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Bidang Kesejahteraan Rakyat

RESEARCH REPORT

Qualitative Study of the Proliferation and Integration of Community Empowerment Programs

IN CENTRAL JAVA, WEST NUSA TENGGARA, AND SOUTH SULAWESI

2014



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EXECUTIVE SUMMARY



Introduction

In 2007, the government rolled out the national community empowerment program *Program Nasional Pemberdayaan Masyarakat (PNPM)* as the umbrella for government empowerment programs. This umbrella program was needed because the various existing empowerment programs had not been well coordinated. Since then, the growing popularity of empowerment programs has prompted various actors to create their own empowerment programs. As of 2012, empowerment programs under the PNPM Mandiri banner alone numbered thirteen. Growth in the number of empowerment programs was also driven by donors, local government, non-governmental organizations (NGOs) and even the private sector. In the regions, empowerment programs gained in popularity, prompting many local governments to adopt an empowerment strategy in their efforts to build their regions. However, there were concerns that this proliferation of empowerment programs would give rise to problems such as overlapping, coordination difficulties, inefficiencies, and so on. In response, efforts have been made to integrate these empowerment programs into regular development programs.

To identify the benefits and costs of integration and integration practices in the regions, SMERU Research Institute with support from PNPM Support Facility (PSF) conducted a qualitative study of the integration of empowerment programs in the regions. This was an exploratory study to identify what initiatives have been adopted in the regions to deal with the problems that arise from empowerment programs proliferation. This study was conducted in 18 villages in six districts in three provinces (Central Java, West Nusa Tenggara, and South Sulawesi). In general, the research locations were selected with the aim of looking at regions where implementation of empowerment programs was considered good and there were initiatives to integrate empowerment programs, and at regions where implementation of empowerment programs and initiatives to integrate empowerment programs were lacking. Data and information were collected using focus group discussions (FGD), in-depth interviews, observations, and from relevant documents.

Characteristics of the Sample Villages

Most of the villages selected for the research are agricultural areas, with varying levels of access. The majority of residents in these villages earn a living from farming. Most of the villages are situated fairly close to the subdistrict capital: the closest being 0 km and the farthest, 60 km away. The condition of the village roads varies. In half of the sample locations (9 villages) less than 50% of the village roads could be described as being in good condition (asphalt or reinforced concrete surfaces), and of the remainder, at most 70% of village roads had asphalt or reinforced concrete surfaces.

In terms of basic education and health facilities, on average, the villages have better education facilities than health service facilities. Three villages have only one primary school, and only two villages have no junior secondary school or equivalent. The remainder has between two and six primary schools and at least one junior secondary school or equivalent. Eight of the villages have senior secondary schools. A minority (two) of the villages has primary health centers; several of the others have village birthing clinics, auxiliary primary health centers or village health centers. Fewer than half (eight) of the sample villages are categorized as poor. Among the sample villages, the highest poverty rate was 36% and the lowest was 8% (based on PPLS 2011 data)¹.

Key Findings

1. Benefits and Costs of Program Proliferation

The number of empowerment programs in the sample villages in the past three years (2009-2012) varied. The highest number was 12 programs, and the lowest, three. In the same period, most villages had seven programs running consecutively, and fewest had one.

The empowerment programs in the villages differed in objectives, target beneficiaries, and funding sources. In terms of objectives, some empowerment programs focused on infrastructure development, micro credit and in-kind aid, while others focused on support.

In essence, some informants and respondents felt that the benefits of proliferation outweighed its costs. The greatest benefits to villagers were the availability of additional facilities and improved quality of public services, followed by improved access (transport) and increased incomes, evenly distributed development, availability of capital and more business opportunities, and improved local community and village government capacities. The greatest costs to villagers were time and energy spent, the cost of clearing land, financial subscriptions, and the costs of program consolidation and monitoring.

The participation of women and minority groups as program beneficiaries is high. In fact, women and minority groups are the main target of many programs. In the various meeting activities, women's attendance is high; higher even than that of men in some activities. However, this high level of participation as beneficiaries is not accompanied by a high level of participation in program management. This indicates that empowerment programs have not been able to change the position of poor/marginalized people from being beneficiaries to being active participants in empowerment activities.

2. Integration Concepts and Initiatives in the Districts

The concept of integration defined by government focuses on initiatives that advocate one village, one plan. To this end, government advocates that the Village Medium Term Development Plan (*Rencana Pembangunan Jangka Menengah Desa – RPJMDes*) be the only development plan referred to in the village, both by regular programs and temporary programs. However, *Program Nasional Pemberdayaan Masyarakat Mandiri Perdesaan* (PNPM MP) aside, no programs are impelled to refer to the village medium term development plan.

¹ PPLS (Pendataan Program Perlindungan Sosial, Social Protection Program Data Collection) is conducted by Statistic Indonesia in 2011 to provide unified database on poor households that are entitled for social protection programs.

The existing concept of integration needs to be revised by requiring, through formal regulations, that all empowerment programs, whether funded by government or non-governmental sources, refer to the village medium term development plan.

Also, political planning by local parliaments needs to be impelled to refer to the village medium term development plans.

In addition to policy designs from national government, there are many initiatives at the district level that aim towards development integration in villages. These initiatives take the form, among others, of designing regulations that strengthen village planning and encourage coordination and collaboration between programs, and designing programs to build the capacity of village communities in planning.

Integration initiatives at the district level are influenced by various factors: local leadership, local institutions, and local civil society advocacy. The leadership factor is reflected mainly in the vision and commitment of the district head and the knowledge and performance of the heads of district government agencies in community empowerment and ways of improving its effectiveness. The institutional factor is reflected in the existence of regulations and institutions that are able to facilitate integration, or vice versa. Civil society advocacy is reflected in the existence of NGOs, community organizations or other associations that are concerned with and committed to increasing the effectiveness of community empowerment.

3. Integrated Development in the Villages

All the sample villages where PNPM MP is present have village medium term development plans.

One village that did not have PNPM MP but did have PNPM PISEW (PNPM *Pengembangan Infrastruktur Sosial-Ekonomi Wilayah*) only had a Village Development Work Plan (*Rencana Kerja Pembangunan Desa – RKPDes*). Villages that had PNPM MP also received support and technical assistance from PNPM MP facilitators in organizing development planning meetings (*musrenbang*) to draft or revise village medium term development plans. Those villages that did not have PNPM MP did not receive similar support.

The development planning process at the village level in general proceeds according to the technical guidelines for implementing village development planning meetings published by the Ministry of Home Affairs.

However, there were variations between the villages as to the year implementation started, the degree of openness (for all villagers or just for delegates), number of participants, and level of brainstorming of ideas (RT/hamlet/village).

Information from the FGD participants indicated that the majority of village medium term development plans do not accommodate all major village problems. This means that as well as there being new problems that develop after the village medium term development plan has been finalized, the dynamics of the village planning meetings are not always responsive to the community's needs.

In most villages, the village medium term development plan is the sole reference for the activity planning of incoming empowerment programs. Programs that do not refer to the village medium term development plan for the most part come from private companies (through corporate social responsibility or CSR schemes) or are programs unexpectedly offered by ministries. However, the way in which programs refer to the village medium term development plan differs from village to village. In some villages, all planning activities are integrated into the regular planning process, while in other villages there are empowerment programs that do their planning outside the regular planning process. In addition, in some cases it is not program planning that refers to the village medium term development plan, but the other way round – the village medium term development plan is amended to accommodate incoming program plans.

Several best practices in program integration in villages were identified. These include:

- a) Dividing up work schedules between programs, for example the agreement between PNPM Generasi and NICE in Lombok Tengah not to distribute supplementary foods in the same location at the same time or close to;

- b) Dividing up targets, i.e. not offering the same program benefits (for example loans) to the same people, as in Lombok Timur and Barru;
- c) Complementing one another to meet needs, for example the stimulant program (P2MP), which offers capital loans, and PNPM MP, which provided the skills training that allows the borrowers to start up businesses, as in Barru;
- d) Having one person involved in the management of several programs to create synergy between programs, as in Kebumen;
- e) Informal coordination between program managers to avoid overlapping; and
- f) Coordination among all program managers in the village to intensify the role of village government in program coordination and monitoring.

Several factors that promote integration between programs in villages were identified. Internal factors are (i) having a program design that aims towards integration with other programs, (ii) adjusting objectives and targets with other programs, and (iii) socialization of the importance of integration to each program implementer and village government. External factors are (i) leadership of the village head, i.e. the extent of the village head's understanding of and commitment to improving the effectiveness of empowerment programs in the village, (ii) institutions in the village, i.e. whether or not there are values/procedures that encourage coordination and integration, and (iii) having community figures or groups in the village who influence people's concern for program implementation and effectiveness.

Integration is considered beneficial in terms of improving the effectiveness and efficiency of the implementation of development in villages. The benefits perceived include making village development planning more organized, lending certainty to budgeting, avoiding overlapping, and improving the accountability of regular programs.

The greatest challenge to adopting integration is harmonizing understanding of what integration is and what its benefits are. The problems of sectoral egoism and staff turnover, and village officials also interfere with coordination.

Conclusions and Recommendations

1. Conclusions

- **In general, communities feel that the more empowerment programs, the greater the benefits.** These benefits include the opportunity to meet the village's main needs, increased availability of facilities and improved quality of services, improved access (transport), increased incomes, even distribution of development, and increased access to capital and business opportunities. **However, on the other hand, program proliferation was also seen as a cost to the community.** These costs include the large number of meetings villagers had to attend and the time, in-kind (land) and energy they had to spend.
- **Proliferation is perceived by communities and program actors (facilitators and village activity implementation teams) to have increased community capacity in program management.** However, there is no grand design from these various programs to systematically and synergistically/collaboratively build the capacity of villagers in program management.
- **Integration between empowerment programs is not done systematically, except in a handful of cases,** such as in two programs in Barru district (between the ADD program and Prima Kesehatan, which are both funded from the Barru district budget) in the development of health facilities and services.

- **At the village level there are sporadic initiatives to synergize programs that have the same targets and beneficiaries.**
- **The general model of empowerment program integration in the sample villages is to have just one development plan per village.** In this way, empowerment programs no longer make their own development plans in the villages, but follow the plan produced by the community at the village development planning meeting.
- **There are no initiatives at the district level that encourage actors at the village level to synergize by forming program implementing organizations/institutions at the village level.** This is due to the lack of awareness of the importance of such initiatives.
- **Some of the internal factors enabling empowerment program integration are:** program design that is directed towards integration, which takes the form of program technical operating procedures, which are then communicated to all stakeholders.

There are also external factors, including having regulations and institutions/forums that promote and facilitate integration or collaboration between programs; having initiatives to build the quality of village medium term development plans; having a district head and village heads who understand – and are committed to – integration; having civil society groups (NGOs and community leaders in the village) who have knowledge of – and commitment to – improving the effectiveness of village development planning and implementation of empowerment programs; and having the commitment of national and local government.

2. Recommendations

- a. There is a need for **adequate socialization** to improve the understanding of program actors and communities about community empowerment integration. For programs under the PNPM Mandiri umbrella, there is a need for **explicitness in program implementation guidelines to promote integration between PNPM programs** in the same location.
- b. **For horizontal integration, that is, integration between ad hoc planning and regular planning, the quality of village development planning meetings needs to be improved in order to improve the quality of the village medium term development plan as the main reference for development planning in the villages.** For this:
 1. **The Ministry of Home Affairs needs reinforce the rules about village development planning meetings** and drafting of village medium term development plans, tying them to clear rewards and punishments so that all development programs offered to villages refer to the village medium term development plan.
 2. **The Ministry of Home Affairs needs to intensify and expand socialization of program integration** to stakeholders, from national to village level.
- c. **Although the facts in the field indicate that communities are able to coordinate activities from various programs at village level,** the results would be far more effective if there were consolidation of community empowerment systems to create a single system for budgeting, reporting and accountability.

- d. **For vertical integration**, that is, integration between district technocratic planning (of the regional government work units) and village participatory planning – the following are necessary:
1. Districts facilitate village planning so it can answer the needs of the district and the needs of the villages. This can only be done if it can be ensured beforehand that the process is genuinely participatory and not just something that is done to “harmonize” village planning with the wishes of the districts. To do this, regional government work units could visit the villages to explain their strategic plans (**not their work plans**). The involvement of community organizations and/or NGOs is vital to ensuring the quality of this participatory process.
 2. For emergency/urgent needs that are not accommodated in the village medium term development plan/village development work plan, national government and provincial/district government need to be open to the possibility of having block grants for open menu use by communities. However, it is crucial to ensure that there is a clear accountability process to ensure completely transparent financial and activity accountability.



I. INTRODUCTION





1.1 Background

Empowerment in generic terms is the product of a new social movement. Although there are many opinions as to its definition and characteristics, most experts agree that the origins of empowerment as we now know it can be traced back to the ideas of Paulo Friere on popular education and of the feminist movement. (Luttrell, *et al.*, 2009:2). Both emerged and developed in the 1960s, which means that the concept of empowerment is relatively new. As to the definition of empowerment, these are many and varied.

The debate over the definition of empowerment aside, Deepa Narayan from the World Bank devised a definition of empowerment in the context of poverty alleviation as "...the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives, (Narayan, 2002:14). Further, Narayan identified that of the many empowerment concepts adopted in activities/programs/projects, the most successful in general were those that included the following components: (1) expanding information access, (ii) promoting inclusion and participation, (iii) promoting accountability, and (iv) strengthening the capacities of local organizations. Using the above definition as a guide, in this report, a program is considered empowering if, in general, it aims to build the assets (in the broad sense) and capacities of poor people and minorities, using primarily (but not limited to) the methods listed above.

In Indonesia, community empowerment programs are very popular. The popularity of empowerment programs first began in the 1990s, when the government launched the *Inpres Desa Tertinggal* (IDT) Program. Although there was much criticism of this program (Molyneaux and Getler, 1999; Alatas, 2000; Suryadharma and Yamauchi, 2013), it was very popular at the time because of its new approach, wide scope, and direct benefits to households and communities. At the end of the 1990s, when Indonesia was plunged into a monetary crisis, the IDT Program ended and was followed by other programs that were developed from the IDT Program. These programs included, among many other empowerment programs, *Program Pembangunan Prasarana Pendukung Desa*

Tertinggal (P3DT), *Program Pengembangan Kecamatan* (PPK) and *Program Penanggulangan Kemiskinan Perkotaan* (P2KP). Then, in 2007, the government took the initiative to integrate all these empowerment programs into one umbrella program called *Program Nasional Pemberdayaan Masyarakat* (PNPM) *Mandiri*. When this merger took place, PNPM *Mandiri* was divided into two program categories – PNPM *Inti* and PNPM *Penguatan*. Basically, PNPM *Inti* has a regional approach that is expected to be able to **build systems, processes and procedures, and become a forum for community empowerment in every village**. PNPM *Inti* includes:

- a. PNPM MP (PNPM for rural areas), which is managed by the Ministry of Home Affairs,
- b. PNPM Perkotaan (PNPM for urban areas), which is managed by the Ministry of Public Works,
- c. *Program Infrastruktur Sosial Ekonomi Wilayah* (Local Economic and Social Infrastructure Program) (PNPM PISEW), which is managed by the Ministry of Public Works,
- d. *Program Pembangunan Daerah Khusus dan Tertinggal* (Development of Special and Disadvantaged Regions Program) (PNPM P2DTK), which is managed by the Ministry for Development of Disadvantaged Regions, and
- e. *Program Pengembangan Infrastruktur Perdesaan* (Rural Infrastructure Development Program) (PNPM PPIP), which is managed by the Ministry of Public Works.

PNPM *Penguatan* takes a sectoral approach that is expected to be able to provide empowerment to particular sectors in regions where PNPM *Inti* has been implemented. Since its launch in 2007, this sectoral PNPM has proliferated and there are now a total of eight programs. PNPM *Penguatan* includes, among others:

1. *Pengembangan Usaha Agribisnis Perdesaan* (Development of Rural Agribusiness) (PNPM PUAP), which is managed by the Ministry of Agriculture;
2. *Kelautan dan Perikanan* (Marine and Fisheries) (PNPM KP), which is managed by the Ministry of Marine Affairs and Fisheries;

3. PNPM *Pariwisata* (Tourism), which is managed by the Ministry of Tourism and Creative Economy;
4. PNPM *Permukiman* (Housing), which is managed by the Ministry for Public Housing;
5. *Generasi Sehat Cerdas* (PNPM *Generasi*), which is a program to improve maternal and child health and family education that is managed by the Directorate General of Community and Village Empowerment, Ministry of Home Affairs, with grants from the Australian Agency for International Development (AusAID) and the multi-donor PNPM Support Facility (PSF);
6. PNPM *Hijau* (Green KDP), which is an addition in PNPM-Pedesaan locations, which is managed by the Directorate General of Community and Village Empowerment, Ministry of Home Affairs, with funding support from PSF;
7. PNPM *Peduli*, a program for vulnerable communities, such as victims of trafficking, commercial sex workers, transgender people, orphaned children, widows who are household heads, disabled people, remote indigenous communities, people living with HIV/AIDS, people living with leprosy, drug addicts, and other minority groups, that is managed by selected non-governmental organizations (NGOs) and funded by PSF; and
8. PNPM *Integrasi* (P2SPP), which is managed by the Ministry of Home Affairs.

Program under the PNPM are not the only ones to have proliferated; programs of the community-driven development (CDD) type at the national and local level have also emerged. Examples are the Australian Community Development and Civil Society Strengthening Scheme (ACCESS, AusAID) and Nutrition Improvement through Community Empowerment (NICE, Asian Development Bank/ADB) at the national level, and programs at the regional level that are funded from regional budgets, such as *Simantri*² in Bali, *Bahteramas*³ in Southeast Sulawesi, and *Program Pemberdayaan Desa* in Riau. In fact, nearly every province has at least one regional program that is funded by provincial or district/municipal government.

The proliferation of empowerment programs as described above has brought many benefits to the beneficiary communities. These benefits could be the resources to meet major development

² *Sistem Pertanian Terintegrasi* (Integrated Agriculture Systems)

³ *Membangun Kesejahteraan Masyarakat* (Building Community Welfare)

needs, creation of jobs, and the growing number of activities that accommodate public participation thereby indirectly expanding and increasing their capacities. More programs also means that more community organizations are needed to support their implementation. And this means that more people have the opportunity to participate in program/project implementation teams. This helps to reduce the dominance of elite groups in community development by providing alternative institutions for other members of the community to express their needs (Dasgupta and Beard, 2007).

On the other hand, the proliferation of community empowerment programs has also given rise to some problems related to coordination and synergy, such as duplication of effort, confusion among communities and implementers, complex administration, inefficient management of resources, and ineffective handling of poverty issues. Several initial evaluations of CDD programs, in particular of rural infrastructure and micro-credit programs, indicate that confusion and duplication do occur. Some regions received several similar programs, while others did not receive any. These programs offered the same benefits/support to the same targets/beneficiaries, resulting in duplication and a waste of resources. Communities were often confused by the different procedures and standards that are applied by the different programs, including differences in implementation mechanisms and procurement or reporting procedures.⁴

So, the Indonesian government issued a presidential instruction to make a plan to integrate all CDD programs into PNPM (Presidential Instruction 1/2010). Also, the government issued another presidential instruction to integrate CDD program planning into the medium-term development planning process at the village level, a process known in Indonesia as *musrenbangdes*⁵ ("one village, one plan"). The purpose of this presidential instruction was to ensure that participatory planning processes at the village/community level were integrated in to the existing development planning process (Presidential Instruction 3/2010). A year after this presidential instruction was issued, findings from PNPM supervision activities undertaken by PSF indicated that despite continuous focus on program integration at the national level, integration was still not happening in the field. This was due to a lack of coordination between implementing agencies, lack of interest in supporting integration efforts, continued problems with program plans, and vague integration procedures/mechanisms.

However, in several regions there were indications of integration/collaboration in the implementation of activities/projects at the community level, for example in West Nusa Tenggara. Several programs, such as PNPM MP, PNPM Generasi, ACCESS and NICE, worked together to identify needs and synergize efforts to avoid duplication and waste of resources. Also, at the community level itself, some implementation teams and program cadre shared information about their respective programs. Sometimes they even made decisions together about who should be nominated as cadre/implementers for certain programs. Integrated planning between program planning and the regular planning process (village development planning forum) also occurred in several villages, although ensuring that the outputs of participatory planning (the village medium-term development plan) proceeded to the planning process at the higher, subdistrict and district, levels was still problematic. Other success stories in integrated planning were also found in other regions as well as West Nusa Tenggara, such as Batanghari (Jambi), Sumedang (West Java), and Kebumen (Central Java).

Based on the background to the problem described above, SMERU Research Institute, with support from PNPM Support Facility (PSF), carried out a study to assess the impacts of the proliferation of empowerment programs on the effectiveness of community driven poverty alleviation programs and to understand how coordination and integration happened at the community level. The results of this study will be used to provide inputs to the Indonesian government in designing an integration strategy for community driven poverty alleviation programs.

⁴ As examples, see the LP3ES and MICRA evaluation reports on several CDD infrastructure and micro-credit programs (2007).

⁵ *Musyawarah perencanaan pembangunan desa or village development planning forum*

1.2 Objectives

The study objectives are to:

- understand the impacts of the proliferation of empowerment programs on the effectiveness of community driven poverty alleviation programs and community management capacities;
- analyze the implementation of various efforts to coordinate and integrate community driven poverty alleviation programs at the community level; and
- learn lessons that can be used as preliminary input for designing strategies for integrating community driven poverty alleviation programs.

This study aims to answer these key questions:

- a. Has the proliferation of community driven development programs create opportunities or costs for communities?
 - › Have the costs of learning and operating program systems and procedures wasted the time and resources of communities?
 - › Has program proliferation been able to build the capacity of communities to manage their own development activities, engage government more effectively, and find additional funds to finance new projects?
 - › Do women and minorities receive program benefits, or does their condition deteriorate?
 - › What is the role of elite groups (increased/decreased domination of elite groups) and the participation of other community groups in decision making?
- b. What program proliferation strategies do communities adopt?
 - › What decision making mechanisms have been designed that can be implemented across projects? What about the formation of existing village/ward organizations/teams?

- › Are the mechanisms that have been developed able to address the issue of local government participation or other problems that arise in the community?
 - › What kind of information has been provided about the mechanisms devised for designing an integrated community driven poverty alleviation program?
- c. What factors enabled and disabled integration/collaboration between programs?
 - › What external and internal factors enabled integration? Do existing mechanisms, procedures, and program management enable good coordination/collaboration between PNPM programs or between different programs?
 - › What existing facilitation mechanisms enable the integration of empowerment programs? Do existing program facilitators enable capacity building and empowerment of community implementation teams?
 - › What factors disable integration? What kind of framework changes are needed to better enable integration of empowerment programs and empowerment of community organizations or teams?

In terms of integration, this study looked at the enabling/disabling factors, which are as follows:

a. Enabling

1. Having local champions⁶ among the program actors to enhance cooperation and collaboration between programs/projects
2. The willingness of local government to promote cooperation between programs/projects in the interests of village/ward development and empowerment

⁶ Motivators and champions in integration of empowerment programs that can be used as an example by other people or regions that wish to encourage this integration.

3. (Formal and informal) forums to promote dialog between program actors
4. Regional regulations that promote coordination between programs
5. Flexible program mechanisms that provide space for cooperation with other programs/projects
6. Community capacity to take a larger role in decision-making processes

b. Disabling

1. Reluctance on the part of program actors to share information and talk to other programs
2. Reluctance on the part of local government to facilitate coordination and cooperation due to conflict of interest, negative perceptions of integration, and other disincentives
3. The lack of a cooperation platform, such as a forum or government coordination body
4. The lack of local regulations that promote integration, or, conversely, the presence of regulations that do not promote integration
5. Inflexible program SOPs/mechanisms that make program actors avoid cooperating with other programs/projects
6. Low community capacity to promote coordination between projects

1.3 Methodology

This study used a qualitative methodology in locations that were selected based on certain criteria, such as information about the number, variety and performance of empowerment programs; the level of public welfare; and the existence of enabling or disabling indicators, as described above. This study visited locations that had empowerment programs: (i) implemented by national government (under the PNPM Mandiri or other umbrella) or local government; (ii) at the provincial and district/municipal level; and (iii) implemented by external organizations, including donor agencies (such as ACCESS), private companies (through corporate social responsibility or CSR programs), and NGOs.

1.3.1. Data collection methods

The following data collection methods were used.

1. Mapping and direct observations

The research team visited sample villages to observe first-hand the implementation of integration programs and initiatives, and map programs that were underway, their implementation mechanisms, organizations in the village, and local governments that were managing program integration/coordination/implementation. The research team collected and then analyzed data on the:

- number and type of programs/projects;
- objectives/outputs of each program;
- program/project implementation team (in particular to analyze whether the people involved in the various projects represented the same group of people);
- program/project implementation mechanisms (mapping the different project implementation mechanisms/procedures/actors);
- local groups or institutions (in and outside the program);
- local government regulations relevant to project implementation and coordination; and
- inter-project activities (for example, joint activities such as meetings/forums or cooperation in infrastructure development being carried out by several different projects).

2. Interviews with key informants

The research team interviewed the following key informants:

1. At the district and subdistrict level: program stakeholders, Regional Poverty Alleviation Coordination Team, Regional Development Planning Agency, Inter-Village Cooperation Agency, program implementation teams (for example, activity management units), program management teams (for example, provincial coordinator), program facilitators (district facilitators, subdistrict facilitators, and so on).
2. At the village level: village heads, *Badan Permusyawaratan Desa* (BPD) members;⁷ community leaders, such as hamlet heads, teachers and religious leaders; program implementation teams; and village/ward facilitators/cadres;

From these various informants, the research team extracted information about the number of programs that were in progress, the objectives of each of the programs and their implementation mechanisms, the pros and cons of having various programs in one region, opinions/views about integrating programs, efforts towards program integration, and factors enabling/disabling integration/coordination.

3. Focus group discussions

The research team held focus group discussions (FGD) with the following groups:

- Program management teams, at the district level (government and program constituents) and the village level, from various programs. These FGD aimed to look at the problems associated with coordination of empowerment programs at the district/village level, and to identify the level of maturity of each of the implementation teams, and their readiness to independently manage development activities in their respective regions.

- Middle to upper classes. The aim of these FGD was to obtain information about the general knowledge the community had about the programs in their village. They also sought to gather information about the benefits/problems experienced with the proliferation of programs and the opportunities/constraints to participate in program implementation teams.
- Poor and minority women's groups and men's groups. The aims of these FGD were the same as the FGD above but more specific, that is, to explore poor and minority communities' understanding and experience of these programs in their villages and their benefits.

4. Collection of secondary data

The research team collected relevant data, such as secondary village data (plans, regulations, monographies), program documents, implementation manuals, and current regulations (national and regional), to obtain information about project design (in particular implementation mechanism) and regulations enabling/disabling integration. The research team also collected and analyzed the results of other studies/evaluations, where relevant, to learn lessons and to better understand practices.

1.3.2 Study Locations

This study was conducted in 18 villages/wards in 9 subdistricts of 6 districts in 3 provinces. The three provinces were: Central Java (Kebumen District and Blora District), (ii) West Nusa Tenggara (Lombok Tengah District and Lombok Timur District), and (iii) South Sulawesi (Luwu Timur District and Barru District).

These three provinces were deliberately chosen to represent the different geographical areas and programs, and the different types of integration. These three provinces also represent areas that may be selected as program locations using the criteria rich/poor and remote/normal.

⁷ BPD is Village Consultative Body, or village council.

Based on the type of program integration, two districts were selected in each province (one district with good integration and one district with poor integration). From each district, two subdistricts were selected based on type of integration (good and poor). From each subdistrict, two villages/wards of different types (access to subdistrict capital, poverty rate, human resource capacities, and other criteria) were selected through consultation with project/program facilitators/implementation teams. Selection of the locations also made use of secondary data in the form of information about the rewards received by the respective locations for categories related to integration (planning, participatory planning, poverty alleviation coordination). This was done to get a better picture of the factors that influence integration (see Table 1 for location selection matrix).

For districts with poor integration, one village with the best integration and another village with typically poor integration were selected. Each village was in a different subdistrict.

The criteria for a district with good integration were:

- a. has policy instruments in the form of regulations that encourage those involved in programs (government, program implementation teams, and communities) to coordinate and collaborate in running programs (planning, implementation, institutions, data collection, monitoring and evaluation);
- b. has strong leadership that is able to promote coordination between actors involved in various programs;
- c. has strong support from civil society that is reflected in their participation in activities/programs that promote integration; and
- d. has won particular awards for community empowerment program implementation.

In selecting districts that have good/poor integration, the research team sought key informants at national level to ask for their professional opinions based on the established criteria. In selecting the subdistricts and villages that good/poor integration, the following indicators were used:

1. having 'best' villages in the subdistrict,
2. existence and quality of village medium-term development plans,
3. awards for development planning implementation or empowerment program implementation, and
4. level of community participation.

Armed with these criteria, the research team conducted interviews to ask for the professional opinions of the informants about potential sample locations, and collected secondary data to support the information gathered from the key informants. Based on these criteria, it was agreed that the following study locations would be used:

Table 1. Study Location

| No. | Province | District | Subdistrict | Village |
|--|--------------------|------------------|---|--|
| District Integration between PNPM MP and Regular Development Mechanisms | | | | |
| I. | Central Java | 1. Kebumen | Subdistrict with the best integration: Sruweng | Remote village with the best integration: Sarimakmur Nearby village with best integration: Purworupo |
| | | | Subdistrict with poor integration: Gayamulya | Village with the best integration: Gayamulya Village with poor integration: Banyuono |
| | | 2. Blora | Subdistrict with the best integration: Ngawen | Village with best integration: Bandungan Village with the best integration: Bandungan |
| | | | Subdistrict with poor integration: Japah | Village with poor integration: Sambit |
| District Integration between all PNPM and Regular Development Mechanisms | | | | |
| II. | West Nusa Tenggara | 3. Lombok Tengah | Subdistrict with the best integration: Praya Timur | Remote village with the best integration: Lalandu Nearby village with the best integration: Sukapura |
| | | | Subdistrict with poor integration: Praya Barat Daya | Remote village with poor integration: Nusaindah Nearby village with poor integration: Daratan |
| | | 4. Lombok Timur | Subdistrict with the best integration: Suela | Village with the best integration: Lombokjaya |
| | | | Subdistrict with poor integration: Sembalun | Village with poor integration: Panjang |
| District Integration between CDD and Regular Development Mechanisms | | | | |
| III. | South Sulawesi | 5. Luwu Timur | Subdistrict with the best integration: Mangkutana | Remote village with the best integration: Barujaya Nearby village with the best integration: Sukasari |
| | | | Subdistrict with poor integration: Wasuponda | Remote village with poor integration: Panaipanai Nearby village with poor integration: Randu |
| | | 6. Barru | Subdistrict with the best integration: Barru | Village with the best integration: Galunggung |
| | | | Subdistrict with poor integration: Balusu | Village with poor integration: Kenari |

1.3.3 Field Conditions

In selecting the study locations, although there had been intensive consultation with actors at the national level (National Development Planning Agency, National Poverty Alleviation Acceleration Team, Community and Village Empowerment Department – Ministry of Home Affairs, Coordinating Ministry of People's Welfare, and PSF) and the regional level (program coordinators at provincial and district level), and other relevant informants, there were initial differences in selected districts and sampling framework. Research in the field found that Barru District (which was initially selected as a district with poor integration) actually had good integration and had various innovations that promoted integration. The field work concluded that Barru District in fact had better integration than Luwu Timur District, which was initially selected as the district with the best integration. On the contrary, Luwu Timur District was selected as the district with the best integration following consultation with the South Sulawesi Province PNPM MP coordinator and the PSF field team in Sulawesi.⁸

1.3.4 Research Schedule and Research Team

Preparations for the research began in August 2012, and the field research was conducted in September–November 2013. The study was finalized in September 2013.

This study was carried out by a research team from SMERU Research Institute led by **Muhammad Syukri**, with team members **Hastuti, Akhmadi, Kartawijaya, Asep Kurniawan, Sri Wahyuni, Dyan Widyaningsih,** and **Lina Rozana**, and with **Sulton Mawardi** (senior researcher at SMERU Research Institute) as research advisor. The research was under the supervision of **Dr. Asep Suryahadi, Director SMERU Research Institute**. In each province, the research team was assisted by selected local researchers.

1.4 Profile the Research Locations

As described in the section on the methodology used to select the sample areas, the villages chosen as the research locations were selected based on various criteria. In terms of program integration, the villages selected for the research were divided into villages with good integration and villages with poor integration. Also, in terms of geographical distance, these villages were also categorized as villages close to the subdistrict capital (nearby villages) and villages far away from the subdistrict villages (remote villages). In terms of welfare, villages in the subdistrict that were considered to have good integration were divided into poor and non-poor. These variations are considered to affect the performance of program implementation. As an example, villages that are far away from the subdistrict capital typically have poor basic infrastructure. This generally influences the residents' choices from the development menu in the village: in general, empowerment program activities focus on infrastructure provision and improvement, and very few focus on training and capacity building for the community. In poor villages, because the community's human resources are typically poor, the elites may be more dominant than they are in villages that are better off.

⁸ According to the informants, the district with the best integration was Bantaeng, and then Luwu Timur. However, the research team selected Luwu Timur because, as well as being one of the districts with the best integration, it had also been chosen one of the 'best' by the media, including Tempo magazine (the Luwu Timur district head was on Tempo's list of best leaders) and the South Sulawesi journalists' association. Barru District was not recommended by several informants because of the problems this district had implementing PNPM between 2009 and 2011. According to the informations, Barru District Government did not support PNPM. This was indicated by the fact that there was no Dana Daerah Urusan Bersama or DDUB funding, which meant that the program could not be implemented. And in 2010-2011, PNPM withdrew its district facilitator from Luwu Timur.

Table 2. Profile of the Research Locations

| Village | Population | Population in poorest 10% (Program Perlindungan Sosial/PPLS Data 2011) | Distance to Subdistrict Capital | Condition of Basic Infrastructure | | |
|------------|-------------------------------------|--|---------------------------------|-----------------------------------|---|---|
| | | | | Village Roads | Education | Health |
| Sarimakmur | 5.552 jiwa (1.487 HH ^a) | 2.030 (36%) | 5,32 km | 75% concrete | 2 TK ^b /RA ^c , 4 SD ^d , 1 MTsN ^e | 7 <i>posyandu</i> , 1 village midwife, 2 trained traditional midwives |
| Purworupo | 1.854 | 289 (15%) | 3 km | 80% asphalt | TK, SDN ^g , MI ^h , SMK ⁱ | |
| Gayamulya | 5.108 (1.358 HH) | 1.381 (27%) | 0 km | 70% asphalt | 1 TK, 5 SD, 1 SMP, 1 PAUD ^j | 1 <i>puskesmas</i> ^k , 1 <i>pusling</i> ^l , 1 clinic, 2 paramedics, 2 doctors, 1 midwife, 8 <i>posyandu</i> |
| Banyuono | 2.850 (550 HH) | 701 (24%) | 14 km | 60% | PAUD, SD | <i>posyandu</i> |
| Lalandu | 3.105 (1.115 HH) | 730 (23%) | 10 km | 25% asphalt | 3 PAUD, 4 SD, 1 MI, 1 SMP Satap ^m , 1 MTs ⁿ , 1 MA ^o | 1 <i>poskesdes</i> ^p , 4 <i>posyandu</i> |
| Sukapura | 4.173 (1.119 HH) | 867 (21%) | 1,5 km | 20% asphalt | SD, MTs, MA, SMU ^q (Total: 7) | 1 <i>polindes</i> ^r , 9 <i>posyandu</i> |
| Nusaindah | 4.787 (1.693 HH) | 900 (19%) | 10 km | 20% asphalt | 6 SD/MI, 1 MTs, 1 SMA ^s | 1 <i>polindes</i> , 10 <i>posyandu</i> |
| Daratan | 8.773 (2.591 HH) | 1.599 (18%) | 500 m | 60% asphalt | 2 TK, 6 SD, 1 SMP ^t , 1 SMA | 1 <i>puskesmas</i> , 10 <i>posyandu</i> |
| Sukasari | 2.726 (650 HH) | 246 (9%) | + 2 km | 40% asphalt | 2 TK, 3 SD, 2 SMP, 2 SMA | 1 <i>poskesdes</i> , <i>posyandu</i> |
| Barujaya | 3.339 | 285 (8%) | 6 km | 70% asphalt | 1 TK, 1 SD | 1 <i>polindes</i> , midwife, <i>posyandu</i> |
| Randu | 2.525 (630 HH) | 209 (8%) | 2 km | 60% | 2 SD, 1 SMA | 1 <i>pustu</i> ^u , 1 PT Inco clinic |
| Panaipanai | 3.762 (751 HH) | 680 (18%) | 60 km | 30% | 5 TK, 4 SD, 1 SLTP ^v , 1 SLTA ^w | 1 <i>poskesdes</i> , 1 <i>pustu</i> |
| Kenari | 2.648 (675 HH) | 215 (8%) | 5 km | 70% asphalt | 1 SD | 1 <i>puskesdes</i> ^x , 4 <i>posyandu</i> |
| Galunggung | 2.297 (458 HH) | 240 (10%) | 13 km | 50% | 2 SD, 1 SMP | 1 <i>puskesdes</i> , <i>posyandu</i> |
| Sambit | 1.491 (502 HH) | 373 (25%) | 3 km | 30% | PAUD, 1 SD | midwife, <i>posyandu</i> |
| Bandungan | 2.183 (511 HH) | 567 (26%) | 11 km | 65% asphalt | 2 TK, 1 MI, 1 SD, 1 SLTP | 1 <i>polindes</i> |
| Lombokjaya | 4.241 (1.501 HH) | 1.082 (25%) | 4 km | 60% asphalt | 3 SD, 1 SLTP | 1 <i>pustu</i> |
| Panjang | 3.900 (930 HH) | 599 (15%) | 9 km | 40% asphalt | 1 SD, 1 MTs | 5 <i>posyandu</i> , 2 <i>polindes</i> , 1 <i>pustu</i> |

Source: Adapted from interviews, village documents, and PPLS 2011 data.

- ^aHH: house holds
^bTK: kindergarten
^cRA: islamic kindergarten
^dSD: primary school
^eMTsN: state Islamic junior secondary school
^fPosyandu: integrated health post
^gSDN: state primary school
^hMI: Islamic primary school
ⁱSMK: vocational secondary school
^jPAUD: early learning center
^kPuskesmas: primary health center
^lPusling: mobile primary health center
^mSMP Satap: joint primary and junior secondary school
ⁿMTs: Islamic junior secondary school
^oMA: Islamic senior secondary school
^pPoskesdes: village health post
^qSMU: public secondary school
^rPolindes: village birthing clinic
^sSMA: senior secondary school
^tSMP: junior secondary school
^uPustu: auxiliary primary health center
^vSLTP: junior secondary school
^wSLTA: senior secondary school
^xPuskesdes: village health center
^sSMA: senior secondary school
^tSMP: junior secondary school
^uPustu: supporting primary health center
^vSLTP: junior high school
^wSLTA: senior high school
^xPuskesdes: village health center

The topography of the villages selected as the research locations was also varied. Nine villages are located in upland areas, one in a coastal area, and eight in lowland or close to urban areas. In terms of distance, the villages selected as the research locations in Luwu Timur were the furthest from the district capital, because the villages in this district cover large geographical areas. As an example, one of the villages in this district (Panaipanai) covers an area of 60 km². The geographical area of the other villages varied, but all were less than 10 km². Despite the distances between the villages and between the villages and the subdistrict capital and district capital, the roads in the four villages in Luwu Timur were in good repair. Unlike Lombok Tengah, where the roads in the three villages that were selected as research locations are in a poor condition, and one is in the middle of being repaired. In Kebumen, Lombok Timur and Barru, the roads between the villages were in good repair, although some were paved with concrete rather than asphalt.

The education infrastructure was good in most of the villages. With the exception of two villages (Kenari in Barru and Panjang in Lombok Timur), all the villages selected as the research locations had more than one primary school. Most of the villages close to the subdistrict capitals had more than three primary schools and one junior secondary (or equivalent) school, and some even had secondary (or equivalent) schools. Most of the villages also had health centers. The villages close to, or in, subdistrict capitals had primary health centers. As for water supply infrastructure, all the sample villages still relied on groundwater. Some villages had water supply problems, such as in some parts of Sarimakmur, during the dry season. However, one village in Lombok Timur (Panjang) was model village for community participation in water supply provision. The residents of this village, with support from the PISEW program, managed to build a 14 km water supply pipeline, the longest of its kind in West Nusa Tenggara. For this achievement, Panjang was awarded a prize for community participation and self-reliance.

Another very common infrastructure problem in the sample villages was availability of bathing, washing and toilet facilities. Although in most villages, many

households have their own toilets, many others do not and are forced to share their neighbors' toilets or use public toilets. In a small proportion of villages, open defecation was still common, such as in one village in Kebumen, where the villagers regarded this as a major problem for the village.

In terms of welfare, some of the sample villages (8 out of 18) were poor. Initially, the research team attempted to gather poverty data on each village, but the data available were not uniform. Some completed welfare data collected by the National Population and Family Planning Agency, some used data on recipients of social assistance (Raskin⁹, Jamkesmas¹⁰, Jamkesda¹¹, and so forth), and poverty data collected by local government. Due to the lack of comprehensive, uniform data, in this report, PPLS data are used to identify which villages are poor and which are not. For this purpose, the research team used the PNPM Mandiri formula for identifying poor villages:

$$\% \text{ Poor population} = \frac{\Sigma \text{ Poor population} + \text{very poor population (PPLS 2011)}}{\Sigma \text{ Population (Podes}^{12} \text{ 2011)}}$$

Using this formula, it was calculated that if 20% or more of the 10% of the national poor population in the PPLS data was in the village, it would be categorized as poor, and vice versa. Using this formula, eight (of the 18 sample) villages were categorized as poor. Of the 18 sample villages, Sarimakmur in Kebumen was home to the largest proportion of the 10% national poor population based on 2011 PPLS data, at 36% of the total population. The smallest proportion was in Barujaya and Randu villages in Luwu Timur. In general, the sample villages in South Sulawesi were better off than the sample village in Central Java and West Nusa Tenggara.

In terms of government, in general, each village had more or less the same structures and facilities, namely, a village executive body, BPD, and other supporting agencies/institutions. Each village had an average of three or four hamlets; each hamlet comprising several neighborhoods (*rukun warga* or RW); and each RW consisted of several sub-neighborhoods (*rukun tetangga* or RT). In some of the villages, such as Kenari in Barru District, the hamlet was the lowest level of government and there were no RW or RT. Some villages

had institutions that were rather different from the typical village institutions. As examples, Kenari and Galunggung (Barru District) had village development planning facilitators. These are people who were selected to receive Participatory Rural Appraisal (PRA) technical training from the district Village Community Empowerment Agency (*Badan Pemberdayaan Masyarakat Desa* or BPMD) to equip them to perform the task of facilitating brainstorming of ideas in the initial phase of the development planning process.

Some of the sample villages in the good integration category had won awards for participatory planning (Sarimakmur, Purworupo, and Lombokjaya), village medium-term development planning (Sarimakmur and Purworupo), program administration (Purworupo) and so on. At the district level, some had been rewarded, but others had been punished. The head of Luwu Timur district was *Tempo* magazine's top regional head in 2010, and Luwu Timur district received an award from the South Sulawesi journalists' association for its empowerment program. On the other hand, the same year, in Barru District PNPM was postponed (and the district PNPM facilitator withdrawn) as a punishment for delaying payment of DDUB funding. It was not until 2011 that these funds were paid and the PNPM was able to recommence.

⁹ *Beras untuk Keluarga Miskin* (government subsidized rice for poor families)

¹⁰ *Jaminan Kesehatan Masyarakat* (community health insurance)

¹¹ *Jaminan Kesehatan Daerah* (regional health insurance)

¹² *Pendataan Potensi Desa* (village potentials data)

II. PROLIFERATION OF EMPOWERMENT PROGRAMS: BENEFITS AND COSTS



2.1 Types of Empowerment Program in the Regions



As explained in the Introduction, empowerment program is defined as development activities in the broad sense that aim to expand the assets and capabilities of poor people. Because of the current popularity of empowerment, in the research locations almost all programs that targeted the poor were regarded as empowerment. In the past three years (2009-2012), according to the FGD participants, in each sample village there have been at least three community empowerment programs. And in some locations, there were as many as 12 such programs. In the same period, some villages had up to seven programs simultaneously, while others had just one.

These community empowerment programs display a variety of models, targets, activities and funding sources. However, in this study, the empowerment programs that will be discussed are limited to those most common internationally, that is, programs that have features to expand information access, promote inclusion and participation, promote accountability, and strengthen the capacities of local organizations. Based on these criteria, information about the empowerment programs in the sample villages is shown in the table below.

Table 3. Empowerment Programs in the Sample Villages

| Village | Program | Source | Year | Village | Program | Source | Year |
|-----------------------------|------------------------|-------------------|------------|----------------------------|-------------------------------------|--------------------|------------------|
| Sarimakmur (11 programs) | PNPM MP | APBN ^a | 2010–2012 | Lalandu (7 programs) | PNPM MP | APBN | 2010, 2011 |
| | Pamsimas ^b | APBN | | | PNPM Generasi | APBN | 2010 |
| | ADD ^c | APBD 2 | 2010–2012 | | PNPM Integrasi | APBN | 2010 |
| | UP2K ^d | APBD 2 | - | | NICE | Donor (ADB) | 2010 |
| | APE ^e | APBD 2 (ADD) | 2012 | | PPIP ^f | APBN | 2011 |
| | P2KP | APBN | 2009 | | Planning Support | Konsorsium LSM | 2006– |
| | SLPTT-UPK ^g | APBN | 2012 | | Graduate Village Development Scheme | Unram ^h | 2011 |
| | Gerhan ⁱ | APBN | 2010 | Lombokjaya (9 programs) | PNPM MP | APBN | 2010–2012 |
| | KBR ⁱ | APBD 2 | | | PNPM Generasi | APBN | n/a ^k |
| | Planning Support | LSM Formasi | 2010 | | NICE | Donor (ADB) | 2011 |
| | Developing Village | APBD 1 | 2012 | | PNPM Peduli | APBN | 2011, 2012 |
| Purworupo (3 programs) | PNPM MP | APBN | | | PUAP | APBN | |
| | P2KP | APBN | 2009 | | New Trees | Ornop | 2008 |
| | ADD Pemberdayaan | APBD 2 | 2010, 2011 | | KBR | | 2009 |
| Gayamulya (12 programs) | PNPM MP | APBN | 2010–2012 | | PNPM Pariwisata | APBN | n/a |
| | BUMDes ^l | APBD 1 | 2011 | | ADD Pemberdayaan | APBD 2 | n/a |
| | PPIP | APBN | | Kenari (7 programs) | PNPM MP | APBN | n/a |
| | Graduates in Villages | APBN | 2010 | | PPIP | APBN | n/a |
| | Home Repair | APBD 2 | 2012 | | PIK Paket ⁿ | APBD 2 | n/a |
| | KBR | APBD 2 | 2011 | | PUAP | APBN | n/a |
| | BUMDes | APBD 1 | 2011 | | | | |
| | Jides ^m | APBN | 2011 | | | | |
| | Gerhan | APBN | 2011 | | Desa Siaga | APBN | n/a |
| | Developing Village | APBD 1 | 2010 | Prima Kesehatan | APBD 2 | n/a | |
| | ADD | APBD 2 | 2010–2012 | BUMDes | APBD | n/a | |
| | TPKW (simpan-pinjam) | n/a | 2010 | | | | |

| Village | Program | Sumber | Tahun |
|---------------------------|----------------------------|-------------|------------|
| Banyuono (7 programs) | PNPM MP | APBN | 2010–2012 |
| | PLAN | Ornop | 2007–2012 |
| | PUAP | APBN | 2011 |
| | Desa Siaga | APBN | 2010 |
| | KBR | APBD 2 | 2011 |
| | ADD | APBD 2 | 2010–2012 |
| | Developing Village | APBD 1, 2 | 2010 |
| Bandungan (7 Programs) | PNPM MP | APBN | 2010–2012 |
| | PPIP | APBN | 2011–2012 |
| | Pamsimas | APBN | 2009, 2011 |
| | Developing Village | APBD1, 2 | 2012 |
| | ADD | APBD2 | 2010–2012 |
| | PUAP | APBN | 2009 |
| | Goat husbandary | APBD 2 | 2012 |
| Sambit (5 programs) | PNPM MP | APBN | 2010–2012 |
| | ADD | APBD 2 | 2010–2012 |
| | Desa Siaga | APBN? | n/a |
| | PUAP | APBN | 2011 |
| | Developing Village | APBD1, 2 | 2011–2012 |
| Sukapura (9 programs) | PNPM MP | APBN | 2009–2012 |
| | PNPM Integrasi | APBN | 2012 |
| | PNPM Generasi | APBN | 2009 |
| | Agriculture and husbandary | APBN | 2011 |
| | NICE | Donor (ADB) | 2010 |
| | Saving Cattle | APBN | 2012 |
| | Food Security | APBN | 2011 |
| | Social Restructuring | APBN | 2012 |
| | PPIP | APBN | 2012 |

| Village | Program | Sumber | Tahun |
|----------------------------|--------------------------------|--------|-----------|
| Panaipanai (9 programs) | Community Development (Comdev) | CSR | 2012 |
| | P2MP* | APBD 2 | 2010 |
| | PNPM MP | APBN | 2010 |
| | Mandiri Pangan | APBN | n/a |
| | PUAP | APBN | n/a |
| | PPIP | APBN | 2009 |
| | P2KP | APBN | 2012 |
| | Sarbina* | APBD 1 | n/a |
| | Gernas Kakao* | APBN | n/a |
| Barujaya (8 programs) | PNPM MP | APBN | n/a |
| | PPIP | APBN | n/a |
| | Mandiri Pangan | APBN | n/a |
| | P2MP | APBD 2 | n/a |
| | PUAP | APBN | n/a |
| | P2KP | APBN | n/a |
| | Gernas Kakao | APBN | n/a |
| | PNPM Pascakrisis | APBN | n/a |
| Sukasari (8 programs) | PNPM MP | APBN | 2010–2012 |
| | PPIP | APBN | 2010 |
| | Mandiri Pangan | APBN | 2009–2012 |
| | P2KP | APBN | |
| | Stimulan (P2MP) | APBD 2 | 2010–2012 |
| | Lambung Pangan | | |
| | Desa Paripurna | APBD 2 | 2012 |
| | PUAP | APBN | n/a |

| Village | Program | Source | Year |
|--------------------------|----------------------|-------------|------------|
| Daratan (4 program) | PNPM MP | APBN | 2007–2012 |
| | PNPM Generasi | APBN | 2010–2012 |
| | PNPM PPIP | APBN | 2011, 2012 |
| | PNPM Paska Krisis | APBN | 2010 |
| Nusaindah (8 program) | PNPM MP | APBN | 2007–2012 |
| | P2SPP ^a | APBN | 2008 |
| | PNPM Integrasi | APBN | 2011 |
| | PNPM Generasi | APBN | 2010 |
| | NICE | Donor (ADB) | n/a |
| | Perukap | | n/a |
| | WFP | Ornop | n/a |
| | Pemprov ^t | APBD 1 | n/a |
| Panjang (8 program) | PNPM PISEW | APBN | 2008–2012 |
| | PPIP | APBN | 2009 |
| | PUAP | APBN | 2011 |
| | Keserasian Sosial | APBD 2 | 2011 |
| | Cow procurement | APBD 2 | 2011 |
| | YMP | Ornop | 2009–2012 |
| | Bedah Desa | APBD 1 | 2012 |
| | ADD Pemberdayaan | APBD 2 | 2009–2012 |

| Village | Program | Source | Year |
|---------------------------|----------------------------|--------|------|
| Randu (6 program) | PNPM MP | APBN | n/a |
| | Stimulan (P2MP) | APBD 2 | n/a |
| | UPPKS ^r | APBD 2 | 2011 |
| | Comdev | CSR | |
| | PUAP | APBN | 2010 |
| | Gernas Kakao | APBN | n/a |
| Galunggung (8 program) | PNPM MP | APBN | n/a |
| | PPIP | APBN | n/a |
| | P2KP | APBN | n/a |
| | PUAP | APBN | 2010 |
| | Baruga Sayang ^u | APBD 1 | n/a |
| | Prima Kesehatan | APBD 2 | 2010 |
| | Jides | APBD 1 | n/a |
| | BUMDes | APBD 2 | 2010 |

Source: From FGD and interviews.

^aAPBN: state budget

^bPamsimas: community based sanitation and water supply scheme

^cADD: village allocated funds

^dUP2K: household income improvement scheme

^eAPE: educational aids scheme

^fPPIP: rural infrastructure development program

^gSLPTT-UPK: integrated crop management field school- activity management unit

^hUnram: mataram university

ⁱGerhan: national forest and land rehabilitation scheme

^jKBR: *kebun bibit rakyat*

^kn/a: not available smallholder estate

^lBUMDes: village-owned enterprise

^mJides: village irrigation network

ⁿPIK Paket: subdistrict information package

^oP2MP: rural empowerment program

^pSarbina: graduate advisors national movement to improve cocoa production and quality

^qGernas Kakao: family income improvement scheme

^rUPPKS: program to develop participatory development systems

^sP2SPP: *program pengembangan sistem pembangunan partisipatif*

^tPemprov: provincial government

^uBaruga Sayang: family advice and development service center

PROLIFERATION OF EMPOWERMENT PROGRAMS: BENEFITS AND COSTS

In general, in terms of manager or funding source, these community empowerment programs can be divided into three categories: national government programs, local government programs, and NGO programs. In terms of activity, community empowerment programs can be categorized into programs focused on provision of infrastructure, programs focused on provision of capital support, programs focused on provision of training or support, and programs focused on provision of assistance in kind. A community empowerment program may have one or more of these types of activities. Although this study focuses on community empowerment programs in the past three years, it may be that a program has been running for longer, because it is implemented every year. Of the two categories of sample village (good integration and poor integration), there was no difference in empowerment programs, in terms of their number, types of activity, or source of funding.

2.1.1 Empowerment Programs from National Government

Community empowerment programs originating from national government are generally programs that are funded from the state budget, normally with a funding contribution from the region. These programs are run by the respective ministries or government agencies. Their activities take the form of physical development programs in rural areas, community capacity building, credit union schemes to help communities through groups, and/or revolving funds for community groups at the village level.

Some of these programs are under the PNPM “banner” and others are non-PNPM sectoral programs from ministries/government agencies. Of the empowerment programs under the PNPM banner, some are under PNPM Inti and others under PNPM Pendukung. PNPM Inti programs in the study locations include:

- PNPM MP,
- P2KP (the program has now ended, but the revolving funds scheme continues),
- PNPM PISEW, and
- PNPM PPIP.

PNPM Pendukung programs in the study locations include:

- *PNPM Generasi,*
- *PNPM Peduli,*
- *PNPM Integrasi,*
- *PNPM KP,* and
- *PNPM Penanggulangan Dampak Krisis.*

In addition, in the study area, there are also national government empowerment programs that are not under the auspices of PNPM. In fact, it could be said that almost all ministries have empowerment activities in the villages, although with different approaches. These programs include *Pamsimas*, Urban Sanitation and Rural Infrastructure¹³ (URSI), *Program Usaha Mina Perikanan* (PUM-KUBE) and UPPKS (see Appendix 1 for details).

All the research locations had at least one, and the same, empowerment program from national government, namely PNPM MP, which activities were implemented at the village level. Only one village in Lombok Timur did not have PNPM MP because this village already had another PNPM Inti program (PNPM PISEW).

2.1.2 Empowerment Programs from Local Government (Province and District)

Empowerment programs from local government (province and district) comprise empowerment programs that are funded from the provincial budget or the district budget. In general, these programs are translations of the vision and mission of the governor/district head. These local government empowerment programs do not differ much from the national government programs, namely, infrastructure development in rural areas and credit union schemes, including the provision of training.

¹³ *Sanitasi Perkotaan dan Infrastruktur Perdesaan.*

Community empowerment programs from provincial government are allocated to the districts by decree of the governor. As an example, the *Desa Berkembang* program in Central Java, is the brainchild of the governor, who uses the slogan “*Bali nDesa mBangun Desa*” (Return to the Village, Build the Village). Stimulus funding from the provincial government are transferred directly to the village governments and included in the Village Budget. In 2012, for example, each village received a transfer of IDR 100 million (transferred to 476 villages in 29 districts across Central Java). These are revolving funds which are managed collectively and become permanent village funds. In general, empowerment programs from provincial government are smaller than those from national government, both in number and amount of funding.

District government empowerment programs are funded and implemented by the district. An example is the ADD (Village Allocation Fund) that are disbursed annually to the villages. A component of the ADD is physical/infrastructure development that involves the village community. It also includes various kinds of training to meet community needs.

“Funds from ADD come from the district and are normally used for government-related development. But now there is an allocation from ADD for training, which is called ADD pemberdayaan (empowerment)” (interview, Sarimakmur village head, 15 October 2012).

Like the provincial government programs, the district empowerment programs are smaller than those from national government. District and provincial government empowerment programs in the study locations are presented in Appendix 2.

2.1.3 Empowerment Programs from Non-Governmental Organizations

In the research locations, empowerment programs from non-governmental organizations originate from international donors, NGOs and private company corporate social responsibility (CSR) schemes. In general, these programs take the form of support for local government or communities, credit unions for poor people, and, in small numbers, infrastructure development activities.

In the study locations there were fewer empowerment programs from non-governmental organizations than from national government or local government. In the sample villages, the largest number of empowerment

programs from non-governmental organizations in one village was two. Examples of this are ACCESS and Konsorsium LSM¹⁴ in Lombok Tengah and Formasi and PLAN in Kebumen. Most of these empowerment programs from non-governmental organizations are activities that take the form of support for district government and village government, except for a few activities, such as the Vale Community Development Program in Luwu Timur (which provides funding assistance directly to the community) and a program from the NGO YMP in Lombok Timur. Some of these initiatives from non-governmental organizations are implemented in partnership with local government. However, the role of local government is limited to undertaking supervision of the activities that are implemented by the non-governmental organization. Stronger forms of partnership exist, for example, in the Community Development Program in Luwu Timur, in which Vale, as the owner of the program integrates its planning and budgeting activities into the regular planning and budgeting mechanisms of village government, as the recipient of the funds. However, as this partnership model will not begin until the 2013 budget year, it is not possible to see whether this mechanism can actually work.

In terms of impacts, although the empowerment programs from non-governmental organizations are fewer in number, in terms of quality, villages that get support from non-governmental organizations have better program management capacity in general, and better program planning capacity specifically. An example is Sarimakmur in Kebumen District, which gets support from Formasi. In 2011, Sarimakmur won a national award for the Best Village in Participatory Development Planning. And since 2011, this village has had a social university, which is part of PNPM that offers training to other villages in development planning processes and village administration. Although not at the same level of “good”, other examples are Lalandu and Sukapura villages in Lombok Tengah.

Intensive support from NGOs tends to be more effective than regular support from local government (in this case, district government) or temporary support (for example, from PNPM facilitators) as in the examples above could indicate that community capacity building in villages cannot be done instantly using an inflexible, formal approach, such as that adopted by government or large-scale programs (like PNPM). This is because formal support from subdistrict government, for example, is provided by staff who do not have expertise in participatory approaches. Nor are they able to commit their time to the task. Program

¹⁴ NGO Consortium

facilitators (for example, PNPM facilitators) have the capacity to facilitate, but their time is very limited. Not to mention supporting the planning process at the village level and giving technical assistance to build the capacity of village government, they have difficulties even completing their main tasks. This was found, for example, in the findings of a study on the effectiveness of support provided by PNPM facilitators (Syukri, Mawardi and Akhmedi, 2013). Conversely, support such as that provided by the NGOs Formasi in Kebumen, YMP in Lombok Timur, and Konsorsium LSM in Lombok Tengah, is intensive and provided by activists who have the motivation and the time. A fluid approach that is not restricted by the hierarchical “structure” or “us (clever) and them (stupid)” mindset that typifies the formal support approach of government significantly increases the effectiveness of the support provided by non-governmental organizations.

The names of the community empowerment programs from non-governmental organizations in the study locations are presented in Appendix 3.

2.2 The Benefits and Costs of the Proliferation of Empowerment Programs

The proliferation of empowerment programs in the villages has affected the economic, social and political aspects of community life. Of the greatest impact on communities has been the benefits of empowerment and development activities. But the proliferation of empowerment programs has also brought costs for the communities, although these tend to be ignored because the benefits have been far greater. While the general public and program implementing agencies tend to share a common perception of the benefits, there are significant differences in their perceptions of the costs of program proliferation, which will be elaborated on below.

The research informants are of the opinion that the benefits and costs of program proliferation can be divided into two categories. First, the costs and benefits of program proliferation in the sense of the “multiplication” of these benefits or costs due to program proliferation. This category of benefits and costs can arise from just one program, when it is replicated. Second are the costs and benefits from program proliferation in the “strategic” sense. In terms of benefits, a program will complement and share with other programs. In terms of costs, a program might give rise to something specific. The same program cannot

give rise to these kinds of benefits and costs even if it is repeated in the same village. These second type of costs and benefits arise from the characteristics of the program itself, or from additional efforts to make a program and other programs interact.

As shown in the table of the consolidated benefits and costs, most of the benefits and costs that arise are in the first category. This indicates that essentially, the empowerment programs in the villages are relatively uniform in terms of their design, targets, and mechanisms. It also indicates that “additional efforts to create program interaction” have not been effective. Therefore, the benefits that the communities get from the different programs are much the same. This means that if just one of these programs were implemented in a village, but on a larger scale and for a longer period (repeated), the benefits would be the same as produced by multiple programs. Conversely, if these programs had been designed differently from the outset, with different goals and different targets, taking into consideration existing programs even with the same mechanisms, there may have been more strategic benefits between programs, with existing programs complementing each other. This situation would also be different if the integration, synchronization and harmonization between programs were effective. The second category of benefits of program proliferation will be discussed in Chapter IV.

2.2.1 Benefits of Program Proliferation

Based on information from the FGD with the general public and from program stakeholders, there is a range of perceptions about the benefits of program proliferation in the respective villages. As explained above, almost all the benefits that arose from the individual programs, not from a proliferation of programs that complemented each other. Where benefits of the second type did occur, these are discussed in the context of the benefits of program integration in Chapter IV. Perceptions of the benefits are summarized in table 4.

Table 4. Benefits of Program Proliferation

| Village | NP ^a | 1 | | | | 2 | | | | 3 | | 4 | | 5 | | | Total | | |
|------------|--|----|----|----|----|----|---|---|---|---|---|----|----|---|----|----|-------|----|---|
| | | A | B | C | D | E | F | G | H | I | J | K | L | M | N | O | | P | Q |
| Bandungan | 7 | √ | √ | √ | - | √ | √ | √ | √ | √ | √ | √ | - | √ | √ | - | √ | 14 | |
| Sarimakmur | 11 | √ | √ | √ | √ | √ | - | √ | √ | √ | √ | √ | - | √ | √ | √ | - | 13 | |
| Gayamulya | 12 | √ | √ | √ | - | √ | √ | √ | √ | √ | √ | √ | - | √ | √ | √ | - | 13 | |
| Banyuono | 7 | √ | √ | √ | √ | √ | - | - | √ | √ | - | √ | √ | √ | √ | √ | - | 13 | |
| Sambit | 5 | √ | √ | √ | √ | √ | - | √ | √ | √ | √ | √ | √ | - | - | √ | - | 13 | |
| Purworupo | 3 | √ | √ | √ | √ | √ | - | - | - | √ | - | √ | √ | √ | √ | √ | - | 12 | |
| Kenari | 7 | √ | √ | √ | √ | √ | - | - | - | - | √ | √ | √ | √ | √ | √ | - | 12 | |
| Sukapura | 9 | √ | √ | √ | √ | √ | √ | - | √ | √ | - | - | - | - | √ | √ | √ | 11 | |
| Barujaya | 8 | √ | √ | √ | √ | √ | - | - | - | - | √ | √ | √ | - | √ | √ | - | 11 | |
| Panaipanai | 9 | √ | √ | √ | √ | √ | - | - | - | - | √ | √ | √ | - | √ | √ | - | 11 | |
| Lalandu | 7 | √ | √ | √ | √ | √ | √ | - | √ | - | - | - | √ | - | - | - | √ | 10 | |
| Sukasari | 8 | √ | √ | √ | √ | √ | - | - | - | - | √ | - | √ | - | √ | √ | - | 10 | |
| Randu | 6 | √ | √ | √ | - | √ | - | - | - | - | √ | √ | √ | - | √ | √ | - | 10 | |
| Nusaindah | 8 | √ | √ | √ | √ | √ | √ | √ | - | √ | - | - | - | - | - | √ | - | 9 | |
| Galunggung | 8 | √ | √ | √ | - | √ | - | - | - | - | √ | - | √ | - | √ | √ | - | 9 | |
| Daratan | 4 | √ | √ | √ | √ | √ | √ | - | √ | - | - | - | - | - | √ | - | - | 8 | |
| Lombokjaya | 9 | √ | √ | √ | √ | √ | √ | - | √ | - | - | - | - | - | √ | - | - | 8 | |
| Panjang | 6 | √ | √ | √ | √ | √ | √ | - | - | √ | - | - | - | - | √ | - | - | 8 | |
| Frequency | | 18 | 18 | 18 | 14 | 18 | 8 | 5 | 9 | 9 | 10 | 10 | 11 | 5 | 11 | 16 | 3 | 12 | |
| A | More development | | | | | | | | | J | More even development among hamlets/sub-neighborhoods | | | | | | | | |
| B | More public facilities available | | | | | | | | | K | Opened business opportunities for women | | | | | | | | |
| C | Major village problems dealt with more quickly and more community needs met | | | | | | | | | L | Business loans/capital more available | | | | | | | | |
| D | More services (educational aids scheme, posyandu, health) | | | | | | | | | M | Women's skills improved through training | | | | | | | | |
| E | Easier and quicker access (transport) | | | | | | | | | N | More experience/knowledge from the many meetings | | | | | | | | |
| F | Increased incomes (decrease in transport costs and increase in commodity selling prices) | | | | | | | | | O | Increased community participation, including women and poor people | | | | | | | | |
| G | Increased economic activity due to better transport | | | | | | | | | P | Increased capacity of village government in development management | | | | | | | | |
| H | Increased land prices near to road development locations | | | | | | | | | Q | Residents, including women, are more used to attending meetings and expressing opinions | | | | | | | | |
| I | Increased opportunities for poor households in physical development activities | | | | | | | | | | | | | | | | | | |

Sources: Consolidated from FGD with groups of villagers at the village level .

^aNP: Number of programs in each village

PROLIFERATION OF EMPOWERMENT PROGRAMS: BENEFITS AND COSTS

The table above is a consolidation of the results of focus group discussions with groups of villagers. Because this information reflects the perceptions of the community, its quality may be debatable. Therefore, the figures in the table above are not set figures, but rather a general picture based on community perceptions.

As the table above shows, there are some types of benefit that in the opinion of the communities arose as a result of program proliferation. Benefits that were recognized by the communities in all the sample villages were that the proliferation of empowerment programs created more development in the village; created more public facilities; meant that major village problems were dealt with quickly; and made transport easier. The benefit least experienced by village government was an increase in the capacity of village government in managing development.

The village communities that perceived to have received the most benefits from program proliferation were the communities in all sample villages in Kebumen and Blora (12-14 types of benefit, or an average of 13 benefits per village), followed by the communities in the sample villages in Luwu Timur and Barru (9-12 types of benefit, or an average of 10.5 benefits per village). Communities in the sample villages in Lombok Tengah and Lombok Timur perceived to have received few benefits from program proliferation (8-10 types of benefit, or an average of 9.3 benefits per village). However, looking at the number of programs in each village, it appears that these perceptions of the benefits had nothing to do with the number of programs in the village. Purworupo village in Kebumen, for example, had just three empowerment programs in three years (2009-2012), yet the community felt that they had received many benefits from these three programs. Conversely, Nusaindah in Lombok Tengah and Lombokjaya in Lombok Timur have had more empowerment programs in the past three years (eight and nine programs, respectively), but they did not perceive to have received as many benefits as the community in Purworupo village did.

Naturally, in this section, the researchers are not attempting to quantify what happens in the field, but rather to simply illustrate that program proliferation does not always result in a larger range of benefits, although they could be of better quality. The above comparisons could be an indication that program performance is more important than the actual number of programs.

In terms of the benefits of proliferation in the sample locations that have good integration and those that have poor integration, there were no systematic differences between the two. There were no significant differences between villages like Sambit, Kenari and Panjang, which were selected as villages with poor program integration and implementation, and Bandungan, Galunggung and Lombokjaya, which were selected as villages with relatively good integration and implementation of empowerment programs.

Furthermore, if the table consolidating the perceptions of the communities about the benefits of program proliferation is simplified, these benefits can be divided into five categories:

1. increased number of physical facilities and improved quality of services,
2. improved access (transportation) and increased incomes,
3. evenly distributed development,
4. business capital and opportunities, and
5. increased community and government capacities.

Increased Number of Physical Facilities and Improved Quality of Services

These were the types of benefits most experienced by communities in the villages, both from the community's point of view and that of the program implementing agency. These types of benefits were also found in all the villages. It is not surprising that these benefits dominate, because various studies of PNPM programs, which account for most of the empowerment programs in the study locations, have found that most of their activities focus on development of public facilities in the villages, such as education, health, water supply and irrigation facilities, as well as roads and bridges. Many other programs also allocate funds for infrastructure development, as shown in Appendix 2, which provides details of the empowerment programs in the study locations.

As well as mentioning the availability of public facilities, the communities also felt that as a result of program proliferation, some major village needs could be met more quickly. These needs are typically prioritized for implementation over the five years of the village medium-term development plan. With program proliferation, needs that were scheduled to be met in the latter years of the plan could be met more quickly. Benefits like this were found in all the villages, to vary degrees of fulfillment.

Most of the major village needs refer to the provision of physical facilities and increasing incomes. As shown in the appendix of the main needs of the sample villages, despite a wide variation in the types of physical facilities needed, in all the villages infrastructure needs were top priority. This is very interesting, because even in villages considered well-off (like villages in Luwu Timur and Barru), the main needs were the same as those in poor villages (such as in Kebumen and Lombok Tengah). On the one hand, dependency on infrastructure may indicate lack of physical infrastructure in the villages; but it may also indicate that there are problems with the activity planning processes in these programs, or be an indication of the social dynamics in the community. As an example, the results of a PNPM MP impact assessment (Syukri, Mawardi, and Akhmadi, 2013) indicate that this tendency is also fueled by the perception that programs like PNPM are for the general public. Therefore, the general public should be able to make use of what these programs develop, and that means public facilities. Also, this report indicates that the tendency towards infrastructure is also caused by the bias of the non-poor and elites in the villages, and is also a means to avoiding social conflict.

Although not experienced in all villages (in 14 out of 18 villages), program proliferation was also believed to have improved the quality of services in the villages. In many cases, this improved quality of services was associated with better, more, or closer service facilities, in particular health and education services. In this case, the more programs that supported the provision of facilities such as *posyandu*, kindergartens, and early learning centers, the better the perceived quality of health and education services in the village. However, in a small proportion of villages, there was also improvement in services in the substantive sense, unrelated to physical services infrastructure. Examples

of these villages are Sarimakmur (Kebumen District) and Kenari (Barru District). In these villages, *posyandu* services included an educational aids scheme provided by local government. This meant that *posyandu* activities are not only associated with health services but also include an element of entertainment and education for infants. The following quotes illustrate the perceptions of these communities.

Because there are lots of programs, a lot of things have been built, like roads, which used to be all muddy but are now not bad at all. Even though (our village) is up in the mountains, the roads are in pretty good shape. Trucks carrying building materials can get up there. (Program Participant FGD participant, male, 37 years, Kebumen District, 13 October 2012)

Lots of programs, so lots of physical development, roads, drainage, mi... A kindergarten, and *posyandu*. If there was only one program, all that couldn't have been built. (Poor Women FGD participant, female, 27 years, Luwu Timur District, 15 October 2012)

I think that having programs like Prima Desa and Desa Siaga, and the development of a *posyandu* by PNPM, has really helped the community to access health services, especially pregnant women, babies and infants, and elderly people, too.... (General Public FGD participant, female, 28 years, Barru District, 30 October 2012)

Improved Access and Increased Incomes

As well as development of public facilities and services, there were also a great many empowerment program activities to improve access by building or repairing roads and bridges. This has enabled people to come and go to and from where they live. Road improvements in almost all of the sample villages, for example, enabled the communities to continue using motorbikes on these roads in the rainy season, and building bridges meant that people no longer had to ford rivers or take circuitous routes. Villagers were better able to access facilities such as markets, schools, and health facilities, in shorter times.

A resulting benefit from this improved access is increased incomes. People's incomes have increased because their productivity has increased (for example, in the rainy season, they are still able to get to their fields because the roads are not damaged, as in Randu village, Luwu Timur District), or because their economic costs are reduced, or the price of their commodities has increased because public transport is able to negotiate the roads so they no longer have to rent special vehicles to take their crops to market. Naturally, this is not always (perceived to be) the case. As the table above shows, only half or less than half of the sample villages experienced economic benefits from this improved access. This is because the decision to improve access or build roads/bridges is not solely based on consideration of the economic benefits, but also on social considerations (to avoid envy between beneficiaries or hamlets) or political considerations (elite capture).

Evenly Distributed Development

Another benefit of program proliferation is that more than one location can be developed in a particular year, which the communities perceive as fair. The data above suggest that in villages that have only a few empowerment programs, such as Purworupo, Banyuono, and Daratan, none of the informants perceived evenly distributed development as a benefit. Although it cannot be automatically assumed that development is unevenly distributed in these villages, this does indicate that the more programs, the more likely the community is to distribute the benefits to other communities or locations. However, in several villages in Luwu Timur that have many programs, there was no perception of development being evenly distributed, because, among other reasons, the village elites dictate the development planning process. More specifically, in two villages in Luwu Timur, several informants at the village level made direct reference to the authoritarian nature of the village head.

Even distribution of the benefits of development refers not only to geographical distribution (among hamlets or among sub-neighborhoods), but also to distribution among program beneficiaries (poor/vulnerable people). The latter is more relevant to empowerment programs that offer micro-credit, such as *Simpan Pinjam untuk Perempuan* (SPP)¹⁵, *Dana Stimulan*

in Luwu Timur, or *PIK Paket* in Barru. When there are two or more of these programs, more beneficiaries benefit. This was perceived by the informant as even distribution. However, in some villages, rather than even distribution among beneficiaries, what was reported was overlapping, with a single beneficiary receiving more than one type of credit. This happened, for example, in a village in Luwu Timur. "Actually, at the planning stage, there wasn't any overlapping, but at the user level, overlapping still occurs. For example, some people who got loans from the farmer group association (from PUAP), also got loans from *Dana Stimulan*" (interview, male, Village Secretary, 21 October 2013).

Business Capital and Opportunities

Another, equally large, benefit is easy access to capital. A fair number of empowerment programs in the sample villages focus on this, or have a component providing business capital assistance, especially to poor people. The largest program in this category is PNPM Mandiri, through the SPP program component. A proliferation of SPP-like programs offers villagers more beneficial range of options than borrowing funds from moneylenders or the like. Some informants even said that with the proliferation of capital support programs like these, moneylenders, 'mobile banks', and such like have disappeared.

... now a range of business development loans is available; it used to be the lenders that did the picking and choosing (Interview, male, 34 years, Barru District, 1 November 2012)

... there aren't any moneylenders or bank plecit (organized moneylenders) in this village anymore, not since the credit union program. (Interview, male, 47 years, Kebumen District, 12 October 2012)

There are lots of benefits, especially (from) the revolving funds. People can increase their incomes because they can get low interest business loans on easy terms. Before this program started, people had no choice but to borrow from moneylenders, at high interest and with no guarantees. (Interview, female, 37 years, Luwu Timur District, 21 October 2012)

¹⁵ *Women's Saving and Loan*

Some informants said that using the loan facilities of these various empowerment programs had been very helpful. However, for others, the fact that these loans had to be repaid was perceived as a burden. Therefore, as shown in the table above, quite a large proportion of villagers (8 of 18 villages) did not perceive capital support schemes like SPP as a benefit. In their opinion, these funds should not have to be repaid.

As well as providing benefits in the form of business loans, program components that offered low-cost loans were also perceived as opening up business opportunities for villagers. However, there are no data available on the number of beneficiaries of these loans who actually use them to strengthen existing business or start new businesses, rather than to buy consumer goods. Past studies of PNPM (Syukuri, Mawardi, and Akhmadi, 2013; PSF 2010) indicate that their numbers are few, not only because the amount of funds provides is not sufficient to develop a business, but also because there is not technical assistance on how to start a business, either from the program or another source. However, in several of the sample villages, there were initiatives to provide support and training, such as in Kenari in Barru District, and in villages in Kebumen. What was not found was coordination between programs so that they complement each other, for example, with program A providing loans and another program providing training.

While the benefits are more universal and can be accessed by both men and women, the benefits of capital support are, for the most part, enjoyed by women, especially under PNPM. Although men do not have direct access to business loans, this does not mean that they do not benefit from them. In fact, in many cases, it is the women who secure the loans, but the men who manage the funds and decide how they should be used.

Increased Community and Village Government Capacities

The proliferation of empowerment programs in the villages gives villagers more opportunities to be involved, as beneficiaries and as managers of these programs. According to the informants, inclusion in these programs has made them feel more able to do things than they had in the past. In simple terms, this ability can be divided into two categories: technical ability and practical ability. Technical ability is ability that is typically based on a principle/formula/theory and is typically obtained through a process of learning,

through training and support provided by programs to beneficiaries and to program managers. Practical ability is ability that is typically not based on theory and is obtained from first-hand experience in an activity or event.

According to the informants in the villages, they obtained both of these types of ability from the proliferation of empowerment programs. In the case of technical training, not many programs provide specific training or support to villagers in how to do or make something. As show in Table 4, only 5 of the 18 villages have had technical training activities in the past three years. Nearly all this skills training was for women, and included sewing, cake-making, organizing weddings, and so on. There was very little training for men in the sample villages, and the training that was provided was very simple repair shop training, which was provided by the youth group *Karang Taruna* in Kenari village, with support from Barru District government. For managers of programs under the PNPM umbrella, there are various program management technical training courses (bookkeeping, procurement, monitoring and evaluation, etc.) to equip them to manage the programs in their respective villages. In Kebumen and Lombok Tengah, there are local NGO (Formasi in Kebumen and Konsorsium LSM in Lombok Tengah) initiatives to provide training and support related to participatory planning.

The benefit of improved ability of the second type (practical skills), for the most part, is related to experience of involvement in program implementation. Information from the field indicates that for the general public, the practical skills that were improved were limited to confidence and the ability to speak and express opinions at meetings. For program managers, all the benefits were related to the ability to manage programs, which are also benefits of improved technical abilities.

Other benefits

Among the other benefits recorded from the interviews was the political benefit of giving the village head a "good name" or reputation. A good name is obtained by a village head who has managed to "bring in" a proliferation of programs to the villages, even though in fact this proliferation of programs was not solely due to the village being proactive. This good reputation will be an asset for the incumbent village head when it comes to being re-nominated at the next election, as these village heads in Lombok Tengah frankly explain:



Imam Zamroni

Women's village meeting in a village in Kebumen

Before I was village head, there were hardly any programs in the village. But after I was elected, I sought information about programs from the district. And here are the results, lots of development underway...(when the elections come round) the community will take that into account. They're bound to look at what has been achieved. (Interview, male, 45, Lombok Tengah, 22 October 2012)

Of course it has an influence (on the election). If lots of programs come to the village, the community sees this as the work of the village head. But I'm not doing it to get a good reputation or anything, I just want to build my village. (Interview, male, 35, Lombok Timur,)

Although this information was explicitly mentioned in two villages, in general, this could happen in all of the other villages. It is common knowledge that an incumbent who performs well will do well in every subsequent election.

Also worthy of mention are the benefits of this program proliferation to women and poor / minority groups. Recent empowerment programs have been based on the PNPM concept, which focuses on women and poor people. The activities carried out prioritize the interests of poor people, and women's groups are a proposer of activities and the target of certain activities. Although women's participation has yet to be maximized, the proliferation of programs was perceived to have

contributed to increasing women's participation, both as program beneficiaries and program implementers. However, as shown in Table 4, increased participation of women and poor groups to a level that the community feels is satisfactory was found in only a few villages. In these villages, women were genuinely involved in the various program stages, including planning and implementation of activities. Also, a number of women held key positions, such as chair/vice chair of the activity management team or community cadre. This was evident from a women's meeting that was attended by almost 100 women, which was among the largest number found in the field.

In Table 4, the boxes with no ticks for some villages does not mean that there was no participation of women and poor people; only that in these villages, there was no increase in participation, either as beneficiaries or implementers, of a magnitude that the informants perceived as significant. In these villages, although there were several active women, they were few in number and the women involved in activities tended to be the same. Therefore, with regard to women's participation, the main benefits of the proliferation of empowerment programs in the sample villages were from their being development targets, rather than from an increase in their role as development actors. Aside from the fact that division of traditional gender roles is still very entrenched, another reason for the disproportional participation of women in empowerment programs, as beneficiaries and implementers, is the typically uniform approach that these programs take, of promoting women's participation. As a consequence, in locations where it is difficult to promote women's participation, it is the same handful of women who are forced attend the various different activities.

For poor people and minorities more specifically, their situation is much the same of women, as described above. The more empowerment programs, the more opportunities they have to benefit, for the most part as program targets, not actors. Minorities have even enjoyed the benefits of program that do not target them specifically, such as in Kenari village.

"The ones that benefit most from evenly distributed development, in all the hamlets, are the poor people." (Poor men FGD participant, male, 40, Barru District, 23 October 2012)

Table 5. Participation of Women and Poor People in Empowerment Programs

| Village | NP | A | B | C | D | E | F | Key |
|------------|-----------|----------|----------|----------|----------|----------|----------|---|
| Sarimakmur | 11 | √ | √ | √ | - | - | - | NP: Number of programs per village A. Creates business opportunities for women B. Builds women's skills through training C. Increases the participation of women and poor people in development activities D. Increases the knowledge of women and poor people about development programs E. Women are now used to attending meetings F. Women are used to expressing opinions |
| Purworupo | 3 | √ | √ | √ | - | - | - | |
| Gayamulya | 12 | √ | √ | √ | √ | - | - | |
| Banyuono | 7 | √ | √ | √ | √ | √ | √ | |
| Bandungan | 7 | √ | - | √ | - | - | - | |
| Sambit | 5 | √ | - | √ | - | √ | √ | |
| Sukapura | 9 | - | - | √ | - | √ | √ | |
| Lalandu | 7 | - | - | - | - | √ | - | |
| Daratan | 4 | - | - | - | - | - | - | |
| Nusaindah | 8 | - | - | - | - | - | - | |
| Lombokjaya | 9 | - | - | - | - | - | - | |
| Panjang | 6 | - | - | - | - | - | - | |
| Barujaya | 8 | √ | - | - | - | - | - | |
| Sukasari | 8 | - | - | - | - | - | - | |
| Panaipanai | 9 | √ | - | - | - | - | - | |
| Randu | 6 | √ | - | - | - | - | - | |
| Galunggung | 8 | - | - | - | - | - | - | |
| Kenari | 7 | √ | - | √ | - | - | - | |
| Frekuensi | 10 | 4 | 4 | 8 | 2 | 4 | 3 | |

Source: Compiled from FGDs with groups of villagers

2.2.2 Costs of proliferation

As well as having benefits, the proliferation of empowerment program is also perceived as creating costs. In terms of the party bearing the cost, the information received about the costs arising from the proliferation of empowerment programs can be divided into three categories: costs borne by the general public, by program actors in the village, by the village administration. In terms of cost type and frequency, most affected are the general public, followed by village government and/or program actors. However, this gives no indication of the significance of the cost. This means, although the informants reported costs,

as shown in Table 5, not all the informants perceived these as costs, or what they had perceived as a cost had been compensated by results achieved. In some cases, villagers and program actors felt that they had borne a particular cost, particularly when related to a financial or in-kind contribution.

As Table 5 shows, there are several types of cost that the informants perceive to have arisen as a result of program proliferation. Unlike the benefits, of which certain types appear in all the sample villages, no type of cost appears in all villages. The three types of cost shared by the most communities in the sample villages (appearing in 13-15 sample villages) were allocating

Box 1. Participation of Minority Groups in Empowerment Programs

Sennang is a beneficiary of a sewing skills course that was organised by the PNPM MP program in Kenari village. Unlike the other villagers who attended this course, Sennang – who was born in 1986 – is a man, although he looks and acts just like a woman. That’s why he prefers to be called *bencong* (‘gay’) than his own name. He doesn’t like being called that, but he’s used to it and can’t complain.

Initially, Sennang wasn’t allowed to attend the sewing course, because it was for women only. And Sennang, although he looks and acts like a woman, is nonetheless a man. But in the end, Sennang was accepted on to the course.

Despite being the object of frequent ridicule and abuse, Sennang has proved that despite his limitations and youth, he can be independent. In fact, he’s considered one of the best tailors in Takalasi subdistrict. Now he is the family breadwinner, for his mother and young sibling, who have lived with him since his father left and got married again. Sennang says that the PNPM sewing course saved his life.

Ku kenyya PNPM kasi’ naulle kapang de’gaga ujama (if not for PNPM, I wouldn’t have any work)

time to take part in program activities, clearing land, and making financial contributions. The costs that were mentioned least (1-2 sample villages) were providing refreshments for program activities, dealing with the resignation of other program managers, and the cost to the village government resulting from social envy.

Those that perceived the most types of cost were the communities in the sample villages in Kebumen and Blora, followed by villages in Luwu Timur and Barru. Conversely, villages in Lombok Tengah and Lombok Timur tended to have fewer costs. In this context, the number of empowerment programs in the village actually had no bearing on the types of costs perceived by the community. Among the villages that had many programs, some bore many costs; others, few. The same was true of villages that had few programs

Time and energy cost

The proliferation of empowerment programs means more time, energy and thought for planning. For villagers who live far away from the meeting place, especially for village level meetings, there is also the cost of transport, which they must pay themselves. This cost is perceived by people in villages that are far from the subdistrict capital, because their transport options tend to be more limited and the hamlets/ settlements tend to be more spread out. According to a correspondent from Kenari village, Barru (male, 50 years, 31 October 2012), every time there is a development planning meeting in the village, the villagers who attend must pay their own fares. As a result, only a handful of villagers from distant hamlets are willing to attend the meetings, such as the respondent, who happens to have his own motorbike.

Meetings are also a burden to the villagers if they are held at harvest time or at other work times. At the hamlet level, this problem can be minimized by holding meetings at night, but at the village level, night-time meetings are difficult to arrange because of civil service office hours. According to a FGD participant in Sukasari, Luwu Timur (13 October 2012), these costs paled into insignificance when their proposals were approved and realized. Making sacrifices for meetings were perceived to be a cost when their proposals were not realized. This is also a cost for facilitators and the meeting organizers, because they have to explain to the community why their proposals were not approved.

Table 6. Costs of Program Proliferation

| Village | NP | A | B | C | D | E | F | G | H | I | J | K | Total Costs | Key |
|------------------|----|-----------|-----------|-----------|----------|----------|----------|----------|----------|----------|----------|----------|-------------|--|
| Sarimakmur | 11 | √ | √ | √ | √ | √ | - | - | - | √ | - | - | 6 | NP = Number of Programs |
| Gayamulya | 12 | √ | √ | √ | √ | - | - | √ | - | - | √ | - | 6 | A. Allocating time and energy |
| Banyuono | 7 | √ | √ | √ | √ | √ | - | - | √ | - | - | - | 6 | B. Clearing land |
| Randu | 6 | √ | √ | √ | √ | - | - | - | - | √ | - | √ | 6 | C. Financial contributions |
| Sukasari | 8 | √ | √ | √ | - | - | - | - | - | √ | - | √ | 5 | D. Contributing labor |
| Kenari | 7 | √ | √ | √ | - | - | - | √ | - | - | - | √ | 5 | E. Contributing building materials |
| Purworupo | 3 | √ | - | √ | - | - | √ | √ | - | - | - | - | 4 | F. Contributing refreshments |
| Bandungan | 7 | √ | √ | √ | √ | - | - | - | - | - | - | - | 4 | G. Responsibility for maintenance |
| Nusaindah | 8 | √ | √ | - | √ | - | - | - | - | - | √ | - | 4 | H. Resignation of managers |
| Barujaya | 8 | √ | √ | √ | - | - | - | - | - | - | - | √ | 4 | I. Village administration: giving advice about land clearing, etc. |
| Panaipanai | 9 | √ | √ | √ | - | - | - | - | - | - | - | √ | 4 | J. Village administration: social envy |
| Sambit | 5 | √ | - | √ | - | - | - | √ | - | - | - | - | 3 | K. Village administration: program consolidation and monitoring |
| Sukapura | 9 | √ | √ | - | - | - | - | - | - | √ | - | - | 3 | |
| Lombokjaya | 9 | - | √ | - | √ | √ | - | - | - | - | - | - | 3 | |
| Galunggung | 8 | √ | √ | - | - | - | - | - | - | - | - | √ | 3 | |
| Lalandu | 7 | √ | √ | - | - | - | - | - | - | - | - | - | 2 | |
| Panjang | 6 | - | - | √ | √ | - | - | - | - | - | - | - | 2 | |
| Daratan | 4 | - | - | √ | - | - | - | - | - | - | - | - | 1 | |
| Frequency | | 15 | 14 | 13 | 8 | 3 | 1 | 4 | 1 | 4 | 2 | 6 | | |

Source: Compiled from FGDs with groups of residents in the villages

A proliferation of programs also means more time, energy and thought spent when managing programs. The managers in the sample studies have to set aside multiple allocations of time, because some are managers for more than one program. This cost increases when a manager resigns before a program activity is completed.

More time, energy and thought are also expended when implementing activities. When activities are implemented, if the funds are insufficient, the villagers are normally required to contribute labor. They are asked to do development work for no wages. In Sambit village, Blora, the villagers were loath to contribute labor, so the village administration covered the cost by leasing out village owned land for a year. As well as being used to pay workers, this money was also used to buy additional building materials.

Clearing land

The proliferation of empowerment programs also requires that villagers make in-kind contributions. This is typical for empowerment programs that focus on infrastructure development. Empowerment programs like these do not allow grant funds to be used to purchase land, so the land on which the infrastructure will be developed must be provided by the villagers. In the sample villages, there were no standard mechanisms for this provision of land, and they relied solely on the willingness of the villagers on whose land the infrastructure would be developed. For the most part, the villagers are willing to offer their land voluntarily because it is for the public interest. However, this is a cost in itself because the villagers are sacrificing valuable property; and what's more, only a handful of villagers assume responsibility for this public interest.

This cost is added to if clearing the land necessitates traversing productive crops that are a source of family income.

The village administration also felt burdened by these demands for land, because they are the ones that must make sure that land is available. This burden was exacerbated if the villager concerned was reluctant or unwilling to hand over the land. In Sukasari village, Luwu Timur, for example, when villagers refused to allow their land to be cleared to build a connecting road, the earmarked funds were ultimately allocated elsewhere. In Panjang village, Lombok Timur, when the village government was unable to provide land to build a junior secondary school, the program was moved to another village. In the same village, villagers refused to give up land for a farm access road because they had not been properly informed. After the development was moved to another location and the benefits seen, these villagers were disappointed and asked for a road to be built on their land.

Financial contributions

Some infrastructure development also demands financial contributions from villagers, either because this is a part of the program mechanism or because the funds made available by the program are not sufficient to complete the development project planned by the community. In Purworupo village, Kebumen, for example, the estimated cost of building an irrigation dam was IDR 320 million, but in the 2013 budget, only IDR 180 million had been allocated. This meant that if they wanted to build a dam to the planned specifications, the villagers would have to contribute the funding shortfall of IDR 140 million. This had happened several times before in this village, such as when building roads required a contribution of IDR 25,000- IDR 250,000 per household, depending on vehicles ownership. In Sarimakmur, Kebumen, the villagers were asked to pay IDR 250,000 per household as a contribution to the bridge building fund.

These financial contributions do not stop when the activity stage has finished. Some infrastructure development requires additional financial contributions to pay for its maintenance. And the more programs a village has, the greater the financial contributions for their implementation and maintenance. Thus, some villagers are reluctant to accept programs that demand voluntary contributions.

Box 2. Enough of Self-Reliance

Sometimes it's fate that a community's basic need for health care facilities cannot be met by government alone. This is what the people of Lalandu village in Lombok Tengah believe. The proposal for development of a village polyclinic that they put forward at the development planning forum was never accommodated in the regional development plan, even though building a clinic was one of the priorities in their village medium-term development plan. The only health services in the village had been at the home of the village head, where facilities were limited. This meant that to deliver a baby, a woman would have to go to the primary health centre in Mujur or Ganti. "It's so expensive. Hiring a motorbike taxi, for example, is IDR 10,000. You can go on a motorbike if you're pregnant, but if you're about to give birth, you need to go in a car. That costs between IDR 50,000 and IDR 100,000," explained the Lalandu hamlet head.

They hit the jackpot in 2011 when the PNPM Generasi program offered them an opportunity to build a village polyclinic. "I was asked, 'are you ready or not to build a polyclinic?', and I said, 'yes of course, the community really needs one. We've been running a polyclinic out of the village head's house'," said the village head. The good news was that this chance came without the need to compete in the way that they would if the offer had come from PNPM MP. "If it had been under the MP program, we wouldn't have stood a chance. But under the Generasi program, we didn't have to compete," explained Jumalim, head of people's welfare in the village.

However, like other empowerment programs, building the village polyclinic under PNPM Generasi also required a contribution from the community. It was this requirement that turned out to be a problem. The percentage contribution required for this development was substantial; far greater than it would have been under the PNPM MP program. "It worked out as a contribution of more than 30%. Under the MP program the maximum is just 10%," said Jumalim.

Because they had already accepted the offer, and it was something that the villagers needed, the village meeting finally agreed to go ahead with building the village polyclinic together. Every day, each hamlet had to send at least two residents to work on the development. Unlike physical activities under other PNPM programs, the villagers had to work for free. And those who were unable or didn't have time to work on the development, were asked for contributions, either in cash, or in the form of bricks, sand or other building materials.

The experience of building the polyclinic made the villagers in Lalandu feel that they'd had quite enough of programs that required such a huge contribution. "We had no choice but to do it; it really was a burden. How much it cost...with the price of land and everything. So we've had enough; we don't want any more offers of physical development under the Generasi program," admitted Jumalim.

The perceived costs of the development process aside, the Lalandu villagers are now able to enjoy the village polyclinic that they built themselves. Pregnant and delivering women are able to make use of the facilities the polyclinic provides, and which include simple post-natal in-patient facilities. And it's not only the residents of Lalandu that benefit from the polyclinic; neighbouring village do too. "People from Kidang village use the facilities, too," said the Lalandu hamlet head.

Financial contributions also have to be made by program managers. Managers have to contribute to operating costs, because most programs have a very limited amount of funding, and managers are asked to coordinate work, which incurs administrative and transport costs.

Costs for poor people and women

Poor people and women are not spared these costs of program proliferation, although nominally, the costs to poorer people are not as great as they are to others, perhaps because they have no land, or only a little land, for clearing. Also, with regard to financial contributions, there are villages/hamlets that mean test contributions. For example, in Purworupo, Kebumen, several hamlets set different contributions for road development, at IDR 25,000 for ordinary households and IDR 100,000 for civil servants, plus an additional IDR 25,000 for motorbike owners and IDR 100,000 for car owners.

Costs for the village administration

As mentioned in the section on the cost of clearing land, the proliferation of empowerment programs results in the additional burden for the village administration of approaching villages whose land is going to be cleared for development. The proliferation of empowerment programs also created an additional burden for the village apparatus of the program managers do not provide regular updates on the progress of the program. This lack of information will make the reporting, coordination, monitoring and evaluation processes problematic.

III. INTEGRATION OF EMPOWERMENT PROGRAMS: CONCEPT AND INITIATIVES IN THE DISTRICTS



3.1 The Concept of Integration



Integration as a development concept is relatively new. It emerged in response to the growth of development programs using empowerment, social security, social assistance, and similar approaches. Since 2006, the government has been attempting to integrate community empowerment programs. This initiative involves promoting the integration of the empowerment program development mechanism with the regular development mechanisms that are managed by local government. This initiative is being piloted under PNPM MP through the Program to *Program Penguatan Sistem Pembangunan Partisipatif – P2SPP*. Through this program, integration is conceptualized in two domains: horizontal and vertical. Horizontal integration is conceptualized as the “integration of PNPM MP planning processes into the regular development planning process (*musrenbang*)”. Vertical integration is conceptualized as the synchronization of technocratic and political planning with participatory planning (*Tim Koordinasi Program Nasional Pemberdayaan Masyarakat Mandiri Perdesaan*, 2010: 10). This program has continued, and today includes several activities, including, strengthening of village finances by providing direct assistance to villagers, support to improve the quality of participatory planning by preparing or reviewing the Village Medium Term Development Plan, and developing communication and coordination between stakeholders in development, including legislative and executive stakeholders.

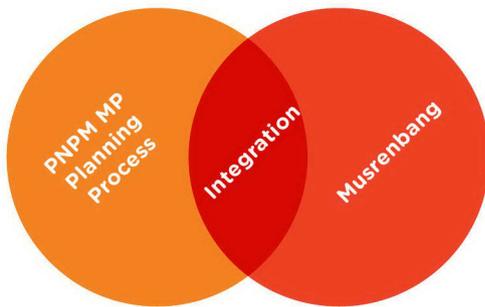


Figure 1. Horizontal Integration

Source: *Tim Koordinasi Program Nasional Pemberdayaan Masyarakat Mandiri Perdesaan* (2010: 10).

This initiative is expected to be able to integrate the various program planning processes into the regular planning processes in the villages through the village developing planning meetings (*musrenbangdes*), integrate participatory planning (program planning and village development planning) and technocratic planning (regional government work unit work plans), and integrate the two with local legislative assembly (DPRD) policy planning. All these planning processes are expected to be linked to each other in the regular processes, from hamlet to subdistrict levels. At the hamlet level, PNPM brainstorming activities are expected to be integrated with village mapping activities (*pengkajian keadaan desa – PKD*). At the village level, *Menggagas Masa Depan Desa* (MMDD)¹⁶ brainstorming activities under PNPM MP are expected to be a part (the basis) of the village medium term development planning process, and village planning meetings (*Musyawah Desa Perencanaan*) and women's group meetings (*Musyawah Kelompok Perempuan – MKP*) are integrated into the regular village development planning process. At the subdistrict level, *Musyawah Antar Desa* (MAD) Prioritas dan Pendanaan (inter-village meeting to set development priorities and funding) become a part of the subdistrict development planning process.

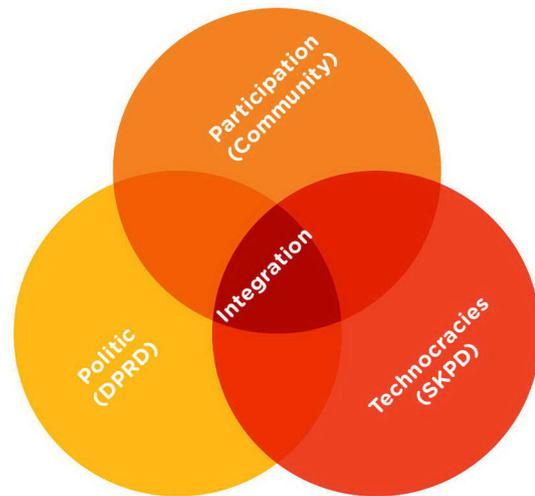


Figure 2. Vertical Integration

Source: *Tim Koordinasi Program Nasional Pemberdayaan Masyarakat Mandiri Perdesaan* (2010: 10).

Program planning processes that have been integrated into the regular village planning processes will be linked to the technocratic plans of the regional government work units at the subdistrict level at the subdistrict development planning forum. The regional government work units will present their work plans and the forum participants will give feedback. At the next stage, the regional government work units will be expected to bring the outputs of the subdistrict development planning forums to the regional government work unit forum at the district level for further discussion. This regional government work unit forum is expected to be able to accommodate more of the development proposals produced by the subdistrict development planning forums for inclusion in the regional government work plan and to be funded by the regional budget. The subdistrict development planning forum is also attended by members of the local legislative assembly from the constituencies in the subdistrict. As well as the outputs of the *Jaringan Aspirasi Masyarakat (Jaring Asmara)* mechanism, which is a formal DPRD mechanism for development planning for DPRD member constituencies, DPRD members are also expected to use the outputs of the subdistrict development planning process as a reference for their policy development planning. Thus, the subdistrict development planning forum is the juncture for four planning mechanisms that up to now have been quite separate (regular village participatory planning, program participatory planning, the technocratic planning of the regional work units, and the policy planning of the local legislative assembly).

¹⁶ *Discussion on Village Future*

The figure above shows that the focus of the integration concept that has been introduced by government is the planning process. However, according to the PNPM MP Integration Technical Manual, the planning process is only one of several aspects that need to be integrated. According to this manual, it is the participatory development system that must be integrated (Tim Koordinasi Program Nasional Pemberdayaan Masyarakat Mandiri Perdesaan 2010: 13); but planning is only one aspect of an integrated participatory development system. The other aspects are values, decision-making mechanisms, activity management mechanisms, accountability mechanisms, and actors. However, while integration in planning is conceptualized as “integrating and synchronizing”, the concept of integration for the other aspects of an integrated development system (decision making, management, accountability, and actors), focuses more on “transferring” the principles of these mechanisms to the same aspects of other development program/activity mechanisms. This means that integration is seen as a way of bringing the processes of decision making, management, management, accountability and actors of other programs/activities in line with PNPM MP processes. Therefore, it is logical that informants at the national level perceive the concept of integration as including integration of planning per se.

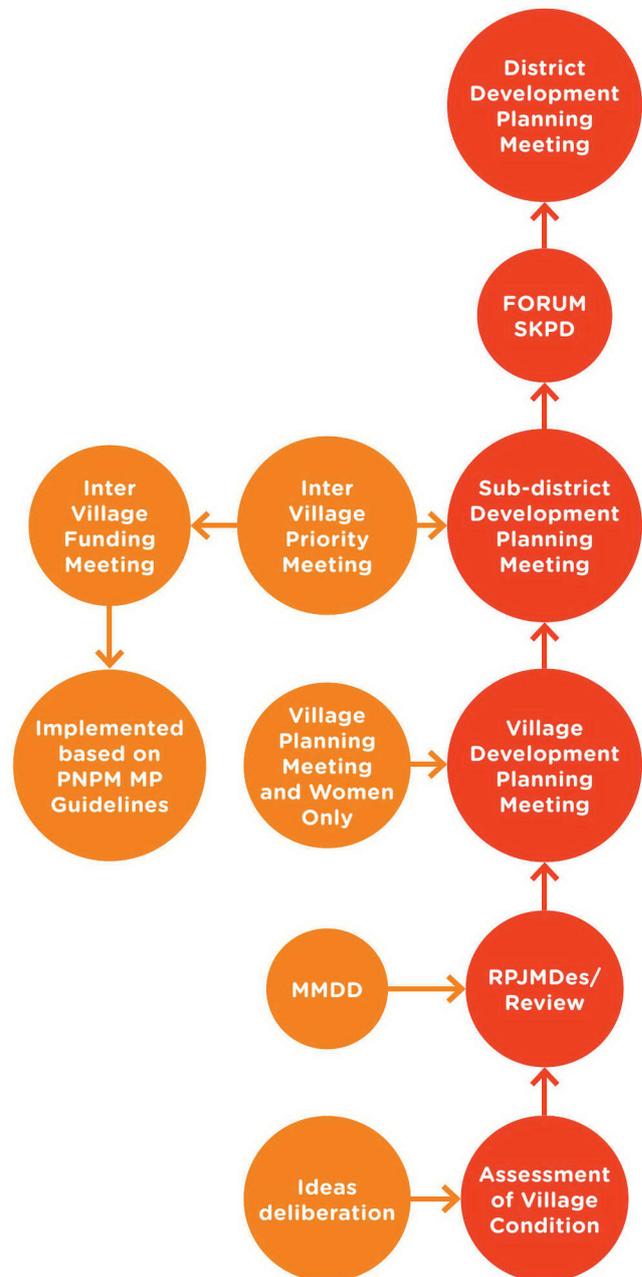


Figure 3. Integration Juncture

Source: *Tim Koordinasi Program Nasional Pemberdayaan Masyarakat Mandiri Perdesaan* (2010: 11).

The field findings suggest that integration of aspects other than planning is sporadic, in the sense that there is no specific model as there is for planning. Integration of implementation, for example, happens only in some cases; that is, in Kebumen and Barru, where two or more programs collaborated to meet a single village need because this need could not be met by one program alone. Apart from these examples, integration of other aspects was not found.

Based on this input from the field, integration can be conceptualized as divided into two: horizontal integration and vertical integration. Horizontal integration is integration between one empowerment program and others, at one level (national program with other national programs, regional program with other regional programs) or at different levels (national program with regional program). Horizontal integration can be divided into two: integration between temporary empowerment programs and regular development programs, and integration between different temporary empowerment programs. Vertical integration, meanwhile, is integration of participatory planning at the village level and levels above the village level (district, province, national). Vertical integration can also be divided into integration between participatory planning and technocratic planning by regional government work units (SKPD) and participatory planning and policy planning, which is driven by the local legislative assembly (DPRD).

In terms of quality, this integration between programs can also be divided into two levels. First is integration in the sense of communication, which at a certain level includes informal communication between those involved in the program. This kind of integration happens mainly at the village level and is normally spontaneous and unplanned (certainly not planned on the basis of a policy instrument). There is also more formal integration: integration between programs or between planning (participatory, technocratic and

policy), which is intentionally planned, supported by various stakeholders (bureaucrats, politicians and civil society), and strengthened by a particular policy instrument. However, it is interesting that not all regions have effective policy instruments. Luwu Timur has two regulations that can promote integration and participation, but the quality of their implementation is not as good as Kebumen's, for example. Conversely, Barru District, has no policy instruments to promote integration, but is able to integrate, albeit to a limited extent.

Based on the field findings, the following could enrich the existing concept of integration described above:

1. The existing integration concept focuses only on PNPM MP. This is patently obvious from the concentration of PNPM Integrasi (P2SPP) on PNPM MP. Also, the integration technical manual is aimed solely at PNPM MP. Meanwhile, the other core PNPM programs, such as PISEW, PPIP, and PNPM DTK (for disadvantaged and special regions) are not burdened with the task of integrating aspects of their programs with regular development programs or other temporary development programs. Therefore, it is essential to expand the integration concept beyond PNPM MP and regular mechanisms, to include all PNPM mechanisms and regular mechanisms.
2. Expand the horizontal integration concept to accommodate existing practices relevant to integration between two or more different programs, including between PNPM programs and between programs (from donors, private sector and NGOs) that adopt the CDD approach.

3.2. Overview of Integration Initiatives in the Regions

The integration concept as described above, at a certain level, has been adopted in the regions, especially with regard to integrating PNPM MP planning with regular planning in the villages through the *musrenbangdes* village development planning process. For aspects other than planning, its adoption is still very limited. The reasons that actors at the lower level are reluctant to implement integration include, (i) their lack of understanding about what integration is and the importance of integration in the program implementation context, and ii) proliferation does not in fact have such negative consequences as some imagine. Although the general findings of this study indicate that the lack of synchronization and harmony between programs is not particularly marked, program inefficiency and ineffectiveness become issues when not all programs are properly synchronized. Conversely, when there are efforts to synchronize and harmonies these various programs, their efficiency and effectiveness improves. Unfortunately, not many regions that have initiatives to implement integration go beyond the processes described above, either in terms of horizontal or vertical integration.

In terms of vertical integration, the field findings confirm that the outputs of participatory planning from the villages (*musrenbangdes*) are seldom accommodated by local government into the regional technocratic plans (regional development activity plan and regional government unit work plans). In fact, in interview, many DPRD members said that regional government not only seldom accommodated the outputs of participatory planning, they were very rarely involved in the development planning processes in their constituencies. Also, the domination of programs from national government indicates the minor role of local government in meeting the priority needs of village communities. Thus, it is not surprising that empowerment programs have been the main instrument for addressing the main problems and meeting the priority needs of village communities. The immense popularity of programs like PNPM at grassroots is therefore understandable, given that this is the only program that really addresses the needs of local communities.

Although the general findings of this study indicate a lack of commitment and participation on the part of local government, some of the regions selected for this study have initiatives to step further forward. Kebumen, Luwu Timur, Barru and Lombok Tengah districts have tried initiating several initiatives, such as making regulations, policies and programs, to guarantee and strengthen integration. These initiatives will be described elsewhere in this report. Luwu Timur District has also initiated integration implementation of private sector CSR programs with the regular local government development program. Barru District has attempted to improve the quality of village medium-term development planning by forming a development planning team trained in participatory rural appraisal (PRA). These various initiatives will be discussed elsewhere in this report.

3.1.1 Integration of Regional Government Thought and Policy

In this study, in principle, there are quite marked differences between those districts categorized as 'good' and those categorized as 'poor'. In districts that are categorized as poor (Blora and Lombok Timur), there are very few initiatives to promote vertical or horizontal integration in their regions. In district categorized as good, there are various initiatives to find ways to better integrate program planning with regular planning, and to accommodate community planning into technocratic planning in an effort to meet the needs of villages. These initiatives can take the form of policy making, programs, or simply coordinating implementation between programs. Following are several integration initiative good practices found in the field.

- Kebumen District. Policy related to village and regional planning in this district is governed by regulations of the district head. Subdistricts have program quotas to ensure that planning at the village level can be funded through block grants at the subdistrict level. The model of channeling programs to the villages is similar to the PNPM

model, because funds are disbursed through PNPM activity management units (UPK). Also, for 2013, a draft regional regulation on the regional community empowerment program has been prepared, funding for which has been approved for 2013. This program is intended as a revision of the subdistrict quota, and as a strategy in anticipation of the end of PNPM in 2014. The following description came from one informant:

Kebumen district government is drafting a regional community empowerment program (*Program Daerah Pemberdayaan Masyarakat - PDPM*), which is based on PNPM. PDPM is a program initiated by the district which gives quotas to the subdistricts. The PDPM quota a subdistrict receives will be based on PNPM. The program has been prepared for 2013 in readiness of the possible termination of PNPM in 2014. PDPM funds come from the provincial budget. (Interview, Head of Planning, Regional Planning Development Agency, Female, 44 years, 8 October 2012)

- Lombok Tengah District. On the regulatory side, this district has a regulation of the district head that contains guidelines for implementing village development planning. An initiative that has significantly promoted the effectiveness of vertical integration is the village information package (PID), which aims to provide introductory information to the villages about the programs that will be run by the regional government work units, and also functions to reduce the nomination of programs to be run in the villages.
- Luwu Timur District. To support the integration of community planning and technocratic planning, on the policy side, this district has Regional Regulation 9/2008 on participatory planning for villages/hamlets. However, this implementation of this regulation at the village level is not optimal due to the lack of resources and support from the district to the villages. To strengthen the optimization of this policy, a new policy is set to be introduced that will also regulate budgeting as a part of planning, as the following informants explained.

Perhaps next year (2013), because the planning and budgeting regulation is still being drafted; at the moment, it's at the consultation stage at the Bureau of Legal Affairs and the regional development planning agency. (Interview, DPRD member, male, 42 years, Luwu Timur District, 14 October 2012)

Also, in the form of a program, Luwu Timur District Government is running the stimulant fund or P2MP (*Program Perdayaan Masyarakat Perdesaan*), which is a revolving fund scheme worth IDR 350 million per village, which is strengthened by Decree of the Head of the Regional Community Empowerment Agency 21/2009 on P2MP technical guidelines. Luwu Timur district also has the *Program Desa Paripurna*, a program offers 'acceleration support' (support to accelerate development) to disadvantaged villages. Each year, three villages in one subdistrict are selected for this program. The program implementation mechanism involves regional government work units earmarking proposals in the village medium term development plan that are significant in terms of increasing village growth. According to one informant,

"From the district, there's the P2MP program, which since 2009 has targeted 99 villages in Luwu Timur District. IDR 350 million per village." (Interview, Head of Regional Community Empowerment Program, female, 52 years, Luwu Timur District, 22 October 2012).

Another informant said,

At the district level, there's no real integration, except for the *Desa Paripurna* program, in which all the regional government units, each in its respective sector, work together to deal with villages that are categorized as disadvantaged within a particular subdistrict. Having village medium term development plans has made the situation easier - the regional government work units look at the community's needs from the village development plan, and that's what is used as the basis. (Interview, Luwu Timur District regional development planning agency, male, 47 years, 9 October).

The *Desa Paripurna* program is considered a success by some. For this initiative, Luwu Timur won the Autonomy Award from the Fajar Institute of Pro Otonomi (FIPO), a pro-autonomy organization in the east of Indonesia under the flag of the Jawa Pos newspaper. Luwu Timur won this award for two categories: evenly distributed development and empowerment of the people's economy. At the village level, although communities have a positive perception of this program regarding its contribution

to village development, this cannot be taken at face value, because in these villages there was a proliferation of similar programs, such as PNPM Perdesaan, PPIP, PUAP, and so on. A separate study is needed to identify the actual impacts of these programs at the village level.

- Barru District. On the policy side, this district has just issued a regulation of the district head governing the *PIK Paket* program. Also, provisions concerning *PNPM Integrasi Kabupaten Barru*, which will function as the replacement for PNPM should it end in 2014, are currently being discussed. As far as the program itself is concerned, *PIK Paket* was launched in 2010 and was then postponed while SOPs were revised, and is expected to run again next year. Also, to promote stronger planning in the villages, since 2004, the Regional Community Empowerment Agency has provided a 21-day PRA training course for cadre in all villages. Since 2012, each village has had an average of seven village cadres highly skilled in facilitating village development planning meetings. These teams are typically dubbed “*Tim Musrenbang*” (Village Development Planning Team) by decree of the village head. Likewise, to run subdistrict development planning meetings, cadre delegates are selected from all the villages by decree of the subdistrict head. To guide the implementation of the development planning meetings, the Regional Community Empowerment Agency issues technical guidelines annually. Having these village development planning teams is perceived to have improved the quality of planning in the villages because the brainstorming process at the hamlet level (in some villages, this begins at the sub-neighborhood/RT level) is more effective with facilitators who are equipped with PRA skills. Before these teams existed, the ideas brainstorming sessions were usually facilitated by village/hamlet administrators or by community leaders that community/village administration deemed competent to facilitate these brainstorming sessions, despite having no expertise in this area. However, after several meetings, communities felt that village development planning processes facilitated by the PRA-trained team were not very motivating. This was because once they get used to participating in development planning meetings with a PRA approach, they could predict what the outputs would be. They tended to want to jump straight to the conclusions about the proposals without the bother of going through the PRA process again.

Regarding integration between programs, the regional planning development agency, local health authority, and regional community empowerment agency agreed to a scenario with the Japan International Cooperation Agency (JICA), which was to allocate a portion of the Village Allocation Funds of each village to developing sanitation infrastructure, with support from the Prima Kesehatan program, in a partnership between the local health authority and JICA.

Box 3. Integration in Kebumen

The integration that happens in Kebumen District was initiated back at the end of 2009, when the Village Community Empowerment Agency along with other relevant agencies worked with NGOs and the Plan International Indonesia Kebumen Program Unit to prepare a Poor, Gender and Child Based Participatory Village Development Planning Manual. This was followed by a collaboration between local government and Plan to run training of trainers sessions for village development planning facilitators at the district and subdistrict levels. Then, in 2010, local government worked with P2TPD to run training for Village Development Planning Working Groups from 52 target villages. That year also saw the integration of village development planning with PNPM MP, and preparation of village medium term development plans using the P2DP manual. In December 2010, all villages in Kebumen District had medium term development plans as a reference for development. Since then, Kebumen District has integrated PNPM Mandiri Perdesaan participatory development planning into the regular development planning system, including the village, subdistrict, and district development planning processes. This process of integration, as explained by the Head of Program Planning and Budgeting, Kebumen District Development Planning Agency, happened as follows:

The integration was facilitated by the regional development planning agency, village community empowerment agency, which were facilitated by the PNPM program, by accommodating participatory planning...Village communities had to be shrewd, and make sure that the activities they proposed were already in the regional government work unit work plans. So, when the regional government work units are doing their planning...for example...if a village...makes a proposal to the district...to save money...rather than using its Village Allocation Funds, any proposals that can be funded by the regional government work units can be put forward for the subdistrict quota, and if they aren't approved, only then do they use the Village Allocation Fund.

Regarding the integration process, when the village development planning meetings take place, proposals are made to the subdistrict development planning meeting, and any proposed programs that are already in the regional government work unit work plans are forwarded to the regional development planning agency...and then they choose...the ones that go to the regional government work units will be discussed at their forum, and the proposals from the subdistrict...might go to...PNPM, and their integration is discussed at the regional government work unit forum. When the PNPM and regular development plans are discussed, activities that are included in PNPM don't need to be funded...or if PNPM has funded this "road", then the rest of it can be funded from somewhere else, so saves money. That way there's integration without any overlap of activities...when integration is done at the planning stage.

To optimize the planning process in village communities, since 2004 the regional community empowerment agency has given 21 days of PRA training to village development planning facilitators, including extension workers, village community empowerment workers, and community members, with each village sending cadres every year. (Interview, Head of Regional Community Empowerment Agency, male, 52 years, Barru District, 3 November 2012)

To support community planning to address poverty, Barru District has the PIK Paket program. The SOPs are being designed now and the program is expected to be finalized by November 2012. (Interview, Head of Planning, Program Planning and Budgeting, Regional Development Planning Agency, male, 44 years, Barru District, 24 October 2012)

Phase 1 of Prima Kesehatan was in 2007-2010, and phase 2 is 2011-2014. Phase 1 involved three subdistricts, and in phase 2, all subdistricts and villages are included. The local health authority is responsible for the program, and its coordinators are in the finance department of the regional development planning agency, and the regional community empowerment agency. Phase 1 was supported by national government, and phase 2 was approved for sanitation infrastructure in the villages. It's financed from the Village Allocation Funds, because the main focus of the program is capacity building. (District FGD participant, male, 52 years, Barru District, 3 November 2012)

3.1.2 Factors Influencing Integration at the District Level

In essence, integration in the study locations, whether horizontal or vertical, is determined by several factors: (i) the strength of leadership at various levels, (ii) the strength of institutions, and (iii) the strength of civil society. With regard to strong leadership, the community perceives that the Luwu Timur district head is an avid supporter of vertical integration, in particular of ensuring that village needs are met. However, this strong leader encounters frequent operational difficulties due to the high turnover of local government staff, as one informant explained,

In terms of vision and mission, there's no doubt the district head is supportive, improving villages through development. Institutional coordination is still not optimal, because there have been lots of staff changes recently; like me, I've only been regional development planning agency secretary for six months. That's a constraint because these new people have to learn first so they can do their jobs effectively. (Interview, regional development planning agency secretary, male, 47 years, Luwu Timur District, 9 October 2012)

Despite having a strong leadership, in Luwu Timur it has not been able to maximize integration due to weak institutions and lack of support from civil society.

Things are a bit different in Barru District, where the leadership is strong among the regional development planning agency heads and regional government work unit heads. Although the institutions are still in the process of being developed and civil society is not particularly strong, in Barru district, vertical and horizontal integration has begun. Most people recognize the huge role played by the head of the regional development planning agency in this respect, "Everything promotes synergy and integration, especially the planning by the head of the regional development planning agency. He is absolutely determined that the outputs of the development planning process are accommodated in the regional budget". (Interview, subdistrict head, male, 43 years, Barru District, 3 November 2012).

In Lombok Tengah district, as well as fairly strong leadership from the head of the regional development planning agency, a relatively strong civil society also contributes to promoting vertical integration by facilitating the development planning processes in the villages and working with the regional development planning agency to “facilitate” at the district development planning meetings. This initiative was first rolled out in 2007, but only got going in 2010, as several informants explained,

On the planning side, in terms of harmonizing the interests of the various parties, at the development planning meetings we work with non-governmental organizations, which facilitate the process at the village and ward levels, in designing proposals that are completely objective and presenting problems and their solutions at the village level, because the domain of the regional development planning agency is actually planning. (Interview, head of regional development planning agency, male, 50 or so years, Lombok Tengah District, 8 October 2012).

We'd talked about and encouraged facilitation of village development planning meetings, but in 2007, they weren't interested. Only when there was an instruction from Jakarta did they want to integrate, and they called on us. Initially we prepared strategic village plans and the village medium-term development plans, and that's when we started promoting integration, but local government wasn't interested in doing it then. (Interview, Konsorsium NGO coordinator, male, 35 years, Lombok Tengah district, 28 October 2012)

The results of this initiative are evident in the cohesion in participatory planning at the village level, and in the responsiveness of local government in accommodating this planning by designing the *Paket Informasi Desa* or PID program. However, the degree of integration in Lombok Tengah falls short of that in Kebumen District. This is evident from the lack of integration of empowerment programs, either through the *Lemper Madu* program or integration of participatory and technocratic planning through the PID program. Among the reasons for this were the unpreparedness of program personnel and institutions at the local level, and the lack of supporting funds.

Conversely, Kebumen District has a relatively comprehensive model. As well as having strong leadership at the regional district planning agency and regional government work unit level, integration is also promoted by well established, efficient institutions and supported by civil society, which is involved in the community and district level planning processes, as several informants explained,

We've had a regional regulation for a long time, Number 54/2004 on community participation in public policy making. I was the one who drafted the regulation. Before it became a regulation it was discussed with the local parliament and others. (Interview, regional secretary, male, 46 years, Kebumen District, 9 October 2012).

In Kebumen District, the PPKB¹⁷ program is currently being run in cooperation with TKG¹⁸, but you can get more information about that from the person in charge of operations at district level, the head of capacity building. In general, all the community empowerment programs target poor households and most of the programs are aimed at poverty alleviation. (Interview, PNPM MP district facilitator, male, 51 years, Kebumen District, 9 October 2012)

I have NGO partners called Formasi and Plan International Indonesia. These two organizations provide absolutely fantastic lessons in community participation. They work together with our staff. We were the ones who drafted the manual - Formasi, Plan, and the village community empowerment agency staff. (Interview, regional secretary, male, 46 years, Kebumen District, 9 October 2012)

¹⁷ Pemberdayaan Perempuan dan Keluarga Berencana or Women's Empowerment and Family Planning

¹⁸ Tunjangan Kesejahteraan Guru or Teacher Welfare Support



IV. PROGRAM INTEGRATION AND DEVELOPMENT IN THE VILLAGES



4.1 Program Integration at the Village Level



Horizontal integration between development programs in the sample villages has, in general, been happening since 2010, in a variety of ways and at varying intensities. These variations exist between the villages, and even between villages categorized as having good integration and those categorized as having poor integration. And a village categorized as having good integration in a particular district/subdistrict does not necessarily have better program integration than a village categorized as having poor integration in another district/subdistrict. However, it can be said that in general the sample villages in Kebumen District have better program integration practices than the other sample villages. This is logical because program integration has been worked towards and had wider support in Kebumen District than in the other districts. Actors/programs that contribute to and support Kebumen government and community capacity building in development management are the USAID Local Governance Support Project (LGSP), World Bank Initiatives for Local Governance Reform (ILGR), the Coordinating Ministry of People's Welfare Strategic Alliance for Poverty Alleviation (SAPA), and the Ministry of Home Affairs P2SPP program. In addition, civil society support and the fact that this program integration is welcomed among the local legislative and executive bodies play a crucial role. For the most part, it is this civil society support that differentiates Kebumen District from the other sample districts.

Conceptually, program integration can occur at all stages of a development program, including planning, implementation, monitoring, evaluation and maintenance of the development outputs. In the sample villages, program integration generally happens at the program planning stage. On a limited scale, there is also program integration in a small part of the implementation phase, such as in the identifying of locations and beneficiaries. It may be that program integration across the implementation phase is still a matter for debate and regarded as difficult by many because each program has its own objectives, duration, and ground rules.

4.1.1 Integrated Development Planning

Development planning integration refers to programs in the villages synergizing with or referring to the planning of existing development programs in the village. Having village development planning is the first step or pre-requisite to integrating development planning. Hence, discussion of development planning integration must include discussion of the regular planning processes at the village level, the products of which are the medium term village development plan (five-year plan) and the village development work plan (one-year plan).

a) Development planning processes in the villages

Like the development process at the national level, the development process at the village level starts with planning. However, unlike the largely technocratic planning at the national level, planning at the village level has, in recent years, started to become participatory or involve the village community in mapping main problems and proposing strategies to deal with them. One contributing factor – as well as a technical guideline for its implementation – is Regulation of the Minister of Home Affairs 66/2007 concerning Village Development Planning. This regulation states that all villages shall hold meetings to prepare medium term development planning documents and divide these into several short term development work plans. At the district level, some leaders or regional governments also provide more technical guidelines through a regional regulation, regulation of the district head, or circular letter, as is the case in several of the study locations (see Table 8 in the Appendix).

Since 2010, several of the sample villages have introduced participatory planning to prepare village medium term development plans, as required by the above regulation of the Minister of Home Affairs. However, in various ways, many of the sample villages involved the community in development planning long before 2010. Of the 18 sample villages, 10 had done this before 2010; some starting as far back as 2004.

This planning process is done in stages, starting with meetings at the hamlet level, except in two villages in Kebumen and one village in Blora, which start the process at an even lower level, i.e. at the sub-neighborhood (RT) level. In most of the sample villages (12 villages), hamlet planning meetings only involved community representatives, community leaders, religious leaders, youth leaders, village health post cadre, RT heads, and the hamlet head. In a number

of other villages (6 villages), these meetings were conducted openly and all hamlet residents were invited. Also attending the hamlet meetings were the village planning team, which comprises the village head, village secretary, empowerment agencies, community leaders, religious leaders, Family Welfare & Empowerment (PKK) leaders, community empowerment cadre (KPM) and development planning facilitators. This team must attend all hamlet meetings in the village, so they must be held in turn. The next level is village development planning meetings (commonly abbreviated as *musrenbangdes* in Indonesian). As well as inviting village leaders and community delegates, such as community leaders, village government, representatives of village institutions, and hamlet delegates, the village development planning meetings also involve representatives of government and technical agencies at the subdistrict level. None of the village development planning meetings in the sample villages invited all the villagers.

In most of the sample villages, at the hamlet and village meetings, women were represented to a lesser or greater degree, in some cases up to more than 50%. Poor people were generally not invited specifically as representatives of a separate group, although usually some of the people attending the meetings were poor by coincidence. In Banyono village, Kebumen District, thanks to advocacy work by the international organization Plan Indonesia, youth delegates were also invited to the meetings. However, the youth delegates that did attend these development planning forums lacked the confidence to express or fight for their aspirations.

At hamlet meetings, the participants make a list of the hamlet's problems or needs and their strategies for addressing them. This list is then presented as a proposal at the village development planning meeting. At the village level meeting, all the hamlet proposals are grouped into four development proposal clusters: socio-cultural, infrastructure, economy, and government. All the proposals in each cluster are then ranked based on several criteria: (i) urgency, (ii) number of people affected, (iii) frequency, (iv) effect on increasing incomes, and (v) availability of potential to address the problem. This ranked list of proposals is then turned into a list of priority village needs, which are then taken to the subdistrict level meeting.

With the exception of Panjang in Lombok Timur, all the sample villages had medium-term village development plans; and all the sample villages had village development work plans. Most of the sample villages have had medium-term village development

Table 7. Characteristics of the Village Medium Term Development Planning in the Sample Villages

| Village | Starting year of RPJMDes*-RKPDes** | Factors Enabling RPJMDes-RKPDes Planning | Community Participation | Programs relevant to RPJMDes? | RPJMDes relevant to village problems? |
|------------|---|---|---|-------------------------------|---------------------------------------|
| Sarimakmur | 2006 | Regulation of the district head and facilitation from Formasi (NGO) | <ul style="list-style-type: none"> › Hamlet meetings attended by RT delegates (5 people: 3 RT leaders, 2 community leaders, including one woman). › Village development planning meetings attended by hamlet delegates | Yes | Yes |
| Purworupo | 2006 | Regulation of the district head | <ul style="list-style-type: none"> › All households invited to RT meetings › Hamlet meetings attended by RT delegates (5 people, including a poor household) › Village development planning meetings attended by hamlet delegates (15-20 people, including women and poor households) | Yes | Yes |
| Gayamulya | 2010 | Regulation of the district head | <ul style="list-style-type: none"> › Hamlet workshops attended by leaders and women's representatives (25 people in total). › Village development planning meetings attended by hamlet delegates | Yes | No |
| Banyuono | 2010 | Regulation of the district head and support from PLAN | <ul style="list-style-type: none"> › At the RT level, meetings are attended by men only (15-20 people) › Hamlet workshops are attended by leaders, women, secondary school children (because this village is supported by PLAN), etc. › Village development planning meetings attended by hamlet delegates (50-60 people) | Yes | No |
| Lalandu | <ul style="list-style-type: none"> › 2009 Village strategic plan › 2010 RPJMDes | Regulation of the district head and support from Konsorsium LSM | <ul style="list-style-type: none"> › Hamlet meets are attended by cadres, hamlet heads, RT heads, BPD, PKK, community leaders, youth group and LKMD (around 30 people). In Klongkong hamlet (the most remote hamlet) all residents are invited to the hamlet meetings via the mosque, and around 70%-80% attend (around 80 people) › Village development planning meetings attended by around 40 hamlet delegates (around 6 per hamlet) | Yes | No |
| Sukapura | 2009 | Instruction of the district head and support from Konsorsium LSM | <ul style="list-style-type: none"> › At the hamlet level, all residents are invited (30-50 attend) › Village development planning meetings attended by hamlet delegates: hamlet heads, BPD, religious leaders, community leaders, cadre, etc. (total of 30 people). | Yes | No |
| Nusaindah | 2010 | Motivation from PNPM MP | <ul style="list-style-type: none"> › At the village level, attended by 10 hamlet delegates plus religious leaders, community leaders, cadre and program managers. | Yes | No |
| Daratan | 2010 | Motivation from PNPM MP | <ul style="list-style-type: none"> › At the hamlet level, all residents are invited, and around 20 attend (community leaders, youth leaders, cadre, RT heads, hamlet heads) › At the village level, hamlet delegates (6 from each hamlet) and representatives of all groups in the village. | Yes | No |
| Sukasari | 2010 | Regional regulations 8 and 9 / 2008, and motivation from PNPM MP | <ul style="list-style-type: none"> › At the hamlet level, community representatives, community leaders, RT heads, hamlet heads › At the village level, hamlet representatives | Yes | Yes |
| Barujaya | 2009 | Regional regulations 8 and 9 / 2008 | <ul style="list-style-type: none"> › At the hamlet level, hamlet community representatives, including poor people, are invited. › Village meets are facilitated by the village head and authorities, and the hamlet heads, RT heads, community leaders and community delegates are invited to attend. | Yes | No |

| Village | Starting year of RPJMDes*-RKPDes** | Factors Enabling RPJMDes-RKPDes Planning | Community Participation | Programs relevant to RPJMDes? | RPJMDes relevant to village problems? |
|-------------|--|--|---|-------------------------------|---------------------------------------|
| Randu | 2010 | Motivation from PNPM MP | <ul style="list-style-type: none"> › Brainstorming sessions in the hamlet are attended by the hamlet head, RT heads, community leaders, youth leaders, women's leaders, teachers, and community delegates (active) › At the village level, meetings are attended by village administration, delegates of each hamlet including representatives of youth, community, women, religions, teachers, etc.) | No (those funded by PT Vale) | Yes |
| Panaipanai | 2009 | Regional regulations 8 and 9 / 2008 | <ul style="list-style-type: none"> › In the hamlets, all residents who are able attend the meetings › In the village, delegates from each hamlet attend the meetings | No | No |
| Kenari | <ul style="list-style-type: none"> › 2004: Musrenbang › 2010: RPJMDes | A development planning team trained in PRA | <ul style="list-style-type: none"> › In the hamlets, meetings are facilitated by the development planning team and all residents are invited using the mosque megaphone. › At the village level, hamlet delegates are invited to meetings. | No | Yes |
| Galung-gung | <ul style="list-style-type: none"> › 2010 › 2006 (not a participatory process) | Motivation from PNPM MP | <ul style="list-style-type: none"> › At the hamlet level, participants are the RT heads, community leaders, religious leaders, cadre, youth leaders, hamlet head, village head, and community representatives (around 20-30 people) › At village meetings there around 40 participants, 10 of whom "must be" women. The participants are delegates from two hamlets, the village administration and the subdistrict administration. | No (Baruga Sayang) | Yes |
| Village | Starting year of RPJMDes*-RKPDes** | Factors Enabling RPJMDes-RKPDes Planning | › Community Participation | Programs relevant to RPJMDes? | RPJMDes relevant to village problems? |
| Sambit | 2005 (prepared by the village administration) | Support from PPK | <ul style="list-style-type: none"> › At the RT level, through jemaah tahlil groups (men & women separately) › RT delegates invited to village meetings | Yes | No |
| Bandungan | 2011 | Motivation from PNPM MP | <ul style="list-style-type: none"> › Hamlet meetings attended by RT delegates › Village meetings attended by BPD, LKMD, community leaders, PKK, and women's representatives from each hamlet (total of 35-40 people) | No | No |
| Lombok-jaya | 2008 | Initiative of the village head | › Hamlet delegates attend three-day village meetings | Yes | Yes |
| Panjang | - | - | › (Preparation of RKPDes) Village meetings attended by 15 people, including hamlet heads, religious leaders, community leaders, cadres, and program managers | Yes | No |

Key: *Medium Term Village Development Plan, **Village Development Activity Plan

plans since 2010. A small proportion of villages, notably in Kebumen District, have had medium-term development plans since 2004, but at that time the planning was not participatory, but involved only village staff, under the supervision of the district government and the NGO Formasi. Preparation of the medium-term village development plans at that time was initiated by a district government policy that required all villages to have medium-term development plans, and made this a pre-requisite to receiving Village Allocation

Funds (*Alokasi Dana Desa* – ADD). A requirement to have a medium-term village development plan was also the policy of Lombok Tengah district government. In this district, some villages have been making strategic village plans since 2006, with support from Konsorsium LSM Lombok Tengah. In Barru district, participatory planning was initiated directly by the district government, which offers PRA training for village cadres every year prior to the village development planning meetings. In Lombok Timur district, there are

no enabling policies from the district; although several villages, such as Lombokjaya, have prepared village medium-term development plans on their own initiative. In this village, it was the newly elected village head who initiated this.

Table 6 does not reveal any pattern to the impacts from the various village development planning processes: for example, village development planning meetings that are attended by many people do not necessarily produce more relevant, better quality development plans. Also, the attendance of women does not guarantee that the outputs of the village development planning meeting will be gender sensitive. The aim of this study is not to assess the quality of medium term village development plans, nor does it have adequate instruments to do so; but in the focus group discussions (four, involving different community groups), there was a simple instrument for assessing the quality of these plans, which is based on the instrument for ranking village problems produced by the Director General for Empowerment of Village Communities. This instrument prioritizes a village's main problems based on five criteria: i) urgency, (ii) number of people affected, (iii) frequency, (iv) effect on increasing incomes, and (v) availability of potential to address the problem. The FGD participants were then asked to rank the village's main problems for the past five years and then check the extent to which they were accommodated in the medium term village development plan.

Regarding the match between the medium-term village development plans (and the village development work plan in Panjang) and the villages' main problems, the FGD participants were of the opinion that more often than not the village development plans did not accommodate the main problems (10:8). This means that some of the problems that the community perceived as priorities were not accommodated. Although some of the main problems mentioned by the FGD participants did emerge after the medium-term development plan was finalized, most of them were long-standing problems. This cannot fully explain the quality of the medium term village development plans, because the dynamics of the planning process at the meetings must also be taken into account. However, because a fairly significant number of villages are involved, this could indicate that the village development planning forums do not always produce ideal (good quality) medium term village development plans.

b) Integrating planning

Almost all the planning integration in the sample villages was initiated by PNPM MP. Since 2010, the PNPM MP program design has integrated its program planning processes with the regular village development planning process. This policy has also encouraged villages to adopt participatory development planning, in keeping with the empowerment concept promoted by PNPM MP. Thus, PNPM MP planning meetings are merged with village planning meetings, that is, the brainstorming sessions are merged with the hamlet meetings, the village forums (*musyawarah desa*) are merged with the village development planning meetings; and the inter-village forums (*musyawarah antar desa*) are merged with the subdistrict development planning meetings.

There used to be two planning processes. Now they've been merged into one. In the integrated medium term development plan, we mark which (activities) are (funded by) PNPM, and which are (funded from) other (sources). (Interview, male, 42 years, Kebumen District, 10 October 2012)

Whatever they are for, all proposals refer to the village medium term development plan because the PNPM and village planning processes are combined, so all the proposals are discussed at once and then taken to the subdistrict. (Interview, male, 41 years, Lombok Tengah District, 14 October 2012)

This program's policy of integration is a key factor in the integration of planning and preparation of participatory village medium term development plans. This is evident from the fact that the sample villages started making participatory village development plans and adopting integrated planning in 2010, despite the fact that the legal umbrella for participatory planning had existed since 2007 (Regulation of the Minister of Home Affairs 66/2007). In this context, the previous experience some villages had in making medium term development plans was an enabling factor that expedited the adoption of participatory planning and integration.

Once the village medium term development plan is finalized, integration between program planning and regular village planning continues with the matching of activities with the proposals in the plan. However, in positioning the village medium term development plan the only reference for program implementation, all the villages and subdistricts in the study have different

policies. Kebumen District is the only region that has adopted strict rules. For stakeholders in this district, referring to the village medium-term development plan is a form of acknowledgement and recognition of village autonomy, which is mandated by Law 32/2004 on Regional Autonomy. Thus, all programs that are implemented in villages must be relevant to the village medium term development plan. To secure funding from various sources, all village development proposals – whether originating from village government or community groups – must be accompanied by the village medium term plan as an appendix. Because the other districts in the study do not adopt such tight rules about referring to the village medium term development plan, provisions at the village level vary. While Barujaya village (Luwu Timur district) and Sambit village (Blora district) have regulations that programs in the village must be relevant to their medium term development plans, the other sample villages had no such regulations.

Here, everything has to be included in the village medium term development plan. Proposals have to be in the matrix that's in the plan, too. (Program stakeholder FGD participant, Kebumen District, 13 October 2012)

We've got a village medium term development plan, and all program activities and activities funded by the regional budget must be relevant to this plan, because it is a genuine reflection of the needs of the hamlet and village communities and their proposals. (Program stakeholder FGD participant, Luwu Timur District, 14 October 2012)

In Purworupo village, Kebumen district, the regulations about referring to the village medium term development plans are supplemented by tighter, additional rules. In this village, the community has agreed that programs coming into the village must abide by the scale of priority problems or proposals in the village medium term development plan. This rule primarily applies to programs that have been proposed by the village government/community and to programs that are managed by the village government/community, such as ADD and PNPM. However, we found no villages that rejected a program because it was not relevant to the village medium term development plan. Banyuwono village, for example, had rejected several programs, such as Pamsimas, PUAP and *Program*

Bantuan Petani, but not because these programs were not relevant to the village development plan. Rather, the village did not meet the Pamsimas criteria for water supply availability, and they were busy with the implementation of another program (*Program Desa Berkembang*).

In general, existing programs do not have to be integrated with or match the village medium term development plan in respect to their planning processes. Of the tens of empowerment programs found in the sample villages, only PNPM MP was strictly required to do this. Other PNPM core programs, such as PNPM PISEW, in Lombok Timur were not required to observe this rule.

In practice, all the programs in most of the sample villages were relevant to their village medium term development plans, and only one or two of the programs in a small number of other villages were not relevant. Table 7 shows that of the 17 sample villages that have medium term development plans, 12 have programs that are relevant to these village planning documents. For some of these programs, this is not purely a direct result of integrated planning, but partly coincidental, for example if the content of the village medium term development plan is very general and consists of a large number of proposals in order to accommodate all the hamlet proposals.

Most physical activities are directly relevant, in the sense that in the village medium term development plan there is a proposal that exactly matches the program being implemented, such as road or bridge construction. In terms of non-physical activities, the program might be relevant to the objectives of, or be closely related to activities contained in, the village medium term development plan. As an example, increasing job opportunities is an objective of the village medium term development plan, and the program being implemented is skills training.

The physical development activities (which are facilitated by PNPM and PPIP) explicitly mentioned in the village medium term development plan aside; other activities are not directly mentioned in the development plan but are related to increasing household incomes through the agriculture sector and other productive enterprises. (Program stakeholder FGD, Luwu Timur District, 13 October 2012)

Table 8. Relevance of Programs to Village Medium Term Development Plan (RPJMDes)

| District | Village | All Programs Relevant to RPJMDes? | Nature of Relevance |
|---------------|------------|-----------------------------------|---------------------------|
| Kebumen | Sarimakmur | √ | Intentional, per rules |
| | Purworupo | √ | Intentional, per rules |
| | Gayamulya | √ | Intentional, per rules |
| | Banyuono | √ | Intentional, per rules |
| Lombok Tengah | Lalandu | √ | RPJMDes amended |
| | Sukapura | √ | RPJMDes amended |
| | Nusaindah | √ | RPJMDes amended |
| | Daratan | √ | RPJMDes amended |
| Luwu Timur | Sukasari | √ | NA |
| | Barujaya | √ | Intentional, per rules |
| | Randu | X | NA |
| | Panaipanai | X | NA |
| Barru | Kenari | X | Coincidental |
| | Galunggung | X | Coincidental |
| Blora | Sambit | √ | Intentional, per rules |
| | Bandungan | X | NA |
| Lombok Timur | Lombokjaya | √ | Intentional, but no rules |
| | Panjang | Has no RPJMDes | |

There are two main reasons for existence of programs that are not relevant to the village medium term development plan: the lack of any binding rules to refer to the village medium term development plan, and the lack of any system governing the rights of villages to reject or accept programs after considering their relevance to the village medium term development plan. Currently, villages are just notified when a program comes to the village. In fact, none of the villages rejected a program because the village communities need many programs to address various village needs, and they feel that they are not getting a lot of programs.

The community has never rejected a program, because we need lots of development programs.... (Interview, male, 83 years, Blora District, 30 October 2012)

In principle, the village can decide itself whether to reject or accept a community empowerment program; but we've never rejected a program because we don't get that many. (Interview, male, 56 years, Lombok Timur District, 2 November 2012)

The situation is somewhat different in the villages of Panaipanai and Randu in Luwu Timur district. In these two villages, it is more likely that programs are not relevant to the village medium term development plan, because they have community development programs funded by a company to the tune of IDR 50 billion a year for communities in four subdistricts. To secure this funding support, communities only need to submit a proposal, which will most probably be approved by the company, regardless of the village medium term development plan. However, in July 2012, Luwu Timur district government and this company agreed to adopt the PNPM planning and implementation model. Based on this agreement, relevance to the village medium term development plan is one of the criteria in the selection of proposals from the communities.

Box 4. Community Development Program in Luwu Timur

The community development (ComDev) program run by PT Vale in Luwu Timur distributes a substantial estimated IDR 50 billion every year to four subdistricts in which the company operates. The mechanism for securing these funds used to be fairly simple: community groups could submit proposals that were approved by the village head, and if deemed feasible by Vale, the program would be run. Considering the impacts of this program, in 2012, Luwu Timur district government took the initiative to ask Vale to merge its community development program with the empowerment programs run by government.

In July 2012, through a workshop, Luwu Timur district government and Vale agreed that the community development program would adopt the PNPM approach to avoid overlapping and social envy in the community. This agreement was followed by the setting up of ComDev committees in each of the program's target villages and subdistricts. Members of these committees included village officials and community leaders, who were responsible for selecting proposals from the community, based on their respective village medium term development plans. Proposals selected at the village level were then re-selected by a subdistrict committee that considered the costs and the balance of programs across the villages. The proposals that are selected by the subdistrict committee will then be considered by the Vale CSR team for inclusion in the 2013 program plan. At the time this research was conducted, the process was at the stage of selection by the subdistrict committees.

Although this process is heading in the direction of program integration, many still believe that this will not be easy to achieve. Many aspects still need to be managed carefully if this integration is to be effective and targets are to be achieved, in particular to unify the various interests involved in the management of the ComDev program, as one member of the Vale CSR team explained:

So far we've been running the community empowerment program using our own approach, but there are other empowerment programs, such as PNPM, that take a different approach. The differences between the two models have resulted in different impacts on the target communities, and produced a difference of opinion between the community and government. Because these differences could create problems, the district government, in this case the district head, wants to integrate the two. In my experience, this will be a rocky road initially, because unifying two major interests – the company and the government – will be no easy task. (Interview, male, 38 years, Luwu Timur District, 28 October 2012)

Still in the context of integrated planning, programs that are not relevant to the village medium term development plan can be addressed by reviewing the development plan. This is done as a matter of routine in all the study locations to ensure that the village medium term development plan matches the outputs of PNPM planning, which is done two years in advance of regular development planning. Reviews can also be carried out to revise the village medium term development plan to match programs that are rolled out in the village. The latter is also done in all villages to a greater or lesser degree. In some villages, such as the villages in Kebumen District and in Sukapura, Lombok District, village medium term development plans may be reviewed only as a matter of urgency, for example to accommodate management of a disaster. The emergency conditions under which a village medium term development plan can be revised are set forth in a regulation of the district head, and are limited. In some other villages, the development plan can be reviewed and revised as and if there is a program that the village considers important but is not included in the medium term development plan. A simple example is Bandung Rojo village in Blora, which unintentionally received a biogas program. Although this program was not included in the village medium term development plan, because the opportunity was there, the village administration accepted it and then revised the development plan accordingly. Therefore, it is very likely that the village medium term development plan can be revised to accommodate any program that the village considers important.

All program plans must be in the village medium term development plan; a program that is not included in and budgeted for in the development plan cannot be accepted. If it's really urgent, then the village medium term development plan would have to be reviewed first. (Interview, male, 40 years, Sukapura village, Lombok Tengah, 12 October 2012)

Reviews are done so that programs that weren't funded the previous year can be included in the planning process, or if there are new activities that are crucial but are not included in the village medium term development plan. (Interview, woman, 39 years, Randu village, Luwu Timur district, 21 October 2012)

In Kenari and Galunggung villages, Barru district, when the village medium term development plans are reviewed to prepare the village development activity plan, the language used in the activity plan is also revised to match the terminology used in the plans of the technical government work units at the district level. This strategy is adopted because the language used in the village plans often differs from the language of technocratic planning, which makes it difficult to accommodate village plans in the regional government work unit work plans. The main reason for doing this is that the district is committed to accommodating the top priority community proposals generated by the subdistrict development planning process. To fill this gap, since 2011, Barru district government has been distributing the district government unit work plans beforehand to villages that are going to be doing development planning. In this way, the village governments can “adjust” their proposals to match the district government work unit plans. The advantage is that this speeds up the development planning process because village proposals match the district government work unit plans; on the other hand, this process can “emasculate” the participatory village development planning process. If ultimately, participatory plans have to be adjusted to technocratic plans, community participation in development planning loses its meaning.

4.1.2 Meeting Village Needs

In principle, the proposal of development activities by village communities through the development planning processes, from village to district level, is a part of the effort to meet the villages’ development needs. “A part of” because as well as through regular, formal proposal mechanisms in the development planning process, village communities also employ other informal, non regular methods, such as “approaching” certain parties, including local government heads, regional government work units, local parliament, national parliament, ministries, CSR programs, NGOs, and the villagers’ extensive networks. This alternative mechanism developed out of the communities’ belief that the regular mechanism for meeting village needs – through the hierarchy of the planning bureaucracy, from village to district and beyond – was not a particularly effective way of addressing village development problems. Thus, most of the villages in the study locations have worked to develop various other methods of securing multiple development programs.

a) Regular mechanism

‘Regular mechanism’ refers to the method of securing development programs through the *musrenbang* development planning process. This mechanism was found in all of the sample villages, because Regulation of the Minister of Home Affairs 54/2010 requires that all regions accommodate village plans. In fact, in some of the subdistricts selected for this research, this regular mechanism is not particularly effective, as indicated by the fact that district technocratic development plans rarely accommodate village plans selected by the subdistrict development planning process. Several informants estimated the rate of accommodation at 0%–40%. In many cases, in all the study locations, informants were generally of the opinion that the regular mechanism was exhausting for the communities and did not get enough support from local government. In fact, many believed that with regard to regular planning, there was a gap between the time and energy invested by the community and outputs of this mechanism. Often, the district government would run programs without taking into account the community proposals that had been discussed at the subdistrict development planning forums.

In my position, the most I could do is try talking to the subdistrict heads to get them to focus on the priorities in the subdistrict development plan. Because this is the crucial point that people in the district often use to justify their programs, even though in reality that’s not the case; it’s just a matter of interests. (Interview, head of Mangkutana Inter-Village Cooperative Board, male, 47 years, Sukasari village, Luwu Timur District, 21 October 2012)

Things usually come to a standstill at the district level, because nobody knows what the regional government work units use as a benchmark for prioritizing programs. (Interview, community leader, male, 42 years, Kenari village, Barru District, 31 October 2012)

Around 30 to 40 percent are accommodated in the village development work plan. Ultimately, the community feels that the village development planning forum is a waste of time. The regional government work units are sector focused, and should know what the villages need, but in reality that’s not the case.... (Interview, member of local parliament, male, 44 years, Lombok Timur District, 29 October 2012)

b) Non Regular Mechanisms

In the effort to meet the needs of the village that are not met through the regular planning mechanism, village governments and community groups in the sample villages typically approach various parties, including local government heads, regional government work units, local parliament, national parliament, ministries, CSR programs, NGOs, and the villagers' extensive networks. This approach is seen as more effective than the regular mechanism. Several village heads reckoned that most (one estimated up to 80%) development programs in their villages were the result of this approach. In principle, the success of this approach depends on the village head's personal networks and how pro-active the village head is.

The village head identifies a need, then contacts the relevant local government agency. Backed by the village medium term development plan, because it's difficult to get what you want unless it's in the village medium term development plan. Usually it's the village head who does this, coordinates with the government agency, then it goes to local parliament, but it's based on the village medium term development plan and the outputs of the musrenbang mechanism. (Interview, male, 38 years, Panaipanai village head, Luwu Timur District, 19 October 2012)

I also try lobbying the subdistrict and sometimes the district, even though nothing's guaranteed, because proposals that are selected at the subdistrict planning forums are often dropped because we don't have any representation in local parliament to fight for our proposals, so this lobbying is important if we want to get our proposals accommodated. Before 2009 we were okay, because we had two representatives in local parliament, but since then we've had nobody from this village. (Interview, male, 47 years, Sukasari village head, Luwu Timur District, 12 October 2012)

I'm close to the head of the agriculture and livestock agency, and I know most of them. What I usually do is prepare a proposal if there's a program that's definitely going to be given to me. If there's a meeting at the district, I don't like going cap in hand, but I'm close to the current district head, because I was on election campaign teams in two of the subdistricts. (Interview, male, 42 years, Nusaindah village head, Lombok Tengah District, 20 October 2012)

In several of the sample villages, attempts to secure programs are made not only by the village head but also by local parliament members. Local parliament members generally try to secure programs for their constituencies, among other reasons, to keep the political promises they made during the elections and to boost support for the next election. In addition, community members sometimes individually approach donors and companies operating close to their village for help to meet the needs of the village that are not accommodated via regular development planning mechanisms.

I have connections in national parliament, so when the people in Dapli ask me about roads or a water supply system, I tap into that network. Because that way we are given the authority to determine the location. (Interview, male, 43 years, member of district house of representatives, Blora district, 1 November 2012)

One program that resulted from being on the ball was the Plan International Indonesia empowerment program. The hamlet head lobbied Plan to support the village. (Interview, male, 35 years, Banyuono village BPD member, Kebumen District, 18 October 2012)

Vale's Comdev program is not a government program. It's not the village government that lobbies the company; rather each group submits proposals to Vale. Some are approved and some aren't. (Interview, village health post volunteer, woman, 47 years, Randu village, Luwu Timur District, 21 October 2012)

Box 5. Getting Programs is Easy

In the past three years, one village in Blora district has received various programs from national and local government, including community empowerment programs and support programs for other sections of the community. These programs include PNPM MP, a women's credit union program under the PNPM program, Desa Berkembang, and a biogas program.

The biogas program, which is run by the Blora district environmental affairs agency, aims to encourage people to switch from using kerosene to biogas produced from cattle or buffalo manure as cooking fuel. This program was launched in 2011 after the village head met a staff member from the environmental affairs agency. Securing this program was relatively easy because, unlike other programs, there was no need for meetings or competition at the subdistrict level. Instead, it began with the village head introducing himself and chatting to this staff member and asking him where he was from. He replied that he was from a village in Blora that was in the middle of submitting a proposal for a biogas program for his village and another village. The village head then asked if it would be possible to get his village involved in the program, and the response was it could as long as it made a proposal.

Returning home, the village head drafted a proposal for the biogas program to the district environmental affairs agency. After waiting several weeks, the funding was released and the biogas program was implemented in his village, with 14 biogas stoves for 14 households in the village. The stoves were given to families that had cows or buffalo, because the biogas is produced from their manure.

In some cases, programs come not from proposals but from offers, such as from national parliament, ministries, and regional government work units, which actively offer development programs to villages. In some cases, the offers are conditional on certain commitments from the community or the village receiving the program.

That's like the Rumpia hamlet head is organizing just now - the Ministry of Agriculture made the offer of an irrigation program, but on certain conditions. The community accepted it. Yes, there are certain commitments. (Interview, village secretary, male, 45 years, Kenari village, Barru district, 29 October 2012)

There's a program we got from subdistrict and district political party members as delegates of members of national parliament (PPIP program). (Interview, male, 36 years, Sambit village, Blora district, 29 October 2012)

By coincidence the village head met someone from the environmental agency "in a café", and was offered a biogas program. A proposal was made, and the village got a program for 14 biogas units (as a fuel subsidy). (Interview, male, 58 years, Sambit village head, Blora district, 29 October 2012)

4.1.3 Integrating Development

From various local experiences of vertical and horizontal integration, in general they can be categorized into two models: (i) structured integration, and (ii) improvised integration. In this report, integration is categorized as structured if preparations are made from the outset to effect program implementation and meet community needs. Generally, this structured integration is based on a clear policy or regulation, either from national government or from local (provincial or district/municipal) government. Integration is categorized as improvised if it is done spontaneously and sporadically in response to specific local conditions when the program is implemented. Structured integration is typically found in district government initiatives, while improvised integration is generally found in program implementation at the village level.

a) Structured integration

From the selected locations, various initiatives were found that could be categorized as structured integration. These included:

1. In Barru district, integration between *Prima Kesehatan* and ADD. The initiators were JICA, the district health authority, village community empowerment agency, and the regional development planning agency. The integrated components are planning and implementation. *Prima Kesehatan*, which aims to improve the quality of public health, is funded by JICA, but this support from JICA is only for consultants and capacity building through ToT at the subdistrict level involving representatives of primary health centers and health volunteers at the village level. The operating costs for the volunteers and the cost of implementing physical activities in the community are covered by the Village Allocation Fund (ADD).
2. In Kebumen district, integration between P2MBG and PNPM MP and Urban since 2007, initiated by the village community empowerment agency. There is also integration with regular programs, such as PKD (*Pos Kesehatan Desa*), which was a joint venture between PNPM and PKK (ADD), which in essence involves the village, through ADD, providing the village health post and PNPM providing the other equipment (educational games). Village health post volunteers were given training. This program was implemented in March 2012 after health post volunteers submitted a proposal to PNPM regarding their needs, typically equipment, facilities and training for volunteers. The integrated components were planning and implementation. The outcome was a village health post fully equipped with educational toys. Also in Kebumen district, Regulation of the District Head 117/2001 concerning the procedure for implementation of the subdistrict and district development planning processes, requires that the regional government work units attend the subdistrict development planning meetings. The aim of this regulation is to promote vertical integration of participatory planning.

3. In Lombok Timur District, integration between YMP (NGO) programs and PISEW, ADD, district public works, and the local water utility (PDAM). The integration was initiated by YMP, which coordinates all programs and other local government agencies. The integrated components are planning and implementation.
4. In Luwu Timur district, in August 2012, local government initiated a workshop with private company Vale to agree on a CSR model that adopted the PNPM planning method. The integrated component is planning. Each village has a village committee, and community groups submit proposals to the company via the village committee. The village committee verifies the proposals with the village medium term development planning documents. If the proposal matches the village medium term development plan, it will be forwarded for verification by the subdistrict committee, and if not, it will be rejected.

b) Improvised integration

In several villages, program integration is not restricted to matching incoming programs to the regular development plan, but extends towards synchronizing and supplementing activities across programs. These initiatives are typically undertaken by programs that have similar goals or fields of activity. Relevant aspects, such as activities, targets and activity implementers are synchronized through coordination between program implementers. In some cases, these initiatives happen by design in the planning phase, but are continued on into the implementation phase. Although integrated implementation is not generally the intention – rather it is to avoid programs overlapping, particularly in types of activity and target group – in practice these initiatives create integration in program planning and implementation. No initiatives were found to coordinate or synchronize monitoring, nor to integrate the various integration initiatives.

1. Sharing work

Integration in the form of work sharing occurs in programs that have the same types of activities and targets. In this case, program implementers at the village level make an agreement to share the work by scheduling activities to be implemented alternately, or for one program not to do certain activities while another program is doing the them. In this case, the program will instead implement other activities within the scope of the program. This type of integration was found in, for example, Lombok Tengah, because villages in this district, including the selected villagers, received PNPM Generasi and the NICE program, which share the same types of health activities and targets, including provision of supplementary food for infants.

2. Sharing targets

Some programs are integrated in terms of dividing up targets, either target location or target beneficiaries. Division of target location typically occurs in infrastructure programs, particularly road construction or repair. Division of target beneficiaries generally occurs in programs providing business capital, training, or in-kind aid. This is done either by constantly exchanging information or by clear division of groups, for example, by age.

3. Complementary activities

This kind of integration happens if there are two or more programs that have complementary activities. The types of activities vary widely, but include:

- a. Bridge construction—road construction;
- b. Development of village health posts—provision of equipment—activity support—provision of supplementary food and vitamins;
- c. Provision of skills training—provision of capital loans; and
- d. Equipment support—product processing support—marketing support.

This kind of integration can also occur if there is a village/community need that has not been met by one program. This typically occurs in infrastructure development programs that require more funding than the program makes available. If this happens, one type of infrastructure might be developed by several, clearly defined programs or funding sources.

In its implementation this type of integration has contributed to optimizing program benefits, as the program outputs are of better quality and program benefits are sustainable.

4. Managing several programs

In some villages, several people were found to be managing more than one program. According to the informants, this is largely the result of a lack of competent people who want to become managers. However, in one village, informants said this was done deliberately to facilitate coordination and avoid program overlap.

On the one hand, this practice can have negative effects, such as reducing the possibility of others participating, but on the other hand it can be positive because it facilitated coordination. To promote its positive side, this doubling up needs to be restricted, with due regard for regeneration, and there should be tight control by stakeholders.

5. Coordination between program managers

Program actors in several villages regularly hold informal, unscheduled – and sometimes unplanned – meetings. These meeting can act as a coordination platform for sharing information and ensuring that there is no overlap in the implementation of activities. This coordination can occur during planning and implementation, for the duration of the activity.

6. Coordination by village government

In several villages, village government took the initiative to hold coordination meetings of the managers of all programs running in their village. The main aim of this type of coordination is to prevent overlapping. However, there were also initiatives to integrate monitoring and evaluation activities.

4.2 Factors Affecting Integration in the Villages

The integration of community empowerment programs in the sample villages was significantly affected by internal and external factors. Both can be either enablers or disablers of integration. Internal factors include program design and procedures contained in each program's technical manual, similarity or compatibility of program goals and targets, and program dissemination. External factors can be categorized into three aspects: institutional, leadership, and civil society. The institutional aspect includes values, systems/mechanisms, and regulations. The leadership aspect includes attitude and understanding, initiative and coordination of the leaders of village institutions, and the leadership of program managers/ implementer at the village level. The civil society aspect includes availability and quality of human resources, collaboration, and self-reliance in planning, implementation, monitoring and evaluation of community empowerment programs in the village.

4.2.1 Internal Factors

a) Program design and procedures

The program design and procedures contained in the technical manual can be a factor enabling integration if geared towards adopting the concept of integration, such as PNPM MP. Since 2010, PNPM MP has been designed to accommodate regular planning done by the community at village development planning meetings. Therefore, PNPM MP has stopped planning activities internally, switching instead to strengthening regular village planning. This initiative involves integrating PNPM MP planning activities and village planning when the village medium term development plan is being prepared. After this plan is finalized, PNPM MP activities are aligned with the activity proposals in the village medium term development plan. PNPM MP facilitators also help to facilitate the village planning development meetings and the preparation of the village medium term development plan.

In addition, PNPM MP is also designed to be integrated with PNPM Generasi. This is evident from their program management structures, which are linked from national to subdistrict level. At the national level, both programs are managed by the same directorate under Village Community Empowerment. At the district and subdistrict levels, PNPM Generasi uses technical facilitators and activity management units from PNPM MP. At the village level, planning of the two programs

is also integrated. Since 2012, these two programs have undergone some separation, but according to program managers at the national level, this does not mean that the two are no longer integrated because the separation is limited to certain aspects of program management, mainly financial management. This is because as the programs have grown, the financial management side has become more complicated and can no longer be handled by a single institution.

Program design and procedures can also hamper integration if they do not encourage integration or there is no alignment between programs. In general, programs have their own, separate technical operating procedures. This, coupled with the sector-centric attitude of program managers, means that programs run separately and can even appear to be "in competition", in an unproductive sense. There is a tendency for program implementers to treat the technical manual as "law" that cannot be broken, amended or questioned. Some program implementers at the village level also feel comfortable implementing activities/programs alone. They do not want the bother of program integration, either in program implementation, or in its planning and budgeting. Some program implementers in sample villages in the districts where program integration was poor even said that they would be disappointed if the programs in their village were to be integrated. The programs would "clash" because they originate from different agencies, take different route, and are funded from different sources. (Stakeholder FGD, Bandungan village, Blora district, 29 October 2012).

b) Matching program objectives and targets

Have the same or matching objectives and targets could encourage programs to integrate in the planning and implementation phases. An example, the PNPM credit union component and the PKK credit union component of the ADD program could be integrated, and the beneficiaries of these two programs could be coordinated: poor people who received loans from the former would not be allowed to receive loans from the latter. Another example is the integration between ADD infrastructure program activities and PNPM MP activities, such as occurs in Kebumen. The two programs collaborated on the development of village health posts: PNPM MP constructed the buildings, and ADD Pemberdayaan provided the educational toys for the infants.

c) Socialization

Socialization is key factor in determining the successful implementation of a program. Proper, effective socialization that is able to communicate the program objectives and mechanisms in an appropriate way to stakeholders will drive and promote the effectiveness of program implementation. And vice versa if socialization is not done properly and effectively. In this study, it was found that not many respondents understood the concept of integration as defined in Presidential Instruction 1/2010. Apparently socialization of these legal provisions and their derivatives has been negligible, particularly among the implementers of empowerment programs in the villages. Program implementers do not have a clear understanding of the concept of integration, neither of its purpose and benefits nor of its technical aspects and mechanisms. This lack of understanding has led to the idea that integration means “amalgamating” or “merging” of programs, which for many seems impossible. This lack of socialization is found at all levels of local government, from officials at the district level to program implementers at the village level, particularly in districts where integration is poor.

4.2.2 External Factors

a) Institutional factors

Of the external factors, institutional factors are the ones that most influence integration in a region, because these factors can drive program implementers at the village level and communities to integrate programs. Among these institutional factors are regional regulations, at the district or village level, concerning integration or other matters that aim towards integration, such as participatory planning. Where these regulations are in place, a commitment to implement from the institutions under it tends to follow. However, of the locations of this study, Kebumen had the most regulations concerning participation and integration. In this location, there are even district and village provisions requiring that programs must match the village medium term development plan. That said, according to an informant from the village authorities, no program has even been rejected because it does not conform to the village medium term development plan.

In Lombok Tengah district the institutional factor is significant because there are people who are determined to integrate empowerment programs. In this district, there is a clear division of tasks among

regional government work units at the district level in terms of socializing program integration: for example the Village Community Empowerment Agency (BPMD) has this authority with regard to villages.

Another institutional factor that affects integration is district government policy that promotes community participation and improved village planning. This takes the form of support for village medium term development planning, cooperation between local government and NGOs to build capacity in village medium term development planning in Kebumen district, and training cadres to facilitate hamlet and village development meetings in Barru district.

An institutional factor that helps promote integration is meetings or coordination between local leaders. For example, in Kebumen, there are monthly coordination meetings between village heads and village secretaries, among others to advocate that village planning proposals be accommodated by district planning, and to share solutions to and experiences in handling village problems.

This institutional factor was found to be strong in all the sample villages in Kebumen district, and at the district level in Lombok Tengah and Luwu Timur. In all the other sample villages, this institutional factor was not strong enough to promote integration.

The existence of local government regulations and policies is vital to supporting the integration process because it can also motivate village heads and program implementers to implement integration. Without regulations, even if they wish to integrate programs, village governments and program implementers at the village level will be hesitant because there are no regulations to which they can refer to.

b) Leadership

In terms of leadership, the aspect that affects the implementation of integration in villages is the commitment, capacity and role of the leaders of institutions in the village in forging connections or integration between programs. Leaders here refer to the village head, chair of the village development planning team, program implementation team leader, leaders of institutions in the village, and community leaders in the village. The village head is a central figure because he/she has the functions of government administrator, community administrator, and development administrator. Through these three functions, the village head has the authority to coordinate the community at the village level, administer government, and coordinate development programs in his/her village.

Leadership aspects that can promote integration include (i) having stakeholders in the village that have the knowledge, desire and capacity to implement integration; (ii) a village head who has the capacity to coordinate activity managers; (iii) community leaders who take an active role in motivating and connecting program implementers; (iv) program managers at the village level (TPK and KPMD) who have the initiative to synchronize programs that have the same targets/goals; (v) a village head who has a non-structural team to do monitoring and support the village head, including to integrate programs; and (vi) the role of the PNPM (MP and Generasi) district facilitator in promoting and facilitating integration.

In all the sample villages, the leadership of the village head was a significant factor in whether or not program integration went well. In terms of coordinating programs, program implementers, and program beneficiaries, the leadership of the village head was a determining factor in the success or otherwise of program implementation. Program implementation will also be better if a village head has the full support of the community rather than just a portion of the community.

Leadership can interfere with the integration process if the leaders at the village level do not support or do not care about it. Also, a village head who is authoritarian and unable to accept constructive criticism can also be an obstacle. Program integration allows project activities and their budgeting to be more transparent. Thus, village heads who are not transparent and are corrupt are also a serious disabling factor in program integration.

If there's no commitment from that leader, there's no way integration of community empowerment programs will happen in Blora district. (Blora District FGD, male, 1 November 2012)

What's preventing integration here is that agreements are made at development program meetings; in particular the wishes of the hamlet head for a fair share of programs prevails. (Male, 42 years, Gayamulya, 18 October 2012)

c) Civil society

In the implementation of empowerment programs, the village community is the main actor and subject. The willingness, ability and enthusiasm of the community in participating in implementing programs greatly determine the course of an empowerment program, in particular efforts to integrate programs. The creation of such community conditions is in turn influenced by other factors, such as having support or facilitation.

From the civil society perspective, factors that encourage integration are: (i) community participation in village development planning processes; (ii) competent human resources; (iii) NGO participation in supporting village medium term development planning and building community capacity in planning and budgeting in the village; (iv) social envy/overlapping promoting stakeholders to think about integrating; and (v) the view or hope that with integration, the village/community will automatically attract additional development/program funding.

[The things that promote integration are] competent human resources, availability of natural resources, good community participation. And a very supportive village government. (Stakeholder FGD, Galunggung village, Barru district, 29 October 2012)

Enabling factors are having the human resource potential to adopt the principles of empowerment (for example support for clearing land), natural resources (local materials), and an active community and government. (Stakeholder FGD, Randu village, Luwu Timur district, 19 October 2012)

In general, human resources in the sample villages are lacking. Most villagers have only a primary education or have never been to school. This situation is exacerbated by the lack of socialization by stakeholders, which means that the community has little understanding of what program integration is.

...One obstacle might be that program managers and the authorities don't share the same view of how integration should work. (Male, Lembo Rano, 14 October 2012)

Pessimism on the part of the community about participating in empowerment program planning also hinders integration. Some villagers feel disappointed that their proposals have failed to be accommodated at the district level. They feel that proposing activities is useless because it will be a waste of time, because their proposals have failed to be accommodated or funded. Another factor impeding program integration is the community's perception that integration will close off any opportunities for the village community to get program support from private companies unless coordinated by the village.

4.3 Opportunities, Benefits and Challenges of Program Integration

As explained in the previous section, since 2010, development activities in most of the sample villages have been integrated in a variety of ways and to various degrees of intensity. Integration can happen at the activity planning phase, financial planning phase, implementation phase, or when targets are determined. Integration can be horizontal – between development programs at the village level, or vertical – between development programs at the village level and development programs at a higher level of government (subdistrict or district). This integration has created opportunities and benefits, as well as challenges, for the community, authorities, and for development activities in the village.

The type of integration that typically occurs in the selected village is integration between programs coming in to the village and regular plans contained in the village medium term development plan. Of all the sample villages, only one did not have a village medium term development plan, and of the 15 villages that did, not all required that other programs in the village match the village medium term development plan. However, in practice, even in villages that have no such rules, most programs that come to the village match the village medium term development plan. Hence, the benefits and opportunities from such integration are felt in almost all the sample villages, albeit to varying degrees depending on the type and intensity of the integration in the respective villages. This means that a village that has good integration will receive greater opportunities and benefits than a village where integration is poor.

4.3.1 Opportunities and Benefits of Integration

Following integration, almost all programs that come into the sample villages are compatible with the village medium term development plan. Because the village medium term development plan is prepared from an accumulation of proposals from the community at the sub-neighborhood (RT), neighborhood (RW)/hamlet and village levels, program activities that are more likely to match the needs of the village community, and consequently, problems can be dealt with more quickly. Medium term development planning that involves community representatives from all RT/RW/hamlets also allows for program planning and implementation to be wider and more evenly spread among the RT/RW/

hamlets according to the urgency and priority of the problem. Engaging the community in village medium term development planning, which in itself is the start of the integration process, has improved the quality of village development planning because it is built from an accumulation of the ideas and proposals of a large number of people.

Integrating planning does away with the need for each program that comes to the village to repeat the whole planning process. Previously, each time a new empowerment program was to start, planning meetings had to be held beforehand, at the RT, RW or hamlet, and then village level. This made the community fed up, especially if their proposals were then not accommodated at a higher level of government. With integration, incoming programs can bypass various stages of meetings, saving the villages involved in the planning time, physical and mental energy, and money.

Thus, there is no longer any major disruption of the community's economic activities. An informant from Sarimakmur village, Kebumen said that:

... the villagers were really fed up. There could be 2-3 meetings a month. And that was just for PNPM; it doesn't include the other programs like Pamsimas, RKP, ADD, and other development.... [Now there is program integration] everything is done at the annual development work planning meeting. It all saves time and materials. It saves on everything. (Interview, male, 40 years, Sarimakmur village, Kebumen district, 13 October 2012)

Integration is great because it means having only one meeting (for all programs)...it's really hard to get everyone together (Interview, male, 41 years, Kenari village program activity team, Barru district, 29 October 2012)

Integration between incoming programs and regular planning also means that development program planning in the villages is more organized and focused because it is based on one plan. In Purwodesa village, Kebumen, there is even an agreement that at village planning meetings incoming programs must take highest planning priority, to lend certainty to the order in which plans are implemented. Having a village medium term development plan as a development reference also makes it easier for the program

implementers to allocate the available budget. A health worker who doubles as PKK chair in Sarimakmur village, Kebumen said:

Integration facilitates planning if there is funding from a higher level (of government) because having a village medium term development plan means just picking activities by level of priority (Interview, female, 40 years, Sarimakmur village PKK chair, Kebumen district, 13 October 2012).

Integrated planning also allows for a more confident allocation of funding sources. In Kenari, Barru and Burworupo villages in Kebumen, for example, funding sources are allocated by the amount of the proposed budget: low budget activities are funded by ADD, medium budget activities by PNPM, and high budget activities by national government or the state budget. Funding sources are also allocated by type of activity; for example development of facilities are funded by a particular program, while services in the same facilities are funded by another program. This kind of integration, where funds are allocated from different sources for related activities makes programs more effective. In the sample villages in Kebumen, for example, funds are allocated from various program to support health activities: for construction of village health posts, provision of educational toys, provision of free vitamins, distribution of supplementary food, and provision of health workers. Thus, integration encourages programs to complement one another, thereby increasing the effectiveness and efficiency of public services, which in turn motivates the beneficiaries to actively participate.

Development program integration also prevents the targets (geographical target and beneficiaries) of programs from overlapping. This also means that programs are more evenly distributed. A FGD participant in Sukasari village, Luwu Timur explained:

PNPM and Dana Stimulan (Program for Seed Funding) coordinate, particularly on beneficiaries, as they do with PPIP. So what PPIP won't repeat what PNPM has done already...The advantage is that there won't be any multiple beneficiaries, because the managers at Dana Simulan use the data from SPP (PNPM) too. (Stakeholder FGD, Sukasari village, Luwu Timur district, 15 October 2012)

The arrival of new programs that are synergized with regular programs also has positive implications for implementation of development programs in villages. Several empowerment programs, such as PNPM MP, have used the principles of financial transparency and accountability. In turn, these principles are being adopted in regular programs, because program managers have greater awareness and because there are demands from the community, who are more aware about the development activities in their village. The empowerment program principle of engaging the community is also being adopted by regular planning, thereby strengthening development planning of the villages in general.

With integration in terms of planning, funding and targets, implementation of development programs in villages is more coordinated, more effective, and harmonized. Synergy between programs means the potential to create integrated poverty alleviation models, thereby contributing to the effectiveness of poverty alleviation efforts.

Integration also creates opportunities and benefits for women and poor people. Through the integrated planning built by village medium term development planning that adopts the concept of community participation, women's participation and the participation of poor people in development planning and implementation has increased. As described in the section on the benefits of program proliferation for women and poor people, the participation of these two groups in development since integration started in the sample villages differs from one province to another. This in turn has implications for the magnitude of the opportunities and benefits from integration for these groups in each selected province. In Central Java, participation by women and poor groups is high and increasing in all program activity phases. In West Nusa Tenggara, women are more often prioritized as beneficiaries, and in South Sulawesi, poor groups are participating more in planning.

4.3.2 Challenges

The concept of integration has been championed by government and others for years. Even national government created a legal umbrella in 2010, which was followed by regulations/decrees being issued by local governments or their leaders. However, understanding of the concept of integration among development actors and stakeholders at all levels of government still varies, and for the most part is lacking. In the study locations, the concept of integration was not fully understood by the informants. In locations where integration is poor, especially among stakeholders at the subdistrict and village levels, integration was interpreted very simply to mean amalgamating several programs. Even in villages where integration is good, the concept of integration tended to be understood only by the village bureaucracy and village leaders, while most villagers had no idea of its meaning, despite attempts during the interview and FGD processes to find an equivalent concept based on local understanding. This poses a challenge for growing the adoption of development program integration, which still requires broader and more effective socialization.

To promote the broad adoption of integration, socialization of the concept of integration needs to be accompanied by facilitation so that communities and stakeholders too can understand how integration works. In some study locations where integration is good, local government and/or civil society has been providing facilitation. However, in study locations where integration is poor, such activities are limited, and are even considered a burden by some of the agencies concerned.

The low capacity of human resources at the village level is also a particular challenge in implementing integration. In most of the sample villages, the level of education and capacity of human resources is very limited. As a consequence, there is a tendency towards doubling up of program managers, which makes for low regeneration. This could create a high level of dependency on just a handful of people, which puts the sustainability of integration, and implementation of the program itself, at risk. Hence, maximum effort needs to be made to socialize and facilitate integration, both concepts and practices, and to build community capacity, and make all those involved aware of the need for regeneration.

However, doing this presents its own challenges on the facilitating agency side. In regional government work units at the district level, personnel are frequently reassigned, and usually without adequate transfer of knowledge from the person being replaced to the person replacing him or her. This can interfere with the socialization and facilitation processes because it may be that the person who is expected to provide guidance on integration is a new person who has yet to get a firm grip of his or her duties.

Currently, the most common form of integration in the sample villages is integration between empowerment programs and regular programs, and, on a limited scale, integration between empowerment programs. These integration practices are constrained by sectoral and institutional egocentrism. Each program has its own mechanisms and rules, making synergy difficult. Meanwhile, village communities and governments also tend not to want to waste the opportunity to secure a development program, so even if the program offered is not compatible with the village medium term development plan, it will not be rejected.

Sectoral and institutional egocentrism also hampers vertical integration, even though horizontal integration at the village level that is not supported by vertical integration can make communities apathetic about participatory planning because their aspirations only go so far and are not realized in the implementation of development programs in their villages.

Another challenge to integration is government programs that arrive unexpectedly. Generally, this most frequently happens mid-way through or towards the end of the budget year. This is actually very common, as absorption of government budget tends to pile up at the end of the budget year. This continues even today (Ministry of Finance Republic of Indonesia, 2013). Some programs are unexpectedly offered, or even forced upon local governments, as the district governments of Barru, Lombok Tengah and Blora admit. Programs like these upset the rhythm of development planning in the regions, including villages.

Another challenge is that the integration that has been done so far tends to be limited to the planning component. The challenge is to extend integration to the implementation phase, even to the monitoring phase, so that implementation of development is more effective and efficient.

Integration that promotes community participation, particularly in development planning, has resulted in more and a greater variety of aspirations and proposals being put forward by communities. The challenge here is to be able to do accurate scoring in development planning to ensure that the proposals selected are really needed and that they will benefit all sections of the community without neglecting the program's main target. At the very least, proposals made should be captured and made into a basket of proposals that can be dipped into whenever development funds become available.

4.4 Integration and Building Community Capacity in Program Management

As described in the section on the opportunities and benefits of integration, integration has resulted in a reduction in the number of program planning meetings. On the other hand, integration that begins with village medium term development planning has promoted community participation in the planning and implementation of village development. Also, proposals made by the community that are incorporated in the village medium term development plan have a far greater chance of being realized as priorities, particularly if there is plenty of support for the program offered. This encourages the community to participate in all planning meetings. There is no evidence to support the hypothesis that fewer meetings will result in less community participation. Previously, because there were too many meetings and the proposals they produced were not always realized, only the village elites tended to go to the meetings, while ordinary people only turned up to one or two meetings. Since integration, a larger number and greater variety of villagers have been attending every meeting, at the RT/RW/hamlet and village level.

However, this increase in the number of people attending meetings does not mean that integration has successfully motivated people who had never been to a meeting to want to attend development planning meetings in the village. From information from the field, it can be concluded that before integration there were lots of meetings at the RT to village levels. Most villagers attended only one or two development meetings. Some villagers, described as “activists”, attended more levels of meetings in a particular program, and wider range of meetings (meetings for various programs). After integration, the numerous program planning meetings were integrated with regular planning, so villagers who had previously attended a variety of meetings at different levels and related to different programs, now attend only one development planning meeting – the village development planning meeting (*musrenbang*) – at the RT/RW/hamlet level and then at the village level. Thus integration has a greater impact on consolidating community participation in the regular village development planning process.

Integration is also assumed to build the capacity of villagers to communicate their aspirations at village development planning meetings. But this happens more often in locations that have adopted full integration of temporary program plans and regular village plans through the regular village development planning process, as in Kebumen, Lombok Tengah and Barru. This is understandable, because in locations where there is only one planning forum, the regular village development planning process is facilitated by program facilitators, mainly from PNPM, and in Barru district is facilitated by designated facilitators who have had PRA training. It is the support, motivation and technical facilitation from these facilitators that brings the regular village development planning meetings alive and makes them more participatory, and encourages more people to speak at the meetings than prior to integration. Also, in districts such as Kebumen and Lombok Tengah, the role of NGOs like Formasi and Konsorsium LSM is also significant in promoting participation in and the quality of the village development planning meetings. In these two districts, as well as getting support from the facilitators mentioned above, support is also provided by Formasi and Konsorsium LSM.

Thanks to this involvement of facilitators and NGOs, the communities appear to have a growing understanding of the importance of planning. The communities are encouraged to communicate not only their wishes, but also their needs. To strengthen the quality of the village development planning process in this way, NGOs in Kebumen working together with PLAN have published a village development planning meeting manual that focuses on poor people and children. In Barru, the *musrenbang* facilitator has a central role in strengthening community awareness of the importance of good planning: planning that is based on finding solutions to major problems that culminate in concrete program proposals, rather than just a wishlist. With the support of these actors, it is no surprise that there are claims that communities are now more able to prioritize problems and their solutions and then turn them into development program proposals.

For villagers who are involved as program managers at the village level, integration has improved their capacity to coordinate with other program managers. They coordinate to ensure that the targets (location and beneficiaries) of one program and another do not overlap. Avoiding overlapping of targets makes implementation of development programs more effective.

Integration has also motivated program managers to deliver improved services to the public. Because integration has encouraged activity planning and allocation of funding sources, program managers are also motivated to adjust them to ensure that the community gets more comprehensive services. As an example, in planning the development of village health posts, the program managers did not stop at constructing the buildings, but also planned for subsequent activities, such as providing health checks, educational toys, vitamins, and supplementary food for infants and pregnant women.

V. CONCLUSIONS AND RECOMMENDATIONS





5.1 Conclusions

Based on the above discussions, the following conclusions can be made.

5.1.1 Benefits of Empowerment Program Proliferation

- a. In general, communities feel that the more empowerment programs the better. This is because of the many benefits they get, such as more village needs being met, more facilities and better quality services, increased access and incomes, fair distribution of development, and improved access to capital and business opportunities. On the other hand, program proliferation was also seen as a cost to the community. These costs include the large number of meetings villagers have to attend, and the contributions in cash, kind (land) and labor they have to make. However, some villagers do not consider these as costs, especially those who are of the opinion that these costs are not consistently borne by the same villagers; for example, a particular villager might only attend one or two of the many meetings held by a program. The same perception towards cash and land contributions was also found. Interestingly, when the outputs of an empowerment activity in a village became apparent, all the villagers admitted that the burdens and costs they (villagers and program actors) had previously felt were outweighed by the benefits they obtained. This indicates that the outputs of development activities are something that many people really need.

- b. Proliferation is perceived by communities and program actors (facilitators and village activity implementation teams) to have increased community capacity in program management. However, there is no grand design from these various programs to systematically and synergistically/ collaboratively build the capacity of villagers in program management. This means that this increased capacity happened only because of the villagers' involvement in the respective programs, either as managers or simply as ordinary participants in program implementation. Programs that take an empowerment approach in general have mechanisms to ensure that women and minority groups benefit from the program. Although there are cases in which women and marginal groups are not formally affirmed in the program, either as program beneficiaries or as managers, there is an upward trend in the participation of women's and marginal groups and the benefits they derive from programs. One of the factors contributing to this is PNPM MP's broad presence in the regions, and in this program, women and poor/vulnerable people are formally affirmed.
- c. In general the elite (village officials and community leaders) in the study locations continue to play a dominant role. Although this elite capture is not to the extent of hijacking the decision making process, except in a few locations, such as one village in Barru district and one in Luwu Timur. In these cases, the elite are able to hijack the decision making process because of weak village leadership and/or low community participation.
- b. Integration between empowerment programs is not done systematically, except in a handful of cases, such as in two programs in Barru district (between the ADD program and *Prima Kesehatan*, which are both funded from the Barru district budget) in the development of health facilities and services.
- c. At the village level there are sporadic initiatives to synergize programs that have the same targets and beneficiaries.
- d. The general model of empowerment program integration in the sample villages is to have just one development plan per village. In this way, empowerment programs no longer make their own development plans in the villages, but follow the plan produced by the community at the village development planning meeting. However, in practice the policy of one village one plan is implemented differently. Some villages do have only one planning process (*musrenbang*), but others continue to have separate planning processes for program activities, as in Blora. This is because in Blora integration happens only at the inter-village meeting level, which is integrated with the subdistrict development planning process. Thus, at the hamlet and village levels, empowerment program planning is still carried out, in addition to the regular planning process.
- e. These integrated planning initiatives have been quite successful: of the 17 villages that have village medium term development plans, more than half consistently refer to this plan.

5.1.2 Integration Initiatives and their Outputs

- a. Most villages that have PNPM MP have partially integrated implementation of PNPM MP program, particularly planning, into the regular development process in the village. One village in Lombok Timur that did not have PNPM MP but had PNPM PISEW, did not even have a village medium term development plan, which is the basis for integration.
- f. Apart from in Kebumen district, reference to the village medium term development plan is not done consistently, and in some locations, it tends to be just a formality, because villages other than those in Kebumen make adjustments to their village medium term development plans so that incoming programs appear to be consistent with the village medium term development plan.
- g. Among the most difficult to integrate are programs/ activities from national government that arrive unexpectedly.

- h. There are no initiatives at the district level that encourage actors at the village level to synergize by forming program implementing organizations/ institutions at the village level. This is due to the lack of awareness of the importance of such initiatives.
 - i. At the village level, there are initiatives to avoid people occupying management positions in multiple program implementing agencies. As well as to distribute existing human resources, this initiative also aims to diminish the dominance of certain individuals in program management. Such initiatives are successful only in villages that have adequate human resources. In other villages that are poor and lack human resources, program manager positions tend to be filled by the same people.
 - j. There is an initiative from program actors in a village in Barru district to coordinate all empowerment programs in the village. However, this initiative failed because the other program managers were not keen on the idea, arguing that each program had its own mechanisms.
 - k. Districts that are categorized as having good integration (Kebumen, Lombok Tengah, Barru, Luwu Timur) have initiatives in the form of programs or policies to ensure that most proposals produced by the village participatory development planning processes can be accommodated in the district government work plan.
3. Socialization by programs that advocate integration, such as PNPM MP or national government programs such as from the Ministry of Home Affairs, to provide information about what integration is and how it works in order to avoid misunderstanding and dispel widely-held doubts as to the feasibility of integration. Because this view is widespread not only in the villages but also at higher levels, socialization needs to start from the top and go down to the village level. This should be done by those responsible for the PNPM program from the national level to village level, and by the relevant unit (village community empowerment) in the Ministry of Home Affairs.

b. External factors

1. Having regulations, institutions/forums that promote and facilitate integration or collaboration between programs, such as local government programs relevant to participatory development planning and regional regulations accelerating poverty alleviation; and having inter-village head forum, village poverty alleviation acceleration teams, etc.
2. Having government and NGO initiatives to improve the quality of village medium term plans by supporting the development planning processes and preparation of the village medium term development plans, as in Kebumen and Lombok Tengah, or appointing and giving training to village development planning meeting facilitators, as in Barru district. Improving the quality of the village medium term development plan, turning it from a simple wishlist into a plan for managing the village's main problems, makes it easier for incoming programs to refer to the plan because it is a reflection of the village's main problems.
3. Having a district head and village heads who have an understanding of and are committed to integration, enabling them to effectively coordinate the various programs that come to their villages. Also, level two heads at the district level play a vital role, including the heads of technical agencies/agencies, in particular the village community empowerment agency and the district development planning agency, as found in Kebumen, Lombok Tengah, Barru and Luwu Timur.

5.1.3 Factors Affecting Integration

a. Internal factors

1. Having a program design (only PNPM MP) that requires it to be integrated with village planning, and sharing common objectives and targets with other programs in the village.
2. Having technical operating procedures (TOPs). These TOPs vary from one program to another, making program managers at the lower level afraid of adopting innovations aimed at integration. Although the PNPM general guidelines aim towards integration, the program TOPs have not been adjusted accordingly. This issue also has to do with the commitment of each program to integration.

4. Having civil society groups (NGOs and community leaders in the villages) that have an understanding of and commitment to increasing the effectiveness of village development planning and implementation of empowerment programs. These are found in Kebumen, Lombok Tengah and Barru, and the villages categorized as having good integration in Blora, Lombok Timur, Luwu Timur and Barru.
5. National and local government commitment. There is a tendency for each ministry/agency to want to champion their own programs. There are concerns that integration will muddle programs and their agencies. This misunderstanding has arisen because there have been no efforts to communicate the integration format that has been promoted so far.

5.2 Recommendations

The above conclusions indicate that proliferation of empowerment programs has brought many benefits. However, integration further intensifies the benefits of this proliferation. Thus, these policies towards integration of empowerment programs should continue to be advocated. To strengthen integration, several things need to be done:

- a) Given the frequent misinterpretations about integration at local and national level, there is a need for **adequate socialization to improve the understanding of program actors and communities about community empowerment integration**. For programs under the PNPM Mandiri umbrella, there is a need for **explicitness in program implementation guidelines to promote integration between PNPM programs** in the same location.
- b) **For horizontal integration, that is, integration between ad hoc planning and regular planning, the quality of village development planning meetings needs to be improved in order to improve the quality of the village medium term development plan as the main reference for development planning in the villages**. This could be done through proper facilitation by professional and experienced facilitators. A quality village development planning meeting is one that adopts the principles of participation and equity, in the sense that the meetings are attended by all villagers, who actively express their opinions and aspirations without being dominated by particular individuals or groups. Alternative planning that has been initiated by some empowerment programs was basically a response to poor village development planning. It has been poor not only because in substance it has not reflected

the main needs of the village, but also because it is dominated by a handful of people. Thus, whatever has been written in the village planning documents is important, but those who drafted are subjective. To improve the quality of the development planning process, there is a need for policy affirming the participation of poor and vulnerable people. These two groups encounter various constraints (social, cultural, psychological, etc.) to participating in development planning meetings, and if they do attend the same constraints prevent them from expressing their aspirations. Thus one of the facilitation functions is enabling, by whatever means possible, each group in the community to voice their opinions.

c) A quality village medium term development plan not only meets the administrative requirements established by government, but in substance must be a genuine reflection of the village community's main needs, and not just a wishlist. The main needs can only be identified if the village's main problems can be clearly described. Thus, as well as containing the village's main needs, the village medium term development plan must also indicate what the village's main problems are, and what the benchmarks/indicators for their successful solution are. Learning from practices in districts such as Kebumen, Barro and Lombok Tengah, improved quality cannot be achieved through formal processes involving district and subdistrict government alone, but absolutely must involve non-governmental actors that are concerned about village development, such as NGOs, program facilitators and others.

d) **Although the facts in the field indicate that communities are able to coordinate activities from various program at village level, the results would be far more effective if there were consolidation of community empowerment systems to create a single system for budgeting, reporting and accountability.** This would allow communities to better regulate the implementation of activities, and do away with the need for the various different reports, accounts, and brainstorming/ranking meetings that each empowerment program has.

e) **For vertical integration, that is, integration between district technocratic planning (of the regional government work units) and village participatory planning,**

1. Districts facilitate village planning so it can answer the needs of the district and the needs of the villages. This can only be done if it can be ensured beforehand that the process is genuinely participatory and not just something that is done to "harmonize" village planning with the wishes of the districts. To do this, regional government work units could visit the villages to explain their strategic plans (**not their work plans**). The involvement of community organizations and/or NGOs is vital to ensuring the quality of this participatory process.
2. For emergency/urgent needs that are not accommodated in the village medium term development plan/village development work plan, national government and provincial/district government need to be open to the possibility of having block grants for open menu use by communities. However, it is crucial to ensure that there is a clear accountability process to ensure completely transparent financial and activity accountability.

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Legislation

Presidential Instruction 3/2010

Regulation of the Minister of Home Affairs 66/2007 concerning Village Development Planning

APPENDICES

| Village | Area | Population | Poor HH | Lowest 10% of poor population (PPLS 2011) | Distance to subdistrict capital | Village Road | Education | Health |
|------------|--------------------------|---------------------|---------------------|---|---------------------------------|--------------|---|---|
| Sarimakmur | 52,4 Ha | 5.552 (1.487 HH) | - | 2030 (36%) | 5,32 km | 75% concrete | 2 TK/RA, 4 SD, 1 MTsN | 7 Posyandu, 1 village midwife, 2 traditional birth attendance |
| Purwo deso | | 1.854 | - | 289 (15%) | 3 km | 80% asphalt | TK, SDN, MI, dan SMK | |
| Gayamulya | 828 Ha | 5.108 (1.358 HH) | - | 1381 (27%) | 0 km | 70% asphalt | 1 TK, 5 SD, 1 SMP, 1 PAUD | 1 Puskesmas, 1 mobile clinic, 1 clinic, 2 assistant physician, 2 doctor, 1 bidan, 8 Posyandu |
| Banyuono | | 2.850 (550 HH) | Pra KS = 110 KK | 701 (24%) | 14 km | 70% | Paud, SD | posyandu |
| Lalandu | 638 Ha | 3.105 (1,115 HH) | Pra KS = 283 | 730 (23%) | 10 Km | 25% asphalt | 3 PAUD, 4 SD, 1 MI, 1 SMP Satap, 1 Mts, 1 MA | Poskesdes = 1 Posyandu = 4 |
| Sukapura | 653,533 Ha | 4.173 (1.119 HH) | Pra KS = 802 KK | 867 (21%) | 1,5 Km | 20 % asphalt | SD,MTS, Aliyah, SMU (7 Total) | 1 Polindes, 9 Posyandu |
| Nusaindah | 547,79 Ha | 4.787 (1.693 HH) | 1500 KK (Jamkes) | 900 (19%) | 10 Km | 20 % asphalt | 6 SD/MI, 1 MTS 1 SMA | 1 Polindes, 10 Posyandu |
| Daratan | 1,224 Ha | 8.773 (2.591 HH) | Pra KS = 807 | 1599 (18%) | 500 m | 60% asphalt | 2 TK, 6 SD, 1 SMP, 1 SMA | 1 Puskesmas, 10 Posyandu |
| Sukasari | 1025,400 km ² | 2726 (650 HH) | Pra KS = 288 | 246 (9%) | + 2 km | 40% asphalt | 2 TK, 3 SD, 2 SMP, 2 SMA | 1 Poskesdes |

| Village | Area | Population | Poor HH | Lowest 10% of poor population (PPLS 2011) | Distance to subdistrict capital | Condition of Basic Infrastructure |
|----------------|-----------------------|----------------|---------------------------------|---|---------------------------------|--|
| | | | | | | Village Road Education Health |
| Barujaya | 505,66 Ha | 3.339 | Pra KS = 585 | 285 (8%) | | 70% asphalt 1 TK, 1 SD |
| Randu | 221 km ² | 2.525 (630 HH) | Pra KS = 132 | 209 (8%) | 2 km | 2 SD, 1 SMA 1 Pustu 1 Klinik PT Inco |
| Panaipanai | 231 km ² | 3.762 (751 HH) | Pra KS= 201 | 680 (18%) | 60 km | 30% 5 TK, 4 SD, 1 SLTP, 1 SLTA 1 Poskesdes 1 Pustu |
| Kenari | 47,35 km ² | 2.648 | na | 215 (8%) | 5 km | 70% asphalt 1 SD 1 Puskesdes, 4 posyandu |
| Galunggung | 28,52 km ² | 2297 (458 HH) | na | 240 (10%) | 13 Km | 50% 2 SD, 1 SMP 1 Puskesdes |
| Sambit | | 1.491 (502 HH) | na | 373 (25%) | 3 km | 30% Paud, SD Posyandu |
| Bandungan | 271,5 Ha | 2.183 (511 HH) | Pra KS = 223 KK | 567 (26%) | 11 km | 65% asphalt 2 TK, 1 MI, 1 SD, 1 SLTP 1 Polindes |
| Lombokjaya (+) | 144 km ² | 4241 (1501 HH) | Pra KS = 359 KK | 1082(25%) | 4 km | 60% asphalt SD = 3 SLTP = 1 1 Pustu |
| Panjang (-) | 18,98 km ² | 3900 (930 HH) | 430 (data raskin) ¹⁹ | 599 (15%) | 9 km | 40 % asphalt SD = 1 MTS = 1 5 Posyandu, 2 Polindes, 1 Pustu |

¹⁹ data from Rice Subsidy Program

Appendix 2. Community Empowerment Programs from National Government

| Name of program | Agency responsible | Year | Target | Activities |
|--|--|----------------|--|---|
| PNPM MP | Ministry of Home Affairs | 2007 - present | Village communities | Development of infrastructure and village community economies |
| PNPM Generasi Sehat dan Cerdas (GSC) | Ministry of Home Affairs | 2008 - present | Village communities | Development of health and education infrastructure in villages |
| PNPM Pengembangan Infrastruktur Sosial Ekonomi Wilayah(PISEW) | Ministry of Public Works | 2008 - present | Civil society organizations | Development of economic infrastructure in rural areas |
| PNPM Kelautan dan Perikanan | Ministry of Marine Affairs and Fisheries | 2011 | Fishers, fish farmers, fish processors/ traders, smallholder salt quarriers, and coastal communities | Facilitation of business development assistance |
| PNPM Paska Krisis | Ministry of Home Affairs | 2010 - 2011 | Village communities affected by the economic crisis | Economic recovery and poverty alleviation, including through food for work projects |
| PNPM Pariwisata | Ministry of Culture and Tourism | 2011 | Poor communities through tourism villages | Financial support |
| PNPM Peduli | Coordinating Ministry for People's Welfare | 2011 | Implementing organizations (donor organizations or national organizations with local branches) | Grant giving |
| PNPM Integrasi | Ministry of Home Affairs | 2010 - present | Villages | Integrating community based planning into the participatory planning process |
| Program Penyedia Air Minum dan sanitasi Berbasis Masyarakat (PAMSIMAS) | Ministry of Public Works | 2008 - present | communities | Providing access to water supply and sanitation services in poor rural communities |
| DPK Sanitasi | | 2011 - present | - | - |

| Name of program | Agency responsible | Year | Target | Activities |
|---|-----------------------------|----------------|--------------------------------------|---|
| <i>Urban Sanitation dan Rural Infrastructure (USRI)</i> | Ministry of Public Works | 2011 - 2015 | Villages | Housing infrastructure improvement |
| Program Pembangunan Infrastruktur Perdesaan (PPIP) | Ministry of Public Works | 2006 - present | Villages | Village infrastructure improvement |
| Pendampingan Penyusunan RPJMDes 2010-2013 | Ministry of Home Affairs | 2010 | Villages | Support for village medium-term development planning and review of village medium-term development plans |
| Desa Siaga | Ministry of Health | 2006 - present | Villages | Training for Posyandu, School Health Unit (<i>Unit Kesehatan Sekolah</i> , UKS) cadres, and Desa Siaga teams. |
| BSPS | Ministry of Public Housing | 2011 - present | Low income communities | Stimulus funding |
| Peningkatan Sarpaskop | Ministry of Cooperatives | 2012 | Officially incorporated cooperatives | Rehabilitation/revitalization of infrastructure and facilities through cooperatives |
| P4K | Ministry of Agriculture-BRI | 1989 - 1998 | Farmer and fisher communities | Increasing the incomes of farmer and fisher communities |
| Program Peningkatan Usaha Agribisnis Pedesaan (PUAP) | Ministry of Agriculture | 2008 - present | Farmer group associations | Rural agribusiness, empowerment of farmer organizations and village economies, and capital support for farmers |
| P2MBG | Ministry of Home Affairs | 2005 - 2013 | Women's groups | Distribution of donations to homes for the elderly, assistance to women's organizations, and assistance for Family Empowerment & Welfare (PKK) activities |
| Sekolah Lapang Pengelolaan Tanaman Terpadu (SLPTT) | Ministry of Agriculture | 2008 - present | Rice, corn and soya bean farmers | Increasing productivity through integrated crop management |

| Name of program | Agency responsible | Year | Target | Activities |
|--|--|----------------|--|--|
| Ruang belajar Masyarakat | Ministry of Home Affairs | 2010 - 2011 | Communities | Provision of capital loans to communities for livestock enterprises |
| Desa Mandiri pangan | Food Security Agency | 2006 - present | Villages and communities | Provision of capital loans to communities for livestock enterprises |
| Program Percepatan Penganekaragaman Konsumsi Pangan (P2KP) | Food Security Agency | 2011 - 2012 | Agriculture extension workers and communities | Development and support to accelerate food diversity |
| Usaha Peningkatan Pendapatan Keluarga Sejahtera (UPPKS) | National Population and Family Planning Agency | 2010 - 2012 | Families | Financial support |
| Gernas Kakao | Ministry of Agriculture | 2010 - 2012 | Cocoa farmers | Replacement of elderly cocoa trees |
| Jaringan Irigasi Desa (JIDes) | Ministry of Agriculture | 2008 - 2012 | Farmers | Rehabilitation of village irrigation networks/farm irrigation networks to support agriculture programs on farmland |
| Program Usaha Mina Perdesaan (PUMP-KUBE) | Ministry of Marine Affairs and Fisheries | 2011 - present | Fishers | Capital assistance |
| Sanimas | Ministry of Public Works | 2006 - present | Densely populated slums | Wastewater management |
| WISMP | Ministry of Home Affairs | 2005 - 2016 | Farmers | Strengthening the negotiating position of farmers, access to markets and finance |
| SAPA | Multi-stakeholder | 2007 - present | Villages in 15 districts/ municipalities in 9 provinces | Strengthening pro-poor program planning and budgeting |

Appendix 3. Community Empowerment Programs from Local Government

| Name of program | Agency responsible | Year | Target | Activities |
|---|---|----------------|--|--|
| Tentara Manunggal Masuk Desa (TMMD) | Armed forces and local government | 2012 | Villages | Infrastructure development |
| Ruang Belajar Masyarakat | District government | 2010-2011 | Communities | Provision of capital loans for smallholder livestock enterprises |
| Program Pembangunan Perumahan Masyarakat Kurang Mampu (P2MKM, sebelumnya P2P, Point To Point) | Kebumen District government (public housing and public works) | 2006 – present | Communities | House repairs for poor people and those on low incomes |
| P4K Kabupaten | | 2003-present | | |
| ADD Pemberdayaan | District government | 2007 – present | Villages | Development funding support |
| Desa Berkembang | Central Java provincial government | 2009-2012 | Village governments | Village government facilities as stimulus; village archiving facilities as stimulus and village government infrastructure. |
| Desa Berkembang | Kebumen district government | 2009-2012 | Villages | Financial support |
| Program peningkatan Pendapatan Petani Kecil (P4K) | Ministry of Agriculture | 1989 – 1998 | Farmer groups | Increasing the incomes of farmer and fisher communities |
| Badan Usaha Milik Desa (BUMDes) | Ministry of Home Affairs | 2009-2012 | Villages that have village-owned enterprises | Financial support |

| Name of program | Agency responsible | Year | Target | Activities |
|--|---|--------------|---|--|
| Desa Siaga | Ministry of Health | 2010-2012 | Village communities | Health checks |
| Baruga Sayang | South Sulawesi Community Village and Ward Government Empowerment Agency | 2011 | Baruga Sayang managers, village governments, Community Empowerment Agencies | Management training |
| Prima Kesehatan | Barru District health authority | 2011 | Villages | Health maintenance management activities |
| Program Implementasi Kemiskinan (PIK) Paket | | | | |
| Bansos Pertanian | Ministry of Agriculture | 2009-present | Farmer groups/ farmer group associations | Capital assistance |
| Karang Taruna Perbengkelan (Usaha Ekonomi Produktif – Karang Taruna) | District government | 2010 | Youth groups (Karang Taruna) | Stimulus and enterprise support |
| Dana Stimulan Desa atau Program Pemberdayaan Masyarakat Perdesaan (P2MP) | | 2010 | Villages | Revolving funds |
| Program Daerah Pemberdayaan Masyarakat (PDPM) | Kebumen district government | 2013 | Subdistricts/villages | Community empowerment (in preparation for the replacement of PNPM) |
| PNPM Integrasi (Barru) | Barru district government | | | NB: in the process of preparation |

Appendix 4. Empowerment Programs from Non-Governmental Organizations (NGOs, Donors, CSR, International Organizations)

| Name of program | District | Agency Responsible | Year | Target | Activities |
|----------------------|---------------------------------|--|-----------|--|---|
| ACCESS | Lombok Tengah | Ministry of Home Affairs, AusAID | 2002-2008 | Local government, civil society organizations, and communities | Capacity building |
| Kabupaten Layak Anak | Kebumen | Plan International Indonesia, Kebumen Program Unit | 2009 | | Regular empowerment program, scholarships, and medication |
| Villages | Support for village governments | Konsorsium LSM Lombok Tengah | | Villages | Facilitation to village government |
| Vale Comdev | Luwu Timur | PT Vale Indonesia | 2012 | Villages | Regular empowerment programs, educational scholarships, and medical treatment |
| Support Program | Lombok Tengah | Konsorsium LSM Lombok Tengah | | Villages | Support for village governments |
| Support Program | Lombok Timur | YMP | 2011 | Communities | Loan funds |
| Support Program | Kebumen | Formasi | 2009 | Villages | Support for village governments |

Appendix 5. Institutions, Leadership and Civil Society in the Sample Villages

| District | Village | Institutions | Leadership | Civil Society |
|---------------|----------------|--------------|------------|---------------|
| Kebumen | | √ | √ | √ |
| | Sarimakmur | √ | √ | √ |
| | Purwo deso | √ | √ | √ |
| | Gayamulya | √ | X | X |
| | Banyuono | √ | √ | √ |
| Lombok Tengah | | √ | √ | √ |
| | Lalandu | X | X | √ |
| | Sukapura | X | √ | √ |
| | Nusaindah | X | √ | X |
| | Daratan | X | √ | X |
| Luwu Timur | | √ | √ | X |
| | Sukasari | X | X | √ |
| | Barujaya | X | X | √ |
| | Randu | X | X | X |
| | Panaipanai | X | √ | X |
| Barru | | X | √ | X |
| | Kenari | X | X | √ |
| | Galunggung | X | √ | √ |
| Blora | | X | X | X |
| | Sambit (+) | X | √ | √ |
| | Bandungan (-) | X | √ | √ |
| Lombok Timur | | X | X | X |
| | Lombokjaya (+) | X | √ | √ |
| | Panjang (-) | X | X | √ |

Note: A tick (√) means present and working effectively

Appendix 6. Planning in the Sample Villages

| District | Village | RPJMDes | All programs refer to RPJMDes | Adjusted to SKPD | RPJMDes Revised |
|---------------|----------------|---------|-------------------------------|------------------|-----------------|
| Kebumen | | | | | |
| | Sarimakmur | √ | √ | x | x |
| | Purwo deso | √ | √ | x | x |
| | Gayamulya | √ | √ | x | x |
| | Banyuono | √ | √ | x | x |
| Lombok Tengah | | | | | |
| | Lalandu | √ | √ | √ | √ |
| | Sukapura | √ | √ | √ | √ |
| | Nusaindah | √ | √ | √ | √ |
| | Daratan | √ | √ | √ | √ |
| Luwu Timur | | | | | |
| | Sukasari | √ | √ | x | x |
| | Barujaya | √ | √ | x | x |
| | Randu | √ | X | x | x |
| | Panaipanai | √ | X | x | x |
| Barru | | | | | |
| | Kenari | √ | X | √ | x |
| | Galunggung | √ | X | √ | x |
| Blora | | | | | |
| | Sambit (+) | √ | √ | x | x |
| | Bandungan (-) | √ | x | x | √ |
| Lombok Timur | | | | | |
| | Lombokjaya (+) | √ | √ | x | x |
| | Panjang (-) | x | x | x | x |

Note: A tick (√) means present and working effectively

| Village | Starting year of RPJMDes*-RKPDes** | Factors Enabling RPJMDes-RKPDes Planning | Community Participation | Programs relevant to RPJMDes? | RPJMDes relevant to village problems? |
|------------|---|---|---|-------------------------------|---------------------------------------|
| Sarimakmur | 2006 | Regulation of the district head and facilitation from Formasi (NGO) | <ul style="list-style-type: none"> ➤ Hamlet meetings attended by RT delegates (5 people: 3 RT leaders, 2 community leaders, including one woman). ➤ Village development planning meetings attended by hamlet delegates. Who and how many? | Yes | Yes |
| Purwo deso | 2006 | Regulation of the district head | <ul style="list-style-type: none"> ➤ All households invited to RT meetings ➤ Hamlet meetings attended by RT delegates (5 people, including a poor household) ➤ Village development planning meetings attended by hamlet delegates (15-20 people, including women and poor households) | Yes | Yes |
| Gayamulya | 2010 | Regulation of the district head | <ul style="list-style-type: none"> ➤ Hamlet workshops attended by leaders and women's representatives (25 people in total). ➤ Village development planning meetings attended by hamlet delegates | Yes | No |
| Banyuono | 2010 | Regulation of the district head and support from PLAN | <ul style="list-style-type: none"> ➤ At the RT level, meetings are attended by men only (15-20 people) ➤ Hamlet workshops are attended by leaders, women, secondary school children (because this village is supported by PLAN), etc. ➤ Village development planning meetings attended by hamlet delegates | Yes | No |
| Lalandu | <ul style="list-style-type: none"> ➤ 2009 Village strategic plan ➤ 2010 RPJMDes LSM | Regulation of the district head and support from Konsorsium LSM | <ul style="list-style-type: none"> ➤ Hamlet meets are attended by cadres, hamlet heads, RT heads, BPD, PKK, community leaders, youth group and LKMD (around 30 people). In Klengkong hamlet (the most remote hamlet) all residents are invited to the hamlet meetings via the mosque, and around 70%-80% attend (around 80 people) ➤ Village development planning meetings attended by around 40 hamlet delegates (around 6 per hamlet) | Yes | No |
| Sukapura | 2009 | Instruction of the district head and support from Konsorsium LSM | <ul style="list-style-type: none"> ➤ At the hamlet level, all residents are invited (30-50 attend) ➤ Village development planning meetings attended by hamlet delegates: hamlet heads, BPD, religious leaders, community leaders, cadre, etc. (total of 30 people). | Yes | No |

| Village | Starting year of RPJMDes*-RKPDDes** | Factors Enabling RPJMDes-RKPDDes Planning | Community Participation | Programs relevant to RPJMDes? | RPJMDes relevant to village problems? |
|------------|-------------------------------------|--|---|--------------------------------|---------------------------------------|
| Nusaindah | 2010 | Motivation from PNPM MP | <ul style="list-style-type: none"> At the village level, attended by 10 hamlet delegates plus religious leaders, community leaders, cadre and program managers. | Yes | No |
| Daratan | 2010 | Motivation from PNPM MP | <ul style="list-style-type: none"> At the hamlet level, all residents are invited, and around 20 attend (community leaders, youth leaders, cadre, RT heads, hamlet heads) At the village level, hamlet delegates (6 from each hamlet) and representatives of all groups in the village | Yes | No |
| Sukasari | 2010 | Regional regulations 8 and 9 / 2008, and motivation from PNPM MP | <ul style="list-style-type: none"> At the hamlet level, community representatives, community leaders, RT heads, hamlet heads At the village level, ... | Yes | Yes |
| Barujaya | 2009 | Regional regulations 8 and 9 / 2008 | <ul style="list-style-type: none"> At the hamlet level, hamlet community representatives, including poor people, are invited. Village meets are facilitated by the village head and authorities, and the hamlet heads, RT heads, community leaders and community delegates are invited to attend. | Yes | No |
| Randu | 2010 | Motivation from PNPM MP | <ul style="list-style-type: none"> Brainstorming sessions in the hamlet are attended by the hamlet head, RT heads, community leaders, youth leaders, women's leaders, teachers, and community delegates (active) At the village level, meetings are attended by village administration, delegates of each hamlet including representatives of youth, community, women, religions, teachers, etc.) | No (those funded by PT Valley) | Yes |
| Panaipanai | 2009 | Regional regulations 8 and 9 / 2008 | <ul style="list-style-type: none"> In the hamlets, all residents who are able attend the meetings (number?) In the village, delegates from each hamlet attend the meetings (number?) | No | No |
| Kenari | 2004: Musrenbang 2010: RPJMDes | A development planning team trained in PRA | <ul style="list-style-type: none"> In the hamlets, meetings are facilitated by the development planning team and all residents are invited using the mosque megaphone. At the village level, hamlet delegates are invited to meetings. | No | Yes |

| Village | Starting year of RPJMDes*-RKPDes** | Factors Enabling RPJMDes-RKPDes Planning | Community Participation | Programs relevant to RPJMDes? | RPJMDes relevant to village problems? |
|------------|--|--|---|-------------------------------|---------------------------------------|
| Galunggung | 2010 2006 (process not participatory) | Motivation from PNPM MP | <ul style="list-style-type: none"> ➤ At the hamlet level, participants are the RT heads, community leaders, religious leaders, cadre, youth leaders, hamlet head, village head, and community representatives (around 20-30 people) ➤ At village meetings there around 40 participants, 10 of whom "must be" women. The participants are delegates from two hamlets, the village administration and the subdistrict administration. | No (Baruga sayang) | Yes |
| Sambit | 2005 (prepared by the village administration) | Support from PPK | <ul style="list-style-type: none"> ➤ At the RT level, through jemaah tahlil groups (men & women separately) ➤ RT delegates invited to village meetings | Yes | No |
| Bandungan | 2011 | Motivation from PNPM MP | <ul style="list-style-type: none"> ➤ Hamlet meetings attended by RT delegates (who and how many) ➤ Village meetings attended by BPD, LKMD, community leaders, PKK, and women's representatives from each hamlet (total of 35-40 people) | No | No |
| Lombokjaya | 2008 | Village head's initiative | <ul style="list-style-type: none"> ➤ Hamlet delegates attend three-day village meetings | Yes | Yes |
| Panjang | - | - | <ul style="list-style-type: none"> ➤ (Preparation of RKPDes) Village meetings attended by 15 people, including hamlet heads, religious leaders, community leaders, cadres, and program managers | Yes | No |

Key: *Medium Term Village Development Plan, **Village Development Activity Plan

Appendix 8. Policies, Programs and other Initiatives to Promote Integration

| District | Policy | Program | Other initiatives | Result |
|---------------|---|---|--|--|
| Kebumen | Regulation of the District Head 117/2011 concerning the procedure for implementing regional government development work plan meetings, which governs the implementation of development planning processes to the subdistrict level. Meetings at the village level are governed by annual circular letters of the district head. | Kuota Kecamatan (subdistrict quotas) | | Success |
| | Regional Regulation 20/2012 concerning accelerating poverty alleviation, which among others, governs the establishment of village poverty alleviation acceleration coordination teams (TKP2Kdes) | PDPM (Program Daerah Pemberdayaan Masyarakat) | | |
| | 2012 circular letter of the district head (annual) concerning technical guidelines for implementing regional government work unit forums | | | |
| | Regulation of the District Head 11/2007 concerning subdistrict quotas. | | | |
| | 2012 draft regional regulation concerning PDPM | | | |
| Lombok Tengah | Regulation of the District Head 10/2009 concerning guidelines for implementing village development planning meetings. | PID (Paket Infomasi Desa) which aimed to provide initial information to the villages about what will be done by the regional government work units | | Failure |
| Luwu Timur | Regional Regulation 8/2008 concerning community-based planning, development, use and exploitation of peri-urban areas | P2MP (Program Pemberdayaan Masyarakat Perdesaan) | Decree of the Head of the Village Community Empowerment Agency 21/ 2009 concerning P2MP technical guidelines | Failure, because no personnel able to implement the regulation at the village level, and no technical assistance from the district |
| | Regional Regulation 9/2008 concerning village/ward development planning | Desa Paripurna (Program that requires regional government work units to "target" the three most disadvantaged villages in a subdistrict every year) | | |

| District | Policy | Program | Other initiatives | Result |
|--------------|--|---|--|---|
| Barru | Regulation of the District Head/2012 concerning the PIK Package (Accelerating Implementation of Integrated Poverty Alleviation Activities) | PIK Paket (<i>Percepatan Implementasi Kegiatan Penanggulangan Kemiskinan Terpadu or Accelerating Implementation of Integrated Poverty Alleviation Activities Package</i>) ran in 2010, then stopped, and is planned to start up again in 2013 with stronger SOPs and TOPs; There is also a village owned enterprise program with a revolving fund of IDR 18 million per village | PIK Paket technical guidelines | PIK Paket phase 1 is running but has not been very successful due to elite capture. For Phase 2, the TOPs are being revised to mitigate elite capture in determining targets. |
| | Regulation of the District Head concerning PNPM Integrasi (in 2012, a Regulation of the District Head concerning PNPM Integrasi for Barru District was being prepared. It will function as the replacement should PNPM Nasional end) | | Annual training for village cadres in facilitating development planning meetings | |
| | | | Technical manual on implementing village/ward development planning meetings, published by the Village Community Empowerment Agency and revised annually | |
| | | | Allocation from ADD for the Prima Kesehatan program, which focuses on sanitation infrastructure development | |
| Bloro | Letter of the District Head 50/2012 concerning implementation of development planning meetings in the context of preparing village development activity plans. | - | Guidelines from the Village Community Empowerment Agency on village community participatory development planning; study of methods and technical instruments | Running, but not optimally |
| Lombok Timur | - | - | - | |

Appendix 9. Report on the Observation of a MDKP Meeting in Banyuono Village

| Observation Report MDKP Meeting | |
|---|---|
| Type of Activity | MDKP and MDST meeting in Banyuono village |
| Agenda | Discussion of program proposals and selection of MAD delegates in Karanggayam subdistrict |
| Time of observation | 09.15 -11.30 |
| Classification of participants | 90 women (including: Karanggayam subdistrict facilitator, village head, PKK, cadres, community leaders, villagers receiving loans, villagers applying for loans, other villagers, poor households, village officials) Majority women attending, but meeting chaired by men, only the election of delegates and gathering community aspirations were led by women. |
| Observer | M. Imam Zamroni |
| Description of Activity Dynamics | Description of How Decisions Are Made |
| <p>At this meeting, the majority of women attending were carrying notebooks and were busily noting down what the village head or whoever was addressing the forum was saying. Some of the women attending had young children with them. While listening to the village head's address, some were rocking their children to sleep.²⁰</p> <p>The meeting began with an opening address by the village head, explaining about SPP. He stressed that people should not default on their loans. The total amount of loans received by the community was IDR 195,000,000 "This must be repaid", he explained in Javanese ("ra ketang adhol kotang you tang kudu nyaur utang") (literally, "Even if it means having to sell your bra, the loan must be repaid).</p> <p>One group had borrowed IDR 30,00,000 and had not provided the collateral the village asked for. Remember that this village has defaulted, and did not get PNPM funding for 2 years (2007-2008) because it defaulted on its SPP loans. We tried contacting the villagers who had this debt to get them to pay it off, and in the end we were able to repay IDR 27 million. And eventually we started getting physical development under PNPM again, and still do. So we must be sure to maintain our performance.</p> <p>Announcements made at the meeting included:</p> <ol style="list-style-type: none"> 1. Regarding ID card photos – those who have not done theirs get them done soon, because it is you who will bear the consequences. 2. Regarding repayments – please don't default on payments, because if you do, national government will put a stop to the physical development support. 3. Information about applying for loans under the SPP program | <p>Decisions made:</p> <ol style="list-style-type: none"> 1. 2.5% deduction from SPP borrowers. Deductions will be made when loans are received. To be deposited as cash to be withdrawn if village raised funds are needed for development. The original proposed deduction was 5% of the total loan, and the women then proposed 2.5% and this was approved. The 2.5% deductions from the total loan of each individual will be used as savings for the participants, and if needed for development, these funds could be used to reduce the burden on poor villagers. The decision making process was led by the village head. The consensus was unanimous. 2. Selection of delegates to be sent to the inter-village meeting at Karanggayam subdistrict. Initially, it was difficult to choose candidates. Then it was agreed that each hamlet would have a delegate, and four women were eventually selected as delegates. But only three were needed, so one was elected team member.²¹ Then the coordinator was elected by ballot: Siswantini (36 votes), Sumarni (9 votes), Saliyah (6 votes) and Sukarni (3 votes).²² Siswantini was duly elected coordinator for the subdistrict MAD. In electing the candidates who would represent the Banyuono villagers at the MAD, the participants took into account whether the candidate would be able to promote the proposals made by the villagers. Then the villagers made their proposals for programs to be taken by the delegates for discussion at the subdistrict. |

²⁰ One man attended this meeting, sitting at the back in the corner. He put forward no proposals and remained quiet. The man was middle-aged (around 45). Perhaps he had been asked to represent his wife and didn't realize that this meeting was for women only.

²¹ This is a form of wisdom that the village community has, because they recognize all hamlets within Banyuono village. All have a role, even though only three people were needed for this meeting.

²² In this process of finding candidates, several participants were selected by others, but they did not want to take on the role, saying, "I'm retired".

4. Reminder not to quarry in the rivers because it can cause damage. The talud that was constructed 3 months ago has been damaged because of quarrying.
5. Reminder to villagers who will be making bamboo stakes for the talud. Each cluster to provide 25 pieces of bamboo.
6. PNPM MP program implementation report
7. Plans for development of early learning centers in 2014

Also discussed at this meeting was the revolving funds from SPP – request that cash collected from group members be held by the coordinator. Deductions from villagers who receive capital loans – deductions agreed on.

After the village head's opening address and presentation, the empowerment facilitator from Karanggayam subdistrict arrived and in essence encouraged the participants to propose programs. The process continued with the reading of the use of PNPM MP funds report by the team leader. After reading the accountability report, the participants were asked "do you approve this report?", to which they replied "yes, we approve it."

The meeting continued with the election of delegates who will be sent to Karanggayam subdistrict to participate in the inter-village meeting (*musyawarah antar desa* – MAD).

The next activity was capturing aspirations. The participants began proposing programs, then the subdistrict facilitator reminded them that all proposals must match the programs that are in the village medium term development plan. One of the programs proposed by the village head (oyster mushroom training) was not in the village medium term development plan, and was rejected by the forum, prompting laughter from the participants.

At the end of the MDKP, the MDST began with the reading of the financial accountability report (file attached). The chronology of the damage to the newly constructed talud was also presented: (1) the talud was not constructed the way the villagers wanted it to be – they had wanted to use gabions, but after consulting with the district facilitator, it was discovered that money was already in and it would be difficult to cancel/change and could end up taking longer to get the funds. (2) in the end, the community agreed to the construction of the talud. Three months after completion, there were heavy rains followed by flooding and around 30 meters of the talud collapsed. (3) Sand quarrying using three diggers and hundreds of sand pumps also contributed to the collapse of the talud.

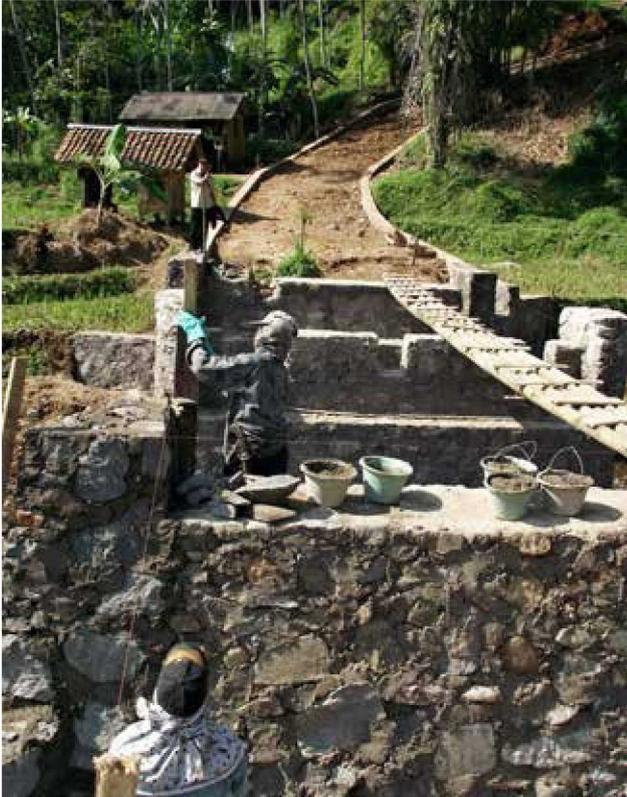
The meeting ended at 11.15 because it was Friday and the men had to go to Friday prayers at the mosque.

- › Community proposal realized is the development of an early learning center, complete with learning media. Construction of the early learning center is going ahead because land belonging to a deceased villager is available for this development. The subdistrict facilitator confirmed this and the villagers explained about the status of the land.²³ Don't let this development be the cause other problems, because in other villages there have been problems resulting from the construction of early learning centers.

No other decisions were made at the meeting. Once the villagers' proposals were noted, it was agreed that these would be promoted at the MAD meeting in Karanggayam subdistrict, and the meeting was closed.

²³ Initially four activities were proposed (1). Development of an early learning center (2). Oyster mushroom training (3). Bamboo weaving training (4). Instant ginger drink production training. But after the subdistrict facilitator cross-checked with the village medium term development plan, only development of an early learning center was mentioned, so the other proposals failed and were not used. Even the village head's proposal was rejected, promoting laughter from the participants that such a thing could happen at this meeting.

CASE STUDIES



Box 6. Integration in Kebumen District

The integration that happens in Kebumen District was initiated back at the end of 2009, when the Village Community Empowerment Agency along with other relevant agencies worked with NGOs and the Plan International Indonesia Kebumen Program Unit to prepare a Poor, Gender and Child Based Participatory Village Development Planning Manual. This was followed by a collaboration between local government and Plan to run training of trainers sessions for village development planning facilitators at the district and subdistrict levels. Then, in 2010, local government worked with P2TPD to run training for Village Development Planning Working Groups from 52 target villages. That year also saw the integration of village development planning with PNPM MP, and preparation of village medium term development plans using the P2DP manual. In December 2010, all villages in Kebumen District had medium term development plans as a reference for development. Since then, Kebumen District has integrated PNPM Mandiri Perdesaan participatory development planning into the regular development planning system, including the village, subdistrict, and district development planning processes. This process of integration, as explained by the Head of Program Planning and Budgeting, Kebumen District Development Planning Agency, happened as follows:

The integration was facilitated by the regional development planning agency, village community empowerment agency, which were facilitated by the PNPM program, by accommodating participatory planning...Village communities had to be shrewd, and make sure that the activities they proposed were already in the regional government work unit work plans. So, when the regional government work units are doing their planning...for example...if a village...makes a proposal to the district...to save money...rather than using its Village Allocation Funds, any proposals that can be funded by the regional government work units can be put forward for the subdistrict quota, and if they aren't approved, only then do they use the Village Allocation Fund.

Regarding the integration process, when the village development planning meetings take place, proposals are made to the subdistrict development planning meeting, and any proposed programs that are already in the regional government work unit work plans are forwarded to the regional development planning agency...and then they choose...the ones that go to the regional government work units will be discussed at their forum, and the proposals from the subdistrict...might go to...PNPM, and their integration is discussed at the regional government work unit forum. When the PNPM and regular development plans are discussed, activities that are included in PNPM don't need to be funded...or if PNPM has funded this "road", then the rest of it can be funded from somewhere else, so saves money. That way there's integration without any overlap of activities...when integration is done at the planning stage.

Box 7. Integration between ADD and Prima Kesehatan in Barru District

The Prima Kesehatan program began in 2007 as a collaboration between Barru District government and JICA, with the district health authority as the leading sector. Activities under this program were capacity building for health cadres and public health improvement through socialization and training. Since 2011, on the initiative of the district development planning agency, this program was encouraged to accommodate infrastructure development proposals from village communities under an ADD (Alokasi Dana Desa) funding scheme. Barru district's efforts to integrate Prima Kesehatan with ADD is a success story reflecting the effectiveness of coordination between agencies at the district level, as the Prima Kesehatan coordinator explained,

"The Prima Kesehatan program involves four district government work units (health, district development planning, village community empowerment, and finance), so it is through these units that the programs are coordinated. Thanks to God, the coordination has been good; for example lots of other programs under the Village Community Empowerment Agency have been supported by the District Development Planning Agency so infrastructure [development] can be accommodated under ADD." (Interview, male, 35 years, Barru district, 3 November 2012)

To make effective use of ADD funds, the infrastructure development accommodated in Prima Kesehatan planning is provision of household latrines. Other proposals are usually switched to other empowerment programs or are not accommodated at all. The decision that health infrastructure development would focus on household latrines was made because the budget for other infrastructure would be too large to be funded by ADD, and also to prioritize the management of common diseases in the villages in Barru district – diarrhea and skin irritations, which have a proven link to hygiene and waste disposal, as a health cadre in Kenari village explained,

"The main problems here are diarrhea and skin irritations, so construction of latrines was proposed at for inclusion in the village development plan, and it was eventually realized under ADD and Prima Kesehatan." (Program stakeholder FGD, male, 25 years, Kenari village, Barru district, 30 October 2012)

Box 8. Community Development and Integration in Luwu Timur District

The community development (ComDev) program run by Vale in Luwu Timur distributes a substantial estimated IDR 50 billion every year to four subdistricts in which the company operates. The mechanism for securing these funds used to be fairly simple: community groups could submit proposals that were approved by the village head, and if deemed feasible by Vale, the program would be run. Considering the impacts of this program, in 2012, Luwu Timur district government took the initiative to ask Vale to merge its community development program with the empowerment programs run by government.

In July 2012, through a workshop, Luwu Timur district government and Vale agreed that the community development program would adopt the PNPM approach to avoid overlapping and social envy in the community. This agreement was followed by the setting up of ComDev committees in each of the program's target villages and subdistricts. Members of these committees included village officials and community leaders, who were responsible for selecting proposals from the community, based on their respective village medium term development plans. Proposals selected at the village level were then re-selected by a subdistrict committee that considered the costs and the balance of programs across the villages. The proposals that are selected by the subdistrict committee will then considered by the Vale CSR team for inclusion in the 2013 program plan. At the time this research was conducted, the process was at the stage of selection by the subdistrict committees.

Although this process is heading in the direction of program integration, many still believe that this will not be easy to achieve. Many aspects still need to be managed carefully if this integration is to be effective and targets are to be achieved, in particular to unify the various interests involved in the management of the ComDev program, as one member of the Vale CSR team explained:

So far we've been running the community empowerment program using our own approach, but there are other empowerment programs, such as PNPM, that take a different approach. The differences between the two models have resulted in different impacts on the target communities, and produced a difference of opinion between the community and government. Because these differences could create problems, the district government, in this case the district head, wants to integrate the two. In my experience, this will be a rocky road initially, because unifying two major interests – → the company and the government – will be no easy task. (Interview, male, 38 years, Luwu Timur District, 28 October 2012)

Box 9. Village Planning and Local Government Support in Barru District

In 2005, the Barru district Village Community Empowerment Agency published technical guidelines for development planning meeting for villages and subdistricts. At the same time, this agency organized PRA training for 21 village and ward cadres, each represented by one participant. This training was organized every year up until 2011, producing seven village cadres per village or ward trained in facilitating the development planning process in their village. For the village community empowerment agency, these technical guidelines and training are a way of improving the quality of planning in the villages by providing competent facilitators who are able to organize planning meetings in villages effectively and properly.

At the time this study was conducted, the majority of villages had positive view of this initiative. Several community groups thought that the village cadres were performing their role effectively in facilitating the planning process, particularly in ensuring that proposals were not just the wishes of a particular group, as the Balusu subdistrict PJOK explained,

"Having village cadre who facilitate this has improved village planning. The villagers don't just put forward any old proposal now. They really look at what the needs are in the village." (Interview, male, 55 years, Balusu subdistrict, Barru district, 29 October 2012)

Over time, according to one village cadre who has been involved in facilitating planning in villages for the past six years, the villagers have started to get fed up participating in all the planning processes. For two reasons: first, too few of their proposals were realized; and second, the villagers are familiar with the PRA process so the people who attend the meetings tend to ask to discuss the proposals straight away, without discussing the problems and prioritizing them first. As he explained,

"We need new techniques, so that the villagers have the patience to go through the whole process, not just jump directly to discussion of the proposals." (Interview, male, 43 years, Kenari village, Barru district, 1 November 2012)

Box 10. Empowerment Programs and Minority Groups in Barru District

He goes by the name Sennang. Today, he is known as the best tailor in the Takalasi subdistrict of Barru district. It wasn't easy for Sennang to take part in the training offered by an empowerment program in his village (Kenari) because the people around him were busy belittling him rather than listening to what he had to say. Even now, some people still call him "gay" in a derogatory manner. But for Sennang, none of that stopped him from getting on. His responsibilities as the eldest child following the death of his father spurred him into finding work and earning a living to support his mother and younger siblings. Sennang badgered the program manager at a meeting to discuss the sewing training,

"I asked them if I could take part, and eventually they agreed. Some people didn't want me to participate, arguing that the training was for women only, but I carried on trying to persuade them, and ended up saying 'ku lo iwaja naobbika, tapi ku gratis kasi' de naobbi-obbika' (I get asked to do things that you have to pay for, but not if it's free). Maybe they felt sorry for me, because in the end they let me take part. They surveyed my house first, and then they accepted me." (Interview, Sennang, 26 years, Kenari village, Barru district, 31 October 2012)

According to Senang, the most beneficial empowerment programs are those that offer activities that build people's skills. If a community has skills, they can innovate and think of alternative livelihoods that could increase their household incomes. Sennang believes that skills are the foundation for making money.

"For someone like me, the most useful are skills training courses. Because if I'm just given money, it'll be gone in a day; but if I'm given skills, I can always make money." (Interview, Sennang, 26 years, Kenari village, Barru district, 31 October 2012)

In his view, the people in his village are not creative enough start businesses because they just wait around for government support. In fact, they've had a lot of support from government to help improve their welfare through skills training. According to Sennang, even if you have skills, unless they are developed, they will not be of any use.

"I've opened up business in a rented shophouse. Unless you use the skills you've been trained in, what would be the point of the training – it wouldn't make any difference, it would just be a waste." (Interview, Sennang, 26 years, Kenari village, Barru district, 31 October 2012)

Box 11. Program Proliferation: Turning Costs into Benefits

The number of empowerment programs in the sample villages in the past three years has, in general, varied between two and 12. The question is, does program proliferation come at a cost to village communities? Are village communities fed up with all these programs? From our visits to the villages, it seems that all the villages believe that the more programs the greater the benefits than the costs. People see program proliferation as a burden only at the start of the program, and that is only because they don't understand what the program's about or because they haven't been informed about it properly. This is mainly true for infrastructure programs that require contributions in the form of land belonging to the villagers for the construction of the infrastructure. But this does not mean that there are no complaints about or costs associated with training under empowerment programs.

This burden might give rise to complaints or grievances, or opposition from villagers whose land is situated within the construction location. However, slowly but surely these feelings are abated when other villagers explain about the program or the benefits that could come from having the project. This information is typically communicated at regular meetings in the village or through unofficial forums.

"...Yes, there might be. Apparently in Lemah Rata (hamlet), there were some coconut trees that were growing where the road was going to be widened. When they wanted to cut them down, some people made real fuss, said they couldn't cut them down. But it was okay with their neighbors. So what do you do? (Rusmini, female, Sarimakmur stakeholder FGD)

"...but they benefit too, because there'll be a road, and the value of their land will go up too." (Asmungi, male, 23 years, villager FGD, Sarimakmur, 14 October 2012)

"...(having lots of programs) takes up time that we need to earn a living" (Basith, program stakeholder FGD, Bandungan, 29 October 2012).

"The cadres never had meetings, and they knew nothing. So PNPB gave them training and now the cadres are a lot better." (Mino, male, 35 years, Sarimakmur stakeholder FGD, 13 October 2012).

"In my place, even before we'd had a meeting, there were complaints. But after people had been given information and it had been discussed at prayer meetings and other meetings, they were in too. Community awareness was great. Most people volunteered their labor. The only help we got was the cement. The sand and what-not came from the villagers. Five people made a cubic meter. It was a burden to begin with, but not after a while. Here are Friday donations, too. (Wasikan, Sarimakmur stakeholder FGD).

Program proliferation has brought many benefits to the communities. With the improved infrastructure, transport is easier, journeys are faster. Having a clean water supply near to where they live and having good roads and bridges allows the government to deliver improved services to the villagers.

"...for example, if the ward head's out in the fields, and someone needs something signed, he can just go out to the fields and get it done..." (Bowo, program stakeholder FGD, Bandungan, 29 October 2012).

"Because there is a road from the farmland to the village. There's a public toilet where we can wash and go to the toilet, so there's no more open defecation." (Jalil, male, program stakeholder FGD, Bandungan, 29 October 2012).

Box 12. Enough of Contributing

Sometimes it's fate that a community's basic need for health care facilities cannot be met by government alone. This is what the people of Lalandu village in Lombok Tengah believe. The proposal for development of a village polyclinic that they put forward at the development planning forum was never accommodated in the regional development plan, even though building a clinic was one of the priorities in their village medium-term development plan. The only health services in the village had been at the home of the village head, where facilities were limited. This meant that to deliver a baby, a woman would have to go to the primary health centre in Mujur or Ganti. "It's so expensive. Hiring a motorbike taxi, for example, is IDR 10,000. You can go on a motorbike if you're pregnant, but if you're about to give birth, you need to go in a car. That costs between IDR 50,000 and IDR 100,000," explained the Lalandu hamlet head.

They hit the jackpot in 2011 when the PNPM Generasi program offered them an opportunity to build a village polyclinic. "I was asked, 'are you ready or not to build a polyclinic?', and I said, 'yes of course, the community really needs one. We've been running a polyclinic out of the village head's house'," said the village head. The good news was that this chance came without the need to compete in the way that they would if the offer had come from PNPM MP. "If it had been under the MP program, we wouldn't have stood a chance. But under the Generasi program, we didn't have to compete," explained Jumalim, head of people's welfare in the village.

However, like other empowerment programs, development of the village polyclinic building under PNPM Generasi also required a contribution from the community. It was this requirement that turned out to be a problem. The percentage contribution required for this development was substantial; far greater than it would have been under the PNPM MP program. "It worked out as a contribution of more than 30%. Under the MP program the maximum is just 10%," said Jumalim.

Because they had already accepted the offer, and it was something that the villagers needed, the village meeting finally agreed to go ahead with building the village polyclinic together. Every day, each hamlet had to send at least two residents to work on the development. Unlike physical activities under other PNPM programs, the villagers had to work for free. And those who were unable or didn't have time to work on the development, were asked for contributions, either in cash, or in the form of bricks, sand or other building materials.

The experience of building the polyclinic made the villagers in Lalandu feel that they'd had quite enough of programs that required such a huge contribution. "We had no choice but to do it; it really was a burden. How much it cost...with the price of land and everything. So we've had enough; we don't want any more offers of physical development under the Generasi program," admitted Jumalim.

The perceived costs of the development process aside, the Lalandu villagers are now able to enjoy the village polyclinic that they built themselves. Pregnant and birthing women are able to make use of the facilities the polyclinic provides, and which include simple post-natal in-patient facilities. And it's not only the residents of Lalandu that benefit from the polyclinic; neighbouring village do too. "People from Kidang village use the facilities, too," said the Lalandu hamlet head.

Box 13. Couldn't be Bothered

In 2008, at a time when participatory development was barely institutionalized in Lombok Timur district, Lombokjaya village was able to come up with its own innovation: integrating participatory development planning with regular village development planning. Ironically, the planning process they used was based on the Manual of Participatory Development Planning for Village Communities, published by Lombok Timur district government. Its performance won Lombokjaya an award for the village with the best planning in West Nusa Tenggara.

"Basically, I couldn't be bothered...year in, year out discussing development this, development that," said Lombokjaya village head, starting the story behind the preparation of the village medium term development plan as the reference for development in his village in 2008. He happened to come across a copy of the participatory planning manual in a cupboard in his office. "This looks good," he remembered thinking when reading the manual. Because the copy he found in the office was half eaten by termites, he asked Lombok Timur village community empowerment agency for a new copy.

Armed with this information, the village head introduced the participatory planning method at a meeting with community leaders, village officials and the boards of village institutions. "How about using this concept at the planning meeting?" he asked the people at the meeting. When all of them agreed, a schedule was drawn up for the hamlet planning meetings, to kick off the process of drafting the village medium term development plan. The hamlet meetings were attended by the hamlet head, members of village institutions from that hamlet, and community leaders. As well as deciding which proposals from the hamlet to take to the village planning meeting, the hamlet meetings selected five people to represent their hamlet at the village planning meeting, aside from those who held office in village institutions. "The hamlet planning meetings were held four nights in a row...I took a peek, and they really were having meetings," said the village head.

When all the hamlets had finished their meetings, the village development planning process began. "We invited everyone. We gave out blank invitations, and the hamlet heads filled them in, addressing them to the delegates," explained the village head. It was at this forum, they tried out the participatory planning techniques. The participants were divided into groups. One discussed the seasonal calendar, one the village's problems, and another, the village's potentials.

This new method proved to be a breath of fresh air for those attending the meeting. "They loved it...they'd never done anything like it before. Presentations, discussing things among themselves...they liked it," recalled the village head. Scheduled from morning to evening, this village development planning meeting in Lombokjaya took three days to rank the proposed activities and form the Planning Team.

Not only did this participatory method of development planning produce a village medium term development plan, it also produced agreements on how the development activities would be implemented. One thing that was agreed on was which activities the village would do itself. For example, making irrigation gates, because few funds were needed, it was agreed that the community could do that itself.

Using the village medium term development plan that was made in 2008, the annual development planning process (village development activity plan) was plain sailing. In fact, this development plan has never been reviewed. However, the village head did admit that in practice the ranking of the activities was not used as the reference so much as which hamlet was next in line for an activity. "For example, if it was the turn of hamlet A, if there was a proposal in the village development plan couldn't be done that year, then the hamlet would ask if an activity could be done there instead," explained the village head.



Box 14. Getting Programs is Easy

In the past three years, one village in Blera district has received various programs from national and local government, including community empowerment programs and support programs for other sections of the community. These programs include PNPM MP, a women's credit union program under the PNPM program, Desa Berkembang, and a biogas program.

The biogas program, which is run by the Blera district environmental affairs agency, aims to encourage people to switch from using kerosene to biogas produced from cattle or buffalo manure as cooking fuel. This program was launched in 2011 after the village head met a staff member from the environmental affairs agency. Securing this program was relatively easy because, unlike other programs, there was no need for meetings or competition at the subdistrict level. Instead, it began with the village head introducing himself and chatting to this staff member and asking him where he was from. He replied that he was from a village in Blera that was in the middle of submitting a proposal for a biogas program for his village and another village. The village head then asked if it would be possible to get his village involved in the program, and the response was it could as long as it made a proposal.

Returning home, the village head drafted a proposal for the biogas program to the district environmental affairs agency. After waiting several weeks, the funding was released and the biogas program was implemented in his village, with 14 biogas stoves for 14 households in the village. The stoves were given to families that had cows or buffalo, because the biogas is produced from their manure.

Box 15. Konsorsium LSM in Lombok Tengah

Konsorsium LSM support in Lombok Tengah focuses on village development planning aimed at producing a village strategic plan. Since it began in 2006, Konsorsium LSM has agreed to work with Lombok Tengah district government. The consortium directly supports the preparation of village strategic plans in 22 villages, and the district government handles the rest.

It was these strategic village plans that later formed the basis for the switch to village medium term development planning in 2007. In addition to the consortium's partnership with district government, contributing to the program's success was its collaboration with the managers of empowerment programs in Lombok Tengah, such as PNPM MP and PNPM Perkotaan (P2KP). These empowerment programs, which were initiated by national government, also helped promote the preparation of village medium term development plans.

As well as promoting village planning, both under the strategic planning model and the medium term development planning model, Konsorsium LSM Lombok Tengah also supported the process of getting village proposals accommodated in the district plan. Here, as well as working with PNPM actors, support staff from the consortium took turns to with the subdistrict facilitators to facilitate and support the planning process at the subdistrict level. Then, at the district level, the consortium also supervised and monitored the planning process by being actively involved on the district poverty alleviation coordination team.

With all the support process it was performing, the consortium claimed that vertical integration was underway. This was reflected in the percentage of village proposals accommodated in the district development plan, which reached 77% in 2007. Despite this claim, in subsequent years this percentage decreased consistently.

It shortcomings aside, the consortium still sees budget allocation as a challenge to integrating village participatory planning into the regular planning process. The consortium admits that they continue to find it difficult to monitor local budget planning processes. The planning process, which starts with the drafting of the general budget policy and preliminary budget calculations, is still closed, even though this forms the basis for drafting the regional budget annual activity plan (RKA APBD). This is seen as a constraint and the main challenge to the consortium's efforts to support village participatory planning.

Another challenge the consortium perceives is the sectoral egoism in the regional government work units. Frequent coordination has done little to dampen this egoism. As the consortium's coordinator explained, the regional government work units still calculate the costs and benefits of accommodating village proposals put forward by the consortium. And even PNPM looks at the costs and benefits of coordinating with local government and NGOs.

GLOSSARY

- ACCESS** Australian Community Development and Civil Society Strengthening Scheme
- ADB** Asian Development Bank
- ADD** Alokasi Dana Desa / Village Allocated Funds
- ADD Pemberdayaan** Alokasi Dana Desa Pemberdayaan / Village Allocated Fund for Empowerment
- APBN** Anggaran Pendapatan dan Belanja Negara / National State Budget
- APE** Alat Peraga Edukatif / Educational Aids Scheme
- AusAID** Australian Agency for International Development
- Bahteramas** Membangun Kesejahteraan Masyarakat / Building Community Welfare
- Baruga Sayang** Balai Rujukan Keluarga dan Pusat Layanan Pembangunan / Family Advice and Development Service Center
- BPD** Badan Permusyawaratan Desa / Village Council
- BPMD** Badan Pemberdayaan Masyarakat Desa / Village Community Empowerment Agency
- CDD** Community Driven Development
- CSR** Corporate Social Responsibility
- DPRD** Dewan Permusyawaratan Rakyat Daerah / Local Parliament
- FGD** Focus Group Discussion
- Gerhan** Gerakan Nasional Rehabilitasi Hutan dan Lahan / National Forest and Land Rehabilitation Scheme
- Gernas Kakao** Gerakan Nasional Peningkatan Produksi dan Mutu Kakao / Family Income Improvement Scheme
- HH** Household
- IDT** Inpres Desa Tertinggal / Development Program for Poor Villages
- ILGR** World Bank Initiatives for Local Governance Reform
- Jamkesda** Jaminan Kesehatan Daerah / Regional Health Insurance
- Jamkesmas** Jaminan Kesehatan Masyarakat / Community Health Insurance
- JICA** Japan International Cooperation Agency
- KBR** Kebun Bibit Rakyat / Community Nursery Program
- Konsorsium LSM** NGOs Consortium
- KPM** Kader Pemberdayaan Masyarakat / Community Empowerment Cadre
- LGSP** Local Government Support Project
- MA** Madrasah Aliyah / Islamic Senior Secondary School
- MTsN** Madrasah Sanawiyah Negeri / State Islamic Junior Secondary School
- MAD** Musyawarah Antar Desa / Inter-Village Discussion
- MI** Madrasah Ibtidaiyah / Islamic Primary School
- MKP** Musyawarah Kelompok Perempuan / Women Discussion Forum (ok)
- MMDD** Menggagas Masa Depan Desa / Discussion on Village Future
- MTS** Madrasah Sanawiyah / Islamic Junior Secondary School
- Musrembang** Development Planning Meeting
- Musrembangdes** Village Development Planning Meeting
- NGO** Non-governmental Organization
- NICE** Nutrition Improvement through Community Empowerment
- Pamsimas** Penyediaan Air Minum dan Sanitasi Berbasis Masyarakat / Community Based Sanitation and Water Supply Scheme
- PAUD** Pendidikan Anak Usia Dini / Early Learning Center
- PDPM** Program Daerah Pemberdayaan Masyarakat / Regional Community Empowerment Program
- Pemprov** Pemerintah Provinsi / Provincial Government
- PIK** Paket Paket Informasi Kecamatan / Subdistrict Information Package
- PKD** Pengkajian Keadaan Desa / Village Assessment
- PKK** Program Kesejahteraan Keluarga / Family Welfare and Empowerment
- PNPM** Program Nasional Pemberdayaan Masyarakat / National Program for Community Empowerment
- PNPM GSC** PNPM Generasi Sehat dan Cerdas / PNPM for Health and Education
- PNPM Hijau** PNPM Green
- PNPM Integrasi/P2SPP** Program Pengembangan Sistem Pembangunan Partisipatif / PNPM to Develop Participatory Development System
- PNPM Inti** PNPM Core programs
- PNPM KP** PNPM Kelautan dan Perikanan / PNPM Marine and Fisheries
- PNPM MP** PNPM Perdesaan / PNPM Rural
- PNPM Mandiri Pangan** PNPM Food Sufficiency
- PNPM Pariwisata** PNPM Tourism
- PNPM Penguatan** PNPM Supporting programs

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| PNPM Perkotaan PNPM Urban | Sapa The Coordinating Ministry of People's Welfare Strategic Alliance for Poverty Alleviation |
| PNPM Pemukiman PNPM Housing | Sarbina <i>Sarjana Pembina</i> / Graduate Advisors, a national movement to improve cocoa production and quality |
| PNPM PISEW <i>PNPM Pengembangan Infrastruktur Sosial Ekonomi Wilayah</i> / PNPM Mandiri Regional Infrastructure for Social and Economic | SD <i>Sekolah Dasar</i> / Elementary School |
| PNPM PPIP <i>Program Pengembangan Infrastruktur Perdesaan</i> / Rural Infrastructure Development Program (PNPM RIS) | SDN <i>Sekolah Dasar Negeri</i> / State Primary School |
| PNPM PUAP <i>Pengembangan Usaha Agrbisnis Perdesaan</i> / Development of Rural Agribusiness | Simantri <i>Sistem Pertanian Terintegrasi</i> / Integrated Agriculture System |
| Podes <i>Pendataan Potensi Desa</i> / Village Potential Data | SKPD <i>Satuan Kerja Perangkat Daerah</i> / Local Government Working Unit |
| Poskesdes <i>Pos Kesehatan Desa</i> / Village Health Post | SLPTT-UPK <i>Sekolah Lapang Pengelolaan Tanaman Terpadu – Unit Pengelola Kegiatan</i> / Integrated Crop Management Field School – Activity Management Unit |
| PRA Participatory Rural Appraisal | SLTA <i>Sekolah Lanjutan Tingkat Atas</i> / Senior Secondary School |
| PUM-KUBE <i>Program Usaha Mina Perikanan</i> / Credit Program for Fishermen | SLTP <i>Sekolah Lanjutan Tingkat Pertama</i> / Junior Secondary School |
| Puskesmas <i>Pusat Kesehatan Masyarakat</i> / Primary Health Center | SMA <i>Sekolah Menengah Atas</i> / Senior Secondary School |
| Pusling <i>Puskesmas Keliling</i> / Mobile Primary Health Center | SMK <i>Sekolah Menengah Kejuruan</i> / Vocational Secondary School |
| Pustu <i>Puskesmas Pembantu</i> / Auxiliary Primary Health Center | SMP <i>Sekolah Menengah Pertama</i> / Junior Secondary School |
| Posyandu <i>Pos Pelayanan Terpadu</i> / Integrated Health Post | SMPSatap <i>Sekolah Menengah Pertama Satu Atap</i> / Joint Primary and Junior Secondary School |
| PPK <i>Program Pengembangan Kecamatan</i> / Kecamatan Development Program (KDP) | SMU <i>Sekolah Menengah Umum</i> / Senior Secondary School |
| PPLS <i>Pendekatan Program Perlindungan Sosial</i> / Social Protection Program Data Collection | SPP <i>Simpan Pinjam kelompok Perempuan</i> / Women's Saving and Loan Program under PNPM Rural |
| PSF PNPM Support Facility | SOP Standard Operating Procedure |
| P2DTK <i>Program Pembangunan Daerah Khusus dan Tertinggal</i> / Development of Special and Disadvantaged Regions Program, | TK <i>Taman Kanak-Kanak</i> / kindergarten |
| P2KP <i>Program Penanggulangan Kemiskinan Perkotaan</i> / Urban Poverty Program | Unram Universitas Mataram |
| P2MP <i>Program Pemberdayaan Mandiri Perdesaan</i> / Rural Empowerment Program | UP2K <i>Usaha Peningkatan Pendapatan Keluarga</i> / Household Income Improvement Scheme |
| P3DT <i>Program Pembangunan Prasarana Pendukung Desa</i> / Program for Development of Village Support Infrastructure | UPPKS <i>Usaha Peningkatan Pendapatan Keluarga Sejahtera</i> / Household Income and Welfare Improvement Scheme |
| RA <i>Raudatul Aftal</i> / Islamic Kindergarten | URSI Urban Sanitation and Rural Infrastructure |
| Raskin <i>Beras untuk Keluarga Miskin</i> / Subsidized Rice for Poor Family | |
| RKPDDes <i>Rencana Kerja Pembangunan Desa</i> / Village Annual Development Plan | |
| RPJMDDes <i>Rencana Pembangunan Jangka Menengah Desa</i> / Village Medium Term Development Plan | |
| RT <i>Rukun Tetangga</i> / Neighborhood | |

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