

KOMPAK

Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan
Kemitraan Pemerintah Australia - Indonesia



Australian Government

GOVERNANCE AND DISTRIBUTION OF VILLAGE FUNDS CASH ASSISTANCE (BLT-DD)

A CASE STUDY IN BONDOWOSO AND BIMA

KWAN MEN YON, LENI DHARMAWAN, PARAMAGARJITO IRTANTO,
VINDYA BUDIMAN, IZZUDDIN ALGHIFARI, APRIL NOVITA, DAN ANCILLA IRWAN



GOVERNANCE AND DISTRIBUTION OF VILLAGE FUNDS CASH ASSISTANCE (BLT-DD)

A CASE STUDY IN BONDOWOSO AND BIMA

KWAN MEN YON, LENI DHARMAWAN, PARAMAGARJITO IRTANTO, VINDYA BUDIMAN, IZZUDDIN ALGHIFARI, APRIL NOVITA, AND ANCILLA IRWAN

A. INTRODUCTION

A.1. BACKGROUND

During the COVID-19 pandemic, and for the first time ever, villages were requested to distribute a part of the Village Funds received from the central government to their residents as direct cash transfer called the Village Fund Cash Assistance (*Bantuan Langsung Tunai–Dana Desa/BLT-DD*) for the purpose of mitigating the impacts of the pandemic. Distributing these assistance provided an opportunity to show how various KOMPAK models interact at the village level and assisted village governments with their new duty.

As a facility funded by the Australian Government to support the Indonesian Government, KOMPAK has several flagship areas of focus, and related models, including:

- i. Kecamatan and Village Strengthening (KVS)—and its related Integrated Village Apparatus Capacity Building (*Peningkatan Kapasitas Aparatur Desa/PKAD*) model,
- ii. Village Information Systems (*Sistem Informasi Desa/SID*),
- iii. Social Accountability (SA), and
- iv. Civil Registration and Vital Statistics (CRVS).

These flagship areas of focus are delivered through various models and support at KOMPAK locations across 24 districts in seven provinces: Aceh, Central Java, East Java, West Nusa Tenggara, South Sulawesi, Papua, and Papua Barat. Some programs are conducted at different times in each district, depending on the circumstances in every location. Therefore, there are variations in the ways the implemented models were modified and the progress in each location.

KOMPAK periodically monitors the progress of its flagship programs, as well as conducts a series of thematic studies, and publishes articles on good practices and stories of change¹. However, how these models could work together to and complement each other in a particular location, especially at village level, has not been thoroughly reviewed. Therefore, there is a need to document the process that works well in selected villages, not necessarily representing all KOMPAK villages for the purpose of sharing information and lessons learned as references for other villages as well as the central and district governments.

A.2. STUDY OBJECTIVE

This study aims to document whether the selected villages implemented good governance practices (participation, transparency, and accountability) by leveraging various KOMPAK' support and technical assistance prior to the pandemic in the distribution of BLT-DD in 2020 and 2021. Specifically, this study documents the process to revise Village Budgets in the target locations, identify and agree on the BLT-DD beneficiaries, devising solutions for emerging problems, and identify factors driving or hindering best village governance practices.

A.3. KEY QUESTIONS

The study aims to answer the following key questions:

1. What were the supports (across flagship programs) provided by KOMPAK for villages, and how were they implemented prior to the pandemic? How did the village governments respond to the implementation?
2. How did the villages leverage and implement KOMPAK' support in the distribution of BLT-DD and handling of any emerging issues?
3. What are the factors influencing distribution of BLT-DD, including any issues and role of non-village stakeholders (supra-village government and non-governmental organizations)?

These key questions are expected to provide an overview of whether KOMPAK programs can facilitate good planning and budgeting processes based on available data. Additionally, key questions aim to explore whether villages collaborated with KOMPAK prior to the pandemic. Subsequently, the study will identify whether villages leveraged KOMPAK's support in the distribution of BLT-DD during the pandemic, what were the challenges, and which parties assisted the villages in overcoming those challenges, as well as the role of other village stakeholders, such as the Village Council (*Badan Permusyawaratan Desa/BPD*), community figures, as well as the poor and vulnerable groups.

A.4. METHODOLOGY

There are several factors that determine how the village fund for cash transfer assistance could be used and/or distributed by villages, such as public finance policy, and most importantly, good governance in villages. Characteristic of good governance is the presence of 'public-oriented' attributes or mindset, i.e. participative, transparent, and accountable, which are aimed to achieve welfare improvements for the village communities. This study is focused on village governance in the distribution of BLT-DD and KOMPAK's contributions along the process.

¹ <https://www.kompak.or.id>

This is a qualitative study conducted through semi-structured interviews and observations with key informants in the districts as well as KOMPAK staff and partners. This method fulfils the need to quickly understand the circumstances and socio-political factors in villages, including the values, motivation, and responses from the actors and relevant stakeholders towards BLT-DD. The study was conducted in two locations: Bondowoso District (East Java) and Bima District (West Nusa Tenggara/NTB), involving 27 and 23 key informants in Bondowoso and Bima, respectively.

Selection of Study Location

The two KOMPAK districts of Bondowoso (East Java) and Bima (NTB) were selected as study locations after consultation with KOMPAK's implementation team, as these districts are considered to be very responsive in the distribution of BLT-DD and, prior to the pandemic, have received or implemented several KOMPAK support models on governance improvement, such as, but not limited to, PFM, KVS, SID, SA, and CRVS.

In addition, the study team has purposefully selected these two districts because of their different attributes. Bondowoso District is more advanced in SID and civil registration service, while Bima District has strong points in village development planning forum and village councils. The distinct characteristics of these two districts will provide more information and enrich the study. Furthermore, from these two districts, the team identified two well-performing villages, namely Rambutan Village in Bondowoso and Semangka Village in Bima.²

During the field study, the team received suggestions from several District Offices (*Organisasi Perangkat Daerah/OPD*) in Bima's sub-districts to include Mangga Village – another KOMPAK village located in the same sub-district as Semangka Village – in the study. Mangga Village was able to solve some issues related to data sources in the determination of BLT-DD beneficiaries. The team viewed that data collection in this village would require minimum additional resources while providing more comprehensive information on the impact of KOMPAK's programs in the implementation of BLT-DD, and thus decided to include Mangga Village as the third study location.

TABLE 1: STUDY LOCATIONS

STUDY LOCATIONS		KOMPAK MODEL INTERVENTION				
District	Village (pseudonym)	KVS (Integrated PKAD)		SA	CRVS	SID
		P-PTPD	BPD	Sekar Desa		
Bima	Mangga	Yes	Yes	Yes	Yes	Yes
	Semangka	Yes	Yes	No	Yes	Yes
Bondowoso	Rambutan	Yes	Yes	Yes	Yes	Yes

Notes:

1. P-PTPD stands for *Penguatan Pembina Teknis Pemerintahan Desa (Village Governance Facilitator Strengthening)*, a sub-model from the Integrated PKAD that strengthens sub-district apparatus in performing their duties as technical facilitators to guide and supervise village governance.³
2. *Sekar Desa* or *Village Budget School* is a platform for *Village Councils, Village Heads, Village Apparatus, and village community* to learn together in creating a transparent, participative, accountable, gender-responsive, and inclusive village.⁴

² Village names are in pseudonyms to protect the privacy of informants.

³ KOMPAK. (2020c). *Pengembangan Kapasitas Aparatur Desa (PKAD) Terpadu: Penguatan Pembina Teknis Pemerintahan Desa (P-PTPD)*. KOMPAK: Jakarta.

⁴ Hasan, A.M., and Hadi, B. (2020, page 2). *Village Budget School Module (revised edition 2020)*. KOMPAK: Jakarta.

Data Collection

Data for this study were collected by referring to the interview guidelines, which were designed to answer the key questions by informant groups. The informant groups for this study are (1) village heads and secretaries; (2) BPD; (3) SID operators; (4) community figures; (5) beneficiaries of assistance; (6) sub-district heads or secretaries; (7) village facilitators; (8) PTPD; (9) District Community and Village Empowerment Offices (*Pemberdayaan Masyarakat dan Desa/PMD*); (10) District Office for Social Affairs; (11) District Development Planning Agency (*Badan Perencanaan Pembangunan Daerah/Bappeda*); (12) District Population and Civil Registration Office (*Dinas Kependudukan dan Pencatatan Sipil/Dukcapil/Dispendukpencapil*); (13) KOMPAK partner organizations; and (14) KOMPAK staffs. In collecting the data, the study team performed the following steps:

- Interviewed KOMPAK staff at the national and regional (Bondowoso and Bima Districts) levels to identify the scope of interventions, determine research scope and location, and develop data collection tools;
- Collected and studied relevant program documents to understand the structure and scope of KOMPAK interventions;
- Interviewed OPD, village governments, and beneficiaries of BLT-DD in the selected villages. Several OPD informants from Bima District were interviewed online via Zoom application prior to the study to save time on field data collection; and
- Interviewed village stakeholders, collected secondary data in villages, and conduct observation.

Analysis and Reporting

The complexity of BLT-DD implementation demands a specific analysis toward the actors involved and related issues. In general, this study analysed the issues of BLT-DD across two levels, namely (1) its implementation in villages; and (2) the role of local governments. Both were examined in conjunction with the central government's policy on BLT-DD and its impact to the community. The main interest of this study is the experience of the selected villages working in the interplay of various factors determining the distribution of BLT-DD from the KOMPAK programmatic point of view. In brief, the study analyzes:

- Pre-pandemic intervention: the progress (performance and implementation) of relevant KOMPAK program in villages.
- Village Fund governance during the pandemic:
 - ▶ Changes in Village Budget in 2020 and 2021.
 - ▶ Identification, examination, and determination of BLT-DD beneficiaries, particularly by SID data utilization, village forum or discussion, and the complaint/feedback mechanism.
 - ▶ BLT-DD distribution and monitoring mechanism.esponse of beneficiaries and community figures (including BPD).
 - ▶ Reporting and accountability.
- Detailed role of key stakeholders: village heads, BPD/actors on data collection/SID, and beneficiaries (poor, women, people with disabilities, and/or seniors residents).

Study Timeline

The study was conducted from February to June 2022, with the following timeline of data collection:

- Bondowoso District: 25 March – 30 March 2022.
- Bima District: 28 March – 1 April 2022.

A.5. LIMITATIONS

There are several limitations to this study. *First*, due to time constraints, the study did not include non-KOMPAK locations. Therefore, it was not possible to determine the significance of the program and how it compares to non-KOMPAK locations. *Second*, time restrictions limited the scope of this study, and not all key informants could be interviewed, such as the beneficiaries in Bima (the data collection period coincided with the busy local period of harvesting season and the impending Ramadhan month). Also, several informants were newly appointed officers, which means that their scope of information was limited. *Third*, several informants had difficulty in recalling and describing in detail the relevant KOMPAK interventions as well as the distribution of BLT-DD in 2020. The number of supporting documents that could be obtained was also limited. This resulted in a possibly incomplete and less distinct picture of what is being carried out in villages during the distribution of BLT-DD and the contribution of KOMPAK models/initiatives.

A.6. STUDY LOCATIONS PROFILE

This section serves as a brief introduction of the study locations, in order to provide a more complete picture of the socioeconomic circumstances that could influence the distribution of BLT-DD.

District Profile

Bondowoso District is one of the districts with an above-average poverty rate in the East Java province. In 2021, 14.73% of Bondowoso residents were below the poverty line (IDR423,150 per capita/month), while the average poverty rate in East Java Province was 11.4%.⁵ There were 115,175 poor residents in Bondowoso (2021), an increase from 103,330 in the pre-pandemic era (2019).⁶

Bima District was also in the top four districts in West Nusa Tenggara Province in terms of the number of poor residents. In 2021, there were 75.49 thousand of poor residents, an increase from 71.65 thousand in 2019. According to the Central Bureau of Statistics of Bima District, the district's poverty rate was 14.49% (2020), lower than the figures in 2019 (14.84%). However, the poverty rate increased to 14.88% in 2021, with a poverty line of IDR363,228 per capita/month.⁷

Village Condition

Rambutan Village in Bondowoso District has the smallest area compared to Mangga and Semangka Villages in Bima District. With only 25% of Mangga's area, with a population of almost 70% of Mangga's population, Rambutan Village is relatively denser spatially. The lack of job opportunities within Rambutan Village and the district has forced more than half of the villagers to work outside the village, mainly in Situbondo (neighboring district), Surabaya, and Bali. The rest works as farmers, *beseke*⁸ weavers, tobacco farmers, or cow raisers. The majority of women in the village are *beseke* weavers. "Without *beseke*, the economy of Rambutan Village will collapse," admitted a village official.

Mangga Village is the largest village in its sub-district with an area of more than 9 km² while Semangka Village has a relatively smaller area, only about half of Mangga Village's area. However, the population density of Semangka Village is more than 1,000 inhabitants per km², much higher than Mangga Village with less than 400

⁵ <https://jatim.bps.go.id/statictable/2021/12/13/2289/jumlah-dan-persentase-penduduk-miskin-di-provinsi-jawa-timur-menurut-kabupaten-kota-2017-2021.html>

⁶ <https://bondowosokab.bps.go.id/indicator/23/46/1/kemiskinan.html>

⁷ Central Bureau of Statistics of Bima District. (2022). *Kabupaten Bima dalam Angka 2022*. Bima: BPS Kabupaten Bima.

⁸ *Beseke* is a rectangular basket with a lid, made of woven bamboo, used to store *pindang* (cooked fish).

inhabitants per km². Both villages are located within the same distance to the city, with different topographies. Mangga Village is located on the hillside whereas Semangka Village is located along the main road. The primary livelihood of both villages is agriculture, with 700-1,000 households growing food crops in each village.

The research team did not obtain official data on the population who fell into poverty or lost their jobs due to the COVID-19 pandemic. However, according to the informants, only a small number of people in Bima study villages lost their jobs due to the pandemic, as there are no large companies or industries that could be impacted by the pandemic and were forced to reduce their workforce. In Rambutan, however, many of their out-migrant workers lost their jobs and returned to the village.

The head of Semangka Village, a college graduate, has served as a village head from 2002 to 2007 and was re-elected during the initial period of BLT-DD distribution in 2020. The current head of Mangga Village is serving his third term, whereas the head of Rambutan Village was just re-elected in 2021 after serving as a successor of the previous village head who fell sick in the middle of his term in 2017.

TABLE 2: STUDY LOCATION PROFILE

CHARACTERISTICS	RAMBUTAN (BONDOWOSO, EAST JAVA)	SEMANGKA (BIMA, NTB)	MANGGA (BIMA, NTB)
Area	>2 km ²	>4 km ²	>9 km ²
Number of sub-villages	6	5	5
Number of populations	>2,000	>4,000	>3,000
Number of people with disabilities	5-10	30-40	N/A
Number of poor families	N/A	200-300	600-700
Total Village Fund (2020)	IDR1 billion	IDR905 million	IDR895 million
Total Village Fund Allocation (2020)	IDR480 million	IDR540 million	IDR570 million
Livelihood	Rice, tobacco, cattle, bamboo <i>beseq</i> , working outside the village (500 head of households)	Rice	Rice

Note: Some data were not available due to time limitation in data collection.

B. PANDEMIC EMERGENCY AND BLT-DD

B.1. REFOCUSING VILLAGE FUNDS FOR COVID-19 RESPONSE

The first COVID-19 case in Indonesia was identified in early March 2020. Within a month, 1,528 cases and 139 deaths were recorded.⁹ In response to the escalating crisis, the government placed a restriction on public activities in various sectors which lead to major socio-economic impacts, such as imminent layoffs, rising unemployment, and a rising number of poor people. In response to this, on 31 March 2020, the government stipulated a Government Regulation in Lieu of Law (Perppu) Number 1 of 2020 on State Financial Policy and Financial System Stability to Control the COVID-19 Pandemic and/or In Response to Dangerous Threats to the National Economy and/or the Stability of the Financial System.¹⁰ This Perppu was based on the assumption of a pressing urgency that needed to be addressed, one of which was by refocusing the use of the Village Fund, or, in other words, utilizing the Village Fund for pandemic response efforts.

In less than two months after the stipulation of the Perppu, the government issued various derivative regulations and circulars regarding the use of Village Funds. The government immediately issued Presidential Regulation (Perpres) Number 54 of 2020 which stipulates that Village Funds can be used as social safety nets in villages in the form of direct cash assistance to the poor and for COVID-19 response activities. This was followed by the issuance of Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration (Permendesa) Number 6 of 2020 on the Amendment to Permendesa Number 11 of 2019 on Priorities for 2020 Village Funds Utilisation. Permendesa Number 6 of 2020 (which was subsequently amended several times) also further regulates the use of village funds for BLT-DD by setting general targets and criteria for beneficiaries, a mechanism for data collection and verification, methods for calculating the number of beneficiaries, a mechanism for distribution, period, and amount of BLT, as well as a mechanism for monitoring and evaluation. Some informants called this period a ‘regulatory storm’.

According to Permendesa Number 6 of 2020, the target beneficiaries of BLT-DD are poor families who have “lost their livelihood or job, have not been registered as beneficiaries for the Hope Family Program (PKH), Non-Cash Food Assistance (BPNT), or pre-employment card, as well as the families whose members are prone to persistent/chronic illness” (Article 8A, Paragraph 3). This regulation stipulates a data collection mechanism to be conducted by villages and authorises villages to determine BLT-DD beneficiary families. General instructions provided in the regulation are as follows: (1) Data shall be collected by village volunteers for COVID-19 response; (2) Data shall be collected from RT, RW, and Village; (3) Data collection results shall be determined through special/incidental village forums; (4) Data collection result shall be signed by the village head to be considered legal or valid; and (5) Data collection result shall be reported to the district head/mayor through the sub-district head. Furthermore, the Permendesa stipulated that BLT shall be distributed no later than five days after the data collection results are received by the sub-district offices.

The number of BLT-DD beneficiaries is determined using the formula provided in Permendesa Number 6 of 2020. There are three village categories: (1) Recipient of less than IDR800 million in Village Funds shall allocate a maximum of 25% as BLT-DD; (2) Recipient of IDR800 million to IDR1.2 billion in Village Funds shall allocate a maximum of 30% as BLT-DD, and (3) Recipient of more than IDR1.2 billion in Village Funds shall allocate a maximum of 35% as BLT-DD. If the number of poor families exceeds the stipulated budget allocation, the village can increase the allocation with the approval of the district/city government. The village government shall

⁹ <https://www.kompas.com/tren/read/2020/03/31/213418865/rekap-kasus-corona-indonesia-selama-maret-dan-prediksi-di-bulan-april?page=all>

¹⁰ In mid-May 2020, this Perppu was promulgated into Law Number 2 of 2020.

directly distribute BLT-DD each month on a non-cash basis. The first BLT-DD was distributed for three months, at IDR600,000 per month for each family. The regulation has also specifically assigned the role of monitoring and evaluating BLT-DD activities to three parties, namely the BPD, the sub-district head, and the district/city inspectorate.

Subsequently, the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendesa) issued several instructions and circulars to facilitate the distribution of BLT-DD in 2020. It shall be noted that the utilization of Village Funds for BLT is a novel experience for Kemendesa and for the villages themselves. As there are lots of regulations and informations to discern in a short amount of time, only those villages that are more prepared in human resources and organisation-wise are capable of implementing this policy. Several aspects of implementation, which will be discussed further in this study report, were affected from the start by time constraints and the unpreparedness of relevant institutions, especially in data collection.

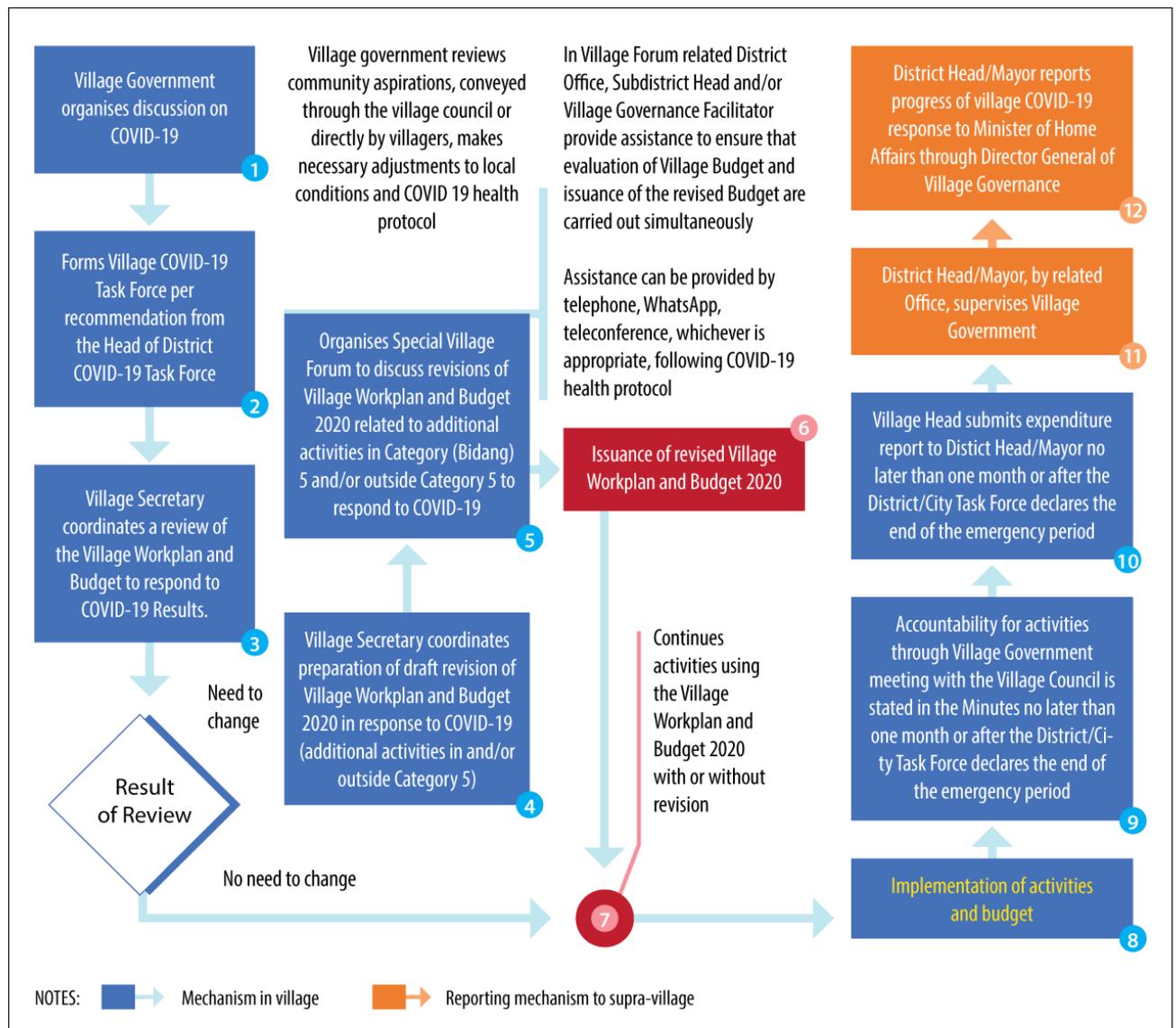
Furthermore, the Ministry of Finance (Kemenkeu) issued several regulations regarding the utilisation of Village Funds for BLT, including: (1) Regulation of the Ministry of Finance (PMK) Number 40 of 2020 on the Amendment to PMK Number 205 of 2019 on Village Fund Management; followed by (2) PMK Number 50 of 2020 on the Second Amendment to PMK Number 205 of 2019 on Village Fund Management. Several things that are not provided in Permendesa Number 6 of 2020 are further regulated in the PMKs.

PMK Number 40 of 2020 regulates the criteria for BLT-DD beneficiaries data referring to the Integrated Social Welfare Database (DTKS) from the Ministry of Social Affairs (Article 32A). The criteria are: (1) poor or underprivileged families domiciled in the relevant village; and (2) families that are not the beneficiaries of PKH, Staple Food Program Cards, and Pre-Employment Cards. Nevertheless, there are no further details on the poor or underprivileged category. This regulation also stipulates sanctions for villages that failed to allocate or distribute BLT-DD in the form of Village Fund deduction for the current or following year. A month later, the government issued PMK Number 50 of 2020 which extended the BLT-DD distribution for each family by IDR300,000 per month for the fourth to sixth month. Villages shall be exempted from sanctions if the special village forum (*Musyawarah Desa Khusus or Musdesus*) stated that there are no prospective families who meet the criteria for BLT-DD. This rapid change in regulations reflected the learning curve of the government in analysing the impact of the pandemic, while at the same time has created various challenges in its implementation, especially for villages.

Following the changes in Permendes and PMK have forced villages to make as many revisions in their Village Budget, as they had already ratified the 2020 Village Budget when the instruction to repurpose the budget was issued. KOMPAK in-house survey shows that generally its assisted villages ratified their budget in early March 2020.¹¹ An analysis to the Village Budget revealed that of 342 KOMPAK assisted villages, 50% revised their budget at least three times.¹² Meanwhile the Instruction of the Minister of Home Affairs Number 3 of 2020 on COVID-19 response in villages by the Village Budget, which regulates the BLT-DD nomenclature in the Village Budget, was issued on 21 April 2020. With the rapid issuance of various regulations, the villages had to quickly update themselves and start the process of revising their Village Budget through a series of stages which included discussions in a *Musdesus* (see **Figure 1**).

¹¹ KOMPAK 2020 survey.

¹² Irtanto, P.B., Pattinasarany, G.D.V., and Iswanto, L. (2022). *Studi Anggaran Pendapatan dan Belanja Desa (APB Desa) Tahun 2020 di Lokasi KOMPAK: Respons Desa dalam Upaya Penanggulangan Dampak COVID-19*. Jakarta: KOMPAK.

FIGURE 1. PROCEDURES AND MECHANISMS FOR VILLAGE RKP AND VILLAGE BUDGET MODIFICATION¹³

Source: Instruction of the Minister of Home Affairs Number 3 of 2020

B.2. CHALLENGES IN THE IMPLEMENTATION OF BLT-DD¹⁴

BLT-DD implementation had its own challenges to ensure that the aid was received by the intended beneficiaries and right on time, amidst the rapid spread of the pandemic. In the first few months of BLT-DD implementation, several studies were made. SEKNAS FITRA (2020) identified three major problems, namely: (a) regulatory changes, (b) limited understanding of the distribution method, and (c) difficulties in determining criteria for prospective beneficiary families, due to limited data availability and quality. Problems in data collection were also identified by PEKKA during their monitoring of the COVID-19 Disaster Social Assistance distribution in 2020. Errors in exclusion and inclusion are the two main problems, in addition to irregularities in the mechanism and potential

¹³ Ministry of Home Affairs Working Team for the Support of the COVID-19 Task Force, "Penanggulangan Corona Virus Disease 2019 (COVID-19) di Desa melalui Anggaran Pendapatan dan Belanja Desa", h.12. <https://kompak.or.id/article/penanggulangan-corona-virus-disease-2019-di-desa-melalui-anggaran-pendapatan-dan-belanja-des>

¹⁴ Most of the data for this section is taken from Ikil. M. (2020, June 4). Problematika Penyaluran BLT Dana Desa, which can be found at: <https://infoanggaran.com/detail/-problematika-penyalaran-blt-dana-des>

for corruption. Exclusion error means that the social assistance failed to reach those who are vulnerable and in need, such as people who have lost their jobs but are considered to be of productive age, elderly people who live separately from their children but are still included in the same family card, or people who are registered as PKH beneficiaries but are not able to receive their funds. Inclusion error means that ineligible people are receiving the social assistance package, such as one household received three social assistance packages because it is registered in three family cards or village official who received social assistance package despite their ineligibility as a civil servant. The Indonesia Corruption Watch (ICW), which participates in monitoring the distribution of social assistance, including BLT-DD, received complaints from residents, of which the two major problems were illegal deductions/levies and inclusion errors.¹⁵ According to ICW, inclusion and exclusion errors were related to data quality.

The COVID-19 Rapid Impact Assessment for Persons with Disabilities (2020) conducted by the Inclusive COVID-19 Response DPO (People with Disabilities Organisation) Network found that the existing social safety net programs (including BLT-DD) were unable to reach most respondents with disabilities although they are economically vulnerable¹⁶. In fact, 86% (664 of 766) of the total working disability respondents experienced income reduction during the COVID-19 pandemic, however, the group's data showed that respondents from multiple-disability groups were the most affected with 100% of the respondents (20 people) experiencing income reduction, while 50% of respondents had a 50-80% income reduction. The National Team for the Acceleration of Poverty Reduction (TNP2K) identified that people with disabilities, apart from the elderly, women, and informal sector workers, had a higher level of vulnerability during the COVID-19 pandemic.¹⁷

¹⁵ <https://antikorupsi.org/sites/default/files/dokumen/Presentasi%20Hasil%20Pemantauan%20Bansos.pdf>

¹⁶ COVID-19 Response DPOs Network. Yang Bergerak dan Yang Terdampak Di Masa Pandemi: Suara Disabilitas dari Indonesia, which can be found at: <https://ncovid19.sigab.or.id/2020/06/09/yang-bergerak-dan-yang-terdampak-di-masa-pandemi-suara-disabilitas-dari-indonesia/>

¹⁷ <http://tnp2k.go.id/articles/vulnerable-groups-in-the-covid-19-outbreak>

C. KOMPAK'S SUPPORT FOR COVID-19 PANDEMIC RESPONSE

C.1. KOMPAK PROGRAM AT THE NATIONAL LEVEL

KOMPAK started its first phase of activities in 2015 until June 2018, and the second phase in 2019-2022. Partnering with Ministries and Institutions (M/I) – especially the National Development Planning Agency (Bappenas), Ministry of Finance, Ministry of Home Affairs, and Ministry of Villages, Development of Disadvantaged Regions, and Transmigration – KOMPAK worked with governments in seven provinces, namely Aceh, Central Java, East Java, West Nusa Tenggara, South Sulawesi, Papua, and West Papua, as well as a number of districts, sub-districts, and villages in each of the provinces. The number of districts, sub-districts, and villages assisted in each province varied, as with the type of intervention conducted. KOMPAK placed its teams at province and district levels. KOMPAK also partnered with several civil community organisations (Seknas FITRA¹⁸, PEKKA¹⁹, LPA NTB²⁰, Yayasan BAKTI²¹, and PUSKAPA UI²²) to implement some of KOMPAK's activities.

KOMPAK has six priority flagships. The first four have already been described in Section A.1 (KVS, SID, SA, and PASH), whereas the other two are Public Financial Management and Local Economic Development. As mentioned before, the number and type of programs implemented differed in each location depending on issues faced at the location and interests of the local government. Further information on what was facilitated by KOMPAK for every flagship is available on the KOMPAK website.²³

C.2. RESPONDING TO PANDEMIC: WORK PROGRAM ADJUSTMENT

KOMPAK, as a facility supporting the Government of Indonesia (Gol) in poverty and inequality reduction, adjusted its programs to help decrease the negative impacts of the pandemic. KOMPAK network of its teams and implementing partners at KOMPAK locations, enabled KOMPAK to quickly access information on local condition and situation during the pandemic. The work adjustment can be seen in **Figure 2**.

A synergy across flagships was needed to support the Gol, but more specifically in relations to data collection of the vulnerable group and a better targeted BLT-DD distribution. Three of KOMPAK flagships models are Kecamatan and Village Strengthening, Village Information System, and Social Accountability Strengthening – played a major role. Public Financial Management flagship supported the government in adjusting the transfer mechanism of Village Fund, and the Civil Registration and Vital Statistics flagship facilitated the capacity strengthening of civil registration facilitators in collecting data of the vulnerable group. Meanwhile, Local Economic Development flagship looked at how the pandemic affected the resilience of Village-Owned Enterprises and Micro, Small and Medium Enterprises at the village level.

¹⁸ SEKNAS FITRA (Sekretariat Nasional Forum Indonesia untuk Transparansi Desa) or the National Secretariat of Indonesian Forum for Budget Transparency is an institution that supports KOMPAK especially regarding the Social Accountability flagship with among others, Sekar Desa (Sekolah Anggaran Desa) or Village Budget School and Posko Aspirasi, a community feedback mechanism.

¹⁹ PEKKA (Yayasan Pemberdayaan Perempuan Kepala Keluarga) or Women Headed Family Empowerment is an institution that supports KOMPAK in designing and implementing the Social Accountability flagship, especially for the empowerment and participation of women namely, Paradigma Academy, KLIK-PEKKA.

²⁰ LPA (Lembaga Perlindungan Anak) or Child Protection Agency NTB is KOMPAK's partner at the regional level, especially for the Civil Registration and Vital Statistics flagship. The supporting activities included facilitating training and preparation of Civil Registration Working Grup (Pokja Adminduk) services with the Population and Civil Registration Office of East Lombok District.

²¹ Yayasan BaKTI is a foundation that supports KOMPAK specifically in implementing LANDASAN Program in Papua and West Papua.

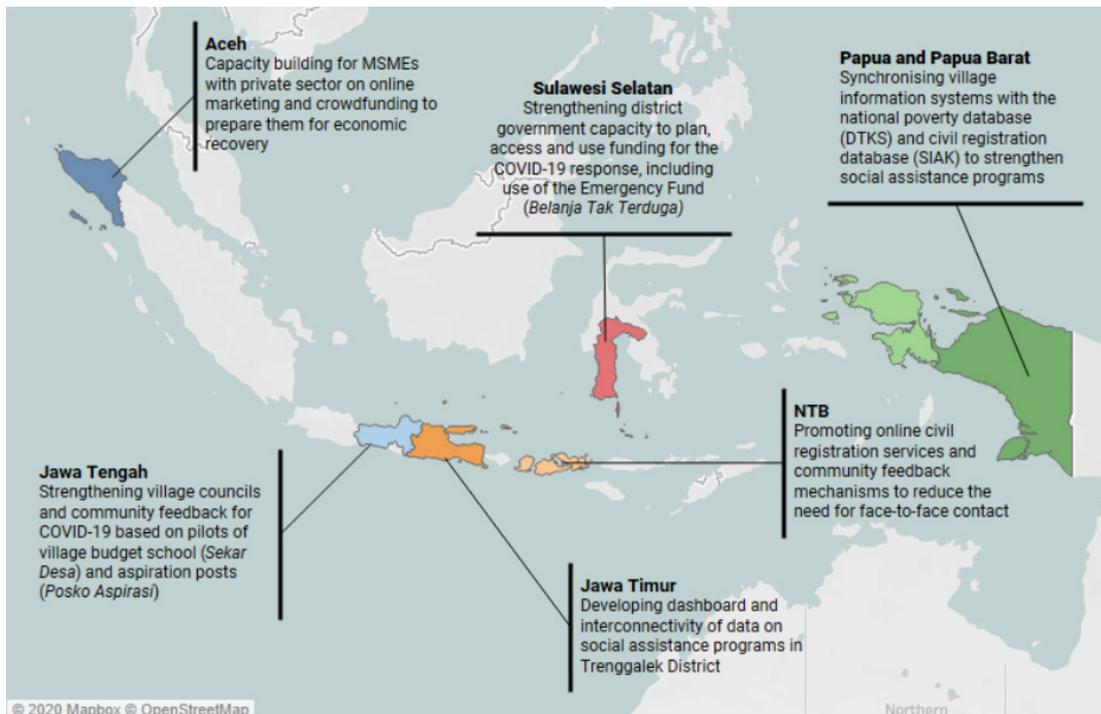
²² PUSKAPA (Pusat Kajian dan Advokasi Perlindungan dan Kualitas Hidup Anak Universitas Indonesia) or Center on Child Protection and Wellbeing University of Indonesia supports KOMPAK for PASH flagship at the national and regional levels, including conducting several reviews on PASH and vulnerable groups.

²³ <https://www.kompak.or.id/id/about-us/index>

FIGURE 2. CHANGES IN KOMPAK ANNUAL WORK PROGRAM (2020) IN RESPONSE TO THE COVID-19 PANDEMIC

Outcome 1	Public Financial Management	Supporting the district government to amend the district budget in response to the COVID-19 pandemic
	Civil Registration and Vital Statistics	Strengthening the role and capacity of CRVS facilitator in collecting data of the vulnerable group affected by the COVID-19 pandemic
Outcome 2	Subdistrict and Village Strengthening (KVS)	Strengthening the role and capacity of stakeholders in sub-districts and villages to amend and implement Village Budget in handling the COVID-19 pandemic
	Village Information System (SID)	Improving data collection and data usage of the vulnerable group in the Village Information System to support better targeting of the COVID-19 pandemic response
	Social Accountability (SA)	Improving public awareness regarding COVID-19 and monitoring by village council and community of the budget and implementation of pandemic responses
Outcome 3	Local Economic Development	Strengthening the role of Village-Owned Enterprise and MSME to support economic resilience at the village level
Crosscutting		Ensuring people with disability, women, and vulnerable groups receive adequate services as part of the response to the COVID-19 pandemic

At province and district levels, KOMPAK provided supports to these governments according to their urgent needs at the start of the pandemic (**Figure 3**).

FIGURE 3. KOMPAK SUPPORT IN HANDLING OF COVID-19 IN REGIONS²⁴

24 KOMPAK. (2020a, Sept, p.1). Dukungan Penanganan Dampak COVID-19: September 2020. https://kompak.or.id/id/download/352/2020_9%20-%20Monthly%20COVID-19%20Update%20-%20KOMPAK%20-%20September%202020_IDN.pdf

C.3. KOMPAK'S SUPPORT DURING COVID-19

KOMPAK's support to the government in implementing BLT-DD policy and handling the impact of the COVID-19 pandemic in villages included:

1. Preparation of guideline for data collection and monitoring of BLT-DD

Several guidelines were published as KOMPAK's support for M/I, including: "Guideline for BLT-DD Data Collection"²⁵ and "Poster of Resident Registration for COVID-19 Prevention and Control Social Aid"²⁶. KOMPAK with SEKNAS FITRA also prepared "Guideline for Monitoring Village COVID-19 Response by Community and Village Council".²⁷

2. Preparation of Instructions of Minister of Home Affairs Number 3 of 2020

KOMPAK cross flagship team cooperated to support the Directorate General of Village Governance, Ministry of Home Affairs in preparing the Instruction of Minister of Home Affairs Number 3 of 2020. The instruction served as procedural guideline for Village Budget revision under administration governance of BLT-DD.

3. Preparation of guideline for sub-district

In line with KOMPAK flagships, it was realised that the BLT-DD disbursement mechanism could not be separated from the role of sub-district in implementing village assistance and supervision. Therefore, KOMPAK supported the Working Team of the Ministry of Home Affairs in Support of the Committee for Handling COVID-19 and National Economic Recovery by preparing "Sub-district Guideline for the Prevention and Control of the COVID-19 Pandemic and for Adapting to the New Normal",²⁸ "Role of Sub-district for the Prevention and Control of COVID-19's Impacts to Social Issues",²⁹ and "Role of Sub-district for the Prevention and Control of COVID-19's Impacts to Health".³⁰

4. Technical assistance for Regional Apparatus Organisation (OPD), sub-district and village

KOMPAK continued to monitor the implementation of BLT-DD disbursement mechanism and the impacts of COVID-19 in the regions. For this purpose, KOMPAK used a simple checklist as a monitoring method for regions to quickly identify issues and obstacles. An example of obstacle identified using this checklist was the slow fund allocation in Aceh as the verification had to be proposed from the district government to the provincial government first. KOMPAK then advocated the head of district to issue a circular letter beforehand, so villages were informed of the allocation and could immediately process budget modifications.

5. Advocacy on data collection

Other advocacy from KOMPAK were related to data collection using VIS and data matching with Integrated Social Welfare Database (DTKS) and other related sources to ensure that BLT-DD targeted the right beneficiaries, by minimising potential of inclusion and exclusion errors, in accordance with PMK Number 40 of 2020. Initial complaints received were: (a) deceased resident still listed as BLT-DD beneficiary, and (b) double Citizen Identity Number (NIK) for one resident.³¹

²⁵ https://kompak.or.id/id/download/330/20200713_Buku%20Saku%20Pendataan%20BLT-Dana%20Desa%20FINAL.pdf

²⁶ <https://kompak.or.id/id/download/363/Poster%20A1%20Masyarakat.pdf>

²⁷ <https://kompak.or.id/id/download/354/2020panduan-pemantauan-penanganan-covid-19-desa-oleh-masyarakat-dan-badan-permusyawaratan-desa-bpd.pdf>

²⁸ https://kompak.or.id/id/download/358/2020_Pedoman%20Kecamatan%20dalam%20Mendukung%20Pencegahan%20dan%20Pengendalian%20Pandemi%20COVID-19%20dan%20Penerapan%20Adaptasi%20Kebiasaan%20Baru.pdf

²⁹ <https://kompak.or.id/id/download/361/Booklet%20Kecamatan%20Masalah%20Sosial.pdf>

³⁰ <https://kompak.or.id/id/download/360/Booklet%20Kecamatan%20Kesehatan.pdf>

³¹ KOMPAK. (2020b, internal document). KOMPAK Policy Update March 2021: How Village Funds Cash Transfer Program (BLT-DD) Enables the Poor and Vulnerable Group Cope with the COVID-19 Pandemic.

In June 2020, KOMPAK supported Bappenas in preparing “Guideline for Village Fund-Cash Transfer Program (BLT-DD) Data Collection”.³² KOMPAK also facilitated and provided technical guidance for its assisted regions in updating DTKS and synchronising data.

Moreover, KOMPAK also cooperated with other partners and institutions to identify issues, for example: (a) PEKKA, which monitored the distribution of COVID Social Assistance in 2020, and (b) Inclusive COVID-19 Response DPO Network, which conducted quick review of COVID-19’s impacts for persons with disabilities, in cooperation with MAHKOTA. Feedbacks from these reviews showed that there was still a gap in knowledge and access for the the poor and vulnerable groups, especially for women and disabled people. Therefore, KOMPAK advocated the data collection to ensure no vulnerable groups were left out.

C.4. KOMPAK SUPPORT AT STUDY LOCATION

KOMPAK’s work always refers to the six flagships as mentioned above. These six flagships are implemented through models and specific support that can vary at the local level, adjusted to the needs, readiness, and commitment of the stakeholders, as well as innovations of good practices initiated by local governments. There are some differences between the two districts that became study locations: Bima District focused on basic services and civil administration, while Bondowoso District on data collection as the basis for policy-making and service delivery improvements. The following sections review primary models facilitated by KOMPAK that are relevant to the study.

Bondowoso

Since 2015, Bondowoso District has been facilitated by KOMPAK, particularly in health and education services delivery through a partnership with Bappeda who coordinated relevant agencies.

At that time, the number of years in education was only 5.5, while the mother and child mortality rate had been among the highest in East Java. KOMPAK supported access to equality in education for residents above 21 years old, as well as establishing a partnership between *dukun bayi* (traditional midwives) and village midwives to prevent delivery assisted solely by *dukun bayi*, and digitalising health monitoring of mother and infant using SIBUBA (Mother and Infant Information System) application. KOMPAK also bring civil administration services closer to the community through village government, so residents no longer need to go to the Population and Civil Registration Office (Dispenduk) in the district capital.

The village information system in Bondowoso District is often used as an example of good practice. The system is known as SAID (*Sistem Administrasi dan Informasi Desa/Village Information System*) which began as a simple village website. SAID is the result of a collaboration among OPDs, namely the Community and Village Empowerment Office (Dinas PMD), Communication and Informatics Office (Diskominfo), and Dispenduk and Social Affairs Office (Dinsos). Dinas PMD acts as the ‘owner’ by providing username and password, Diskominfo as server manager, Dispenduk produces population data (SIAK), and Dinsos provides DTKS as part of the features of SAID. DTKS contains data of 40 per cent of the poorest residents, while SIAK covers all residents. SAID is also connected to SIBUBA, Regional Health Information System, and TAPE MANIS (*Tanggap dan Peduli Masyarakat Miskin*) data, which enables the village to monitor the condition of its residents and their service needs. At the end of 2021, two KOMPAK-assisted villages in Bondowoso became pilot locations for *Sepakat Desa*, Village Monograph Digitalisation for Social Economy Registration (DMD/K-Regsosek) developed by Bappenas. KOMPAK-

³² <https://www.kompak.or.id/id/article/panduan-pendataan-bantuan-langsung-tunai-dana-desa>

supported models are strengthened by relevant legal products, mostly in the form of Regulation of the District Head. Data reliability and interconnectivity in Bondowoso is expected to improve data accuracy, especially in distributing assistance to the community.

In 2019, there was progress in data management processes, in which, relevant agencies started to be more open and actively involved, as triggered by KOMPAK:

“At a Technical Guidance session, [KOMPAK province team] said, ‘This is so simple, but Bondowoso can’t even do this?’ The staff then openly discussed challenges they faced. Afterward, they started to take action, starting with the civil administration that uploaded their SIAK data and Dinsos (DTKS). District offices shared their data. PMD was also enthusiastic. Bappeda played its role well,... they often advised other officials to openly discussed their problems ‘while KOMPAK is still here.’ In the villages, my fellow village apparatus helped preparing the data.”

– Rambutan Village Apparatus, Bondowoso.

At the same time, KOMPAK also implemented Integrated Village Apparatus Capacity Building (PKAD Terpadu) model, Sekar Desa, and Serap Aspirasi in Bondowoso, although not in all KOMPAK-assisted villages. The aim was to strengthen the knowledge and skills of village government apparatus (including BPD) regarding their duties and functions, budget document analysis, and facilitating of residents in conveying their aspirations to the village government, as well as improving sub-district capacity in assisting and supervising village through P-PTPD as part of PKAD Terpadu.

Bima

KOMPAK started facilitating Bima District in 2016 in the provision of basic services for the community and improvement of village governance, which involved relevant OPDs.

Bima District is known for its good practice, DINDA (Village Incentive Fund), which offers incentives to villages to improve the quality of their planning. KOMPAK also assisted in developing guidelines for Village RKP preparation that can be used by Dinas PMD in facilitating the villages. Furthermore, KOMPAK also advocated a special village forum (*Musyawarah Desa Khusus or Musdesus*) to provide more opportunities for women and persons with disabilities groups to convey their aspirations. Changes started to be seen with more innovative use of the Village Fund, where more budget was allocated to fulfil basic services instead of prioritising physical infrastructures as before.

This improvement was the result of the improved capacity of many relevant parties. The village head, village secretary, and village council were the key targets for capacity development to ensure awareness of the importance of data collection and its various utilisation such as basic service provision and, BLT-DD. Capacity improvement of the supra village governments through P-PTPD is one of the good practices in Bima District, where PTPD actively participates in *Musdesus* to provide input, particularly in relation to government matters.

Since 2017, KOMPAK has been supporting the strengthening of VIS and SIBISA (*Sistem Bima Satu Data*) applications, in collaboration with several OPDs, such as Diskominfo, Dinas PMD, Dukcapil, and Statistics Indonesia (BPS). The development of the SIBISA application was in cooperation with Diskominfo and also BPS for the data collection mechanism, verification method, and input variable identification. The effort to rectify DTKS data was supported by the issuance of a Circular Letter of the District Head instructing BDT/DTKS data verification through *Musdesus*. However, not all villages in the district have carried out this process as the Office for Social Affairs in Bima District has limited human resources to assist or supervise data validation and verification processes in villages. On the other hand, this study found that villages were reluctant to remove names from DTKS for fear of resident protests that would influence the village head's electability. Moreover,

people were not motivated to rectify the data as it would not change the result of the database in the next period. Only two villages in KOMPAK locations organized a *Musdesus* to rectify DTKS data and removed names of ineligible residents (deceased or moved). Another village removed State Civil Apparatus (ASN) from DTKS without holding a *Musdesus*.

In Bima, KOMPAK also facilitated the application of civil administration documents at the village level. KOMPAK facilitated the issuance of several regulations, including the Regulation of District Head Number 23 of 2017 on the Acceleration of Birth Certificate Ownership. A village in the study location provided an incentive fund for Civil Registration Working Grup (Pokja Admindak), following Dinas Dukcapil and KOMPAK's advocacy.

In general, both in Bondowoso and Bima Districts, the most prominent role of KOMPAK was in building inter-agencies collaboration through discussions/intensive facilitation, both formal and informal, organised by KOMPAK District Coordinator. This modality has strengthened communication and produced agreement/joint commitment, thus optimising the implementation of facilitated activities.

D. GOVERNANCE OF VILLAGE FUND DIRECT CASH TRANSFER PROGRAM (BLT-DD) IMPLEMENTATION

FINDING 1: THE AVAILABILITY OF A LEGAL FRAMEWORK AND IMPLEMENTATION GUIDELINES WERE ESSENTIAL FOR THE VILLAGE BUDGET REVISION PROCESS, BUT LEADERSHIP AND COMMUNICATION CAPACITY REMAINED IMPORTANT

As outlined above, Law No. 2 of 2020 requires village governments to revise the 2020 Village Budget to include the response to COVID-19 impacts. The revision—which is normally carried out once a year—was done several times due to the unprecedented situation, especially since the relevant regulations were also frequently amended. Among others, the revised regulations were related to the criteria of BLT-DD beneficiaries, the amount and time period of BLT-DD, as well as the data collection process of BLT-DD.³³ The village work plan subsequently changed and workload increased, especially following the first revision, and especially in villages where the workload was not proportionally distributed. The way the villages dealt with the revisions and, prior to that, heard of these updated regulations are explained below.

Generally, village governments received information about the requirement to revise the Village Budget 2020 for BLT-DD allocation from their district government, in particular, the Community and Village Empowerment Office (Dinas PMD). The information from Dinas PMD can either be distributed via the sub-district governments or directly to the village apparatus gathered at the district government office, especially for technical matters and to minimise misinformation.

³³ The relevant regulations are specifically Minister of Villages Regulation (Permendes) and Minister of Finance Regulation (PMK). Permendes 11/2019, which regulates the priority utilisation of DD, was amended with Permendes 6/2020, which was again amended with Permendes 7/2020 and finally Permendes 14/2020. In 2020, PMK related to DD was also amended from PMK 40/2020 to PMK 50/2020 and to PMK 156/2020.

“There were complaints from the villages regarding the change of regulations, and that was why we disseminated the change to the sub-district government. . . . However, the information received by the sub-district was sometimes incomplete or biased. Finally, as a part of the effort to adjust to new regulations, the sub-district government brought along competent village operators, the relevant section head of the sub-district government, and the coordinator of the village operators, as village operators are the ones directly involved in the field. This strategy proved to be more effective compared to the previous one when information was conveyed to (via) the kecamatan.”

– Dinas PMD, Bondowoso.

Confusion was the initial response when the villages heard that they had to revise their already-approved budget. The allocation of Village Funds as direct cash assistance to the community which was never implemented before, the absence of a budget code for the allocation, and the unclear amount of allocation were among the causes of confusion. The confusion started to diminish with the issuance of Instruction of MoHA 3/2020 on 21 April 2020.

Confusion and uncertainty among the villages were only natural. The speed and consistency of the guidance in the various regulations given to the villages was one thing; the readiness and how the villages responded to the directives were another. The former requires crisis management skills at the supra-village level, the latter at the village level. In the critical period between March and May 2020, KOMPAK assisted MoHA and MoV in particular with the development of regulations and guidelines, but was unable to directly assist the villages due to mobility restrictions, and was only able to provide online assistance and monitoring. If anything, what might have worked in the study villages, were most likely the results of practice and lessons learned prior to the COVID-19 pandemic.

The following points were evident in the study villages. *First of all*, both village governments and Village Councils (BPD) have had the capacity and experience (they had been reelected) to control the situation according to their respective roles. The Head of Semangka Village has just started his new term of office in February 2020 but, he was re-elected (see Section A.6). Semangka's village secretary has been in the same position for four years and has good knowledge of village governance and data collection (for having served as an enumerator at BPS for several years), as well as experience working with BPD. On the other hand, the head of Semangka BPD had been a member of BPD for five years before being elected as head of the council for this period. The combination of leadership capacity and continuity of office was also evident in Rambutan Village, of which the village head was re-elected at the end of 2021, and Mangga Village, where the village head is in his third term. Some of the leaders of the villages in the study location have participated in KOMPAK capacity-building activities and are familiar with the district's KOMPAK staff.

After obtaining information about the utilisation of Village Funds for BLT-DD, the village heads of all study locations invited village apparatus, including the village secretary and treasurer, as well as BPD members to a discussion. The main agenda was to revise the Village Budget. According to the informant in Mangga Village, the treasurer calculated the amount of DD allocated for BLT and the initial estimate of the number of beneficiaries to be presented at the village forum. All villages were forced to delay the implementation of several priority activities. What was interesting was how the villages decided which activities to postpone and which to continue. The informant from Rambutan Village said that one of the main considerations at the time was to maintain activities that could directly benefit the community. Most of the activities that were postponed were physical development activities, which were usually among the largest expenditures after salaries and benefits. Rambutan Village apparatus agreed to continue the plan to install ceramic tiles to replace the dirt floors in the homes of poor residents. This activity has been carried out since 2019. There were 70 houses targeted in 2020 with a budget of IDR500,000 each.³⁴

³⁴ This was an related to the Village Head's plan to run for re-election at the end of 2021. He believed that this program would help him gain votes. Having tiled flooring is one of the aspirations of Rambutan Village residents, especially the elders, according to one of the village apparatus. Using ceramic tiles is considered more durable than cementing floor, which was widely done in the district.

Secondly, the villages in the study location showed strong communication practices between: (1) the government and BPD, as well as to some extent between (2) the village government apparatus (government and BPD) and community groups, which allowed free and relatively equal intersubjective agreement. The first of these communication practices will be briefly discussed here, whereas the second will be further explored in the Finding 2 section. The first point is evident in how the informants in the village government and BPD of the study locations conveyed good relations between the two parties as one of the reasons why the villages were able to sail through the critical period in 2020 quite smoothly. The village government expressed their respect for BPD's role, which is not only to criticise but also help finding solutions. BPD appreciated the willingness of the village government to listen to feedback and to put BPD in its appropriate position; as admitted by the Head of Rambutan BPD that *"everything [related to the determination of BLT-DD beneficiaries] must be consulted with BPD"*. Aside from the formal communication in village meetings, both parties also communicate informally about village issues and at interpersonal level.

This tendency is strong as activities shared and experienced together seem to build mutual trust, at least between individuals. The Head of Semangka BPD often stops by the small coffee shop owned by the Village Secretary to chat, both with the Village Secretary and other patrons, about various matters. It is not uncommon for the Semangka Village Head to invite BPD members for a joint visit to the residents' places, or vice versa. KOMPAK District Coordinator in Bima often joins the discussions held at the Village Secretary's coffee shop. Fostering a good relationship is one thing, but how to lead the relationship to achieve public interest goals is another. What can be revealed here involves two layers of argument. First, the importance of communication relations among the leadership of villages. Secondly, for the achievement of public interest goals, a third party such as KOMPAK staff (District Coordinator) who worked locally up to village level (like in in Semangka Village) is needed to balance out the dominant party, while ensuring that the villages get the appropriate feedback, not only, but especially, in a crisis.

This study found that the established communication relations and channels have become the modalities that enabled the Village Governments and BPD to work together in times of crisis. In the context of Indonesian villages that tend to be communal, it seems that the community trust more the information that they receive directly from people they know. Decision-making by the village that is aligned with the supra-village policies requires local sensitivity so as not to cause an uproar in the village. This is especially true if the policy is not in line with the current situation and/or not well communicated.

"There was an incident... my neighbour. I knew that she was a beneficiary of Hope Family Program (PKH), and thus [in accordance with the regulation] she could not be a BLT-DD beneficiary as well. After some time, she came to me and made a complaint [because she knew that I was leading the special village forum (Musdesus). Apparently, she did not receive PKH. She even cursed that ["the one collecting the data must be blind"]. It turned out that her PKH had been revoked because her child was no longer in school."

– Rambutan BPD, Bondowoso.

Decisions regarding the utilisation of DD for BLT-DD, including determining who is eligible to receive it, go beyond the legal and economic areas of the policy. Such decisions have implications for the community's trust in the village, especially the village head. This is important for the village, as reflected by the informants of the study. The confusion over the BLT-DD mechanism—such as the weak data sources from supra-village as one of the bases for determining BLT beneficiaries, which will be discussed next—had created a situation that put the community's trust in the village at stake.

FINDING 2: DATA ON BLT DISTRIBUTION AT THE SUPRA-VILLAGE LEVEL IS NOT READY-TO-USE, WHILE DATA COLLECTION BY THE VILLAGE IS CARRIED OUT WITHOUT NECESSARY QUALITY CONTROL PROCESSES

As mentioned in Part B, both the Regulation of the Minister of Villages (Permendesa) and the Regulation of the Minister of Finance (PMK) stipulate that the target recipients of BLT-DD in 2020 are poor families domiciled in the village that have not been recorded as beneficiaries of other social assistance (such as PKH, BPNT, *Kartu Sembako*, and *Kartu Prakerja*), are affected by the pandemic (loss of livelihood), and/or have family members who are vulnerable to chronic illness. What looks quite straightforward on paper is not necessarily so in reality: the criteria is not always self-evident.

“Who are the poor? Some villages claimed that there were no longer poor people there. . . [There were villages where] almost all the poor have received assistance. Are they eligible for BLT-DD as well? In addition, the “loss of livelihood” indicator was left entirely to village observation, while in Bima, at the time, there were not many layoffs due to COVID-19”

– KOMPAK Staff, Bima.

To identify the BLT-DD recipients, villages were required to conduct data collection, in accordance with Permendesa 6/2020. This data collection process was not the same in every village. In the study location, there were villages that conducted data collection first before holding *Musdesus* about BLT-DD which involved the community, and there were others that conducted *Musdesus* before collecting the data in the field. The underlying thread that ties all the study locations is the use of the Integrated Social Welfare Database (DTKS) as the initial database or source. Unfortunately, DTKS was not able to provide assurance to the villages because much of the data was reported obsolete. Informants in the study locations mentioned PKH recipients who were not considered poor, residents who were listed on the PKH list but never received the assistance, families recorded in the DTKS but have moved, and people who had passed away but were still listed as beneficiaries. The village apparatus had to be careful and considerate in assigning the recipients of social assistance, such as BLT-DD, so as not to blemish the “image” of the village in regards to decision-making. Not to mention that this was the first time for the village to utilise DD for BLT.

“Most of the data in DTKS are not updated. The target [of residents’ protests] are the Village Government and BPD, despite the fact that DTKS did not involve the village in the data collection process.”

– Semangka Village Apparatus, Bima.

Two informants from the Office of Social Affairs (Dinsos) of this study said that during the data collection period of BLT-DD beneficiaries, several village representatives came to the district’s Dinsos to ask questions about various matters, such as inaccurate data, criteria for PKH and BPNT recipients, and other questions which could not be answered straightforwardly by the Dinsos staff. The limited capacity of the Dinsos, which includes the number of staff to assist the villages in conducting data collection or to provide mentoring and quality control, was acknowledged. In the context of BLT-DD, agencies other than Dinas PMD were not technically involved. They only responded when there were problems related to their respective scopes, but even then, it often took them a long time to respond for various reasons.

Informants from Dinas PMD in this study said that the villages’ difficulty in identifying poor families who were eligible for BLT-DD was understandable, partly because there were already many different types of assistance being disbursed to the villages. Aside from the Ministries/Institutions, the District Government also distributed

assistance funds to villages for the handling of COVID-19. Dinas PMD in Bima received reports of families who chose to receive BLT-DD over local government assistance of smaller amount. The district Dinas PMD in the study locations were not heavily involved in the data collection of BLT-DD recipients or in carrying out quality control. The informants at Dinas PMD said that they received and monitored the BLT-DD data reported by Village Information Systems (SID) operators by, for example, ensuring that there were no double Citizen Identity Number (NIK) or repeated entries of the same NIK. If multiple NIKs were found, the village was required to contact Population and Civil Registration Office (Dinas Dukcapil) to clarify the data.

In addition, Dinas PMD in Bima conducted three dissemination sessions of BLT-DD implementation. The first invitation was sent to the Sub-District Heads and Village Governance Facilitator (PTPD), the second one was sent to 191 Village Heads, and lastly, to 191 BPD representatives. As for data collection, the villages are expected to rely on their own capacity to conduct good data collection.

“Dinas PMD did not intervene in the process of data collection, [unless] the village needs it. When it comes to BLT, the data collection is within the scope of the Office of Social Affairs. We submit the criteria in accordance with the Minister of Finance Regulation and we have already invited BPD, Sub-district Heads, as well as Village Heads to disseminate the implementation.”

– Dinas PMD, Bima.

Rambutan Village in Bondowoso was a slightly unique case. As mentioned in Section C.3., KOMPAK facilitated and provided technical assistance on data synchronisation, including to Bondowoso District. At the end of 2019, the district government had to review and sort out the data, as 73,000 of its residents were threatened to be disqualified from the list of National Health Insurance System – Premium-Supported beneficiaries (PBI BPJS) of the Ministry of Social Affairs. With KOMPAK assistance, the data of DTKS and SAIK were synchronised, followed up by pilot verification and validation processes at village level. Rambutan was one of the trial sites, and managed to update approximately 200 cases in DTKS in 2020.³⁵ This village had gotten used to the data collection process, and the capacity of its Section Head of Public Welfare *cum* operator was highly regarded by the informants in the district. Additionally, some of the villagers were experienced as survey enumerators, which means that Rambutan did not experience a significant technical difficulty during the data collection of BLT-DD beneficiaries. Apparently, KOMPAK’s efforts to develop databases in villages and improve the capacity of village apparatus and operators (particularly the SID-SAID in Bondowoso) in data collection and usage have prepared the villages in responding to crisis situations during the implementation of BLT-DD, although it did not mean that the process was entirely problem-free, especially because the village DTKS and SAIK were not up-to-date. The availability of data in SID allows villages to check and even perform initial synchronisation before on-site verification and validation. Therefore, the process of data triangulation went through more filters compared to only utilising DTKS and on-site verification and validation.

During the data collection of BLT-DD beneficiaries in 2020, SAID operators in Rambutan Village had simultaneously synchronised DTKS with SAID data, the result of which was re-validated through the visits of apparatus to potential beneficiaries. During this process, the village and RT heads also proposed some names to be discussed in the village forum. Informants in this village stated that according to the field data, numerous villagers have returned home due to loss of livelihood.

Meanwhile, an informant from another village stated that his village no longer held village forum for DTKS verification and validation as the government was no longer enforcing it. Therefore, the village apparatus were surprised to see new names in DTKS as beneficiaries of programs such as PKH. Basically, the village understood

³⁵ KOMPAK 2020 survey.

that beneficiaries of PKH and BPNT had to be registered in the DTKS. Therefore, in the future they will regularly organise village forum to update poor families data in DTKS. However, although the village had verified and validated the DTKS, often the data remained the same. Usually, villages would report such occurrence to the district's Dinsos, after which, the data may or may not change.

Villages in study location collected data for 2020 only and used the same data to determine BLT-DD beneficiaries in 2021 and 2022. It means that they missed the opportunity to update their data for that year. The total number of BLT-DD beneficiaries in Semangka and Mangga Villages in 2021 has reduced significantly after the government revoked the provision of proportioned amount of Village Budget allocation for BLT-DD. However, with the issuance of allocation regulation, the number has increased in 2022. This topic will be further discussed in Findings 3.

The study team found that in the villages of study location, female household heads and people with disabilities were included as BLT-DD beneficiaries, despite not being explicitly stated as mandatory criteria under the existing regulation. It is unclear whether this consideration correlates to the mainstreaming of vulnerable groups such as woman household heads and persons with disabilities, as encouraged in KOMPAK program.

Rambutan Village has a different experience for 2021 data collection. The village was selected to be the pilot site for the Village and Kelurahan Monograph Digitalisation for Civil Administration (DMDK, also known as SEPAKAT Desa) developed by Bappenas. The village collected data on the socioeconomic condition of each household, complemented with the house's coordinate data. The DMDK activity became an opportunity to update Rambutan village's data in 2021.

FINDING 3: VILLAGE FORUM (MUSYAWARAH DESA) REMAINS A PRIMARY WAY TO DETERMINE BLT-DD BENEFICIARIES AT VILLAGE LEVEL, PARTICULARLY IN CREATING AFFIRMATIVE POLICY FOR THE MOST VULNERABLE GROUPS

In accordance to Permendesa 6/2020, Annex 2, the villages in the study location organised a *Musdesus* to validate and finalise BLT-DD beneficiaries data. The process consists of three steps. *The first step* is to collect data at the levels of RT (*Rukun Tetangga*), RW (*Rukun Warga*), and village. Data collection is carried out in reference to DTKS (PMK 40/2020) and beneficiary criteria. *The second step* is to present the result of data collection in a *Musdesus*, the resolutions of which shall be signed by the village head as an official document. *The third step*, village shall verify the document from the Special Village Forum before submitting them to the mayor/head of district. However, the verification process by village is not expounded in the Permendesa 6/2020.

As such, villages must create a strategy to verify the data without any complications, while still adhering to the regulation. Although there was no significant complaint regarding BLT-DD beneficiaries in the study locations, there was "friction from the community members who were not included in the list," according to a sub-district secretary. Dinas PMD of the District admitted that many village heads had to carefully consider the impact in the determination of BLT-DD beneficiaries. Dinas PMD tried to minimise the possibility of villages just allocating the BLT-DD equally by rotating the beneficiaries and reminding villages to refer to the existing regulations and guidelines. Villages were requested to issue a Regulation of the Village Head that list BLT-DD beneficiaries for a 12-month period, or other set period, and their BLT amount.

“At first, villages only designate the beneficiaries for a 3-month period, in line with their internal policy in the Regulation of the Village Head, to make adjustment during the initial period of BLT-DD... We used all of our resources to make them understand, and now they are able to do it.”

– Dinas PMD, Bima.

One thing that is agreed by all the villages: that *Musdesus* is an essential step in the process. The villages have experienced its importance in the decision making process for village development, and the communities have become familiar with this aspiration channel. The Special Village Forum became a platform for interpretation, compromise, negotiation, and debate on the worthiness of beneficiaries, and who is not. Determination of beneficiaries through the Special Village Forum in 2020 was their first experience, as previously, this forum has no voice in the designation of beneficiaries. Villages were often asked to update the data, but the decision was made by the supra-village government. From this experience of the determination of BLT-DD beneficiaries, we could see the importance of village involvement in the decision making process, to enable a more impactful and beneficial data collection, and minimises technocracy bias or outdated process that merely aims to fulfil the sectoral need of supra-village.

The following are the technical steps that need to be carried out by villages. *First*, villages shall determine the maximum number of BLT-DD beneficiaries by dividing the allocated amount with the nominal amount for each beneficiary and the period of distribution. According to villages, this step is essential because people often asked this during the Special Village Forum. In addition, the regulation stipulates the maximum allocation of Village Funds, instead of the minimum. Therefore, it is not surprising that villages must find as many beneficiaries as they can to meet the quota. The risk is that the BLT-DD beneficiaries were people who merely met the basic criteria instead of those who need them the most. The DPMD of Bima confirmed that some of the villages experienced difficulty in finding poor families who have not received government assistance.

Second, villages compared DTKS data and village data. This is the initial step to identify potential beneficiaries to be discussed further in the Special Village Forum. Villages use DTKS to see who have received PKH and BPNT. The more data contained in DTKS, the longer this process will take. In Mangga Village, 689 out of 1,041 household heads (66.2%) have been registered in DTKS. Many of those registered in DTKS had received PKH and BPNT, and some had passed away.

Third, villages hold a Special Village Forum. According to the Regulation of the Village Head, the Special Village Forum shall be organised by the Village Council and attended by the community, particularly the poor and vulnerable as the target beneficiaries of BLT-DD, *dusun* (sub-village) heads, RT/RW heads, community figures, religious figures, village trustee NCO (Babinsa), and village facilitators, as well as representatives from the sub-district. Semangka Village (in Bima) invited representative from people with disability, however, they did not attend the forum. During the pandemic, the forum comply to health protocol by limiting the number of participants. However, it was quite difficult to enforce this limitation as uninvited residents were eager to attend the forum. For example, in 2020, 114 villagers gathered in the village hall of Rambutan Village to attend the Special Village Forum.

To determine the beneficiaries, Mangga Village first divided the special village forum participants into several small groups based on *dusun*. Each group consists of, among others, *dusun* head and RT/RW head, and were requested to propose poor families in their areas as BLT-DD beneficiaries without excluding the households that have received other assistance such as PKH. The participants could also propose households deemed to be worthy of benefits, although they have not been registered in DTKS. There is a maximum number of households that can be proposed by each group, and there is additional reserve quota for families in *dusun* with higher

poverty rate. It means that the total number of beneficiaries varied among different *dusun*. The proposed names would then be discussed in the main forum by referring back to DTKS. An informant from Mangga Village recounted the 2020 process:

“We have determined the number of BLT-DD beneficiaries in 2020 to be 103 people. We asked each dusun to propose 15 people, totalling 90 people. Then, we asked the dusun heads to provide more qualified names until in the end, we got 103 names.”

– Village Apparatus of Mangga, Bima.

“We asked them to ‘fight’ and make their case. We allowed them to debate here, instead of complaining later.”

– Village Apparatus of Mangga, Bima.

In the event of contentious proposition in Rambutan Village, decision would be made through majority voting. At the end, the *Musdesus* participants and the community would agree on the outcome. In 2020, BLT-DD beneficiaries in Rambutan Village were 123 households, most of them were female household heads aged 55 years and above, while the rest were those who lost their jobs due to the pandemic.

The total number of potential BLT-DD beneficiaries as decided in the Special Village Forum may exceed the quota, because there is still the verification and validation processes (the *fourth* step) to be carried out by villages in both formal and informal ways. The propositions from the Special Village Forum is reviewed by “experts”, or the people with access to information on recipients of other social assistances. For that purpose, Mangga Village (in Bima) invited three local BRILink agents who regularly distribute PKH and BPNT as they will know who are the beneficiaries.³⁶

The resulted names is presented in a restricted discussion forum, which is attended by the candidates who could potentially be eliminated from the list of proposed beneficiaries, *dusun* heads, RT/RW heads, community figures, religious figures, and the aforementioned “experts”. This process aims to reach an agreement on why certain people have to be eliminated from the list, and provides an opportunity for these people to freely and fairly make their case in smaller groups with only the village apparatus, Village Council, and BRILink agents, to ensure their comfort in speaking up.

After the completion of these processes, the village will have a final list of BLT-DD beneficiaries to be approved by the Village Head. It must be noted that during the distribution of BLT-DD, if a beneficiary is found to be a beneficiary of other assistance package, the village will hold a discussion forum for the resident to make a choice. If they choose to opt out from BLT-DD, the village will select another name as a substitution by reviewing the initial proposed list of beneficiaries from the Special Village Forum and previous verification process. This strategy fulfills the prerequisites set out in the regulation, while still taking into account the socio-political context in each village and affirming village authority.

³⁶ BRILink is an expanded service from BRI, in which BRI partners with its customers as Agents that serve real time online banking transaction to the public using the BRI ATM EDC mini feature under the fee sharing concept (accessed from <https://bri.co.id/tentang-brilink>)

FINDING 4: DATA QUALITY ISSUES CAUSED INEFFICIENCIES IN THE IMPLEMENTATION OF SOCIAL ASSISTANCE MEASURES. AS THE BLT-DD DISTRIBUTION ENTERED ITS THIRD YEAR, THERE WAS NO DIRECTIVE ON TRANSFORMATIVE DATA MANAGEMENT IN VILLAGES

From the experience of BLT-DD implementation, it can be seen that one of the issues—if not the largest—which is constantly disputed is the source of data on poverty and socio-economic status of the population. As long as the theoretical and practical definitions of poor people who deserve government assistance change, data changes or updates (and thus the determination of beneficiaries) will also change. However, an informant explained that the problem apparently lies in the method used in data collection (*modus procedendi*), which seems to be overlapping and unable to guarantee ready-to-use data sources.

The issue has far-reaching implications. First, as indicated by the implementation of BLT-DD in the study locations, there were inefficiencies of time (due to repeated data collection) and resources (multiple beneficiaries or not the targeted beneficiaries). Second, data weakness create potentials for dispute or conflict due to misunderstandings, perceptions of injustice, and distrust of the government. It should be noted immediately that due to its small scope, the finding of this study can only illuminate the symptoms and shall be limited in precision. However, ignoring a symptom can lead to larger problems in the future. Although it is not easy to pinpoint the exact problem, data collection issue appears to be a repeated problems in the implementation of BLT-DD, as reported by the informants.

As discussed in Finding 3, the process of BLT-DD beneficiaries determination through Special Village Forum at the study locations were well-executed. Data weakness from supra-village can be resolved by village data collection and discussion in the Special Village Forum. However, as stated by the informant, the situation in other villages may not be as ideal. What is needed is an order of execution, which cannot be established instantaneously. Some villages are not ready for it, whereas the local government are not able to supervise all of the villages.

“In Rambutan Village, the accuracy of the data can be accounted for, but it may be different in other villages due to the political promise of the village head.”

–Secretary of Sub-district Head, Bondowoso.

In terms of data, some villages are reluctant to remove or exclude their residents from DTKS or other data. If the funds or assistance package cannot be received by all residents, usually the village will distribute them evenly, or provide other assistance (e.g., through business empowerment programs) to reduce turmoil in the community. According to an informant, three villages in his sub-district had used the above method. The sub-district can only remind villages not to randomly change the data except for a proper reason as stipulated in applicable laws and regulations. However, sub-districts, PMD, Dinsos, and Inspectorate are not able to supervise all villages effectively. In addition, BPD internal control is unable to work effectively due to the classic problem of elite capture. It must be noted that sometimes the use of Village Budget to assist non-beneficiary families is not because villages are reluctant to remove their names from the list. According to a sub-district informant, sometimes the data is beyond the village's control. Families who were previously listed in DTKS are not receiving social assistance, while they cannot be listed in BLT-DD list. For cases like this, the sub-district will advise village to give substitute assistance from the Village Budget, usually in the form of work equipment allocated as community empowerment funds.

“It will create chaos if the village head remove poor families from KPM.”

–Secretary of the Sub-district Head, Bondowoso.

Villages were surprised by the BLT-DD process because they had to allocate Village Fund as BLT without adequate preparation time and data quality. Data on poverty and socio-economic conditions should always be collected continuously. However, at least in the study locations, the villages do not have proper data management. Data on BLT-DD beneficiaries were stored in the SID (Rambutan Village and Semangka Village) or in the personal computer of village treasurer's (Mangga Village). The 2020 data is reviewed for the distribution in 2021, and 2021 data is reviewed for the distribution in 2022. This indicates that there is no proper data management and the villages are only responding temporarily to meet policy requirements.

Informants in Bondowoso said that the use of the SEPAKAT Desa application from August 2021 onwards might help villages to store and use population poverty and socio-economic data. However, this application itself can only be effective if there is no overlapping of sectoral data collection and data can be updated on an ongoing basis, which are beyond the village's control but largely depends on the ability of the supra-village government to create policies that are directed at inter-sectoral and inter-ministerial/institutional data development.

“Now it became easier with SEPAKAT Desa. With one click, the coordinates and image of the house, cow, chicken will appear, which you can immediately see from your office.”

–Head of Rambutan Village, Bondowoso.

“Villages must obtained BPNT beneficiaries data from the head office. The names not included in the list will then become BLT-DD beneficiaries. Rambutan Village already has SEPAKAT Desa so it is easier.”

–Secretary of the Sub-district head, Bondowoso

FINDING 5: THERE IS AN INDICATION THAT THE NUMBER OF BLT-DD BENEFICIARIES WAS TOO HIGH AS VILLAGES USE VILLAGE FUND CALCULATIONS SET BY THE CENTRAL GOVERNMENT. AS A RESULT, MORE PRIORITY ACTIVITIES MAY BE DELAYED IN IMPLEMENTATION

One of the constant issues that emerges from the reflection of village officials and BPD in the study of BLT-DD implementation since 2020 is using too much Village Funds in the urgency of responding to the COVID-19 pandemic. Not only because villages have to put aside various priority development activities promised to the community, but also due to the differences in the impact of the pandemic between regions. As mentioned before, the calculation of the number of BLT-DD beneficiaries depends on the amount of Village Funds (resulting in the percentage of Village Funds allocated for BLT and pandemic response activities) according to the criteria explained in Section B.1 of this report. Although the government only set the maximum number—meaning that villages may distribute less than the set number—but in practice, villages considers that their performance is measured by how well they can achieve the maximum number. For example, a village that is set to allocate 30% of its Village Fund will try to meet the 30% figure. Moreover, in 2022, the village complained that there was barely much room for programs other than those determined by the central government through the Presidential Regulation Number 104 of 2021 on Details of the State Revenue and Expenditure Budget for the Fiscal Year 2022.

From this situation, we could see that the policy does not consider the specific condition of each region, in economic, social, and, in this case, health sector. Of course, this is easier said than done. A sudden crisis—the width region with their sectors—makes it difficult to formulate the most appropriate policy response. After

finding ways to manage the crisis, another problem is to implant them into local governance. On the other hand, the following points of reflection from village officials and BPD may be used for future improvements.

First, as the impact of the pandemic and regional situations greatly differ, the urgent use of Village Funds and related response activities must provide space for exceptional cases, while still prioritising the principles of effective crisis management. Bima informant said that some villages with very few or even zero cases of COVID-19 and few impacted residents were included in the same response category as they were based on the amount of the Village Fund. This situation is different from the study location in Bondowoso, where many residents were affected, mainly because they had lost their jobs or sources of income.

“Regarding the determination of BLT beneficiaries, we should remember that Bima is not the same with Java... We cannot generalise all villages. There are villages with less cases of COVID-19.”

–Office of PMD, Bima.

“The majority of people are affected, those who work outside the village (Bali) have lost their jobs and have returned to the village.”

–Head of Rambutan Village, Bondowoso.

Second, the use of the Village Fund for BLT has affected the ability of village in funding its priority development activities. Villages must postpone or reduce activities albeit being necessary for people's lives, such as stunting management, education, sanitation, provision of additional food, and business capital for people with disabilities. In general, villages understand the importance of BLT distributions during this difficult times, but due to the differences in the impact of the pandemic, there may be regions that used too much Village Funds for BLT, thereby reducing its portion for other priority activities.

“I received many complaints from the residents. They claimed my promise to build this and that in 2020 and 2021, but Permendesa prohibits me from constructing infrastructure in the village. I owe the people lots of promises...”

–Head of Rambutan Village, Bondowoso.

“This policy has its ups and downs. We are happy because the funds can be directly received by the people. But unfortunately, this became an obstacle for activities planned in the RPJMDes since my inauguration, as we are not able to carry out those planned activities.”

– BPD of Mangga, Bima.

Third, from BLT-DD implementation in 2021, we could see that letting villages to fully determine the number of beneficiaries may cause some people not receiving assistance they require. Interestingly, the villages in the study location responded differently to policy changes regarding the calculation of BLT-DD beneficiaries. Rambutan Village, for example, continues to distribute BLT in relatively the same amount as in 2020, while most villages in Bima have significantly reduced the amount. In the battle between village autonomy and the urgency of the crisis (as already mentioned, the impact of the crisis seems to differ between regions), some kind of balance may be needed. On the one hand, deploying only one formula for all villages is tantamount to reducing precision in solving problems. On the other hand, eliminating the directives as a way to help the village is tantamount to turning a blind eye to the problem. The policy vision can be directed at the diversity of implementation standards as well as the urgency to ensure the utilisation of Village Fund for those most in need.

FINDING 6: BENEFICIARIES MAY NOT BE AMONG THE POOREST AS A RESULT OF EXISTING PROVISIONS AND CONDITIONS

As mentioned in Finding 3, this section shows brief profiles of three BLT-DD beneficiaries that the team interviewed during their study in Rambutan Village. It shall be noted that one of the interviewees (C) is the wife of the beneficiary. They are not meant to represent all BLT-DD beneficiaries in the village, let alone in the three villages in study location, but they can provide a picture of BLT-DD beneficiaries.

Permendesa Number 6 of 2020 stipulates that BLT-DD beneficiaries are “poor families” which are defined as “families who have lost their livelihoods or jobs, are not listed as beneficiaries of the Family Hope Program (PKH), Non-Cash Food Assistance (BPNT), and pre-employment cards, as well as those with family members who are prone to persistent/chronic illness” (Article 8A, paragraph 3)

TABLE 3: PROFILE OF BLT-DD BENEFICIARIES

	A	B	C*
Gender	Female	Male	Female
Age	36	67	28
Education	Primary School	-	Senior High School (husband - Primary School)
Marital status	Divorced with 2 daughters who are still in MI and senior high school	Divorced, after an accident and paralysed	Married, with 1 son who is still in primary school
Disability	-	Yes	-
Occupation			
Pre COVID-19	<i>Besek</i> crafter	Helping nephew as <i>besek</i> crafter	Helping husband make key chains
At Present	<i>Besek</i> crafter	Helping nephew as <i>besek</i> crafter	<i>Besek</i> crafter - husband woodcutter operator
Beneficiary of other social assistance program	-	-	-
Other information	Lives with parents and older brother	Lives with sister's family	Lives with parents (informant is an only child)

*Informant is the wife of BLT-DD beneficiary, but her husband could not be interviewed as he was at work.

As previously discussed, neither the Permendesa nor the PMK set boundaries on the “poor” criteria and therefore, the village has to decide for themselves. Village governments often consider their residents to have similar socio-economic status and use this as an excuse to distribute aid equally to all families in order to avoid protests or for political interest of the village head. In the case of BLT-DD distribution, a clear definition can help the village

government, although there should still be a room for local context (see Finding 3). For example, in Bima one informant questioned whether a villager living in a house with dirt floor but has cows should get BLT-DD, or in Bondowoso a returning villager (after losing his job), with two cars/vans, should also get BLT-DD.

Out of the 14 criteria for poor families, the only visible criteria is non-permanent residential buildings with no tiles.³⁷ Based on this criteria, the above three BLT-DD beneficiaries are ineligible, however, it should be noted that they live with their family/relatives, although there are still differences between the three. A, a female household head, has two school-aged children to care for. B, an elderly widower with disabilities, but has been considered as family members of his older sibling for decades. C and her husband lost their business due to the pandemic, but last year her husband has found another job in the sub-district city.

From another point of view, the three BLT-DD beneficiaries are eligible as they have never received any other social assistance program, and they have been BLT-DD beneficiaries since 2020. Their job is crafting *besek*, a common occupation for households in the village, especially by women, which they have carried out continuously except during the first three months of the pandemic when there are restrictions on community activities. At that time, the atmosphere in the village was "gloomy", according to one of the officials, as there was no demand for *besek* and the village's economic activity also plummeted as most of the households lost their regular income. No more women working in front/terrace of their house, weaving with family members or neighbours while chatting away. At the time of this study, the demand for *besek* began to rise and residents had returned to crafting, but the selling price was still lower (down by almost half) than the price before the pandemic. Meanwhile, C, the wife of BLT-DD beneficiary, also lost her keychain business as there was no demand for keychains during the pandemic. However, her husband found a job at a wood cutting site in the sub-district city. According to the village informant, there is a plan to remove this family from BLT-DD list, but they have not informed the person as they are waiting for the disbursement of 2022 Village Fund.

Box 1 below illustrated in details the condition of a beneficiary, what she knows about the assistance, what is the reason for her receiving the assistance—as she does not have many options—and how she use the fund in addition to daily expenses that include her children's education fee.

³⁷ <https://www.antaranews.com/berita/2531425/kemensos-sebut-semilan-kriteria-kemiskinan-yang-berhak-dapat-bansos#:~:text=Sementara%20sembilan%20kriteria%20kemiskinan%20itu,total%20pengeluaran%2C%20pengeluaran%20untuk%20pakaian.>

BOX I. ASSISTANCE IN DIFFICULT TIMES

A, a 36-year-old woman with a primary school degree, immediately said that she could not speak Indonesian fluently because she seldom interacts with people outside the village. She got married at 15 and had two daughters, who are now 16 and 11. She got divorced 11 years ago and had to live with her parents and a younger adult brother.

To feed her family, A makes *bese* bamboo (fish brine container). She purchases the bamboo, cuts and shaves them into thin pieces, and weaves them into containers. In a week, she could make 1,000 *bese* to be supplied to the village's collecting trader at IDR14,000 per batch (100 *bese*). To make 1,000 *bese*, she needs a capital of IDR60,000 (for two bamboo shoots). It means that she would earn a net profit of IDR80,000 in cash per week.

At the beginning of the pandemic when social activity was restricted, weaving activity in the village stopped. According to A, the demand for *bese* stopped for three months. "Currently, it has not been stable yet. There is lack of demand, and the price dropped. The price used to be IDR20,000-IDR25,000 per *bese*, but now it is IDR13,000-IDR14,000, and had even dropped to just IDR7,000 per *bese*. Mold grew on the unsold *bese*, and no one wanted to buy those. They were used as firewood instead," said A.

Besides her parents and brother, A relies the most on *bese* trader, who also lent her money. Her parents and brother often helped her out, but for her major needs, A took out a loan without interest from the trader. Usually, she takes out IDR300,000-IDR500,000 to be repaid with *bese*. At a pinch, she could still take out another loan even if her previous one is still unpaid. The loan is usually used to pay for the needs of her child, who is living at a boarding school in Bondowoso, at IDR600,000 per month.

A did not know anything about BLT-DD, and neither did she look forward to it. She was "too embarrassed to ask around". One day, the *dusun* head asked her to come to the village hall. "Thank God, when I got there, I received money. They said the money came from the village funds. The Village Head told me that I could receive it was because I have never receive any assistance before. He told me that I should not use it to buy clothes."

A has been receiving BLT-DD since 2020. Initially, she got IDR600,000 per month, and now IDR300,000 per month. She was not a beneficiary of other assistance program, including PKH, and she never inquire about it. A uses her BLT money to purchase staple goods and pay for her children's school fee. She currently awaits BLT-DD 2022, which has not been distributed yet, and has asked an apparatus about it. "I need it for my children's school fee."

FINDING 7: A LOT OF THE COMPLEXITIES IN BLT-DD IMPLEMENTATION WERE CAUSED BY GOVERNANCE FACTORS. HOWEVER, IT WAS ALSO APPARENT THAT INDIVIDUAL FACTORS, SUCH AS INDIVIDUAL VALUES AND INTEGRITY, ARE AS IMPORTANT

This report shows a strong correlation between the implementation of BLT-DD and good practices of planning and budgeting as promoted in the concept of good governance. Governance, simply defined, is the action, manner or system how government is run and be accounted for. Some of the governance factors that influenced BLT-DD implementation are listed below.

1. Consistency and coherency of central policy direction for regions and villages

As discussed in Section B.1 and Finding 1, the first experience of utilising Village Funds for BLT has caused many new problems, both for M/I and regions/villages. There was relatively not enough time to make consideration and plan, as the funds must be distributed as soon as possible to those in need. This situation was reflected by various regulations drafted in succession within a brief period of time, and resulted in a confusion from the village side. The village was given shorter time than usual to disseminate the policy and

during the early months, villages only rely on circular letters. Confusion and multiple interpretations that ensued were commonplace.

2. Engagement and quality of communication with village government, village council, and community

In the matter of data collection and determination of BLT-DD beneficiaries, the regulation and technical guideline from M/I and local government have indeed provided a direction, but villages were left to their own devices in terms of the details and implementation. The villages in the study locations appeared to engage and communicate well, particularly between the government and the village council, and showed sincere efforts to listen to the opinion from policy beneficiaries (BLT beneficiaries and non-beneficiaries) before a decision is made. As mentioned above, this could help mitigate the risk of dispute in villages, and increase the ability reach those who are most in need.

“Thank God, it all worked out because we are participative. There is a democratic culture in the village that involve everyone in the community.”

–BPD Mangga, Bima.

3. Leadership capacity in vision and management

Vision and managerial skills are considered as the ability to not only execute policy in details, but also manage various interests that arise and build a strong teamwork between apparatus. Villages in the study locations were ‘blessed’ with village head and secretary, as well as either/both chairperson or/and secretary of BPD, who appeared to be capable in their work while navigating across multiple intersecting interests during the distribution of BLT-DD. On the other hand, villages could be weakened if its leaders lack a vision or managerial skills to properly navigate the excessive clash of interests and politics.

“This program was supported by progressive village heads who were willing to change. But, sometimes there are village heads who remained static.”

–Sub-District Secretary, Bondowoso.

4. Different databases that need to be improved in validity and reliability

In distributing BLT-DD, the mechanism to collect data and determine the beneficiaries must be in line with the Village Law, namely the Special Village Forum as the highest authority in the village. This process is separate from the procedures to determine beneficiaries of social security net funds (PKH, BPNT, and others) under the authority of supra-village government, and refers to a different data source (DTKS), which must be considered by villages in determining beneficiary data. Consequently, when these two processes and data sources intersect, they overlap. Villages are indeed given the authority to decide, assuming that villages have adequate internal capacity on data collection and decision making. Villages in the study locations with good civil database in the SID showed a more efficient process in collecting data and beneficiaries determination.

“When potential beneficiaries of BLT were proposed in the village forum and agreed upon, their names, NIK, KK, and DTKS registry would then be verified by cross-checking the civil data in the SAID. The benefits of SAID is on display here. I could not imagine if we do not have such database, it would take a long time to visit the villagers one by one.”

–Apparatus of Rambutan Village, Bondowoso.

5. Facilitation by local government

The villages in the two districts of study locations received great assistance from the District Dinas PMD, which explained the regulation, answered questions related to BLT-DD implementation, and when necessary, mediated complaints from the community as well as dispute between village government and BPD. Other offices also responded to the issues within their areas, such as by issuing NIK for KPM. Informant from a sub-district stated that the sub-district also received questions from villages and attended forum as speaker or consultant. If the sub-districts cannot answer the question, they will consult with Dinas PMD. Several Dinas PMD staff were known to made frequent visits to village for informal discussion, and this kind of interpersonal relationship turned out to be beneficial during crisis. There is an indication that villages prefer to directly ask Dinas PMD staff instead of going through sub-district. Meanwhile, the role of supra-village tended to lean more toward facilitation instead of monitoring. An informant stated that supra-village usually reminds village to comply with the regulations, such as the provision on total number of BLT-DD beneficiaries.

6. Facilitation by non-governmental party

The role of non-governmental party, such as P3MD village facilitator and partner organisation like KOMPAK, is quite important considering the limited capacity of supra-village government to reach every village and monitor effectively. In the study locations, village facilitators attended village forum and provided input. They also forwarded information and provided explanation to the village. As described in section C1 and C2, KOMPAK was more active in giving assistance before the pandemic, although they were invited for discussion in various places and provided input within restrictions to the village and regional governments during the social activity restriction.

The other noteworthy point tracked by this study is the indication of individual factors related to good governance. In other words, the presence of the right people behind a system. What makes someone capable of running a good governance instead of the other way around?

This point could not be fully explained from a governance viewpoint, or stimulus-response logic. In other words, whether or not a good governance is possible cannot be adequately explained just by approaching it from the perspective of governance (technocratically) or incentive-based stimulus when a system works (responds) after being given the correct incentive (stimulus). Stimulus is obviously important as far as starting a change goes; however, oftentimes sustainable change is built on the belief that performing a good governance is a good thing. This starts from building integrity into a habit or self-representation, to continuously taking action for a long period of time. Only then, a good governance has the chance to be more permanent and immune from a legal vacuum or inevitable change of regime. Unfortunately, the current approaches and transformation processes promoted by the supra-village government at villages still leans very heavily on establishing technocracy and using the stimulus-response model, and very seldom consider character education or a more pedagogic transformation process. Character education is indeed more difficult, takes time, and needs to be repeatedly enforced in various forms to create a habit/norm.

FINDING 8: KOMPAK CONTRIBUTES BY FACILITATING AND SUPPORTING BEST GOVERNANCE PRACTICES BY VILLAGE GOVERNMENTS THROUGH CONSISTENT MENTORING WITHIN A SUPPORTIVE ENVIRONMENT

Section C of this report showed how the KOMPAK team in Jakarta immediately adjusted their work program to support the government, which placed villages as the frontline of COVID-19 pandemic control. This adjustment was possible to be made without ignoring the target outcome of KOMPAK, because a lot of KOMPAK's work thus far were related to the district, sub-district, and village governments. However, due to restriction on activities, the ways KOMPAK supported districts, sub-districts, and villages were different than before. KOMPAK staff could not be present on-site to monitor and facilitate various village activities, as these were mostly conducted online. However, as shown in Section D.1-D.5, KOMPAK's support before the pandemic has contributed in helping villages, particularly in the implementation of BLT-DD. The factors explained in Findings 7 obviously influenced that to some degree, which included the presence of capable leadership and well-coordinated staff.

KOMPAK's support through various information and data collection apps and systems, as well as partnership between OPDs, were very helpful in determining BLT-DD beneficiaries (see Findings 2). The end of 2019, when district government had to check their data to re-confirm the registry of qualified poor residents in the DTKS, could be seen as a blessing in disguise. That work has prepared districts, sub-districts, and villages for the time when the central government decided that villages shall use Village Funds for BLT distribution. Related OPDs (including Dispenduk and Dinsos), in a team coordinated by Bappeda to help sort out the data, were quick to respond if there is any issue. It did not mean every issue has been solved or that a new issue does not come up, especially when there was a change in policy; but at least, a teamwork between OPDs has been established.

“Kominfo was helped by KOMPAK to integrate data among OPDs. It used to be quite difficult to share data [among OPDs]. However, [through KOMPAK facilitation], we could eliminate sectoral ego.”

—Dinas Kominfo, Bondowoso.

The data clean-up, followed by verification and validation in KOMPAK villages, also represented an opportunity for villages to prepare their data in SAID. The preparedness of data collection is attributable to the previous KOMPAK support, especially in terms of building the capacity of village apparatus through various trainings, including on developing the village information system that turned out to be a strong point of Rambutan Village. The villages have been starting to get used in managing and utilising this system to help their planning, albeit still in limited capacity. Additionally, the understanding of their respective roles among the village government and particularly the BPD allowed them to work together during implementation of BLT-DD. BPD had also been active in leading village forum and monitoring the implementation of special village forum decisions.

In Bima, the kind of governance promoted by KOMPAK since the beginning has also been practiced in the implementation of BLT-DD, particularly in terms of community engagement and transparency. A special forum for women and people with disability has been routinely held during the annual planning and budgeting process, followed by allocation of assistance and activities for their sake. BPJS portion was also allocated for poor people, which reflected awareness and support for the poor during the implementation of BLT-DD. For instance, the village government also reached out personally to the villagers who would be eliminated from the list of beneficiaries because of their lack of qualification.

Furthermore, the facilitation by sub-district staff as PTPD also provides an accessible consultation platform

for the village if any issue arises. PTPD accompanied the village during the planning and budgeting process, including in budget adjustment to handle the impact from the pandemic, and attended village forum.

A good data collection process and governance have helped the implementation of BLT-DD, especially in beneficiaries determination process.

E. CONCLUSION AND RECOMMENDATIONS

This study was aimed to document the villages' experiences with BLT-DD implementation and governance practices conducted by utilising KOMPAK's various support and assistance before and during the COVID-19 pandemic. KOMPAK's support to the government in the implementation of BLT-DD policies and managing the impacts of COVID-19 pandemic includes: (1) development of BLT-DD data collection and monitoring guidelines; (2) development of Minister of Home Affairs Instruction No. 3 of 2020; (3) development of guidelines for sub-districts; (4) technical assistance for Regional Apparatus Organisation (OPD), sub-districts, and villages; and (5) advocacy related to data collection. Meanwhile, prior to the pandemic, KOMPAK has focused on supporting: (a) the development and strengthening of SID and data collection in general in the villages; (b) the capacity building for village planning through assistance in the preparation of village documents, development of performance-based incentives (DINDA activities); (c) close assistance and capacity building for village heads and secretaries, village staff, and BPD in order to optimise their roles; (d) the capacity building of the sub-districts to assist the villages; and (e) the technical input and support for the special forums for women and people with disabilities.

This qualitative study found that:

- Legal foundations and consistent implementation guidelines that were clearly communicated to the village have been helpful in the process of revising Village Budget. However, leadership capacity as well as communicative or discursive³⁸ budgeting were also crucial and increasingly important to achieve village development goals.
- Government data (DTKS in particular) for BLT distribution could not be directly utilised due to the data being obsolete or overlapping. Meanwhile, data collection by the village was conducted without quality control from the supra-village.
- The eligibility of BLT-DD beneficiaries was determined based on agreement reached in the village forum, amidst weak methodological support and multiple data sources. Villages in the study location minimised possibilities of protests or conflicts by reaching out to those affected by the policies.
- The weak data also contributed to the inefficiencies in the governance of social assistance implementation. After three years of BLT-DD disbursement, there has not been a transformative direction for data governance in the village. Villages in KOMPAK locations with good SID and data collection experience seemed to be able to collect data and determine BLT recipients quite efficiently, despite various limitations beyond the villages' control.
- The number of BLT-DD beneficiaries might have been higher than it should have been, including residents who were not in need, as the villages followed the DD calculation set by the central government in 2020. As a result, more village priority activities were delayed than they should have been.
- Most of the complexity in BLT-DD implementation can be explained by governance factors and approaches. However, good governance seemed to also be influenced by anthropological factors, such as individual tenets and integrity, which were not linear and often more difficult to establish. Current government policies and work methods seem to be more inclined towards a technocratic governance

³⁸ Discursive means that issues are discussed rationally and in argumentation, rather than based on personal feelings or opinions.

approach, while the more pedagogical transformational process has not been pursued.

The findings of this study suggests that efforts to improve regional and village governance have helped prepare the villages to face crises where decisions must be made quickly amidst many limitations, such as the implementation of BLT-DD distribution at the peak of the COVID-19 pandemic. Here lies the key value of KOMPAK's support which, before the pandemic, has been focused on governance transformation. In the villages of the study location, KOMPAK helped to further develop better communication between the government and village residents that would enable Village Fund utilisation practices built on multistakeholder engagement and discussion as well as affirmative actions towards vulnerable groups, through strengthened planning and budgeting procedures and capacities. However, in the case of BLT-DD implementation, the influence is indicated to be unintended and may be limited to some aspects of governance.

The following implications are proposed for consideration of BLT-DD implementation in particular, but especially for further improvement of village governance and distribution of government social assistance in general:

1. As for the village governance process, building the capacity of local governments to deliberate or consult and communicate with their constituents, as well as affirmative action towards vulnerable groups in the procedures of Village Fund utilisation are increasingly important amidst the weak capacity of supra-village to assist and monitor the villages as well as the increasing number of parties involved with different interests in utilising the Village Fund. This can be done, among other things, by consistently encouraging and refining the special forums for vulnerable groups, people with disabilities, and other groups.
2. The government should invest in improving villages' preparedness to face crises. The supra-village government should continue to develop and test crisis protocols that are ready to be activated in times of crisis.
3. Continue the village government strengthening efforts in order to build leadership capacity with vision, integrity, and good governance practices in addition to data collection and administrative capacities. These efforts can refer to the process and lessons learned from, among others, KOMPAK's Integrated Village Apparatus Capacity Building (PKAD Terpadu) in supporting the Ministry of Home Affairs.
4. As for the implementation of BLT-DD and the distribution of other social assistance, data reform or development is central to a more efficient process that reaches those most in need. Many questions are yet to be answered, including whether data collection for social assistance in the village should be done centrally (by M/I) or handed over to the village, which is then acknowledged by M/I.

BIBLIOGRAPHY

- Antara News. (2021). *Kemensos sebut sembilan kriteria kemiskinan yang berhak dapat bansos*. Diakses from <https://www.antaraneews.com/berita/2531425/kemensos-sebut-semilan-kriteria-kemiskinan-yang-berhak-dapat-bansos#:~:text=Sementara%20sembilan%20kriteria%20kemiskinan%20itu,total%20pengeluaran%20%20pengeluaran%20untuk%20pakaian>.
- Badan Pusat Statistik of Bima District. (2022). *Kabupaten Bima dalam Angka 2022*. Bima: BPS Kabupaten Bima.
- Badan Pusat Statistik of Bondowoso District. *Kemiskinan 2019–2021*. Accessed from <https://bondowosokab.bps.go.id/indicator/23/46/1/kemiskinan.html>
- Badan Pusat Statistik of East Java Province. (2021). *Jumlah dan Persentase Penduduk Miskin di Provinsi Jawa Timur Menurut Kabupaten/Kota, 2017–2021*. Accessed from <https://jatim.bps.go.id/statictable/2021/12/13/2289/jumlah-dan-persentase-penduduk-miskin-di-provinsi-jawa-timur-menurut-kabupaten-kota-2017-2021.html>
- Firmansyah, A. (2021, 18 November). *Kemensos sebut Sembilan Kriteria Kemiskinan yang Berhak dapat Bansos*. Accessed from <https://www.antaraneews.com/berita/2531425/kemensos-sebut-semilan-kriteria-kemiskinan-yang-berhak-dapat>
- Hasan, A.M., and Hadi, B. (2020, p.2). *Modul Sekolah Anggaran Desa (edisi revisi 2020)*. Jakarta: KOMPAK.
- Ikil, M. (2020). *Problematika Penyaluran BLT Dana Desa*. Accessed from <https://infoanggaran.com/detail/-problematika-penyaluran-blt-dana-desa>
- Indonesia Corruption Watch. (2020). *Masalah Distribusi Bansos di Tengah Pandemi Covid-19*. Accessed from <https://antikorupsi.org/sites/default/files/dokumen/Presentasi%20Hasil%20Pemantauan%20Bansos.pdf>
- Irtanto, P.B., Pattinasarany, G.D.V. and Iswanto, L. (2022). *Studi Anggaran Pendapaatan dan Belanja Desa (APB Desa) Tahun 2020 di Lokasi KOMPAK: Respons Desa dalam Upaya Penanggulangan Dampak COVID-19*. Jakarta: KOMPAK.
- DPO Network. (2020). *Yang Bergerak dan Yang Terdampak Di Masa Pandemi: Suara Disabilitas dari Indonesia*. Accessed from <https://ncovid19.sigab.or.id/2020/06/09/yang-bergerak-dan-yang-terdampak-di-masa-pandemi-suara-disabilitas-dari-indonesia/>
- KOMPAK. (2020a, September). *Dukungan Penanganan Dampak COVID-19: September 2020*. Jakarta: KOMPAK. https://kompak.or.id/id/download/352/2020_9%20-%20Monthly%20COVID-19%20Update%20-%20KOMPAK%20-%20September%202020_IDN.pdf
- KOMPAK. (2020b, dokumen internal). "KOMPAK Policy Update March 2021: How Village Funds Cash Transfer Program (BLT-DD) Enables the Poor and Vulnerable Group Cope with COVID-19 Pandemic".
- KOMPAK. (2020c). *Pengembangan Kapasitas Aparatur Desa (PKAD) Terpadu: Penguatan Pembina Teknis Pemerintahan Desa (P-PTPD)*. Jakarta: KOMPAK.
- KOMPAS. (2020). *Rekap Kasus Corona Indonesia selama Maret dan Prediksi di Bulan April*. Accessed from <https://www.kompas.com/tren/read/2020/03/31/213418865/rekap-kasus-corona-indonesia-selama-maret-dan-prediksi-di-bulan-april?page=all>
- Ministry of Home Affairs Working Team for COVID-10 Task Force Support. (2020). *Penanggulangan Corona Virus Disease 2019 Di Desa Melalui Anggaran Pendapatan Dan Belanja Desa*. Accessed from <https://kompak.or.id/id/article/penanggulangan-corona-virus-disease-2019-di-desa-melalui-anggaran-pendapatan-dan-belanja-desa>
- The National Team for the Acceleration of Poverty Reduction (TNP2K). (2020, 04 September). *Vulnerable Groups in The COVID-19 Outbreak*. Accessed from <http://tnp2k.go.id/articles/vulnerable-groups-in-the-covid-19-outbreak>

APPENDICES

APPENDIX 1: LEGAL BASIS FOR BLT-DD

1. Law No. 2 of 2020 on the Stipulation of Government Regulation in Lieu of Law No. 1 of 2020 on State Financial Policy and Financial System Stability for Handling the Coronavirus Disease (COVID-19) Pandemic and/or in the Context of Facing Threats that Endanger the National Economy and/or Financial System Stability into Law.
2. Minister of Villages Regulation No. 6 of 2020 on the Amendment of Minister of Villages Regulation No. 11 of 2019 on the Priorities for the Utilisation of Village Funds in 2020. Regulations related to BLT-DD can be seen in article 8, article 8A, as well as in Appendix-1 and Appendix-2 which are an integral part of this Minister of Villages Regulation No. 6 of 2020.
3. Minister of Villages Regulation No. 7 of 2020 on the Second Amendment to Minister of Villages Regulation No. 11 of 2019 on the Priorities for the Utilisation of Village Funds.
4. Minister of Finance Regulation No. 40 of 2020 on the Amendment to Minister of Finance Regulation No. 205/PMK.07/2019 on Village Funds Management. Regulations related to BLT-DD can be seen in article 24 paragraph 2, article 24A, article 24B, article 25A, article 25B, article 32, article 32A, article 34, article 35, article 47A, and article 50.
5. Minister of Finance Regulation No. 50/PMK.07/2020 on the Second Amendment to Minister of Finance Regulation No. on Village Funds Management. Regulations related to BLT-DD can be seen in article 32A.
6. Minister of Home Affairs Regulation No. 20 of 2018 on Village Financial Management.
7. Minister of Home Affairs Instruction No. 3 of 2020 on the Coronavirus Disease 2019 (COVID-19) Countermeasures in Villages through Village Budget.
8. Minister of Villages Instruction No. 1 of 2020 dated 15 May 2020 on the Acceleration of BLT-DD Disbursement.
9. Minister of Villages Instruction No. 2 of 2020 on the Acceleration of First BLT-DD Phase One Disbursement for Villages Holding Special Village Forums.
10. Minister of Villages Letter No. 1261/PRI.00/IV/2020 Dated 14 April 2020 on the Notification of Amendment of Minister of Villages Regulation No. 11 of 2019 on DD Development Priorities in 2020 to Minister of Villages Regulation No. 06 of 2020.
11. Director General of Village Community Development and Empowerment of the Ministry of Villages Letter No. 9/PRI.00/IV/2020 Dated 16 April 2020 on the Technical Guidelines for Data Collection of Prospective BLT-DD Recipients.
12. Director General of Village Community Development and Empowerment of the Ministry of Villages Letter No. 12/PRI.00/IV/2020 Dated 27 April 2020 on the Affirmation of BLT-DD.
13. Director General of Village Community Development and Empowerment of the Ministry of Villages Letter No. 10/PRI.00/IV/2020 Dated 21 April 2020 on the Affirmation of Technical Guidelines for Data Collection of Prospective BLT-DD Recipients.
14. Corruption Eradication Commission Circular Letter No. 11 of 2020 Dated 21 April 2020 on the Use of Integrated Social Welfare Database (DTKS) and Non-DTKS Data in Providing Social Assistance to the Community.

APPENDIX 2. LIST OF ABBREVIATIONS AND ACRONYMS

Adminduk	Administrasi Kependudukan <i>Civil Registry</i>
APB Desa	Anggaran Pendapatan dan Belanja Desa <i>Village Budget</i>
ASN	Aparatur Sipil Negara <i>State Civil Apparatus</i>
Babinsa	Bintara Pembina Desa <i>Village Trustee Non-Commissioned Officer</i>
BaKTI	Bursa Pengetahuan Kawasan Timur Indonesia <i>Eastern Indonesia Knowledge Exchange</i>
Bansos	Bantuan Sosial <i>Social Assistance</i>
Bappeda	Badan Perencanaan Pembangunan Daerah <i>Regional Development Planning Agency</i>
Bappenas	Badan Perencanaan Pembangunan Nasional <i>National Development Planning Agency</i>
Bimtek	Bimbingan Teknis <i>Technical Assistance</i>
BLT – DD	Bantuan Langsung Tunai – Dana Desa <i>Village Fund Cash Assistance</i>
BPD	Badan Permusyawaratan Desa <i>Village Councils</i>
BPJS	Badan Penyelenggara Jaminan Sosial <i>Social Insurance Administration Organisation</i>
BPNT	Bantuan Pangan Non Tunai <i>Non-Cash Food Assistance</i>
BPS	Badan Pusat Statistik <i>Statistics Indonesia</i>
BUMDesa	Badan Usaha Milik Desa <i>Village-owned Enterprise</i>
COVID-19	Coronavirus Disease 2019 -
DINDA	Dana Insentif Desa <i>Village Incentive Fund</i>

Dinsos	Dinas Sosial <i>Social Office</i>
Diskominfo	Dinas Komunikasi dan Informatika <i>Communication and Information Technology Office</i>
Dispendukpencapil	Dinas Kependudukan dan Pencatatan Sipil <i>Population and Civil Registration Office</i>
DMD/K Regsosek	Digitalisasi Monografi Desa/Kelurahan Registrasi Sosial dan Ekonomi <i>Village/Administrative Village Monograph Digitalisation of Social and Economic Registration</i>
DPMD	Dinas Pemberdayaan Masyarakat Desa <i>Community and Village Empowerment Office</i>
DPO	Organisasi Penyandang Disabilitas <i>Difable Person Organisation</i>
DTKS	Data Terpadu Kesejahteraan Sosial <i>Integrated Social Welfare Database</i>
Gerakan Tape Manis	Gerakan Tanggap dan Peduli Masyarakat Miskin <i>A movement to respond and care for the poor</i>
ICW	Indonesian Corruption Watch
Inmendagri	Instruksi Menteri Dalam Negeri <i>Minister of Home Affairs Instruction</i>
K/L	Kementerian/Lembaga <i>Ministries/Institutions</i>
Kades	Kepala Desa <i>Village Head</i>
Kasi Kesra	Kepala Seksi Kesejahteraan <i>Welfare Section Head</i>
Kemendagri	Kementerian Dalam Negeri <i>Ministry of Home Affairs</i>
Kemenkeu	Kementerian Keuangan <i>Ministry of Finance</i>
KOMPAK	Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan <i>Governance for Growth</i>
KVS	Penguatan Kecamatan dan Desa <i>Kecamatan and Village Strengthening</i>
LPA	Lembaga Perlindungan Anak <i>Child Protection Agency</i>
Musdes	Musyawaharah Desa <i>Village Forum</i>

Musdesus	Musyawarah Desa Khusus <i>Special Village Forum</i>
NIK	Nomor Induk Kependudukan <i>Citizen Identity Number</i>
OPD	Organisasi Perangkat Daerah <i>Regional Apparatus Organisation</i>
PASH	Penguatan Administrasi Kependudukan dan Statistik Hayati <i>Civil Registration and Vital Statistics (CRVS)</i>
PEKKA	Pemberdayaan Perempuan Kepala Keluarga <i>The Women-Headed Household Empowerment</i>
Pemda	Pemerintah Daerah <i>Regional Government</i>
Pemdes	Pemerintah Desa <i>Village Government</i>
Permendes	Peraturan Menteri Desa PDTT <i>Minister of Villages Regulation</i>
Perppu	Peraturan Pemerintah Pengganti Undang-Undang <i>Government Regulation in Lieu of Law</i>
Perpres	Peraturan Presiden <i>Presidential Regulation</i>
PKAD	Pengembangan Kapasitas Aparatur Desa <i>Village Apparatus Capacity Building</i>
PKH	Program Keluarga Harapan <i>Conditional Cash Transfer/Hope Family Program</i>
PMK	Peraturan Menteri Keuangan <i>Minister of Finance Regulation</i>
Pokja	Kelompok Kerja <i>Working Group</i>
P-PTPD	Penguatan Pembina Teknis Pemerintah Desa <i>Strengthening of Village Governance Facilitator</i>
PTPD	Pembina Teknis Pemerintah Desa <i>Village Governance Facilitator</i>
PUSKAPA	Pusat Kajian dan Advokasi Perlindungan dan Kualitas Hidup Anak <i>Centre of Child Protection and Wellbeing</i>
RKP Desa	Rencana Kerja Pemerintah Desa <i>Village Workplan</i>
SA	Akuntabilitas Sosial

	<i>Social Accountability</i>
SAID	Sistem Administrasi Informasi Desa
	<i>Village Information System (in Bondowoso District)</i>
Sekar Desa	Sekolah Anggaran Desa
	<i>Village Budget School</i>
Sekdes	Sekretaris Desa
	<i>Village Secretary</i>
Seknas FITRA	Sekretariat Nasional Forum Indonesia untuk Transparansi Anggaran
	<i>National Secretariat – Indonesian Forum for Budget Transparency</i>
SEPAKAT Desa	Sistem Perencanaan, Penganggaran, Pemantauan, Evaluasi, dan Analisis Kemiskinan Terpadu
	<i>Village Integrated Planning, Budgeting, Monitoring, Evaluation, and Poverty Analysis</i>
SIAK	Sistem Informasi Administrasi Kependudukan
	<i>Population Administration Information System</i>
SID	Sistem Informasi Desa
	<i>Village Information Systems</i>
TNP2K	Tim Nasional Percepatan Penanggulangan Kemiskinan
	<i>The National Team for the Acceleration of Poverty Reduction</i>
UU	Undang-Undang
	<i>Law</i>

KOMPAK

*Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan
Kemitraan Pemerintah Australia - Indonesia*

2022