAK also provided training to village CRVS facilitators on how to identify and collect data on vulnerable residents affected by Covid-19.

⁴⁶ Program Manager's Observation Results.

⁴⁷ KOMPAK (2020). *KOMPAK News November 2020*. KOMPAK.

Vulnerable Groups Outreach

In 2020, LANDASAN II sought to encourage the involvement of women and people with disabilities in planning synergistic facilitation for villages and service units.⁴⁸ In addition, the program specifically encouraged participants in planning village assistance to pay attention to the needs of women and people with disabilities.

LANDASAN II always ensured the involvement of women in cadre training and as a means of communication.⁴⁹ In addition, the program provided disaggregated data on gender and economic conditions in the village database system developed by LANDASAN II (SAIK+ and SIO Papua) to encourage more responsive planning.

⁴⁸ KOMPAK & BaKTI. (2020). *Quarterly Report: LANDASAN II Program January-March 2020 Period*. [unpublished document]

⁴⁹ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program July-September 2020 Period*. [unpublished document]

A decorative graphic in the top half of the page consists of a collection of white icons on a dark green background. The icons are arranged in a roughly triangular shape, with a large hourglass icon in the center. Other icons include wavy lines, horizontal bars, a grid of dots, a speech bubble, and a female symbol. The background of the entire page is a solid dark green color.

F. Collaboration with Other KOMPAK Flagships

Based on consultations and interviews with KOMPAK's CRVS program implementers in Papua and West Papua, the intersection between CRVS and other KOMPAK flagships lay in the use of SAIK+ and SIO Papua data. In terms of advocacy, the CRVS program collaborated with the KOMPAK flagship PFM (Public Finance Management),

to carry out budgeting. If the implementation required intervention at the subdistrict level, the CRVS program would work together with the KOMPAK flagship KVS (*Kecamatan* and Village Strengthening) to optimize the role of the subdistrict in strengthening CRVS.⁵⁰

⁵⁰ Program Manager's Observation Results.



G. Lessons Learned

Much of the advocacy work for improved governance, including in CRVS, relied on the commitment and capacity of actors in local government and civil society organizations with the influence to drive change.

The outcomes of programs such as CRVS were not only the technical outputs such as policies and trained staff, but also the relationships and networks built during implementation. In the provinces of Papua and West Papua, this was evident from the CRVS program's efforts to approach champions in strategic agencies such as the local office of development planning (Bappeda), civil registration, and the Office of Village & Community Empowerment (DPMK) at the provincial and district levels. In addition, the CRVS program's work in Papua and West Papua established a strong network among local partners and non-governmental organizations, such as

BaKTI, church communities, and village cadres. The involvement of experienced local partners and extensive networks helped the program reach champions in government agencies as well as social activists from the community. Social activists in program-supported areas helped disseminate new approaches to the community. However, the program is aware that the involvement of local community organizations that worked and existed specifically in Papua and West Papua had not been fully implemented. Moving forward, the program recommends mentoring and capacity building for Papua and West Papua-based civil society organizations.

At the same time, the significant role of CRVS actors and champions could be both a driver of change and an obstacle to CRVS's sustainability after KOMPAK ends.

Staff transfers and changes of position occurred in many KOMPAK-supported districts in the provinces of Papua and West Papua. Maintaining commitment and interest in strengthening CRVS is as important as institutionalizing the

CRVS model or approach in the form of regulations, funding, and governance. At the same time, this challenge could be an opportunity where champions could share their CRVS knowledge with new colleagues in the area.

To ensure sustainability, the institutionalization of an innovation should not stop at regulation and budgeting, but how the two could translate in a governance that includes systems and procedures, as well as internalization of norms and good practices, for all parties involved, should also be considered.

Through various regulations, the Program ensured that the commitment to continuing innovation would have

a clear legal basis. Advocacy for institutionalization was implemented through workshops involving local

governments from the target districts of the KOMPAK program in the Provinces of Papua and West Papua.⁵¹ In addition to providing comprehensive information on the KOMPAK programs that had been carried out, these workshops also provided various assistance instruments for local governments to integrate into regional development priorities that can facilitate the calculation and preparation of budget documents. Between 2020 and 2021, the Program faced the challenge of budget shifts due to the Covid-19 pandemic. The budgeting process

is also still waiting for clarity on the implementation of Special Autonomy (Otsus)⁵² in 2022, therefore planning for 2022 activities funded by Otsus could not be completed. Ensuring the availability of funding to build good infrastructure in Papua and Papua is paramount. Several villages experienced problems in their effort to expedite the completion of village population data entry into the SIO Papua and SAIK+ database systems due to problems with the quality and availability of the Internet network,⁵³ possibly due to a lack of funds.

Implementing a program like CRVS in a special context such as Papua and West Papua required greater attention to gender equality, protection for people with disabilities and special groups, and social inclusion.

Women, people with disabilities, and other special groups were more prone to being excluded, so efforts to ensure that CVRS programs would not increase inequality and jeopardize their safety, but instead encourage meaningful involvement of these groups, are very important. The BANGGA Papua (Building the Welfare of Papuan Generations and Families) program provided lessons on how empowering women could promote household welfare. The female village cadres who were recruited and trained

also became examples of how women could contribute meaningfully to society. In addition, the large number of customary or traditional marriages in the Papua and West Papua provinces made it difficult to officially register them, potentially making it difficult for vulnerable groups such as women and children to access basic services. Therefore, a special policy would be needed to address unregistered customary marriages, such as the use of a SPTJM (Statement of Absolute Responsibility).

⁵¹ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program July-September 2020 Period*. [unpublished document]

⁵² According to the Special Autonomy Law, Special Autonomy is a special authority acknowledged and granted to the Papua Province to regulate and manage the interests of the local people a its own initiative based on the aspiration and fundamental rights of the people of Papua

⁵³ KOMPAK & BaKTI. (2020). *Quarterly Reports: LANDASAN II Program April-June 2020 Period*. [unpublished document]

CRVS also learned that programs such as the implementation of affirmative or special policies for Indigenous Papuan People (OAP) would definitely benefit from, appreciate and welcome more commitment to prioritize the rights of vulnerable people in Papua to quality basic services.

Investing more effort would be required to translate this commitment into policies, systems, or procedures. Outreach, engagement, approach, facilitation, and monitoring should always aim for better and more. For example, there is always

the risk of excluding other residents, such as undocumented migrants, from an affirmative policy. Even though they are not OAP, they should also be considered as vulnerable residents.



Appendix: Program-Supported Regulations

No.	Regulation
1.	Jayapura District Regulation Number 65 of 2020 on the Acceleration of Increasing Legal Identity Documents Ownership in Jayapura District.
2.	Nabire District Regulation Number 2 of 2021 on Regent's Regulation on the Acceleration of Increasing Legal Identity Document Ownership in Nabire District.
3.	South Manokwari Regent Regulation Number 18 of 2020 on the Acceleration of Increasing Legal Identity Document Ownership.
4.	Sorong Regent Regulation Number 23 of 2021 on the Acceleration of Increasing Legal Identity Document Ownership.

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Methodology:

Systematic literature review of about 91 program documents consisting of activity reports, research reports, policy sheets, technical documents, and bulletins.

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