

POLITICAL ECONOMY ANALYSIS OF KOMPAK POLICY AND ADVOCACY APPROACHES

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A. BACKGROUND

KOMPAK (Governance for Growth) is a facility funded by the Government of Australia to support the Government of Indonesia in achieving its poverty reduction targets and addressing inequality. KOMPAK's goal is to help the poor and vulnerable benefit from improved delivery of basic services and economic opportunities. To achieve this, KOMPAK supports initiatives that will improve the capabilities of sub-national governments to manage and deliver basic civil registration, health and education services and create an enabling environment for local economic development. KOMPAK began in 2015, KOMPAK has four main central government (CG) partners: National Development Planning Agency (Bappenas), Ministry of Home Affairs (MoHA), Ministry of Villages, Development of Disadvantaged Regions and Transmigration; and Ministry of Finance (MoF). Under the guidance of these CG counterparts, KOMPAK works with the provincial, district, and village governments in 7 provinces and 24 districts². KOMPAK will conclude its operation by June 2022.

KOMPAK's governance arrangements are comprised of a Steering Committee and a Technical Committee, at the national level, and Provincial and District Technical Teams, at the sub-national level. Membership of these committees is comprised of key counterpart ministries or agencies with co-leadership by Bappenas and DFAT at the national level (Steering Committee and Technical Committee) and led by Bappeda (provincial planning office) at the province and district levels. These governance arrangements function as decision-making forums and provide strategic direction in addition to oversight of KOMPAK program implementation. KOMPAK developed its workplans jointly with GoI and other partners through the Technical Teams at the subnational level and the Technical Committee and Thematic Working Group at the national level. The Steering Committee endorses the workplan and budgets on an annual basis.

To achieve its objectives, KOMPAK navigates political, economic, and social processes in all phases of the program. Aiming to improve access to, and quality of basic services, KOMPAK works within Indonesia's decentralisation context which has been continuously refined since its introduction in 2001. At the sub-national levels, the KOMPAK deals with dynamic local politics, as elected executives and legislatives pursue their interests to get re-elected or to establish their legacies. Political economy factors affect all phases of the project. For example, the selection of provinces and districts at the start of the project where each CG stakeholder and DFAT had specific geographic targets that needed to be discussed. The work plan implementation was also affected by political economy processes, as

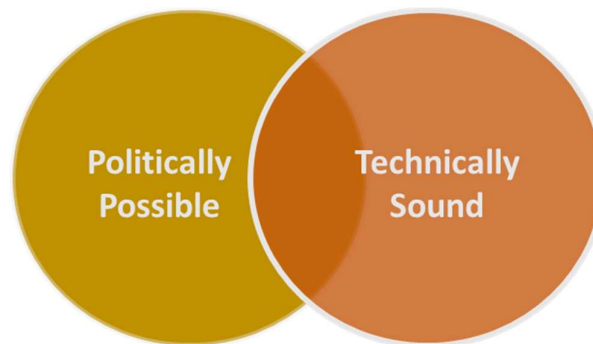
¹ The data collection is supported by Lia Wulandari.

² See Annex 1 for a complete list of KOMPAK provinces and districts.

different government and non-government stakeholders were involved and may gain or lose from the interventions.

These political economy contexts have been recognized as critical factors for aid projects in delivering sustainable outcomes (DFAT 2016, Teskey 2017, and USAID 2018). As discussed by DFAT (2016) and Teskey (2017), aid projects need to be both “technically sound” and “politically possible.” While formulating technically sound solutions to development issues is necessary, the solutions will only be successfully implemented if there is a strong understanding of the political contexts and processes (see Figure 1). As illustrated in USAID (2018), an understanding of what needs to be done is not enough if there is no knowledge on how to get it done, which will only be found if there is a strong understanding of the political contexts. In KOMPAK’s context, expanding the coverage of the birth certificates will not succeed by only providing free and accessible birth registration services. It also requires tailored information campaigns to different communities on the importance of having birth certificates.

Figure 1. Illustration of achieving development outcomes



Source: DFAT (2016)

The complex political nature of the KOMPAK project emphasizes the need for structured political economy approaches throughout the project. Indicated by the project’s achievements, KOMPAK staff have been aware of and responsive to the diverse political economy dynamics of project implementation. For example, as described in KOMPAK (2020), KOMPAK succeeded in establishing the village information system (SID) in 81% of the covered villages. This success would not have materialised if the project staff had not convinced district and village government officials and villagers of the importance of SID. For the most part, KOMPAK’s staff possess political economy understanding, but there has been no written guidance.

This political economy analysis (PEA) aims to provide a better understanding of the political, economic and social processes that promote or block change. More specifically, the study aims to unearth the reasons why, and how, certain policy and advocacy activities managed to achieve their objectives while some others were less successful. The study tried to identify incentives and constraints that may influence the behaviours of each stakeholder. By having a better understanding of these factors, KOMPAK, and other DFAT projects, may design, execute, and refine activities so that they have realistic objectives that are likely to achieve sustainable results. Also, this study may enrich existing analytical work to obtain a better understanding of local contexts.

This PEA study report is structured as follows. Following this background section, the report discusses the specific objectives and scope of this PEA. Sections on the study methodology and on the study timeline then follow. The report then discusses the political economy of selected

flagships/models/tools and synthesises the KOMPAK approach in piloting the model, promoting scale-up, advocating policy reforms, and bringing changes from the local level to the national level.

B. OBJECTIVES

The objectives of this PEA study are two-fold. The first was to contribute to the conclusion of the project implementation, which ran until the first quarter of 2022, as a series of institutionalisation activities were still ongoing or about to commence during the fieldwork. The second objective had a longer-term perspective: documenting KOMPAK's approach in implementing pilots, promoting scale-up, advocating for policy reform, and bringing local changes to the national level. These experiences should serve as valuable lessons for future and existing DFAT projects.

As KOMPAK works simultaneously at both central and sub-national levels in several sectors, the study should benefit a wide range of projects, considering that these projects will have some resemblance to KOMPAK's political economy context.

Guided by KOMPAK's annual work plan, the PEA study comprised two tasks:

- Document and evaluate KOMPAK's approach in implementing pilot, promoting scale-up, and advocating for policy reform;
- Understand the political economy context that influences efforts to bring changes from the local level to the national level.

The first task suggested that the study should address differences in the aforementioned four types of KOMPAK workstreams. Based on KOMPAK's progress reports and work plans, the four workstreams were represented among KOMPAK flagships/models as described in Table 1. In addition to the three workstreams related to the implementation of a model, the PEA specifically examined efforts in bringing changes from the local level to the national level.

Since 2015, KOMPAK has strived to identify innovative local initiatives that manage to achieve tangible and sustainable improvement in basic service provision. KOMPAK then tries to leverage the success of these initiatives to advocate for national-level changes, possibly by including them in the regulations or by advocating these as nationally applicable initiatives.

Table 1. KOMPAK Models in the PEA Study

Workstream			
Implementing Pilot	Promoting Scale-up	Advocating for Policy Reform	Bringing Local Changes to the National Level
<ul style="list-style-type: none"> • Planning and budgeting tools, such as SEPAKAT and District Constraint Analysis. • Performance-based financing incentive models for villages to improve the provision of basic services (DINDA). • Village-based civil registration and vital statistics (CRVS) facilitator model (FPLKD). • Integration of the village information system (SID) with other information systems in the district. • Supporting joint planning and collaboration between districts, sub-districts, villages and service units (e.g. clinics, schools) in the provision of basic services in Papua and Papua Barat (LANDASAN/ PROSPPEK). • Strengthening village capacity in inclusive planning and budgeting for the provision of basic services. • Trial of the Market Linkage model for local economic development. 	<ul style="list-style-type: none"> • Mainstreaming the minimum service standards (SPM) in planning and budgeting. • Increasing the coverage, capacity, local financing and interconnectivity of the village and sub-district based to improve village-based civil registration and vital statistics (CRVS) facilitator model (FPLKD). • Increasing coverage and support the institutionalization of sub-district and village governance models: the Strengthening Village Governance Facilitators (P-PTPD) and the Village Apparatus Independent-learning (PbMAD) models. • Increasing the coverage and support the institutionalization of village information systems (SID). • Increasing the use of village information systems by villages for planning, budgeting, reporting and other activities 	<ul style="list-style-type: none"> • Developed and incorporated policy recommendations to improve civil registration and vital statistics (CRVS) services for vulnerable groups (including minority groups, persons with disabilities and people affected by emergencies). • Strengthened policies, guidelines and models for social accountability and gender equality in the implementation of Village Law at the national and regional levels. • Developed national business model instruments and recommendations to support the sustainability of Market Linkages. 	<ul style="list-style-type: none"> • Supported institutionalisation of performance-based incentive funding models for villages. • Advocated the Ministry of Village to integrate the Sekar Desa and Posko Aspirasi models into the Village Governance and Development program (P3PD). • Advocated for the adoption of the market linkages approach to BAPPENAS, the Ministry of Cooperatives and SMEs, and the Ministry of Social Affairs.

C. FRAMEWORK AND METHODOLOGY

C.1. Conceptual Framework

This PEA's methodology relies on DFAT's two most recent guidelines on PEA: i. Political Economy Analysis: Guidance Note (2016) and ii. USAID's Thinking and Working Politically Through Applied Political Economy Analysis (2018). These two guidelines summarize previous guidelines, including ODI's Applied Political Economy Analysis: Five Practical Issues (2013), the World Bank's Problem-Driven Political Economy Analysis (2014), and UNDP's Institutional and Context Analysis (2012).

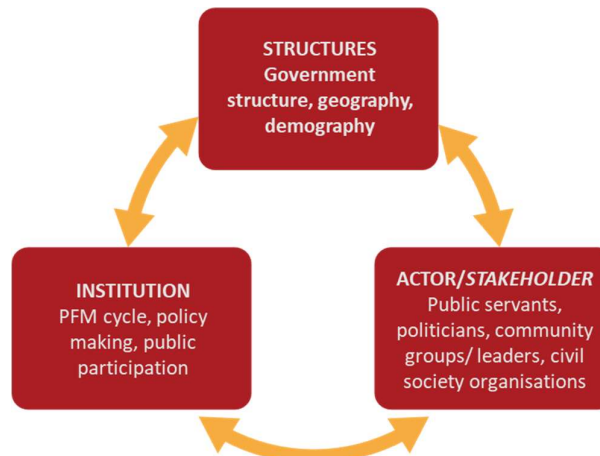
Adopting both DFAT PEA guidelines to the scope of this study, KOMPAK's PEA will comprise four distinct mini-PEAs on four workstreams. Each workstream analysis will be guided by the following four main questions:

- a. *Implementing pilots:* Which pilots have been successfully and sustainably implemented?
- b. *Promoting scale-up:* What is the strategy to scale up a model to wider places?
- c. *Advocating for policy reforms:* What are the factors that determine the effectiveness of advocating for policy reforms?
- d. *Bringing changes from the local level to the national level:* How can changes at the local level be brought to the national level?

As guided by DFAT (2016), for each question, the PEA will identify and review structures, institutions and actors/stakeholders, and the dynamic interaction between them in order to understand how decisions are made. This conceptual framework is described in Figure 2.

- *Structures* are defined as deeply embedded, longer-term national, sub-national and international contexts that influence the political system and socio-economic structures. Structures usually change slowly, such as global or regional alliances, geography, natural resource endowment, demographic shifts, historical legacies, social-cultural factors and technological progress.
- *Institutions*, or the 'rules of the game', refer to the local laws, norms, conventions, and traditions that shape the governance process and human behaviours. This covers both formal and informal institutions, which are not static and are often the focus of aid interventions. These institutions often guide how each actor behaves in practice and the extent to which state, civil society and private sector institutions work according to known rules (in predictable ways).
- *Actors* or stakeholders are individuals, organisations or coalitions from the public, private or civil society sectors that are perceived to be related to a policy or intervention. They can be the policy makers, lobbyists, party leaders, or community groups that have a stake on a certain national or local policy. Their interests, motivations, networks and influence shift over time as they react to current events and circumstances and respond to opportunities to initiate, advance, tweak, or block some changes.
- *Dynamics* or interactions among structures, institutions, and actors are crucial as they often affect each other and influence/shape prospects for change. For instance, what features are in flux and may drive an opening or closing of space for change? What international or domestic drivers of change are acting on the state, society and markets already? What levels of complexity and uncertainty are there in any potential changes that are identified? What are the incentives and disincentives for change; who are the potential champions and spoilers; and what kinds of alliances and coalitions can be encouraged to overcome resistance to change and promote reform?

Figure 2. Conceptual Framework of the PEA Study



Note: Developed based on DFAT (2016) and USAID (2018)

C.2. Operationalising the Framework

To operationalise this conceptual framework, we developed a list of guiding questions from each main question. The guiding questions, listed in Annex A, cover both general patterns and practical variations from the field implementation and will serve as the basis for interviews. These questions were developed based on KOMPAK progress reports, work plans, and knowledge materials. Guiding questions were not static throughout the study and were, at times, adjusted based on desk review or interview results.

The PEA Study derived its findings by answering the main question and its guiding questions. To find the answers, the PEA Study Team performed these approaches:

- *Desk review of KOMPAK resources and regulatory framework.* As the initial step, the PEA study team reviewed KOMPAK resources that included progress reports, work plans, and specific studies. The study team also reviewed regulatory framework related to KOMPAK’s flagships/ models, which covered regulations, decrees, or circular letters that were issued by relevant central and sub-national government entities.
- *Discussion/ interviews with KOMPAK Project staff.* To follow up early findings from the desk study, the PEA study team conducted discussions or interviews with Project staff who were involved in the activity implementation. These Project staff had first or second-hand information on certain activities, which turned out to be invaluable for the study.
- *Fieldwork: interviews with selected government and non-government stakeholders.* To complement the desk review and information from Project staff, the PEA study team conducted fieldwork by interviewing a number of government and non-government stakeholders. The government respondents included decision makers, technical staff, expert staff, and beneficiaries of KOMPAK activities. The non-government respondents comprised academics, CSO staff, and beneficiaries of KOMPAK activities.

Considering the breadth and sophistication of KOMPAK and time constraints, covering all KOMPAK flagships was too ambitious for the PEA study. As a result, the PEA Study team focused on a number of models within the six flagships and cross-cutting models. After consultations with the Performance and Implementation Units, 9 flagships/models were selected as presented in Figure 3. For each selected model, the study team consulted with the national and sub-national implementation teams on the study location. The selected study locations are also presented in Figure 3.

The fieldwork was conducted from May to October 2021 —mostly through online data collection due to the COVID-19 pandemic. As displayed in Table 2, the PEA study team interviewed a total of 96 respondents (71 male and 25 female) in seven provinces and at the national level. During the fieldwork, 91 respondents were interviewed virtually. Six respondents in Central Java were interviewed in person in October 2021 when the pandemic was easing.

Figure 3. Selected KOMPAK Models for the PEA Study

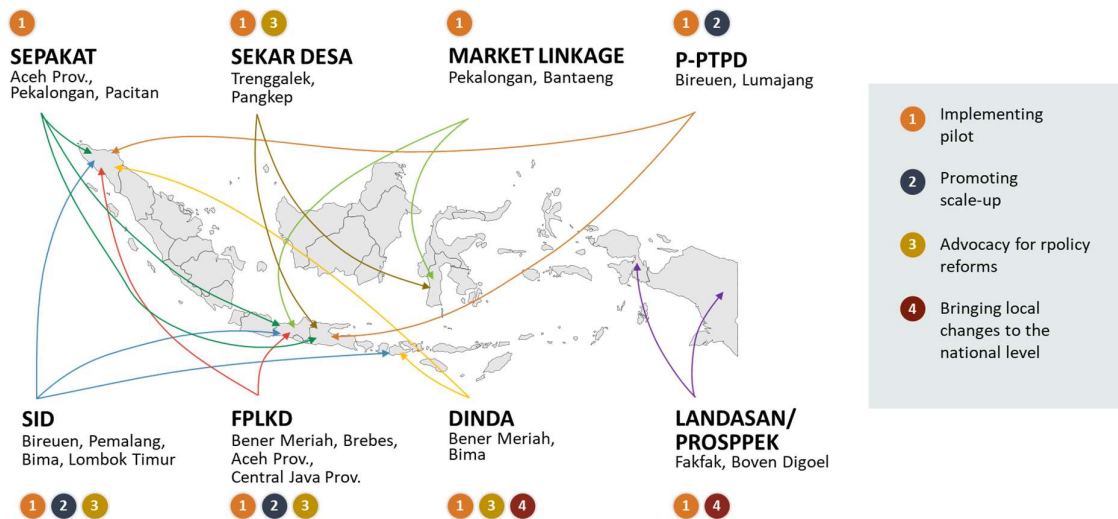


Table 2. Summary of key respondents of the PEA study

	Model	Aceh		Central Java		East Java		NTB		South Sulawesi		Papua		Papua Barat		CG	
		M	F	M	F	M	F	M	F	M	F	M	F	M	F		
1	SEPAKAT	2	1	2	0	2	0									2	1
2	Village PBG	3	0					2	4								
3	LABKD	2	2	5	2	4	0										
4	PTPD	5	2														
5	SID	2	0	3	0			9	2								
6	LED			2	2					2	1						
7	Sekar Desa					4	0			4	1						
8	LANDASAN											9	3	2	2	2	0
9	PROSPPEK (SAIK+)													3	2		
	Total	14	5	12	4	10	0	11	6	6	2	9	3	5	4	4	1

C.3. Gender Equality, Disability and Social Inclusion (GEDSI)

As guided by KOMPAK’s Gender Equality, Disability and Social Inclusion (GEDSI) Strategy 2018 -2022, the PEA study aims to mainstream GEDSI principles by implementing GEDSI lenses throughout the study. Through the study’s methodology, the study team ensures that GEDSI-related issues are covered in the guiding questions, for example: “What is the impact of the pilot on marginalised groups, particularly women, poor community members, children, and persons with disabilities?” In the implementation phase, the PEA Study mainstreams GEDSI by ensuring that women, poor community members, children, and persons with disabilities groups are sufficiently represented among respondents. In each study location, female respondents were prioritised whenever possible. As presented in Table 2, more than a quarter of the respondents were female. The female respondents comprised a national official, district officials, village heads, and village civil registration officers.

D. SUMMARY OF POLITICAL ECONOMY ON SELECTED KOMPAK MODELS

D.1. SEPAKAT

The SEPAKAT (Integrated Planning, Budgeting, Monitoring, Evaluation and Analysis System) application is an analytical tool that aims to support central and sub-national governments in performing poverty-related analysis and policy-making (Bappenas, 2020). Owned by Bappenas, KOMPAK supported the implementation of SEPAKAT at both the central and sub-national levels. In the former, the support covered the updating, quality enhancement, and inter-agency sharing of poverty-related data. At the sub-national level, KOMPAK supported provincial and district governments in analysing SEPAKAT data and interpreting and utilising the results in the formulation of poverty alleviation strategies, programs, and activities. KOMPAK’s sub-national SEPAKAT support would later contribute to the development of the local poverty alleviation plan (RPKD), local government work plan (RKPD), and local poverty alleviation achievement report (LP2KD), and the draft medium-term development plan (RPJMD).

To analyse the political economy of SEPAKAT, the PEA Study team focused on three sub-national governments (SNGs): Pekalongan (Central Java), Pacitan (East Java), and Aceh Province Governments. In each location, the PEA Study team interviewed relevant staff from the local development planning agency (Bappeda), which led the SEPAKAT implementation in the district. In Aceh, the team also interviewed experts from local universities which had been supporting the provincial and district governments in Aceh to use SEPAKAT.

In all three locations, SEPAKAT was smoothly implemented and joined existing SNG management information systems (MISes). In each SNG, SEPAKAT was introduced during 2017-2018 to Bappeda, particularly its poverty unit or the local poverty alleviation team (TKPK). After gaining access to the Bappenas-hosted application server, the poverty unit participated in a few socialisation and training sessions, which were facilitated by KOMPAK. In all three locations, the SEPAKAT application became the latest addition of their MISes which had been used for various PFM phases, such as the financial MIS (FMIS), e-planning, and e-procurement. In Aceh, the implementation of SEPAKAT formally involved local universities. In December 2019, facilitated by KOMPAK, the provincial government of Aceh signed a memorandum of understanding with the network of Aceh universities.

In terms of the structural factors, supporting SNGs in poverty alleviation, SEPAKAT is well embedded in the decentralisation framework and is able to maintain its relevance across election cycles. Sub-national governments in Indonesia were regulated by two main laws: Law Number 1 of 2014 on Regional Autonomy and Law Number 1 of 2022 on Central and Sub-national Fiscal Relationship (HKPD

Law). The former described that the main objective of decentralisation is to “achieve people’s welfare.” This objective will not be achieved without addressing poverty, which is still a major issue in all districts. For this reason, poverty reduction or alleviation has always been part of the political and bureaucratic agenda. Successive elected leaders and legislatives always include poverty in their campaigns so that the elections of new leaders will not reduce the relevance of poverty alleviation.

The special autonomy status of Aceh specifically influences the SEPAKAT implementation in Aceh. Regulated in Law Number 11 of 2006, Aceh was given the special autonomy (Otsus) status for 20 years. As part of this status, the province receives additional fiscal transfers from CG—these are commonly referred to as Otsus funds. Managed by the provincial government, Otsus funds bolster the relevance of the provincial government as it has the authority to distribute these significant financial resources to districts. This is different than almost all provincial governments which do not have a lot of fiscal spaces.

In terms of the institutional factor, as observed in the three SNGs, SEPAKAT contributed to the formulation of sub-national poverty alleviation plans. As a poverty analysis tool, data and analyses from the application naturally feed into poverty alleviation planning and implementation, which was confirmed by the SNG respondents. In the three surveyed SNGs, SEPAKAT was used in developing the SNG poverty alleviation plan (RPKD) and in the monitoring of poverty indicators. In Pacitan, SEPAKAT served as an alternative data source for the district government, as it already had an MIS that covered poverty indicators prior to SEPAKAT roll-out in the district. In Aceh, SEPAKAT-driven technical assistance performed by the Teuku Umar University contributed to the development of RPKD. However, none of the surveyed SNGs mentioned that SEPAKAT contributed to the drafting of the SNG poverty alleviation implementation report (LP2KD).

Additionally, SEPAKAT potentially contributes to overall sub-national planning, budgeting, monitoring, and accountability processes. As part of the RPJMD priorities, SEPAKAT has the potential to contribute to annual district planning, budgeting, monitoring, and accountability, such as the formulation of work plan (RKPD), budget (APBD), and accountability report (LKPI). However, based on the interviews, SEPAKAT managed to contribute to this overall sub-national governance in Pekalongan only. As acknowledged in its 2021 RKPD, the district government used SEPAKAT specifically to develop the COVID-19 pandemic response plan.

In terms of actors/stakeholders, as discussed earlier, Bappeda was the main actor in initiating and implementing SEPAKAT in the three SNGs under the guidance of Bappenas’ Directorate of Poverty Alleviation and Community Empowerment (PKPM). In Aceh and Pekalongan, SEPAKAT became the main poverty analysis tool, while, in Pacitan, Bappeda already had an MIS that could support the poverty analysis and SEPAKAT served as a complement to the existing system. The smooth SEPAKAT implementation in the three SNGs suggested that there is no capacity issue in Bappeda, which was confirmed by the interviews with all Bappeda respondents who showed their capacity in learning about SEPAKAT and using it for supporting the poverty alleviation work.

In Aceh, the university experts contributed to the districts’ poverty alleviation programs. This meant that, as mentioned previously, another group of actors— the local university network—was involved in the implementation of SEPAKAT. Formalised in a Memorandum of Understanding (MoU) in late 2019, relevant experts in participating universities began the collaboration with districts in 2020. By late 2021, these collaborations had progressed encouragingly as, according to respondents, universities across Aceh had contributed to the formulation and execution of poverty alleviation strategies or programs in a number of districts in Aceh. This was further confirmed by a respondent from the Teuku Umar University in Meulaboh, who reported that his team had been working with Bappeda of Aceh Barat in developing its RPKD.

Bappenas, aware of current challenges, has been working to improve the usability of the application. Based on continuous discussions with SEPAKAT users, Bappenas became aware of three limitations that compromised SEPAKAT's usability: disconnect with regular PFM systems, lagged data update, and inflexibility of the systems. Interviews with Bappenas' SEPAKAT team revealed that Bappenas was addressing all three issues by:

- Working with MoHA to integrate SEPAKAT into SIPD;
- Collaborating with BPS (Statistics Indonesia) and MoSA (Ministry of Social Affairs) to accelerate data updates; and
- Enhancing the system to enable the inclusion of local indicators.

As these efforts are still ongoing, further discussions with SEPAKAT users in the near future are required to assess their effectiveness.

KOMPAK teams in Aceh and Central Java managed to leverage the usability of SEPAKAT in Aceh and Pekalongan. In Aceh, KOMPAK initiated the formalisation of the collaboration between SNGs and universities in an MoU which was signed in December 2019. This MoU provides the opportunities for experts from local universities to utilise SEPAKAT and provide technical assistance to Bappeda, which relieves them from having to work with another MIS. In Pekalongan, KOMPAK identified that SEPAKAT may contribute to the COVID-19 pandemic response. Sensing this opportunity, the team provided technical assistance to Bappeda, which resulted in the contribution of SEPAKAT in 2021 RKPD.

Summarising the tool, SEPAKAT has been implemented smoothly and recognised as a technically sound poverty analysis tool, but its usability has somewhat been limited. Bappenas and KOMPAK's reports suggested that SEPAKAT's implementation in KOMPAK work areas has been running well. This is further confirmed by respondents from three selected SNGs that informed that the initiation and operation of SEPAKAT in their locations were relatively straightforward. They also informed that SEPAKAT has "useful" analytical features that helped them in drafting the poverty alleviation plan (RPKD). However, the same respondents also shared that several challenges limited the usability of the system. Among these challenges is disconnect with regular PFM systems, lagged data updates, and inflexibility of the systems. Responding to inputs from SNG users, Bappenas' Directorate of PKPM has stepped up the efforts to enhance the usability of SEPAKAT.

Future support on SEPAKAT may focus on ensuring the integration of SEPAKAT in regular SNG MISes and on supporting SNGs in utilising this integrated application. As discussed previously, recent efforts to improve the coverage and usability of SEPAKAT are still ongoing. Aware of the limitations of supporting individual SNGs in implementing SEPAKAT, future DFAT or other donors' projects on poverty alleviation may focus on ensuring the success of Bappenas' efforts. It may start with supporting the integration of SEPAKAT in regular SNG MISes, particularly MoHA's SIPD and MoF's regional finance information system (SIKD) and OM-SPAN. Once it succeeds, the support may shift to ensuring that SNGs are able to utilise the SEPAKAT module in the integrated application.

D.2. Village Performance-based Grant

The village performance-based grant (PBG) can be defined as additional fiscal transfers to villages that perform well based on certain criteria. This village PBG model was initiated because of the districts' need to stimulate the villages to improve their performance. KOMPAK's work in the village PBG model began when, to respond to the request from Bupati of Bima, KOMPAK supported the design and implementation of the performance-based grant for villages in Bima, West Nusa Tenggara Province (NTB). Known as the Village Incentive Fund (DINDA), the initiative aims to improve village performance in financial governance, basic service governance and community welfare by awarding fiscal incentives to high-achieving villages. DINDA has a specific focus on improving village governance

and performance overall and on increasing access for villagers to basic education, health, and population administration services. The relevant district agencies then formulated the indicators and assessment procedures, formalised in the Bupati Regulation (Perbup) Number 41 of 2017 and then Perbup Number 6 of 2018. The grants to villages, awarded for the first time in 2018 to 20 performing village, has become an annual event, except for 2020, when the COVID-19 pandemic struck. The Bima District Government was intensively supported by the Directorate General of Fiscal Balance (DJPK) of MoF and KOMPAK. Learning from DINDA's experience in Bima, KOMPAK replicated the village PBG model from 2019 to Aceh Barat and Bener Meriah in Aceh, Lumajang and Trenggalek in East Java, Sumbawa in NTB, and Bantaeng in South Sulawesi.

The political economy analysis of the village PBG model discusses the implementation of the DINDA initiative in Bima, which was considered the pioneering village PBG in the country, and the replication in Bener Meriah. Following this sub-national discussion, the analysis shifts to the introduction of the performance allocation mechanism in the annual allocation of the village fund (ADD), which was introduced in 2019 in the MoF Regulation Number 205 of 2019 on village funds (VF) management. The data for the analyses originated from primary and secondary sources. The primary sources are district and village officials in Bima and Bener Meriah, and KOMPAK at national and provincial levels. The secondary sources are national and district regulations and KOMPAK reports.

In terms of structural factors, there is a shift to create a transfer system to be based on performance, and not merely based on the traditional approach of rules and regulations or output, and aligning with HKPD Law. The village PBG model originated from districts' responsibilities to monitor and improve the village's performance in governance and service delivery. Article 115 of the Village Law outlines 14 tasks that should be taken by district governments to fulfil their responsibilities in conducting mentoring and performing oversight on villages in their jurisdictions. As described in KOMPAK (2021a), conventional measures were not sufficient to improve village performance in managing their financial resources and providing services to the village people. Trying to find a breakthrough, the Bima District decided to incentivise villages to perform. This was done by designing relevant performance criteria, assessment procedures, and incentives. The district expected villages to be encouraged to "win" the incentives by improving and reporting their performance based on the criteria.

Another power structure, Central Government, was involved in the piloting of the village PBG model in Bima. Aware that the village PBG model piloting in Bima was a novelty, the KOMPAK team identified that exposure of the model to the relevant CG agency was crucial for sustainability and replications. For this reason, the KOMPAK team engaged with MoF's Directorate General of Fiscal Balance (DJPK), who is responsible for managing the village fund. In addition to contributing to the success of the DINDA roll-out, the involvement of DJPK later became the key reason for the enshrinement of village PBG at the national level.

Other structural factors that influenced the implementation of village PBG included the kingdom-like nature of Bima and the COVID-19 pandemic. On the former, located where the Bima sultanate once ruled the area, the noble family still held key political and bureaucratic positions in the district, although the sultan has no formal role. The current Bupati is the wife of the late sultan, who was the first directly elected Bupati. The head of the local parliament (DPRD) is the current Sultan of Bima, who rose into the crown in mid-2021. Key bureaucratic positions were held by members of the noble family or their immediate relatives, and DINDA is initiated by the Bupati who is also part of this family member. The COVID-19 pandemic, which began in early 2020, caused tax and non-tax revenue shortfalls which reduced the fiscal capacity of the central government and all SNGs. Dealing with this revenue setback, SNGs refocused their spending budget by eliminating non-substantial programs and activities. In Bima and Sumbawa in NTB, Bener Meriah and Aceh Barat in Aceh, Lumajang in East Java,

and Bantaeng in South Sulawesi, this budget refocusing eliminated the budget for village PBG. This meant that the replication of village PBG was delayed to at least the 2021 fiscal year.

In terms of institutional factors, the village PBG model was shaped by the existing regulatory framework but later contributed to this institutional setup. While the village PBG model is aligned with the Village Law and its implementing regulations, it was not specifically mandated and regulated until it became part of the national village fund regulation in late 2019. As a result, the initial village PBG model in Bima was designed in compliance with the regulatory framework. The design covered the performance criteria, financial management of incentive grants, and performance assessment procedure. On the performance criteria, the indicators and measurement methodology were designed based on the responsibilities and authorities of village governments. As described in the Perbup Number 33 of 2019 on DINDA, the performance of villages in the Bima district was measured in three areas: Village planning and financial management, management of basic services, and village economy. On the financial management, the sub-national and village PFM regulations shaped the financial management mechanisms of the incentive grants to villages. The mechanisms cover the following PFM aspects: Planning and budgeting, disbursement, and execution, and reporting by the district and awarded village governments. The assessment procedure was mostly determined by the organisational structure of the district. The whole assessment process was led by the community and village empowerment agency (DPMD). Sub-district offices were responsible for ensuring that villages submit their performance data and for performing the first stage of village performance assessment, while the district technical agencies were in charge of verifying the sectoral indicators.

DINDA became part of the ‘rules of the game’ after being institutionalised as a Bupati regulation. Following the design phase in 2017, the district government initiated the formulation of a Perbup that would serve as the legal basis for the DINDA implementation. This legal basis was required to enable the budgeting of incentive funds from the district budget (APBD). For the first year, as indicated in Perbup Number 41 of 2017, the incentive funds were budgeted from the village allocation funds (APBD). In the subsequent years, as reflected in Perbup Number 6 of 2018, Perbup Number 33 of 2019, and Perbup Number 53 of 2021, the funds originated from the general district revenue and budgeted as financial assistance to villages.

The replication of the village PBG model in Bireuen and other districts mirrored the DINDA’s footpath but was affected by the COVID-19 pandemic. Learning from DINDA’s experience, the replication of the village PBG model in the aforementioned six districts began in 2018 or 2019 with the formulation of performance indicators and assessment procedures and was followed by the drafting of the Perbup. These replication processes were confirmed by officials from Bireuen in Aceh Province. They also informed that incentive funds were budgeted as financial assistance, which is also similar to existing DINDA’s mechanism. However, the implementation of the village PBG in Bireuen was delayed until 2021, while the Perbup on DEPIK (*Dana Insentif Pembinaan Kampung*), the local name of the village PBG model was issued in 2019. As mentioned earlier, the delay was because of shrinking fiscal capacity due to the COVID-19 pandemic. In addition to revenue shortfall due to economic slowdown, all provincial and district governments had to cut and reallocate existing spending for pandemic response.

The village PBG model is now part of the national regulatory framework with the introduction, and expansion, of the performance component in the village fund allocation in 2019. Until 2018, as regulated in the PMK on village fund management, the village funds were allocated in three mechanisms: Basic allocation, affirmative allocation, and formula allocation. In 2019, following the successful initiation of DINDA in Bima, DJPK added the performance allocation mechanism into the Village Funds allocation mechanisms in Minister of Finance Regulation (PMK) Number 205 of 2019. This performance allocation has been retained and further expanded in PMK Number 222 of 2020 and

PMK Number 190 of 2021. As described in Table 2, the performance allocation began with 1.5 per cent, which was then doubled to 3 per cent in PMK Number 222 of 2020 and further increased to 4 per cent in PMK Number 190 of 2021.

In terms of actors/stakeholders, the head of the district was found to be the most important actor in driving a village PBG implementation in a district. In Bima, for example, the Bupati directly led the whole village PBG processes, from initiation to implementation. Her hands-on leadership managed to get all district actors to collaborate, which involved wide-ranging district actors. DPMD, as the district agency that oversees villages, served as the leading agency. Bappeda, technical agencies, and subdistrict offices are involved in designing performance indicators and assessing villages' performance. DPKAD was also intensively involved as it was responsible for arranging the budgeting and disbursement mechanisms. As informed by respondents, these district agencies managed to collaborate smoothly and set aside their "sectoral ego" because of direct leadership from the Bupati.

Table 2. Representation of KOMPAK Models in the PEA Study

Allocation Component	PMK No.193/2018	PMK No.205/2019	PMK No.222/2020	PMK No.190/2021
Basic allocation	72%	69%	65%	65%
Affirmative allocation	3%	1.5%	1%	1%
Performance allocation	0%	1.5%	3%	4%
Formula allocation	25%	28%	31%	30%

All key district stakeholders contributed in the village performance assessment. In Bima, the performance assessment of villages is conducted in two stages. The first stage is the assessment at the subdistrict level under the leadership of the subdistrict head. In this stage, the assessment team, comprising the subdistrict officers and the village governance facilitators (PTPD), reviews the performance of all villages in the subdistrict, ranks them based on their performance, and shortlists no more than three villages. The second stage is conducted at the district level and requires substantive contribution from district agencies. This stage is performed by a team comprising the planning agency, the community and village empowerment agency (DPMD), and selected sectoral agencies. This team verifies the subdistricts' assessment results, provides data for sectoral indicators, ranks the shortlisted districts, and recommends the 20 winning villages to Bupati.

The village PBG model also involves a central government stakeholder, in addition to district and village ones. Mandated by the Village Law, DJPK (MoF) is responsible for allocating and monitoring the disbursement of the village funds (VF) to all villages in Indonesia. As described earlier, VF is annually budgeted from the CG budget (APBN) and has been the most dominant revenue source in almost all districts. Aware of its strategic role, KOMPAK facilitated the involvement of DJPK in the design and implementation of DINDA. During these phases, DJPK provided strategic advice on the performance indicators and assessment procedures. Although DJPK is not the leading agency in overseeing village capacity and performance, their role in managing VF leverages their positions when dealing with districts and villages.

Equipped with the practical experience from Bima, DJPK led the institutionalisation of the village PBG model in the national regulation, continuously improving the allocation formula. DJPK introduced the performance-based allocation into the VF allocation formula in 2019. This added to three pre-existing allocation mechanisms for village funds: basic allocation, affirmative allocation, and formula allocation. In institutionalising this performance-based allocation, DJPK collaborated with ministries that were responsible for overseeing village governance and service provisions: MoHA and

Ministry of Villages, Disadvantaged Regions, and Transmigration (MoV). This collaboration contributed to the adoption of performance indicators that covered overall village governance and basic service provision, which superseded the authority of DJPK, which centred around the management of village funds.

Overall, district and village stakeholders benefit from the village PBG model piloting and institutionalisation in Bima. Directly led by Bupati, the piloting and sustained implementation of DINDA managed to incentivise villages to improve their performance. This enabled both Bupati and district agencies to fulfil their responsibilities in monitoring and improving the performance of villages, although DINDA implementation resulted in additional work. In addition, the successful implementation of DINDA exposed Bupati and other district leaders to the national stakeholders. Village communities benefit from the village PBG model implementation due to improved governance and service provision. Interviews with selected village officials suggested that DINDA managed to stimulate villages to improve their performances. Apart from the financial reward, village heads said that winning the DINDA award “made them proud”. All respondents also mentioned that the annual nature of the award encouraged the unsuccessful villages to improve their performances, including by being more attentive to their governance and sectoral data. This performance improvement was reflected by improved indicators on governance and access to basic services, as discussed previously.

D.3. Village Governance Facilitators (PTPD)

The technical village governance facilitators (*Pembina Teknis Pemerintahan Desa/PTPD*) is a KOMPAK model that aims to strengthen and utilise these facilitators to improve village governance. KOMPAK developed the P-PTPD model of technical assistance to support the Directorate General of Village Government Affairs (Ditjen Bina Pemdes) of MoHA, as part of the Master Plan of the Village Apparatus Capacity Development Strategy (RI-SPKAD) which was later translated into the Integrated Village Apparatus Capacity Building (PKAD Terpadu) Program.³

The facilitators (PTPD) are usually staff from sub-district offices and have the main tasks to perform oversight and capacity building to village apparatus. PTPD has been gradually implemented across all KOMPAK work areas in five provinces since 2016, with the exception of Papua and Papua Barat, which have their specific village facilitation models.

To analyse the political economy of the P-PTPD model, the PEA study team focused on two SNGs: Lumajang (East Java) and Bireuen (Aceh). In each location, the PEA study team interviewed key officials from the district agencies, subdistrict offices, and villages. The district agencies included the community and village empowerment agencies (BPMD) and the planning agency (Bappeda). Sub-district respondents comprised the sub-district heads, the head of the governance section, and the village facilitators. Respondents from villages consisted of village heads and village apparatus.

In both locations, P-PTPD was successfully implemented and has already been institutionalised as Bupati regulations. The implementation began with the piloting of the model in 2017 that included a series of training for the village facilitators from subdistrict offices and technical service units (UPTD)

³ PKAD Terpadu 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. For more details on PKAD Terpadu, see the ‘Pengembangan Kapasitas Aparatur Desa (PKAD) Terpadu’ https://sikompak.bappenas.go.id/pembelajaran/download/24/id/other_doc/PKAD%20Terpadu%20Direktorat%20Jenderal%20Bina%20Pemerintahan%20Desa_Kemendagri/download.pdf

and support for the facilitators in performing their tasks in village monitoring and capacity building. After the piloting in selected subdistricts, the P-PTPD model was scaled up to other subdistricts and then the whole district. As the final step, the model was stipulated in a Bupati regulation and is now part of the institutional set-up in both districts. In Bireuen, P-PTPD is regulated in the Bupati Regulation Number 14 of 2020 on The Technical Village Governance Facilitators (PTPG) in Bireuen. While in Lumajang, it is part of the Bupati Regulation Number 93 of 2020 on The Capacity Strengthening of Village Apparatus (PKAD).

In terms of structure, the P-PTPD model is well embedded in the Village Law as it supports two of its objectives and operates along with the governance structure as described in the Village Law.

Aiming to improve village governance and service delivery, the P-PTPD model aligns with two of the Village Law objectives. As described in article 4, the first objective is to achieve a village governance that is professional, efficient, effective, transparent, and responsible. The second objective is to enhance public service delivery for village communities. In addition to contributing to the Village Law objectives, the P-PTPD model was designed based on the two government structures in village governance, villages and districts. Villages, logically the focus of the Law, are expected to govern and deliver the 11 services as elaborated in PP Number 43 of 2014. Districts, as described in article 112 of the Law, are responsible for improving the capacity of villages in performing their tasks and delivering services. Article 115 further outlines 14 tasks that should be taken by district governments to fulfil their responsibilities in conducting mentoring and performing oversight on villages in their jurisdictions.

The P-PTPD model also recognises and empowers the subdistrict office, which supports both districts and villages. While the Village Law scarcely mentions the subdistrict office, its implementing regulations elaborate on the roles and responsibilities of this office. Structured as a working unit under a district government, the sub-district office usually gets delegation from the district government in coordinating villages. As described in PP Number 43 of 2014, PP Number 47 of 2015, and PP Number 11 of 2019, this village coordination task covers mentoring and monitoring village performance, administering village head elections, overseeing village apparatus, and reviewing the draft village plans, budgets, and annual accountability reports. In several districts, including Bireuen, the sub-district office is also tasked with coordinating the technical units (UPTD) in public service provision in villages.

The geographic factor and Aceh's special autonomy may lead to variations within the P-PTPD model.

On the former, despite the fact that both districts have similar sizes, the number of villages in Bireuen is three times more than that of Lumajang (609 vs 198 villages). Coupled with a fewer number of subdistricts (17 in Bireuen and 21 in Lumajang), a sub-district in Bireuen is more capable of inviting villages to its office, rather than the other way around. The second structural factor is Aceh's special autonomy. This asymmetric decentralisation measure provides district governments in Aceh with additional fiscal resources, which may provide more resources for subdistrict offices for funding the village clinics.

In terms of institutional factors, the P-PTPD model is shaped by the existing regulatory framework and directly addressed the village governance issues.

In both districts, the PTPD model focused on supporting the village heads and apparatus in performing their regular administration tasks. This covered formulations of the medium-term plan (RPJMDes) and annual village plan (RKPDes), budget (APB Desa), and accountability report and execution of the annual budget. In Bireuen, the P-PTPD model also emphasised multi-sectoral coordination for village service provision. In Lumajang, PTPDs also supported the organisation of village head and representative elections. As informed by the interviewed village facilitators and apparatus, PTPDs had been very helpful for the village apparatus in performing their tasks.

Despite sharing common objectives and overall approaches, the P-PTPD models in Lumajang and Bireuen had slightly different set-ups. In Lumajang, the P-PTPD model put more focus on enabling village facilitators to provide technical assistance in the villages. In every sub-district, each facilitator is responsible for supporting 3-5 villages and periodically visits these villages to support and develop the capacity of the village apparatus. In Bireuen, the P-PTPD model promoted the organisation of regular ‘village clinics’ in the sub-district office. These ‘clinics’ enables comprehensive capacity development of village governance by providing training, guidance, coordination, consultation, and information sharing, especially on planning and budgeting of village funds.

Reflected during the piloting phase, the P-PTPD model turns out to be highly relevant and beneficial for village apparatus, which contributed to its successful scale-up and institutionalisation. The piloting of the model in Bireuen and Lumajang went well and was directly followed up with scale-up to other sub-districts and, eventually, to the whole district. During the scale-up phase, the institutionalisation of the model was also initiated. This culminated in the issuances of the Bupati of Bireun Regulation Number 14 of 2020 on the Technical Village Governance Facilitators (PTPG) and the Bupati of Lumajang Regulation Number 93 of 2020 on The Capacity Strengthening of Village Apparatus (PKAD). Despite being part of the rule of the game, the sustainability of the model still needs to be observed in the coming years. In order to make it sustainable, both districts and villages should allocate sufficient funds from their annual budgets for village facilitations. The former may fund facilitators’ salaries, capacity development, and clinics, while the latter shall allocate budgets for in-situ village facilitation.

In terms of actors/stakeholders, the piloting, scale-up, and institutionalisation of the P-PTPD model in both districts were led by the community and village empowerment agency (DPM/DPMG⁴). This agency was supported by a number of district agencies, i.e. the governance division, the district planning agency (Bappeda), and the subdistrict offices. In Bireuen, the district technical agencies, such as health, education, and public work, were also substantially involved in the piloting and scale-up of the model. In both districts, as informed by the district respondents, the agencies collaborated relatively well, which was likely due to support from the district leadership and the relevance of the model with the Village Law.

The involvement of district leadership contributed to the smooth implementation of the model, especially the scale-up and institutionalisation process. In both districts, the DMPD and KOMPAK team only piloted the model after obtaining clearance from the Bupati and the district secretary (Sekda). Afterwards, DPMD regularly updated the Bupati and Sekda on the progress of the P-PTPD implementation, including on advocating for the institutionalisation of the model. From time to time, DPMD also invited other members of the district leadership forum (Forkopimda), including the district parliamentarians, to join important events. Their future involvements may also be the key to sustaining the model, as the executive and legislative jointly review and pass the annual budget.

At the village level, the village heads and apparatus were actively involved and benefitted greatly from the model. While the village apparatus had already been exposed to the governance tasks since the VL came into effect in 2015, they were not adequately prepared to perform these tasks. They were initially overwhelmed as they had to manage much bigger resources, were responsible for expanded service provisions, and had to work with numerous planning and budgeting documents. As informed by interviewed village heads and apparatus in both districts, their exposure to the P-PTPD model enlightened and helped them in fulfilling their tasks. The respondents in Lumajang highlighted the

⁴ Will refer both as DPMD.

contribution of the regular visits from the village facilitators, while those in Bireuen acknowledged the roles of the village clinics in improving their capacities.

The involvement of the MoHA also contributed to the successful implementation of the P-PTPD model. As mentioned in article 112 of the Village Law, the Central Government, represented by MoHA, is responsible for overseeing and guiding the village governance. During the whole process, MoHA, through its Directorate General of Village Governance Affairs (DG Bina Pemdes), oversaw the model implementation and participated as key resource persons in key events, including those of Bireuen and Lumajang. MoHA's involvement was acknowledged by district respondents and interpreted as a "go-ahead" signal to scale-up and institutionalise the model.

D.4. Village Information System (SID)

The village information system (*Sistem Informasi Desa/SID*) is a KOMPAK model that supports district governments in implementing and institutionalising an information system for villages. While the model may vary among districts, the support includes system development and roll-out, training of operators, developing guidelines and regulatory products, ensuring its usage by village governments, and promoting the integration with other information systems. This model aims to equip village governments with the skills and mechanisms (including data) to improve basic services at the village and inter-village levels. In total, during 2016-2021, KOMPAK has supported the SID implementation in 26 districts in its work areas.

To analyse the political economy of the SID model, the PEA Study Team analysed the SID implementation in four districts: Lombok Timur and Bima (NTB), Bireuen (Aceh), and Pemalang (Central Java). In each location, the PEA Study Team interviewed key officials from three district agencies, subdistrict offices, and villages. The district agencies included the community and village empowerment agencies (DPMD), the information and communication (Kominfo) agency, and the planning agency (Bappeda). Sub-district respondents were sub-district heads, while village respondents were village heads and apparatus and SID operators.

Table 3. Summary of SID Applications in Four Observed Districts

SID aspect	Bireuen (Aceh)	Pemalang (Central Java)	Lombok Timur (NTB)	Bima (NTB)
Application	SIGAP	Sidekem	OpenSID	
Approach	Province-centralised application	District-centralised application	Village-based application	
Developer	Aceh Government	Puspindes of Pemalang	OpenSID/Open Desa Community	
Initiated	2020	2016	2015	2018
Nature of KOMPAK's support	Since 2020: Initiation, implementation in districts	Since 2017: System enhancement, integration with other systems	Since 2017: Strengthening, support for replication and institutionalisation	Since 2018: Initiation, piloting, replication, institutionalisation
Legal framework	Pergub Number 33 of 2021 on SIGAP	Perbup Number 89 of 2017 on SIDEKEM	Perbup Number 21 of 2021 on SID	Perbup Number 17 of 2021 on Guidance for SID Development

The SID model had considerable variations across the four districts. As summarised in Table 3 the variations were at least reflected in the type of SID application and its developer, initiation period, nature of KOMPAK support, and the legal framework. In terms of the SID application, Lombok Timur and Bima implemented the OpenSID application which is an open-source application and is initiated at the village level. In Pemalang, the SIDEKEM application was developed by the Puspindes unit, which comprises a group of voluntary software developers, and is a district-centralised application. Bireuen utilised the SIGAP application which was initiated by the Aceh Government and thus a province-centralised application.

SID was piloted, replicated, and institutionalised in all locations with mixed results. As described in Table 3, SID was initiated in different timetables across districts, as well as the nature and commencement of KOMPAK's support. In Bima and Bireuen, KOMPAK was involved since the system initiation, while in Lombok Timur and Pemalang, OpenSID and SIDEKEM were already developed when KOMPAK commenced its support. In all four locations, the SID application joined other village-level management information systems (MISes) that had already existed. As of mid-2021, SID had been successfully piloted in the four districts. In Lombok Timur and Pemalang, SID has been introduced in all villages and was already institutionalised in a Bupati regulation on SID. In Bima, the replication was still ongoing in mid-2021, while a Bupati Regulation on the Guidance for SID Development had already been issued. The SIGAP implementation in Bireuen commenced in 2020, soon after the system was launched at the provincial level. The legal framework of SIGAP, the Governor Regulation on SIGAP, was issued in mid-2021 and covered the whole province.

Regarding structural factors, SID is mandated by the Village Law and influenced by the Regional Autonomy Law. Article 86 of the Law ruled that villages have the right to access the information developed by district governments through village information systems (SID). This system should cover the village profile, development, and area and should be accessible to villagers and other stakeholders. In addition to the Village Law, SID is shaped by Law Number 23 of 2014 on Regional Autonomy (*Otonomi Daerah*, Otda). Referring to article 12 and the annex of the Otda Law, SID is part of two devolved functions: the community and village empowerment function and the communication and information function. These two laws inevitably influence the implementation and sustainability of the SID model.

The special autonomy status of Aceh specifically influences the SID implementation in Bireuen and other districts in Aceh. Law Number 11 of 2006, Aceh was given the special autonomy (Otsus) status for 20 years. The province receives additional authorities and fiscal resources as part of this status. This enables the province to install a province-wide village information system, SIGAP (sistem informasi gampong), and provide technical support during the implementation. As in the Bireuen example, this province-developed SID was rolled out in all districts in 2020. Districts and villages are system users and cannot customise the system directly. This province-wide SID is not found in the other three districts, located in provinces without special autonomy status.

Among other structural factors, the geographic condition partially influences the SID model implementation in the four observed districts. In terms of geography, all villages in Pemalang and Lombok Timur have relatively good access to the internet, so both district governments enable the online-based SID applications. However, Bima decided to stick with the offline SID application for the time being because some of the villages are located in remote areas with unreliable internet connections. Other structural factors, such as population and election cycles, do not lead to variation in SID implementation in the four observed districts, mainly because there is no extreme variation among those factors.

In terms of institutional factors, the SID model is shaped by the existing regulatory framework and potentially contributes to improving village governance and service provision. As discussed earlier, the SID model should provide information to support the village heads and apparatus in performing their regular administration tasks. Assuming that the SID data are comprehensive and up-to-date, SID potentially supports the village governance processes, per the regulations. These processes include formulations of the medium-term plan (RPJMDes), annual village plan (RKPDDes), budget (APB Desa), accountability report, and monitoring and evaluation of village development. In addition to the traditional village governance processes, SID may support the service delivery provision by villages. The MoHA Regulation Number 2 of 2017 on the Minimum Service Standards for Villages mandates the villages to manage their population data, which should become the basis for service provision. SID should also support the targeting of services based on the sustainable development goal (SDG) data, as regulated by the Ministry of Village Regulation Number 21 of 2020.

Despite sharing common objectives and overall approaches, the SID models in the four observed districts vary in their institutional arrangements. In Lombok Timur and Bima, SID was initiated by the villages by installing the OPENSID, which was an open-source application. While OPENSID generally managed to support the village apparatus in performing some administrative and civil registry tasks, it was not integrated with the district information system. It did not provide specific information or dashboard to subdistrict or district officials. In Pemalang, the centralised district SIDEKEM was intended to provide administrative support, development data, and website services for villages. PUSPINDES has collaborated with the technical agencies to provide the data and services, but it has not succeeded in integrating SIDEKEM with other village-level applications, undermining its usability. In Bireuen, SIGAP was designed by the provincial government to support districts and villages in village governance processes and service provisions. As of late 2021, SIGAP was not yet integrated with district and village MISes in the district.

In all four observed districts, the KOMPAK team needed to support villages in using the SID. The SID models in the four observed districts have general and sectoral data and specific tools that may help the village governance and service delivery provisions. However, as informed by district and village respondents, while the data and services in SID were considered sufficient, SID had uneven success in supporting village apparatus in performing their tasks. OPENSID in Lombok Timur was the most utilised as it supported the civil registry and administrative services and targeting of the village fund-funded cash transfer program (BLT-DD). SIDEKEM in Pemalang and OPENSID in Bima mainly supported the civil registry services. At the same time, SIGAP in Bireuen was still rarely utilised as it was only rolled out in the district in late 2020. As mentioned by the respondents, most village apparatus had difficulties using SID for annual village planning, budgeting, and reporting processes because they did not fully understand the mechanisms to incorporate the data in SID into these processes. Aware of this issue, the KOMPAK team dedicated significant efforts to support SID use, which has so far shown initial successes in the four districts.

While SID has been institutionalised in all four districts, efforts to integrate it with other MISes in villages must be intensified to enhance its sustainability.

As discussed earlier, SID is one of two kinds of MISes available to village governments in the four observed districts.

The first group comprises MISs directly related to village governance; these MISs require village apparatus to perform data management tasks. Examples include the village financial management system (Siskeudes), village and ward profile (Prodesk), CG financial disbursement system (OMSPAN), village development system (IDM), and social welfare information system (SIKS-NG).

The second group comprises district and provincial level MISs that require reliable information from SID, such as sub-national government information system (SIPD) that covers financial management and development processes. In mid-2021, as informed by respondents, SID had not yet been integrated with the majority of the first group of MISes. This led to an additional workload for the village apparatus as they had to replicate work on several MISes, which potentially undermined the relevance and sustainability of SID. For example, in Pemalang, SIDEKEM has been used less and less frequently since 2019 because the village apparatus had to deal with other MISes that were considered more crucial and obligatory. To deal with this issue, SID needs to be integrated or be able to feed into other more obligatory MISes. For example, the village profile data in SID should be able to feed into Prodeskel, while the SID population data should be integrated with SIKS-NG.

In terms of actors/stakeholders, the implementation of the SID model in the four districts was led by the community and village empowerment agency (DPMD/DPMG⁵) and information and communication agency (Diskominfo). Reflecting on Law Number 23 of 2014, as discussed earlier, SID falls under two obligatory functions: community and village empowerment and information and communication. Naturally, in the four districts, two agencies that are responsible for these two functions, DPMD and Diskominfo, led the SID implementation during the piloting, replication/ scale-up, and institutionalisation phases. DPMD served as the leading agency in all four observed districts and was responsible for coordinating non-technical aspects, such as data and functionality. At the same time, Diskominfo was accountable for the technical aspects, such as the hardware and software architecture and connectivity to the Internet and other districts' MISes. The crucial role of Diskominfo was highlighted in Bima. After concluding the piloting in a few villages in 2019, the replication to all villages stalled until late 2020. It regained momentum after Diskominfo became more proactive and incorporated OpenSID in the One Data (*Satu Data*) initiative. Apart from the two leading agencies, the district planning agency (Bappeda) ensures the coherence between SID and the district planning system.

In addition to the two leading agencies and Bappeda, technical agencies and sub-district offices were involved in the SID implementation. In Bima, Lombok Timur, and Pemalang, the district technical agencies provided the sectoral data for SID and developed guidance for village apparatus managing the sectoral data. These sectoral agencies were education, health, public works, transport, and woman empowerment and child protection agencies. The sub-district offices were also involved as they supported the village apparatus and SID operators in operating the system. The situation in Bireuen was a bit different as the district agencies had limited access to SIGAP and had to provide the sectoral data through the provincial agencies.

The involvement of district leadership contributed to the successful scale-up and institutionalisation process. In all four districts, while not intensively involved, Bupati and the district secretary (Sekda) were regularly updated and provided the overall guidance. For example, the DPMD and Diskominfo only commenced the piloting and the scale-up of the model after obtaining clearance from both leaders. In the three districts outside Aceh, the regular update to Bupati and Sekda also involved the advocacy of SID's institutionalisation. For this reason, the Bupati regulations were smoothly prepared and issued. There was no indication of district parliamentarians' involvement in the four districts. Their future involvements may be the key to sustaining the model, as the executive and legislative jointly review and pass the annual budget.

⁵ Will refer both as DPMD.

In addition to the district stakeholders, village stakeholders are heavily involved in SID implementation. As an MIS on village governance, village stakeholders, comprising village heads/ apparatus, SID operators, and the community, are at the heart of the SID implementation. Village heads/ apparatus utilise the system to support their governance tasks and perform some data management activities. SID operators, usually part of the village government team, are responsible for most data entry work and extracting data from the system. In the early stages of implementation, DPMD and Diskominfo trained village heads/ apparatus and SID operators on working with the SID. While not actively involved, the village community benefited from SID, which should lead to more accurate and transparent village development. For example, in Lombok Timur, using SID to verify the list of beneficiaries improved the targeting of the cash transfer program in 2021.

In all four districts, village stakeholders held the key to ensuring the sustainability of SID. Like other MISes, SID will only be sustainable if it is regularly utilised and contributes to the improvement of village governance and service delivery. While district agencies may prepare the infrastructure, human resources, and regulatory framework, village stakeholders will ultimately determine whether the system is useful and thus incentivises them to use the system. Village heads and apparatus need to be trained and guided in using and benefitting from the system while not leading to extra workload. The village community should also experience the benefits of the system as they will encourage the village government to allocate budget for the SID operation.

The lack of a clear leading agency at the central government level may lead to a complex institutionalisation process. Reflected at the district level, several CG ministries/agencies were involved in the SID implementation. Three of them are part of KOMPAK's main CG counterparts: MoHA, MoV, and Bappenas. MoHA and MoV are leading the implementation of the Village Law, which is the primary legal framework of SID. Bappenas, which has cross-sectoral mandates, is responsible for synergising development planning at all government levels. In addition to the three ministries, the Ministry of Communication and Informatics (MoCI) is accountable for mainstreaming information and communication technology (TIK) and implementing the One Data policy. To a lesser degree, the sectoral ministries, such as the Ministry of Education, Culture, Research, and Technology (MoECRT), the Ministry of Health (MoH), and the Ministry of Public Works and Housing (MoPWH), are also indirectly involved as they are responsible for sectoral data. Ideally, these agencies may collaborate and develop a common platform for all village-level MISes and a road map for SID implementation. However, this institutionalisation process may be complex and exhaustive as there is no clear leading agency. High-level guidance may be required to address this multi-agency nature of SID and to incentivise all involved agencies to collaborate.⁶

⁶ For more details on the SID Guidance, see the 'Panduan Fasilitasi Replikasi dan Pelembagaan Pengembangan Sistem Informasi Desa' <https://kompak.or.id/id/article/panduan-fasilitasi-replikasi-dan-pelembagaan-pengembangan-sistem-informasi-desi-sid>

D.5. Village Budget School (Sekar Desa)

The village budget school (*Sekolah Anggaran Desa/Sekar Desa*) is a KOMPAK model that empowers the village council (BPD) and communities in planning and financial management. The model strengthens their capacity to participate in planning and budgeting processes and monitor village development. In addition, Sekar Desa provides rooms for village apparatus, BPD, village institutions, and communities to jointly learn about good village governance and independently solve village problems. Collaborated with Seknas FITRA, Sekar Desa was implemented in 10 districts across five provinces in 2019.

To analyse the political economy of the Sekar Desa model, the PEA Study Team focused on two SNGs: Trenggalek (East Java) and Pangkajene dan Kepulauan (Pangkep, South Sulawesi). The PEA Study team interviewed key stakeholders in each location, including DPMD officials, subdistrict officers, BPD members, and village apparatus. In addition, the PEA Study Team discussed with two national stakeholders. The first one was the Seknas FITRA's staff, who chaired the Sekar Desa. The second was an advisor in the Ministry of Village, Disadvantaged Regions, and Transmigration (Kemendesra).

In both districts, Sekar Desa was successfully piloted in three villages, highlighting the model's adaptability. In Trenggalek and Pangkep, the piloting was performed in three villages during 2019-2021. The model applied different approaches in both districts to adapt to local contexts. In Pangkep, the model emphasised the mentorship approach, where in key village events, a mentor from Seknas FITRA supported BPD in performing its roles. In Trenggalek, the model focused on providing regular training to BPD members, who later applied the acquired skills in performing their roles. However, the model was not scaled up to more villages in the district. or institutionalised in a regulation.

In terms of structure, the Sekar Desa model is embedded in the Village Law and empowers village representative (BPD) members to perform their roles. Aiming to improve village social accountability, the Sekar Desa model supports achieving one of the Village Law's objectives: strengthening village communities as development subjects. The Sekar Desa model focuses on strengthening community participation in village development to meet its objectives. This is done by enhancing the capacity of BPD members, representing the village people in providing checks and balances to the village head and apparatus.

Local social structures in Pangkep and Trenggalek influenced the Sekar Desa piloting. In Pangkep, BPD members comprised accomplished or revered individuals, such as teachers and religious leaders. Dealing with this outset, the Sekar Desa piloting in the district focused more on the mentorship approach so that each BPD member had personalised experience in the capacity building and in fulfilling their tasks. In Trenggalek, BPD members were chiefly community members who were used to working collectively. In this more egalitarian setting, the Sekar Desa model applied the training-based approach, where Seknas FITRA trained BPD members as a group.

Regarding institutional factors, the Sekar Desa model is shaped by the existing regulatory framework and tries to enhance village social accountability. The Sekar Desa model was conceived based on the village's social accountability as regulated in the Village Law, especially in articles 54, 55, 61, and 82. In both districts, the Sekar Desa piloting strived to improve village people's literacy of planning, budgeting, and monitoring of village development. In addition, the model encouraged village people's participation in crucial processes, such as village work plan (RKPDDes) and budget (APB Desa) formulation and periodic monitoring of APB Desa execution.

As the model addressed the social accountability issues, the Sekar Desa capacity-building modules covered critical village governance processes. As discussed previously, the piloting of Sekar Desa involved a series of capacity-building activities that comprised training and mentorship for BPD members and community groups. As described in KOMPAK (2021c)⁷, the model consisted of the following modules that were crucial for BPD and village communities: i) Village Law implementation; ii) BPD performance improvement, iii) the basics of village planning and budgeting, iv) analyses of village planning documents; and v) analyses of village budgets.

As reflected in both districts, the Sekar Desa piloting showcased how social accountability may be fostered at the village level with current institutional setups. The Village Law and its implementing regulations already addressed how village people may participate in village development and hold the village head and apparatus accountable. The Sekar Desa model's piloting to make this social accountability work showed that BPD and village communities managed to participate in village planning and budgeting processes and monitoring exercises. While replication did not follow the piloting in more villages, the success stories have been documented and disseminated to a broader audience.

In terms of actors/ stakeholders, piloting the Sekar Desa model in both districts involved all relevant stakeholders in districts and villages. In both districts, the piloting involved two district agencies. First was the community and village empowerment agency (DPMD), the coordinating agency in village-related affairs. The second agency was subdistrict offices, responsible for coordinating and mentoring villages. At the village level, the piloting involved three main village actors: village heads, BPD members, and community groups, including the gender and disability groups. Their involvement enabled healthy and constructive discussions during the training or mentorship sessions. Their collaborations during the piloting turned out to be crucial in doing social accountability work in piloting villages. Another essential group involved in the piloting was the local non-governmental organisations (NGOs). Seknas FITRA, as the national implementing partner, worked with local NGOs in training and mentorships in both districts. These NGOs were trusted by district and village actors, so the piloting went smoothly, and the model was widely accepted.

The Sekar Desa model focused on enhancing the performances of the village consultative body (BPD). While not explicitly mentioned, articles 54, 55, 61, and 82 of the Village Law strongly indicate that BPD is supposed to spearhead the social accountability efforts at the village level. As described in the Village Law and detailed in Permendagri Number 110 of 2016, BPD has three primary responsibilities: i) together with the Village Head, discuss and agree on a draft village regulation; ii) listen to and follow up on village communities' aspiration, and iii) perform oversight on the village head's performance. The piloting in both districts reflected this focus on the BPD strengthening. While village heads and community groups also joined the training, mentorship was only provided to BPD members when they performed their tasks.

The inadequate capacity and resources of central and district agencies presented specific challenges in replicating the Sekar Desa model across the country. The piloting in Trenggalek and Pangkep suggested that district governments were instrumental in improving the capacity of BPD through the model and thus enhancing the social accountability in villages. However, without external support from KOMPAK and Seknas FITRA, the district governments were less likely to succeed because DMPD and sub-district offices focused more on improving the capacity and performance of village heads and apparatus. At the CG level, two ministries were involved in the model: the Ministry of Home Affairs

⁷ KOMPAK (2021c): Panduan Fasilitasi Replikasi dan Pelembagaan Sekolah Anggaran Desa dan Posko Aspirasi. Jakarta: KOMPAK.

and the Ministry of Villages, Disadvantaged Regions, and Transmigration. While both ministries praised the model and encouraged its replication, they also had capacity and resource constraints to enhance the capacity of BPD members in more than 75,000 villages across the country.

D.6. Village-based CRVS Facilitator (FPLKD)

The facilitation of population service provision in villages (*Fasilitasi Pelaksanaan Layanan Kependudukan di Desa/FPLKD*) is a KOMPAK model that supports the civil registration and village statistics (CRVS) services at the village level. Previously known as the village-based population administration service (LABKD), the model aims to improve the ownership of civil registry documents among village people, especially birth certificates, family cards, and identity (KTP). This is done by expanding the coverage of civil registry services by providing a service hub in the village. In most cases, the service hub comprises a civil registry facilitator. Until late 2021, the FPLKD model has been implemented in most KOMPAK work areas, covering 30 districts in seven provinces. In all locations. The FPLKD implementation was supported by the Center on Child Protection and Wellbeing at Universitas Indonesia (Puskapa).

To analyse the political economy of the FPLKD model, the PEA Study Team analysed the model implementation in two districts and two provincial governments. The analyses on two districts, Bener Meriah (Aceh) and Brebes (Central Java), covered piloting, replication/ scale-up, and institutionalisation. The PEA Study Team interviewed key officials from three district agencies and villages in each location. The district agencies included the community and village empowerment agencies (DPMD), population and civil registry, and planning agencies (Bappeda). The village respondents comprised village apparatus and village population administration, facilitators. In addition to the district-level analyses, the analyses were performed on the institutionalisation efforts at the province level. The PEA Study Team interviewed key officials from the population and civil registry agency in the two selected provincial governments, Aceh and Central Java.

In both districts, the piloting of the model was successful, but the scale-up and institutionalisation fared differently. Interviews with district officials revealed that the model resulted in improved ownerships of key civil registry documents in piloting villages, which indicated the success of the piloting. While the piloting went well, the scale-up and institutionalisation of the model had varied results. In Brebes, the scale-up was performed on all villages in two subdistricts, while the district-wide scale-up was still being prepared in mid-2021. In Bener Meriah, the FPLKD model was already implemented in all villages. This variation was also reflected at the province level. In Aceh, the model was already institutionalised in the province through Governor Regulation Number 58 of 2020 on LABKG, while the institutionalisation in Central Java was still ongoing by mid-2021.

Regarding structural factors, the FPLKD model is shaped by the Population Administration Law, Regional Autonomy Law, and, to a lesser degree, Village Law. The model is primarily shaped by Law Number 23 of 2006 on Population Administration, of which Article 7 describes districts may delegate a part of population administration services to villages. Furthermore, Article 12 enables villages to utilise a registration officer to support the village head in population administration affairs. Operates at the sub-national level, the model also refers to Law Number 23 of 2014 on Regional Autonomy (Otda). Article 12 and the annex of the Otda Law, population administration and civil registry function is devolved among Central, provincial, and district governments. Interestingly, the Village Law and PP Number 43 of 2014 do not specifically include population administration among the village's responsibilities. While the MoHA Regulation on Village Administration describes population administration as part of the village administrative task, the exclusion from the Village Law may impact the model's legitimacy in several regions.

The special autonomy status of Aceh leverages the FPLKD implementation in Bener Meriah and other districts in Aceh. Through Law Number 11 of 2006, Aceh was given special autonomy (Otsus) status for 20 years. The province receives additional authorities and fiscal resources as part of this status. This enables the provincial government to institutionalise the model in the whole province through the issuance of the Governor Regulation (Pergub) Number 58 of 2020 on the village-based population administration service. This regulation tasks each village (*gampong*) to provide population administration services and fund it from the annual village budget. If there are insufficient funds, the province and district may provide financial assistance from their annual budgets. This province-wide FPLKD was not yet established in Central Java, which has no special autonomy status.

In terms of institutional factors, the FPLKD model is shaped by the existing regulatory framework and directly addressed the lack of ownership of civic documents among village people. As a model that worked in both population administration and village governance, the model complied with a series of the regulatory framework, especially the MoHA regulations Number 47 of 2016 on Village Administration and the Presidential Regulation Number 96 of 2018 on the Requirement and Procedure of Population Registration and Civil Registry. The model also aligned with Presidential Regulation Number 62 of 2019 on the National Strategy for Acceleration of Civil Registration for Development of Vital Statistics (Stranas APKSH). In both districts, the FPLKD model implementation initially worked with district agencies and village governments in establishing the population administration services in the piloting villages. This included the formulation of standard operating procedures (SOPs) and recruitment and hiring of village population administrator facilitators (PRG or FAD). The SOPs were particularly aligned with the village SPM, while the hiring of registration officers followed the hiring procedure of the village apparatus.

The replication of FPLKD implementation in both districts relied on annual budget allocation, especially for the salary of registration officers. As discussed previously, the village registration officers were crucial in making the model work and sustain. In both districts, they were hired as temporary (*honorer*) staff which did not involve regular salaries. For this reason, their salaries were funded from the village budgets. However, several villages were fiscally constrained, so they may require funding assistance from the district or province to provide the village-based population administration services. This funding issue presented two challenges for districts when they planned to replicate the model across all districts. The first challenge was identifying districts with funding issues, which may only be determined after villages submitted their draft budgets to subdistricts in November or December. This led to the second challenge, which was to budget for the financial assistance to villages. In addition to the district's fiscal constraint, it would be too late to address this additional financial assistance in December, when the district budget was about to be approved. This issue will become trickier in 2023 when the village registration officers have to be hired as contract staff, which requires much more financial resources.

Reflected in both observations, the FPLKD model turns out to be highly relevant and manages to improve the institutional setting of population administration. The piloting of the model in Brebes and Bener Meriah went well and was followed up with a scale-up to other villages in two sub-districts in Brebes and the whole of Bener Meriah. The model manages to streamline the procedures and period for village people to obtain birth certificates and family cards. In FPLKD villages, the registration officers collect registration documents from village people. They will later submit the documents to the district population administration agency via online or offline mechanisms. They will later hand over the issued documents to the applicants.

In terms of actors/ stakeholders, the piloting, scale-up, and institutionalisation of the FPLKD model in both districts were led by the population administration agency and the community and village empowerment agency (Dinpermasdes/DPMG⁸). In Brebes and Bener Meriah, the population administration agency led the FPLKD implementation as it is responsible for population administration affairs, primarily supported by DPMD, the coordinating agency for village-related issues. These two agencies led the formulations of SOPs and monitored the piloting in piloting villages. More district agencies were involved in the replication and institutionalisation process, i.e. the district planning agency (Bappeda) and the subdistrict offices. Interviews with district officials revealed their appreciation of this innovative model. They acknowledged that the model improved the ownership rates of key civil registry documents in piloting villages.

The district leadership's involvement contributed to the model's smooth implementation, especially the scale-up and institutionalisation process. In both districts, the population administration agency, DPMD, KOMPAK, and Puskapa teams piloted the model after obtaining clearance from the Bupati and the district secretary (Sekda). Afterwards, both agencies regularly updated the Bupati and Sekda on the progress of the FPLKD implementation, including advocating for the institutionalisation of the model. On some occasions, both agencies invited district parliamentarians to join important events. Their future involvements may also be the key to sustaining the model, as the executive and legislative jointly review and pass the annual budget.

At the village level, the recruitment and capacity building of the registration officers (PRG) was key for the piloting, scale-up, and sustainability of the model. As discussed earlier, PRG was a crucial part of the model. During the piloting, PRGs were recruited from local cadres and were trained to perform the village-based population administration services. In both districts, the PRGs initially only received honorariums based on their activities. Starting from 2020, PRGs in Bener Meriah received a periodic allowance. Based on interviews with a few PRGs, they were satisfied to be able to serve their fellow villagers and obtain some financial incentive. They also informed that they were uncertain about their long-term involvement in FPLKD, especially if the model moves to the online platform. However, even the fully online model version will still require the PRG's roles as they need to verify the supporting documents. Districts and villages thus should address this uncertainty, especially after 2023, when all "honorer" staff is abolished or be converted to contract staff.

The Ministry of Home Affairs (MoHA) was initially not adequately involved in the model, which delayed the scale-up and institutionalisation processes. At the national level, the DG of Population Administration (Adminduk) is leading the national efforts on population administration. While MoHA is one of KOMPAK's leading counterparts, KOMPAK's main partners in the ministry are DGs Regional Autonomy, Regional Finance, and Regional Development.

⁸ Will refer both as DPMD.

D.7. LANDASAN: KOMPAK Models in Papua and Papua Barat

Considering the region's unique circumstances, KOMPAK has developed LANDASAN as a specific model for Papua and Papua Barat provinces. Papua and Papua Barat have been part of asymmetric decentralisation since 2002 when the special autonomy (Otsus) for the Papua province commenced⁹. In 2016, KOMPAK ran the LANDASAN (Perbaikan Pelayanan Pendidikan dan Kesehatan/ Improvement of Services in Health and Education) program, specifically designed for Papua and Papua Barat. Implemented by BaKTI, the program tried to improve the capacity of schools and public health centres (Puskesmas) as frontline service units and to support village governments in increasing access to and quality of frontline services in both provinces. Since 2019, the program's focus was on replicating and institutionalising the village information system and supporting district governments and frontline education and health service units in mainstreaming MSSes. Following successful piloting before 2016, LANDASAN is now implemented in six districts in Papua and four districts in Papua Barat provinces.

To analyse the political economy of the Papua and Papua Barat models, the PEA Study Team analysed the implementation of two LANDASAN activities in two districts and a provincial government. Aware of the breadth and depth of the Papua and Papua Barat models, the PEA Study Teams focused on three activities: SAIK+ in the Papua Barat provincial government and basic service strengthening in Boven Digoel and Fakfak. For SAIK+, the PEA Study Team interviewed key officials from the provincial Bappeda, the population administration agency, and SAIK+ operators. For basic service strengthening, the PEA Study Team interviewed critical officials from community and village empowerment agencies (DPMK), the planning agency (Bappeda), headmasters and heads of Puskesmas, and the village apparatus.

D.7.1. Village Administration and Information System Plus (SAIK+)

SAIK+ is an integrated village information system in Papua Barat, of which the purpose is to serve as the basis for district and provincial planning and budgeting. With KOMPAK and BaKTI's support, the system was established as SAIK in 2016 by the Papua and Papua Barat provincial governments. Containing information on the population, social, and economic data of village residents in Papua and Papua Barat, SAIK supported district and village governments in annual planning and budgeting to ensure that development programs were well-targeted. In 2019, the Papua Barat Provincial Government and KOMPAK enhanced SAIK into SAIK+ by adding new features on data integration at the village, sub-district, district, and provincial levels.

SAIK+ has gradually expanded its coverage with the target to cover the whole province in 2023. After the technical work on SAIK enhancement was concluded in 2019, SAIK+ was piloted in several villages in Manokwari Selatan in 2020. The piloting led to scaling up to all villages in the district and replicating other KOMPAK models in Papua Barat. By the end of 2021, SAIK+ was operating in 579 villages in the province. As SAIK+ will be used in implementing the revised Otsus law, the provincial government aims to expand the coverage of SAIK+ and cover all 1,782 villages in the province by 2023.

Regarding structural factors, SAIK+ is developed to respond to Papua's special autonomy and geographic and demographic conditions. Papua's Otsus status was granted in 2001. The ultimate objectives of Tanah Papua's Otsus status is to improve the quality of life of indigenous Papuans (OAP) and reduce the disparity with other regions in the country. The region presents specific development challenges partially because of its large geographic area and low population density. SAIK, and also

⁹ There was only one province in the Papua region in 2002 when Law Number 21 of 2001 on the Special Autonomy for Papua was enacted. The Papua Barat Province was established in 2004.

SAIK+, was designed based on these particular contexts. Aware that villages were crucial in providing services to OAP, the provincial government, supported by KOMPAK and BaKTI, provided them with the SAIK system to help their governance processes. Initially localised in each village, SAIK was upgraded into SAIK+ to enable districts and the provincial government to formulate more accurate policies for OAP.

The revision of the Papua special autonomy law potentially enhances the role of SAIK+, which needs to be institutionalised. As discussed earlier, the law on the special autonomy for Papua was revised in 2021 to accelerate the efforts to improve the quality of life of OAP. Among key features of the revision is that the allocation of Otsus funds among provinces and districts in Papua should be based on the numbers of OAP and that the funds have to be spent on empowering and providing basic services to OAP. SAIK+ became more relevant to support the revised Otsus implementation in Papua Barat as a system that aims to provide comprehensive information on OAP. However, SAIK+ needs to be formally institutionalised to realise its potential because it also involves district and village governments in Papua Barat. While current district heads seem to fully support SAIK+ implementation, changing district leadership every five years may lead to inconsistent support for the system. To mitigate this, SAIK+ should ideally be formalised in a special provincial regulation (Perdasus) with binding authority.

Regarding institutional factors, SAIK+ aims to contribute to shaped by the existing regulatory framework and has contributed to improving village governance and service provision. As a SID, SAIK+ provides information to support the village heads and apparatus in performing their regular administration tasks as outlined in the regulatory framework. Informed by the key respondents in the provincial government, by providing accurate and updated data, SAIK+ managed to improve the formulations of the medium-term plan (RPJMK), annual village plan (RKPK), budget (APBK), accountability report, and monitoring and evaluation of village development. In addition, the inter-village features in SAIK+ enabled the provincial and district government to improve their special autonomy work plans and village-related policies. In Manokwari Selatan, SAIK+ contributed to the COVID-19 pandemic response. SAIK+ was employed to target the Village Fund Cash Assistance (BLT-Dana Desa), one of the social protection programmes of the COVID-19 pandemic response.

Regarding actors/ stakeholders, SAIK+ was directly championed by provincial leaders and involved important agencies as it was part of the Governor's strategic agenda for 2017-2022. Upon his election as the Governor of the Papua Barat Province formulated his signature agenda, which was called the strategic program on village development enhancement of the special autonomy (PROSPPEK-Otsus). This agenda comprises four components: i) enhancing SAIK; ii) improving the capacity of village cadres and apparatus; iii) strengthening sub-districts in mentoring and monitoring villages; and iv) strengthening villages financing basic services at the village level. Because SAIK enhancement into SAIK+ was part of the Governor's agenda, all-important agencies contributed and collaborated. As informed by the respondent from Bappeda, SAIK+ implementation was led by Bappeda and was primarily supported by DPMK and the population and civil registry agency. These three agencies were further endorsed by sectoral agencies and the provincial statistical office, which was part of Statistics Indonesia (BPS), a CG agency.

Village stakeholders are crucial for the success and sustainability of SAIK+. As a village information system, SAIK+ will only be helpful and relevant if village stakeholders regularly update data because they have first-hand experience of the situation in their respective villages. However, not all village stakeholders are familiar with working with an information system. For this reason, as exemplified in Manokwari Selatan, SAIK+ implementation begins with the identifications and training of village cadres who will operate the system. In addition to village cadres, village heads and apparatus joined training and mentorship to utilise the system. While the system is working correctly, these training

needs to be regularly conducted because of the system updates or changing village personnel. Without the regular contribution from these village stakeholders, the data in the system will be outdated, compromising the system's usability and relevance.

D.7.2. Basic Service Strengthening

The LANDASAN program tried to improve frontline service units based on Papua and Papua Barat contexts. As discussed previously, the LANDASAN program has been improving the quality of and access to basic education and health services for Papuan people since 2016. The program has focused on strengthening schools and Puskesmas as frontline service units, districts' capacity to manage those units, and empowering other stakeholders. Adopting a comprehensive and integrated approach, the program strengthens both supply and demand sides of service delivery while introducing innovative ideas that could best work within the specific conditions of the region and, eventually, finds standards and an enabling environment for replication by local government. Among the innovative ideas is the support for joint planning and collaboration between districts, sub-districts, villages and service units in delivering services, including the development of common planning guidelines for districts, villages and service units to address real issues, such as school-based management, maternal and child health, and malnutrition.

Regarding structural factors, demographic and geographic factors present substantial challenges for any service delivery strengthening program, including LANDASAN, that should be dealt with. As described in KOMPAK (2019), Papua and West Papua are among the least developed provinces in Indonesia, as reflected by almost all development indicators, such as poverty rate, Human Development Index (HDI), and maternal mortality rate. Despite the absence of official figures, it is accepted that the situation among OAP is even more concerning. While there is a consensus that enhancing access to and quality of basic health and education services is one of the keys to improving the quality of life of OAP, any solution should address geographic and demographic challenges. In terms of the former, most areas in both provinces are large but have modest infrastructure networks, including roads, bridges, and ports.

Regarding demography, most OAPs live with their tribes in secluded areas. This presents a formidable challenge for service delivery as providing services covering large areas with low population density, and poor infrastructure requires significant human and financial resources. LANDASAN has been dealing with these challenges since its establishment as a service delivery strengthening program. Coping with these challenges, the program's design is centred around frontline service units and villages, which directly deliver services to people.

Regarding institutional factors, district and village governments encountered great challenges in performing normal governance processes. In both Boven Digoel and Fakfak, district governments had difficulties fulfilling their responsibilities in providing services to communities because the regulatory framework of these services does not outline how to deal with unique challenges in Papua and Papua Barat. For example, the MSS regulation of primary schools does not regulate how to operate schools in remote areas with few school-age students. There is also no clear guideline or strategy to minimise the low retention of frontline service delivery personnel, such as doctors, nurses, and teachers, especially those posted in remote service units, regardless of the incentives offered. Village governments also faced a similar situation. Most villages in Papua have a small population, which led to the village apparatus being insufficient in quantity and quality. Coupled with limited support from the district, villages were only partially able to perform their responsibilities.

LANDASAN's service strengthening activity customised regular district and village mechanisms to deal with Papua's specific context. To address the structural and institutional challenges, LANDASAN's approach was to strengthen frontline service units and villages directly. In selected frontline service units, LANDASAN improved the procedures that reflected community needs and increased compliance with established MSS and agreed-upon performance indicators. In addition, LANDASAN built the capacity of district agencies to provide the enabling environment for the service units to work. For example, the program supported the district agencies so that annual education and health budgets complied with the mandatory thresholds and were developed by MSS.

In terms of actors/stakeholders, LANDASAN strengthened frontline service personnel, village apparatus, and relevant district officials. Consistent with the overall approach, LANDASAN primarily worked with frontline service personnel, comprising medical workers, teachers, and administrative staff. LANDASAN enhanced their capacity in developing work plans based on the community's needs and MSS, working with village apparatus in village service provision, executing the work plan, and performing monitoring and reporting. LANDASAN also improved relevant district officials' capacity to secure annual budgets for service units and to monitor service units' performance.

Continuous support is required to sustain or even leverage the results of LANDASAN. KOMPAK (2019) assessed that LANDASAN had significant achievements in improving the capacity of frontline service units, particularly schools, Puskesmas, and village apparatus, reflecting the program's focus on these two actors. At the same time, the achievements at the district level were relatively modest. LANDASAN has managed to attract the government's interest in adopting and replicating standards, best practices, and training modules introduced by the program. However, as observed in Boven Digoel and Fakfak, the achievements will likely be sustained if service unit mentoring continues and districts manage to provide the enabling environment. In addition to donor projects, districts might fund relevant capacity-building programmes for frontline service units.

E. SYNTHESISING THE POLITICAL ECONOMY OF KOMPAK'S POLICY AND ADVOCACY WORK

E.1. Implementing Pilots

The nine observed models had diverse backgrounds and designs. Furthermore, these variations were also found within a model, as exemplified in the SID and Sekar Desa models. In SID, the piloting in the four observed districts implemented different applications, was led by other agencies and progressed in different timeframes. The SID in Pematang, SIDEKEM, was explicitly developed for the district by the informatics and village development centre (Puspindes). Meanwhile, in Bireuen, the Aceh government developed the SID for all districts in the province so that the district-specific needs were not accommodated. Likewise, in the Sekar Desa model, the piloting in Trenggalek put more emphasis on the regular training for BPD members, while the Pangkep one was more mentorship-heavy. Found in almost every model and region, the inter and intra-model diversity has driven KOMPAK to be adaptive, which turned out to be crucial for the success of the piloting.

To summarise, as reflected in the nine models, **the following factors may single-handedly or jointly impact the success of piloting and thus should be addressed during the piloting phase.**

1. Local champion/driver

The piloting of observed models in selected districts stressed the importance of having champions that would drive the piloting. As all observed models are inherently related to governance processes at the district and village levels and involve multiple agencies, ideally, the piloting of the model is directly led by the Bupati, especially the ground-breaking one. This

is best exemplified by the village PBG model, DINDA, piloted in Bima. The model, a novelty in Indonesia five years ago, required numerous district agencies to collaborate. It was successfully piloted because of the Bupati's leadership. In more "routine" models, a capable senior bureaucrat is sufficient for leading the piloting, especially if the model is part of the regulatory mandate, such as PTPD and SID. In both models, the piloting was led by the head of DPMD, who regularly updated the Bupati on the progress of the piloting.

2. **Origin of the model**

Based on their origins, KOMPAK models can be grouped into three, which may be treated differently. First, some piloted models originated from CG initiatives, including Bappenas' SEPAKAT, MoHA's P-PTPD, and MoV's SID. The piloting of these CG-initiated models is usually relatively smooth and supported by the relevant government units. The second group comprises locally initiated models, such as village PBG and SAIK+. For these models, the piloting is ideally directly led by the Governor/Bupati or Sekda to ensure that the relevant agencies are willing to collaborate and contribute. The third group comprises models initiated by KOMPAK or other donor projects, such as FPLKD, Sekar Desa, and LED. The piloting of these models should begin with fostering the ownership of senior bureaucrats on the relevance and potential contribution of the model.

3. **Linkage with governance processes**

While all KOMPAK models are related to governance processes in districts or villages, they may differ in terms of the nature of the linkages. Some models are directly or strongly linked with governance processes in districts and villages, as shown by the P-PTPD, LANDASAN, and FPLKD models. P-PTPD and LANDASAN in the observed districts directly supported district and village planning and budgeting, so the work plan and annual budget better reflect people's needs. The FPLKD model, becoming crucial to access public services, assisted district and village governments in providing public documents to their communities. For example, P-PTPD, LANDASAN, and FPLKD directly contribute to village administration processes. For these models, the piloting went smoothly as all stakeholders saw their direct benefits and decided to be part of the piloting.

However, some other models are indirectly linked with governance processes, such as SID, SAIK+, SEPAKAT, and Sekar Desa. These models, while still relevant, usually require an additional step or two before their contributions become apparent. As shown in observed districts, while the SID and SAIK+ models provide information on village profile and governance, these models will only be helpful if the village apparatus manages to use the information in SID for their tasks. Likewise, Sekar Desa might only contribute to village governance if BPD members were actively involved in the planning and budgeting cycles and providing oversight in the budget execution. The SEPAKAT model provided Bappeda and Social Affairs officials with comprehensive poverty data and advanced poverty analysis tools. However, if the model is secluded from or in competition with other MISes, the model is unlikely to be used by the district government. For these models, the piloting may not stop at the model itself but should also include how these models are utilised to contribute to governance processes.

4. **The novelty of the initiative**

The observed models also varied in terms of their novelty in the governance processes in the observed locations. In several districts, some of the piloted models already fully or partially existed before the commencement of the piloting. SID in Pemalang and Lombok Timur expanded the SIDEKEM and OpenSID implementations, respectively, which began before 2016. Similarly, P-PTPD in Lumajang and LANDASAN in Boven Digoel was built from practices

that had been in place. In this case, KOMPAK's support in piloting the model usually focuses on enhancing or strengthening these pre-existing initiatives. The piloting of these initiatives was also usually straightforward and smooth.

In some districts, piloting the models can be considered a novelty, as there were no similar pre-existing initiatives. These novel initiatives include SID (in Bima and Bireuen), Sekar Desa (in Pangkep and Trenggalek), village PBG (in Bima and Bener Meriah), SEPAKAT and FPLKD. In piloting these models in those locations, KOMPAK supported the implementation from the initiation phase, often introducing the model to policymakers and finding the local champions or drivers.

5. **The objective of the implementation of a model**

The observed models also varied regarding the objectives of the model implementation. Most models aimed for district-wide implementation of the model, such as SID, FPLKD, P-PTPD, SAIK+, and LANDASAN. In these instances, the district and KOMPAK teams already had ample evidence that the model was working; thus, the piloting served as the preparation for the more comprehensive implementation. Apart from these models, there are also models in which the ultimate objective is to show that a particular model can work and identify the settings that may make the model work. The piloting of the Sekar Desa model, for example, aimed to show that the BPD strengthening will improve the village governance and budget allocation for communities. The experience and learning from piloting in selected villages were then documented and disseminated to wider stakeholders without replicating it to the more villages in the piloting districts.

E.2. Promoting Scale Up

In the majority of situations, the piloting of a model was followed by replication in other areas or scale-up to the whole district or province. In observed districts, SID, P-PTPD, and FPLKD were initially piloted in a few villages and were soon scaled up to cover the whole district and, in the case of FPLKD, the province. Also, the successful implementation of the village PBG in Bima led to the replication in six other districts in KOMPAK work areas, including Bener Meriah.

As observed in selected districts, scale-up was considerably more complex than the piloting of a model. It often involved specific allocations from the district and village budgets, which required the capacity to navigate of annual planning and budgeting processes. It also usually involved drafting a regulatory product to encourage other villages to adopt the model, which was only possible if the district head and key officials owned the model. Policy advocacy for the model was crucial for fostering the local ownership because the policymakers should be able to measure the potential benefits of the scale-up.

Specific models, such as P-PTPD, were smoothly scaled up in Trenggalek and Bener Meriah because the district leaders entirely owned the model and led the efforts to allocate the funding for the village facilitators from the district and village annual budgets. Other models, such as SID and FPLKD, progressed differently across observed locations because district leaders' ownership was uneven.

Summarising the experience from the observed models, the following factors determined a scale-up's success.

1. Strong local ownership

As reflected in observed districts, a scale-up or replication will only succeed if the head of the district personally champions or at least fully endorses the model. To a lesser degree, the legislative body (DPRD) ideally also supported the model because of its crucial role in securing budget allocation for the scale-up. This strong ownership from the district leaders served as the go-ahead signals for the senior officials who led the piloting and then scale-up of the model. The leaders' strong ownership may also mitigate the effects of staff rotations in the district, which might be unpredictable. Before the scale-up, policy advocacy was inseparable from the scale-up preparation to foster leaders' understanding of the relevance and urgency of a model for the district. The P-PTPD's successful scale-up in Bireuen and Trenggalek reflected this set-up. During the piloting, the head of the DPMD and KOMPAK team regularly updated the Bupati and district secretary on the progress of the piloting and the scale-up plan. As a result, the district leaders endorsed the scale-up of PTPD to all villages and issued the bupati regulation to support the scale-up. Likewise, the Bupati's endorsement of the model was crucial for the successful scale-up of SID in Lombok Timur and FPLKD in Bener Meriah. On the contrary, inadequate local ownership of FPLKD delayed the progress of the replication in Brebes, in which key policymakers still considered FPLKD as a donor-driven model.

2. Political cycle and governance arrangements

In addition to local ownership, the district's political cycle and governance arrangements influenced the planning and implementation of a scale-up. In terms of the political cycle, the tenure of the district head and, to a lesser degree, DPRD was reflected in the timeline of the scale-up. As observed in selected models, the scale-up of PTPD and SID commenced before the final year of the Bupati's tenure. This gave the Bupati and officials enough time to focus on the scale-up before the kick-off of the election cycle.

In addition to the tenure, formal and informal governance arrangements may influence the scale-up of a model. As exemplified in Bima, the scale-up of SID did not progress well initially, although DPMD had led the processes and coordinated other relevant agencies. It only gained momentum after Diskominfo joined as one of the leading agencies because it wanted to include SID as part of its One Data agenda. Also, a scale-up was more likely to succeed with smooth coordination among government tiers (national, province, district, and village). The success of the P-PTPD scale-up in all districts was also contributed by solid cooperation between MoHA and district governments.

3. Target and phasing

As seen in the selected models, setting a realistic target and phasing out strategy was necessary for a model's scale-up. A scale-up usually requires significant financial and human resources, so targeting the scale-up to cover the whole region in one phase might be out of reach. This realistic and gradual approach was reflected in all successful scale-ups. Lombok Timur's first phase of the SID scale-up targeted villages with sufficient capacity and was interested in implementing SID. The subsequent steps then targeted villages with limited capacity and interest. In Bireuen, the scale-up of P-PTPD was phased based on the subdistrict.

4. Financing scheme

As discussed, a scale-up usually requires funding commitment from districts and villages. For this reason, the planning of a scale-up should align with the annual district and village planning and budgeting cycles. Also, before commencing the scale-up, key officials may develop a clear financing plan that addresses the cost-sharing scheme among different funding sources

(APBD/APB Desa) that might include the financial assistance mechanism. SID scale-up in Lombok Timur and Bima and P-PTPD in Bireuen and Trenggalek applied this cost-sharing mechanism. As reflected in the Bupati regulations, the operationalisation of the models in villages was financed by APB Desa, while APBD financed coordination and integration activities. The financial assistance mechanism was included in the FPLKD scale-up in Aceh. As described in the governor regulation, villages should finance the village-based population administration services and may receive financial assistance from the district and Aceh governments.

E.3. Advocating for Policy Reforms

Among KOMPAK's four workstreams, advocating for policy reforms turned out to be a cross-cutting one. It usually began even before the piloting phase when the KOMPAK team and, sometimes, CG representatives introduced a model to senior district officials. During the piloting, the advocacy was usually performed to district leaders to showcase the piloting results and prepare for the scale-up or replication. During this piloting phase, the implementation team may also advocate on potential policy impacts of the model, which should be observed during the piloting. The advocacy work usually intensified during the scale-up preparation because scaling up a model across the whole district usually needs a legal umbrella in the form of a Bupati regulation, which also institutionalises the model in the district. Among the observed models, all successful scale-up are accompanied by legal frameworks, including village PBG, PTPD, SID, and FPLKD. This regulatory formulation requires substantial advocacy work as it often involves parties not exposed to the model. Specific models did not apply regulatory formulation because they did not require a budget allocation (SEPAKAT) or were not scaled up (Sekar Desa).

As reflected in the observed models, effective advocacy for policy reforms relied on a comprehensive understanding of local institutions and actors and on the capability to seize the momentum and navigate the legislation process.

1. Institutional analysis and stakeholder mapping

Before the commencement of advocacy, the KOMPAK team analysed the institutional set-up and mapping of stakeholders related to the model. The institutional analysis identified key regulations and rules of the game that may influence the model's piloting and scale-up. This also included the legal framework required to implement or institutionalise the model in the district. The stakeholder mapping identified key government agencies and non-government stakeholders involved during the piloting and scale-up of a model. This exercise should help the KOMPAK team, and the local champions choose the target and timeline of advocacy, especially for complex models, such as village PBG, SID, and FPLKD.

2. Timeline and momentum

As mentioned previously, the policy advocacy work should be initiated at the earliest if the model implementation includes the scaling up of the model. The policy advocacy work may be performed regularly and should ride the momentum if it arises. As experienced by SID in Lombok Timur, P-PTPD in Trenggalek and Bireuen, and village PBG implementation in Bima, the policy advocacy rode the momentum of successful piloting and limited replication and scale-up. Hence, the Bupati regulations managed to be formulated promptly. On the contrary, the replication of village PBG in Bener Meriah experienced delays because the advocacy work slowed down during the COVID-19 pandemic in 2020 and 2021.

3. Navigating the legislation

Similar to the scale-up process, the advocacy for policy reforms should factor in the local political cycle. A first or second-term Bupati may have different incentives to push or stall some policy reform initiatives, which need to be addressed differently. Upcoming legislative elections also present various incentives to critical stakeholders. It is also essential to balance individual and group advocacy. Some actors are more comfortable with individual advocacy, while others may feel comfortable if other peers are involved. In addition, the advocacy work needs to be prepared to deal with unexpected events. For example, policy advocacy for SID in Bima was delayed because Diskominfo was not initially involved.

E.4. Bridging Changes from Local to National Level

During the past few years, KOMPAK has sought to identify good local practices and leverage them to the national level. Among the nine observed models, PTPD, SID, FPLKD, and village PBG generated good practices at the district and village levels which could be leveraged to the national level. While all four models were exposed to the national actors, only one model—village PBG—was successfully institutionalised at the national level. Learning from these experiences, in addition to the regular practices, bringing local changes to the national level require high-level political savviness. The processes of bringing local changes to the national level can be summarised as follows.

1. Documentation of local practices

As shown in all observed models, KOMPAK always documented good local initiatives and disseminated them to other SNGs and relevant national stakeholders. Past experiences showed that while all good practices were promoted and adopted by other regions, only a few have the potential to be institutionalised as national policies. For example, while LANDASAN has produced good results, it is designed based on a Papua-specific context and might not be institutionalised as a national policy. Likewise, LED may showcase how local stakeholders collaborated to build local commodities. Still, it may serve as practical guidance for other local communities rather than as national regulation.

2. Sensing the opportunity

In all models, KOMPAK always partnered with key CG ministries/ agencies in the piloting and scale-up phases. Coupled with regular engagement at the national level, this partnership may provide opportunities to bring local changes to the national level. Once the option is identified, it needs to be assessed from technical and political economy perspectives. Several technical and non-technical factors affect the decision-making. Still, a crucial one is the existence of a leading agency and the capacity and authority of this leading CG agency. This explains why the national institutionalisation of village PBG succeeded while the SID, PTPD, and FPLKD were still ongoing. Among the three, the PTPD one looked to be the less challenging one because the relevant CG agency, MoHA's DG of Village Governance Administration, had been involved in the design, piloting, and scaling up of the model. However, the national institutionalisation of SID was challenging because there is no CG agency with a clear mandate to lead in this policy area.

3. Making things happen

Changes at the national level may only materialise through a reform-minded CG agency with authority that can push through the reforms. Once this agency starts leading the process, KOMPAK must rely on them to collaborate with other CG agencies and navigate the process. In the case of village PBG, MoF's DG Fiscal Balance performed this leading role. Similar to the local advocacy, KOMPAK needed to be ready to adapt its approach as many factors are hard to predict.

F. CONCLUSION

The PEA aims to better understand the political, economic, and social processes promoting or blocking changes. More specifically, the study seeks to unearth why and how specific policy and advocacy activities achieved their objectives while others were not as successful. Analysing nine KOMPAK models and their implementation in at least two locations, the study managed to decipher the political economy factors that explained why piloting, scale-up, and advocacy work of the models performed similarly or differently across different locations.

Learning from the nine observed models, adaptability has been the key for KOMPAK in navigating political economy factors in all flagships/models in each work stream. This adaptive approach was apparent in the observed models' piloting, scale-up, and advocacy. In PTPD, FPLKD, and Sekar Desa, KOMPAK customised the model to respond to the local contexts. In SEPAKAT, FPLKD, and SID, the implementation in Aceh was adjusted to address its special autonomy status. The LANDASAN and SAIK+ were specifically designed based on the special autonomy and local context in Papua and Papua Barat.

Summarising the study, key observations and lessons of all four workstream are presented below.

1. Implementing pilot

- The piloting of all observed models in all selected locations went relatively well, albeit with uneven patterns across locations. The piloting followed a similar timeline and pattern in different locations in a few models, such as PTPD, Sekar Desa, SID, and FPLKD. However, some other models were piloted in different patterns. For example, in the piloting of SEPAKAT, the training for relevant officials in Pacitan and Pekalongan went smoothly, but the utilisation of the model varied.
- The KOMPAK team adopted the piloting of a model based on the institutional and stakeholder setting in a particular location. On SID, the piloting in four districts dealt with different applications, implementation approaches, institutional and stakeholder settings, and pre-piloting conditions. On PTPD and Sekar Desa, the KOMPAK team customised the piloting of the model based on the capacity and working arrangement of critical stakeholders in each piloting district.
- As observed in different models and locations, piloting was more likely to succeed if the model directly contributed to the governance process, such as PTPD and FPLKD, and had strong local champions, such as village PBG in Bima, SAIK+, and SID in Lombok Timur.

2. Promoting scale-up

- Among the nine observed models, PTPD, SID, FPLKD, SAIK+, and LANDASAN were intended for scale-up across the whole districts or, in the case of SAIK+, the province. The scale-up of PTPD in the two observed districts went well, while the SID and FPLKD ones had mixed results. LANDASAN and SAIK+ were planned to scale up in 2022 and 2023.
- To be successful, as observed in selected locations, a scale-up usually requires strong ownership from local policy makers and clear cost-sharing scheme among different tiers of governments. Before or during the scale-up of a model, the KOMPAK team and technical officials conducted regular advocacy to senior policymakers and supported the regulatory formulation.
- KOMPAK teams across work areas showcased their adaptability in managing the scale-up of SID, PTPD, and FPLKD in selected districts. The KOMPAK team managed to foster adequate local ownership and supported the regulatory work. The team also facilitated

the local stakeholders in designing and phasing the scale-up and securing funding for the scale-up from village and district budgets.

3. **Advocacy for policy reforms**

- KOMPAK has promoted advocacy for policy reforms as part of implementing all observed models. This policy advocacy work was mainstreamed across different phases of implementation. It usually commenced before the piloting to generate initial ownership among technical officials and was escalated to policymakers as part of the scale-up and institutionalisation. The policy advocacy was also performed at the CG level to maintain or generate support for good practices at the sub-national levels. Especially after a successful piloting and explicit support from a CG agency.
- The KOMPAK team has generated tangible policy reforms by institutionalising several models in district or provincial regulations. As reflected in selected districts, PTPD, SID, and FLPKD have now been part of districts' rule of the game because there were specific Bupati or Governor regulations on the particular models, which enabled region-wide implementation of the models.
- The KOMPAK team also showed their adaptability in the advocacy work. While the advocacy goal was a local legal framework (local regulation or district head regulation), the team was creative in packaging the legal work. For example, on the PTPD model, the Bupati regulation in Bireun was exclusively on PTPD. At the same time, in Lumajang, PTPD was part of the Bupati regulation on broader village apparatus capacity building (PKAD).

4. **Bringing local changes to the national level**

- As shown by the village PBG model, institutionalising good local practices or reforms in the national regulations required documentation and dissemination of good practices, strong CG agency, and political savviness in managing the policy formulation and unforeseen dynamics. The village PBG model managed to be part of the annual village fund allocation formula because it checked all the boxes, while PTPD, SID, and FLPKD models still lack one or more of the required conditions.
- The KOMPAK team laid the groundwork for bringing the local changes to the national level by involving CG agencies in implementing models, documenting the good local practices, and disseminating them to national stakeholders.
- KOMPAK's engagement with key CG agencies and their involvement in the model implementation may become the starting point for bringing good local practices to the national level. As shown by the village PBG model, the participation of MoF's DG Fiscal Balance in the implementation in Bima initiated the incorporation of the performance criteria in the village fund allocation to all villages.
- As shown in the village PBG model, identifying a leading CG agency is critical for bringing good local practices to the national level. Only a reform-minded agency with adequate authority and capacity can lead the process, collaborate with supporting agencies, and navigate through predicted and unpredictable challenges during the institutionalisation process.

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APPENDICES

Appendix 1: List of KOMPAK Districts

KOMPAK Locations			
Aceh	Central Java	East Java	West Nusa Tenggara
West Aceh	Brebes	Bondowoso	Bima
Bener Meriah	Pekalongan	Lumajang	East Lombok
Bireuen	Pemalang	Pacitan	North Lombok
		Trenggalek	Sumbawa
South Sulawesi	Papua Barat	Papua	
Bantaeng	Fakfak	Asmat	
Pangkajene and Islands	Kaimana	Boven Digoel	
	South Manokwari	Jayapura	
	Sorong	Nabire	

Appendix 2: Guide for key respondent interviews

Group	Organisation	Position	Information to be inquired
SEPAKAT			
SNG official	Bappeda	Kepala Bappeda/ Kabid	<ul style="list-style-type: none"> a. Kronologi penggunaan SEPAKAT b. Kegunaan SEPAKAT dalam perencanaan dan penganggaran jangka menengah dan tahunan c. Tantangan/hambatan dalam penggunaan SEPAKAT d. Masukan untuk penyempurnaan SEPAKAT
SNG official	Bappeda	Operator SEPAKAT	<ul style="list-style-type: none"> a. Kronologi penggunaan SEPAKAT b. Proses penggunaan SEPAKAT yang sudah dilakukan c. Lingkup penugasan dalam penggunaan SEPAKAT dan pelatihan/pendampingan yang didapat d. Kesulitan dalam penggunaan SEPAKAT, jika ada e. Masukan untuk penyempurnaan SEPAKAT
Village performance grant			
SNG official	DPMD/ DPMK	Kepala Dinas/ Kabid	<ul style="list-style-type: none"> a. Proses perintisan DINDA sampai menjadi Perbup b. Dinamika implementasi DINDA selama beberapa tahun ini c. Relevansi indikator dan mekanisme DINDA dalam kewenangan desa d. Pengaruh DINDA terhadap kinerja desa e. Rencana penyempurnaan DINDA
SNG official	Bappeda	Kepala Bappeda/ Kabid	<ul style="list-style-type: none"> a. Proses perintisan DINDA sampai menjadi Perbup b. Dinamika implementasi DINDA selama beberapa tahun ini c. Relevansi indikator dan mekanisme DINDA dalam mendukung pembangunan daerah d. Pengaruh DINDA terhadap kinerja desa e. Rencana penyempurnaan DINDA
SNG official	BPKAD	Kepala BPKAD/ Kabid	<ul style="list-style-type: none"> a. Proses perintisan DINDA sampai menjadi Perbup b. Dinamika implementasi DINDA selama beberapa tahun ini c. Mekanisme pengelolaan keuangan DINDA dalam rangka pengelolaan keuangan daerah dan desa d. Keberlanjutan DINDA dari sisi kapasitas fiskal daerah e. Rencana penyempurnaan mekanisme pengelolaan keuangan DINDA
SNG official	Kecamatan	Camat/ Kasi Pemerintahan	<ul style="list-style-type: none"> a. Peran kecamatan dalam DINDA b. Pengaruh DINDA terhadap kinerja desa
Village government	Pemerintah Desa	Kepala Desa	<ul style="list-style-type: none"> a. Pemahaman akan mekanisme DINDA, termasuk tentang indikator dan proses penilaian b. Dinamika implementasi DINDA selama beberapa tahun ini c. Relevansi mekanisme dan indikator DINDA dalam kewenangan desa d. Perubahan perilaku pemerintahan desa karena adanya DINDA e. Pengaruh DINDA terhadap kinerja desa f. Rencana penyempurnaan DINDA

SID			
SNG official	DPMD/ DPMK	Kepala Dinas/ Kabid	<ul style="list-style-type: none"> a. Proses pengembangan dan penerapan SID di kabupaten b. Desain, spesifikasi, dan variasi dalam SID c. Sosialisasi, pelatihan, dan pendampingan penerapan SID d. Peran SID terhadap layanan desa, termasuk dalam perencanaan, penganggaran, monitoring, dan evaluasi e. Peran SID dalam akuntabilitas sosial pemerintahan desa f. Tantangan/hambatan dalam pengembangan dan penggunaan SID g. Integrasi SID dengan sistem informasi lain h. Rencana penyempurnaan SID
SNG official	Bappeda	Kepala Bappeda/ Kabid	<ul style="list-style-type: none"> a. Proses pengembangan dan penerapan SID di kabupaten b. Peran dan kontribusi SID dalam pembangunan daerah, termasuk dalam sinergi perencanaan c. Integrasi SID dengan sistem informasi lain di kabupaten d. Tantangan/hambatan dalam pengembangan dan penggunaan SID e. Rencana penyempurnaan SID
SNG official	Kecamatan	Camat/ Kasi Pemerintahan	<ul style="list-style-type: none"> a. Peran kecamatan dalam SID b. Pengaruh SID terhadap pemerintahan desa, termasuk layanan c. Peran SID dalam akuntabilitas sosial pemerintahan desa
Village government	Pemerintah Desa	Kepala Desa	<ul style="list-style-type: none"> a. Kronologi penerapan SID di desa b. Desain dan spesifikasi SID c. Sosialisasi, pelatihan, dan pendampingan penerapan SID d. Peran SID terhadap layanan desa, termasuk dalam perencanaan, penganggaran, monitoring, dan evaluasi e. Peran SID dalam akuntabilitas sosial pemerintahan desa f. Kapasitas SDM di desa dalam penggunaan SID g. Tantangan/hambatan dalam penggunaan SID h. Integrasi SID dengan sistem informasi lain i. Masukan untuk penyempurnaan SID
Village government	Pemerintah Desa	Operator SID	<ul style="list-style-type: none"> a. Kronologi penerapan SID di desa b. Desain, spesifikasi, dan skema implementasi SID di desa c. Sosialisasi, pelatihan, dan pendampingan penerapan SID d. Kapasitas SDM di desa dalam penggunaan SID e. Tantangan/hambatan dalam penggunaan SID f. Interoperabilitas SID dengan sistem informasi lain g. Masukan untuk penyempurnaan SID
Village government	Forum data SID	Ketua/ Tim Ahli	<ul style="list-style-type: none"> a. Kronologi pembentukan forum data b. Desain, spesifikasi, dan variasi dalam SID c. Sosialisasi, pelatihan, dan pendampingan penerapan SID d. Peran forum data dalam penerapan SID e. Masukan untuk penyempurnaan SID

FLPKD			
SNG official	Dinas Dukcapil	Kepala Dinas/ Kabid	<ul style="list-style-type: none"> a. Proses penerapan FLPKD di kabupaten, termasuk piloting dan replikasi b. Sosialisasi, pelatihan, dan pendampingan penerapan FLPKD c. Koordinasi pemerintah kabupaten dan desa dalam penerapan FLPKD d. Dampak bertambahnya cakupan akta kelahiran terhadap akses ke layanan publik e. Proses pelembagaan FLPKD f. Tantangan/hambatan dalam penerapan FLPKD g. Rencana penyempurnaan LABKD
SNG official	Bappeda	Kepala Bappeda/ Kabid	<ul style="list-style-type: none"> a. Proses penerapan FLPKD di kabupaten, termasuk piloting dan replikasi b. Peran akta kelahiran dalam peningkatan kualitas SDM kabupaten c. Koordinasi pemerintah kabupaten dan desa dalam penerapan FLPKD d. Dampak bertambahnya cakupan akta kelahiran terhadap akses ke layanan publik e. Proses pelembagaan FLPKD f. Tantangan/hambatan dalam penerapan FLPKD g. Masukan penyempurnaan FLPKD
SNG official	DPMD/ DPMK	Kepala Dinas/ Kabid	<ul style="list-style-type: none"> a. Proses penerapan FLPKD di kabupaten, termasuk piloting dan replikasi b. Peran Pemerintah Desa dalam penerapan FLPKD c. Koordinasi pemerintah kabupaten dan desa dalam penerapan FLPKD d. Dampak bertambahnya cakupan akta kelahiran terhadap akses ke layanan desa e. Tantangan/hambatan dalam penerapan FLPKD f. Masukan penyempurnaan FLPKD
Village government	Pemerintah Desa	Kepala Desa	<ul style="list-style-type: none"> a. Kronologi penerapan FLPKD di desa b. Sosialisasi, pelatihan, dan pendampingan penerapan FLPKD c. Pihak-pihak yang terlibat dalam penerapan FLPKD di desa d. Pengaruh penerapan FLPKD terhadap cakupan akta kelahiran di desa dan akses ke layanan publik bagi warga desa e. Tantangan/hambatan dalam penerapan FLPKD f. Masukan untuk penyempurnaan FLPKD
Village government	Pemerintah Desa	Petugas registrasi	<ul style="list-style-type: none"> a. Kronologi penerapan FLPKD di desa b. Sosialisasi, pelatihan, dan pendampingan penerapan FLPKD c. Pihak-pihak yang terkait dalam penerapan FLPKD d. Pengaruh penerapan FLPKD terhadap cakupan akta kelahiran di desa e. Tantangan/hambatan dalam penerapan FLPKD f. Masukan untuk penyempurnaan FLPKD

P-PTPD			
SNG official	DPMD/ DPMK	Kepala Dinas/ Kabid	<ul style="list-style-type: none"> a. Proses inisiasi PTPD di kabupaten, termasuk keterkaitan dari skema serupa sebelumnya b. Rekrutmen, pembinaan, dan sustainability strategi PTPD c. Peran PTPD dalam pemerintahan kabupaten dan desa d. Pengaruh PTPD terhadap kinerja desa, termasuk pelayanan dasar e. Tantangan/hambatan bagi PTPD f. Masukan penyempurnaan mekanisme PTPD
SNG official	Bappeda	Kepala Bappeda/ Kabid	<ul style="list-style-type: none"> a. Proses inisiasi PTPD di kabupaten, termasuk keterkaitan dari skema serupa sebelumnya b. Rekrutmen, pembinaan, dan sustainability strategi PTPD c. Peran PTPD dalam pemerintahan kabupaten dan desa d. Pengaruh PTPD terhadap kinerja desa, termasuk pelayanan dasar e. Tantangan/hambatan bagi PTPD f. Masukan penyempurnaan mekanisme PTPD
SNG official	Kecamatan	Camat/ Kasi Pemerintahan	<ul style="list-style-type: none"> a. Peran kecamatan dalam koordinasi PTPD b. Rekrutmen, pembinaan, dan sustainability strategi PTPD c. Peran PTPD dalam pemerintahan kabupaten dan desa d. Pengaruh PTPD terhadap kinerja desa, termasuk pelayanan dasar e. Tantangan/hambatan bagi PTPD f. Masukan penyempurnaan mekanisme PTPD
SNG official	Kecamatan	PTPD	<ul style="list-style-type: none"> a. Kronologi peran dan keterlibatan PTPD di desa b. Rekrutmen dan pembinaan PTPD oleh Dinas/Kecamatan c. Pengaruh PTPD terhadap kinerja desa, termasuk pelayanan dasar d. Tantangan/hambatan bagi PTPD e. Masukan penyempurnaan mekanisme PTPD
Village government	Pemerintah Desa	Kepala Desa	<ul style="list-style-type: none"> a. Kronologi peran dan keterlibatan PTPD di desa b. Pengaruh PTPD terhadap kinerja desa, termasuk pelayanan dasar c. Tantangan/hambatan bagi PTPD d. Masukan penyempurnaan mekanisme PTPD

Sekar Desa			
SNG official	DPMD/ DPMK	Kepala Dinas/ Kabid	<ul style="list-style-type: none"> a. Gambaran umum peran, kapasitas, dan kinerja BPD di kabupaten b. Upaya peningkatan kapasitas BPD oleh Pemkab/provinsi/pusat c. Dinamika implementasi Sekar Desa d. Pengaruh Sekar Desa terhadap kapasitas dan kinerja BPD e. Pengaruh Sekar Desa terhadap proses pemerintahan desa, termasuk layanan publik di desa f. Tantangan/hambatan bagi peningkatan kapasitas BPD g. Masukan penyempurnaan Sekar Desa
SNG official	Kecamatan	Camat/ Kasi Pemerintahan	<ul style="list-style-type: none"> a. Gambaran umum peran, kapasitas, dan kinerja BPD di kecamatan b. Upaya peningkatan kapasitas BPD oleh Pemkab/provinsi/pusat c. Dinamika implementasi Sekar Desa d. Pengaruh Sekar Desa terhadap kapasitas dan kinerja BPD e. Pengaruh Sekar Desa terhadap proses pemerintahan desa, termasuk layanan publik di desa f. Tantangan/hambatan bagi peningkatan kapasitas BPD g. Masukan penyempurnaan Sekar Desa
Village government	Pemerintah Desa	BPD	<ul style="list-style-type: none"> a. Gambaran umum peran, kapasitas, dan kinerja BPD b. Upaya peningkatan kapasitas BPD oleh Pemkab/provinsi/pusat c. Dinamika implementasi Sekar Desa d. Pengaruh Sekar Desa terhadap kapasitas dan kinerja BPD e. Pengaruh Sekar Desa terhadap proses pemerintahan desa, termasuk layanan publik di desa f. Tantangan/hambatan bagi peningkatan kapasitas BPD g. Masukan penyempurnaan Sekar Desa
Village government	Pemerintah Desa	Kepala Desa	<ul style="list-style-type: none"> a. Gambaran umum peran, kapasitas, dan kinerja BPD b. Upaya peningkatan kapasitas BPD oleh Pemkab/provinsi/pusat c. Dinamika implementasi Sekar Desa d. Pengaruh Sekar Desa terhadap kapasitas dan kinerja BPD e. Pengaruh Sekar Desa terhadap proses pemerintahan desa, termasuk layanan publik di desa f. Tantangan/hambatan bagi peningkatan kapasitas BPD g. Masukan penyempurnaan Sekar Desa