

Political Economy Analysis of 10 KPSPAMS Associations (Association of Drinking Water and Sanitation System Management Groups) in Indonesia

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Abstract

The implementation of Sustainable Development Goal (SDG) 6 entails the provision of safe, affordable, and high-quality clean water access. The primary objective of this goal is to ensure universal access to clean water and adequate sanitation for all individuals by 2030. This research conducted a qualitative methodology using triangulation data collection techniques, which covered interviews, Focus Group Discussions, and Desk Reviews of documentation from 10 KPSPAMS Associations throughout Indonesia regarding their implementation of effective organizational culture practices on Rural Water Services in Indonesia. The findings of this research indicate that organizational culture practices are generally functioning effectively. However, regarding management principles, several aspects need to be enhanced to facilitate local government involvement in establishing optimal support for community access to clean water.

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1. Introduction

This study is a qualitative study that focuses on the Association of Drinking Water Supply and Sanitation Management Groups (hereinafter referred to as the KPSPAMS Association). In community-based clean water services, studies that discuss the role of the KPSPAMS Association in rural clean water management have not been the main focus in drinking water and sanitation research. The Association is an organization at the Regency/City level whose administrators are the core administrators of the drinking water supply and sanitation management group (KPSPAMS). The KPSPAMS association organization is expected to emerge as an organization that has a "Support" function, this organization is expected to be able to

encourage the KPSPAMS business model so that it can be strong and sustainable, technical assistance, support for access to finance and other alternative support.

Previous studies in other countries indicate that the association of drinking water service management groups is not an association that has a sustainable process pattern, limited funds and an unclear business model for the clean water and sanitation management association in its region (Murta and Willets, 2014).

A study conducted by Muhammad Alam in Pakistan on the Community Based Organization (CBO) association, an organization equivalent to the KPSPAMS Association in Pakistan, indicated that even though it is a Community Based Organization (CBO), the Management of the CBO Association is not running optimally, so that CBOs can only operate effectively autonomously in their respective regions (Alam, 2022)

The findings in the context of India and Pakistan are the initial basis for research to understand the KPSPAM associations in Indonesia. Therefore, this study took 10 local KPSPAM associations that were considered the best in seven main categories, namely operational, sustainability, relations with local governments, quality of KPSPAMS coaching functions, SIM DATA Quality, Business Models and regional representation.

In the context of Indonesia, the study of these 10 Associations aims to prove to what extent the Management of the KPSPAMS Association can encourage the development of its member KPSPAMS, both in terms of operations, service quality and maintaining the principles of sustainable clean water services. Furthermore, this study aims to read the quality of the effectiveness of the Management of the Association of Drinking Water and Sanitation Facility Management Groups in 10 Regencies/Cities, so that the best practices of domestic clean water services can be found. Furthermore, qualitatively, the practice of clean water services in the 10 Regencies/Cities can be raised to represent the "best case scenario" of each region.

Based on the explanation above, the problems in this research can be formulated into five main questions, namely as follows:

- 1) What are the aspects that determine the success of each association?
- 2) What management functions does the Association carry out in practice in the field, both towards the government and KPSPAMS?
- 3) What is the business model of the Association?
- 4) To what extent does the association play a role in institutional development for rural drinking water services?

Conceptual Framework

Political Economy Analysis(PEA) is an analysis used to understand implicit phenomena, analyze the dynamics of power relations and interests that occur in structures, as well as informal relationships, motivations, incentives and expectations

at the agency/actor level in implementing an agenda (Harris, 2013 and ODI, 2009). The depth of political economy analysis helps to map the challenges faced to support governance, economic growth and the quality of public services" (ODI, 2009).

Daniel Harris developed a comprehensive political economy analytical framework consisting of three systematic stages, each designed to provide a detailed review of a complex socio-economic challenge.

According to Harris, political economy analysis consists of three stages, the first stage is identifying whether a specific problem must be solved, if there is more than one problem, then problem mapping can be done well. The first stage is able to read political economy issues that contribute to causing problems, as well as mapping the theory of change and the effectiveness of previous intervention programs (if there is a pattern of intervention by the government) (Harris, 2013).

The second stage according to Harris is the diagnosis stage, at this stage the relationship between context and institutions (formal and non-formal-ed) and diagnosis at the agency level, namely power, incentives and behavior that are the background motivation for taking action (financial, political and personal), (Harris, 2013).

The third stage is the stage of arranging a solution scheme to overcome the problem. In this study, the solution that emerged was the answer faced by 10 KPSPAM Associations which are representatives of three corridors of Indonesian Development (Western Indonesia, Central Indonesia and Eastern Indonesia ed.)

Furthermore, we can ultimately help identify challenges that may impact:

- o How institutions are managed
- o How the economy grows
- o How well public services are delivered

The Political Economy Analysis Pattern reviewed by Harris is in line with Charles WL Hill's opinion that there are five main functions of management, namely Planning, Organizing, Briefing, Coordination, Controlling, Staffing. . (Charles WL Hill et al, 2014). This research will prove the practices of management functions that are implemented in the field. Analysis of Charles WL Hill's management functions emphasizes the importance of accurately identifying specific problems or a series of interrelated problems that require intervention from management functions. (Charles WL Hill et al, 2008).

The combination of Political Economy Analysis and Management Function Analysis allows researchers to develop a nuanced understanding of the complex interactions between structural context and individual/organizational agency. So that this research can provide comprehensive operational solutions.

1. Comprehensive mapping of available solution schemes
2. Identifying potential change mechanisms

3. Analyzing obstacles and opportunities in the change process

The third concept used as a reference in this study is the business model, a business model clearly articulates "the rationale for how an organization creates, delivers, and captures value" (Osterwalder and Pigneur, 2009). The KPSPAMS Association as a "Social Entrepreneurship" unit may require a business model and a business plan - but both may be needed at different times and for different purposes. The purpose of a business model is to ensure that all stakeholders can clearly understand and articulate how a business is configured to create, deliver, and have value. In the case of KPSPAMS, this ultimately relates to how KPSPAMS will generate financial and social value, and how the relationship between the two types of value is in the company. So in detail it focuses on:

- Organizational patterns of running a business
- The pattern of a business generating income
- What values does the business offer and which parties does it offer to?
- Customer identification
- The process of forming loyal customers

Business models can help us understand how and why our business operates, and can help us design and innovate our business, and then iterate how it works over time.

2. Research Method

A qualitative research design was implemented to examine the complex dynamics and contextual factors influencing the performance of District Associations. Semi-structured interviews were conducted with 54 Association board members and 44 local government representatives across Indonesia. The geographic coverage covered 10 locations distributed across the islands of Sumatra, Java, Sulawesi, and Kalimantan, ensuring representation of diverse socio-cultural, economic, and ecological contexts. Purposive sampling from SIM DATA to determine informants was applied to select ten Associations identified as successful in carrying out their functions. This approach to informant selection allowed the research to focus on identifying success factors rather than simply documenting challenges.

The interview protocol was carefully planned to obtain information regarding the Association's governance structure, operational procedures, member engagement strategies, communications with government entities, and perceived impacts on water service delivery.

Interviews with Association administrators focused on internal organizational dynamics, while discussions with local government representatives centered on

policy support mechanisms and institutional collaboration. All interviews were conducted in Bahasa Indonesia by trained local researchers who understand the regional water governance context.

Each interview lasted approximately 60-90 minutes, was audio-recorded with informed consent from the respondents. Additionally, organizational documents, meeting minutes, and annual reports were collected to triangulate interview data and provide contextual understanding.

The collected data were analyzed using the following thematic analysis approach: First, the interview recordings were transcribed verbatim and translated into English. The research team then carried out an iterative coding process, starting with open coding to identify emerging themes, followed by axial coding to establish relationships between categories.

In the secondary stage, data were analyzed through NVivo software used to manage and organize qualitative data. In addition, to ensure analytical accuracy, transcript checking was carried out with selected participants to verify the accuracy of interpretation.

In the final stage, regular internal debriefing sessions among research team members helped challenge assumptions and refine analytical categories. The final analysis focused on identifying associations across key problem contexts.

3. Results

Leadership and Management of Community-Based Clean Water Governance

The results of the study revealed that 52 district-level KPSPAM Associations successfully demonstrated well-defined governance management, characterized by clear division of roles and responsibilities. These associations generally have formal, well-functioning articles of association, annual general member meetings that produce annual planning documents, and implement democratic decision-making processes and accountability mechanisms. Furthermore, 54 informants stated that the management of the KPSPAM Association is elected every five years through a transparent procedure, with representation from various KPSPAM units in the District.

Periodically, 54 informants stated that monthly management meetings were held to provide a forum for collective decision-making on strategic issues, while the management and technical teams managed day-to-day operations. It is noteworthy that successful KPSPAM Associations maintained a balance between formality and flexibility, allowing them to adapt to changing circumstances while maintaining organizational integrity. The establishment of special committees for technical assistance, financial management, and conflict resolution enabled these Associations to effectively address the specific needs of KPSPAM.

Capacity Development, Knowledge Transfer and Innovation

47 The interviewees stated that the main characteristic of successful District Associations is the ability of regional associations to establish a system for capacity building and knowledge transfer among KPSPAMs. These associations develop a systematic approach to identify capacity gaps and design training programs according to the targeted segments.

Peer-to-peer learning mechanisms, such as comparative studies and pilot projects, implementation of national workshops to learn technical practices in managing KPSPAMS infrastructure. Technical training sessions on water system maintenance, water quality monitoring, and financial management equip KPSPAM operators with strong technical skills in managing community-based clean water infrastructure.

In addition, the Association fosters a community of practice where KPSPAM members can share technical and administrative management experiences, challenges and solutions to emerging administrative and technical problems. Documentation of local knowledge and innovative practices enables the creation of context-specific resources, which enhance the technical and managerial capabilities of member organizations.

Communication with the Government

All 44 informant sources in local government authorities stated that the communication pattern between the KPSPAM District Association and local government entities significantly affects the quality of the Association's work. Successful associations have established formal collaborative arrangements in joint forums (Pokja AMPL, PAKEM etc.) with relevant government agencies, including public works, health, DPMD and regional planning agencies. Regular coordination meetings facilitate information exchange and alignment of community-based water management priorities.

The local government legitimizes the Association as a partner in implementing Community-based Environmental Sanitation Drinking Water Services (AMPL BM) in rural areas. The local government provides policy support, technical assistance, and sometimes financial resources. All informants (54-ed) from the Association stated that the Association is effectively involved in participating in the district/city level planning process, ensuring that community water needs are reflected in development plans and budgets. Integration into formal governance structures increases the Association's legitimacy and influence while providing valuable grassroots perspectives to government agencies.

External Partnerships

A total of 46 resource persons from the association's management stated that outside of partnerships with the government, the KPSPAMS Association has succeeded in growing partnerships with various external stakeholders, including non-governmental organizations, academic institutions, and private sector entities in the Regency/City area.

Furthermore, 46 informants stated that the Partnership broadens access to technical expertise, funding opportunities, and innovation networks. Collaboration with universities facilitates practice spaces on water quality improvement and appropriate and efficient technologies (2 associations in the Central Java area-ed). Partnerships with civil society organizations strengthen advocacy capabilities and engagement strategies in funding/regular programs from civil society. 6 Associations have developed relationships with private sector actors, for example to access CSR and access to BPR banking loans.

1 Association in the Kalimantan area have technical support for infrastructure development. The study found that associations with diverse and strategically managed external partnerships are better positioned to address complex challenges and adapt to changing circumstances.

Business Model

According to field findings, only 2 Associations have succeeded in having a revenue stream in the form of a routinely diversified business unit, which includes orderly membership fees, drilling equipment service fees, and sustainable partnerships with external stakeholders. The other 8 Associations are still looking for the right alternative financial format in organizing organizational sustainability.

Furthermore, all 10 associations have built a transparent financial management system with regular audit procedures. One association has access to funds (which are external parties) that provide emergency financing for light infrastructure repairs to pipes in its KPSPAM area. Three associations in Java Island have access to financial loans from banks and other financial institutions, so they are able to utilize their resources to create a constructive culture in water infrastructure.

Challenges and Obstacles

While identifying success factors, the study also documented significant challenges faced by District/City Associations. All 54 Association management interviewees affirmed that resource constraints, particularly limited human and financial resources, hindered the ability of some Associations to fulfill their mandates effectively. Political dynamics and power asymmetries sometimes complicated relationships with government entities. The geographic spread of KPSPAMs within an area created logistical challenges for coordination and provision of support. The

technical complexities of water system management required specialized expertise that was not always available. Furthermore, changes in the policy environment and institutional reforms sometimes disrupted established operational patterns. The study noted that even successful Associations continued to navigate these challenges, emphasizing the dynamic and evolutionary nature of water governance arrangements in their areas.

Implications for Policy and Practice

The findings of this study have substantial implications for water governance policy and practice in Indonesia. First, the findings suggest that government agencies should formally recognize and support District/City Associations as an integral component of decentralized water governance systems. Policy frameworks should provide institutional space for these intermediary organizations while respecting their autonomy. Second, capacity building programs should target not only individual CBO capabilities but also Association-level capabilities in coordination, knowledge management, and strategic planning. Third, financing mechanisms should be designed to support both infrastructure development and institutional strengthening of Associations. Fourth, monitoring and evaluation systems should include indicators that address Associations' contributions to sustainable water service delivery.

4. Conclusions

This study has revealed the complex dynamics that influence the effectiveness of clean water KPSPAMS Associations at the Regency/City level in Indonesia. The findings suggest that these intermediary organizations can play a crucial role in enhancing the capacity, sustainability, and impact of community-based water management initiatives.

However, in the long term, their success depends on commitment to appropriate governance structures, capacity building mechanisms, financial sustainability strategies, constructive government relations, and strategic external partnerships. The KPSPAMS associations represent a valuable institutional innovation that bridges the gap between local community-level action and district-level communication and coordination. By understanding and supporting these organizations, government agencies and development partners can contribute to more equitable, efficient, and sustainable water service delivery across the country

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