Monitoring and Evaluation of Development Programs in Five Ministries:

A Study on the System and Implementation

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SMERU RESEARCH REPORT

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ABSTRACT

Monitoring and Evaluation of Development Programs in Five Ministries: A Study on the System and Implementation

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The system of planning and budgeting in Indonesia is undergoing a change, from an input-based system to one based on output and outcome. Information accountability in monitoring and evaluation is a must to support the implementation of a performance-based system as mandated by Law No. 17/2003 on State Finance, and Government Regulation No. 21/2004 on Formulating Ministerial/Institutional Work Plans and Budgets. An evaluation needs to be conducted on Government Regulation No. 39/2006 on Procedure of Monitoring and Evaluation of Development Plan Implementation to accommodate the output – and outcome –based planning and budgeting system.

This study presents snapshots of the monitoring and evaluation system of government programs which have been implemented in five selected ministries. The methods used include conducting in-depth interviews with staff members and collecting secondary ministerial-level data at both the Planning Bureau (BPKLN) and directorate general/program executing directorate; distributing questionnaires on budget absorption and achievement of targeted output/outcome indicators of selected programs; and conducting a field study on monitoring and evaluation systems and processes of data validation at the local level.

This study recommends that the monitoring and evaluation process should be placed parallel with the planning, budgeting, and implementation processes of the programs/activities. Therefore a regulation regarding monitoring and evaluation management in national and local level government agencies is needed. It should provide clear definitions of monitoring and evaluation and address the need for an independent monitoring and evaluation unit; reward and punishment mechanisms; a feedback mechanism; and simplification of forms, number of reports, and indicators of programs/activities.

Keywords: monitoring, evaluation, programs, ministry

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APBD	*Anggaran Pendapatan dan Belanja Daerah*	regional government budget
APBN	*Anggaran Pendapatan dan Belanja Negara*	central government budget
Bappenas	*Badan Perencanaan Pembangunan Nasional*	National Development Planning Board
BOS	*Bantuan Operasional Sekolah*	School Operational Assistance
BPKLN	*Biro Perencanaan dan Kerjasama Luar Negeri*	Bureau of Planning and International Cooperation
BPS	*Badan Pusat Statistik*	Statistics Indonesia
GER		gross enrollment ratio
LAKIP	*Laporan Akuntabilitas Kinerja Instansi Pemerintah*	government institution's performance accountability report
MoA		Ministry of Agriculture
MoF		Ministry of Finance
MoHA		Ministry of Home Affairs
MoH		Ministry of Health
MoNE		Ministry of National Education
MoPW		Ministry of Public Works
M&E		monitoring and evaluation
MTEF		Medium-term Expenditure Framework
NER		net enrollment ratio
OPD	*organisasi pemerintah daerah*	local government organization
Renja	*Rencana Kerja*	work plan
Renstra	*Rencana Strategis*	strategic plan
Riskesdas	*Riset Kesehatan Dasar*	Basic Health Research
RKP	*Rencana Kerja Pemerintah*	government work plan
RPDM	*Rencana Pendidikan Dasar dan Menengah*	Primary and Secondary Education Plan
RPJMD	*Rencana Pembangunan Jangka Menengah Daerah*	Regional Medium-Term Development Plan
RPJMN	*Rencana Pembangunan Jangka Menengah Nasional*	National Medium-Term Development Plan
SAI	*Sistem Akuntansi Instansi*	government institution's accounting system
SAK	*Sistem Akutansi Keuangan*	financial accounting system

SAPSK	*Satuan Anggaran Per Satuan Kerja*	budget unit per work unit
SIMAK BMN	*Sistem Informasi Manajemen Akuntansi Kepemilikan Barang Milik Negara*	Management and Accounting Information System for State's Assets
SKPD	*Satuan Kerja Pemerintah Daerah*	Regional Government Work Unit
SKRT	*Survei Kesehatan Rumah Tangga*	Household Health Survey
SOTK	*struktur organisasi dan tata kerja*	organization structure and work procedure
Susenas	*Survei Sosial-Ekonomi Nasional*	National Socioeconomic Survey
TURBINWAS	*pengaturan, pembinaan, dan pengawasan*	arrangement, development, and monitoring
UKP4	*Unit Kerja Presiden Bidang Pengawasan dan Pengendalian Pembangunan*	Presidential Work Unit for Development Monitoring and Control

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EXECUTIVE SUMMARY

Introduction

The system of planning and budgeting in Indonesia is undergoing a significant shift, from an input-based system to that based on output and outcome. In the broad context of this shift and its related impacts on program evaluation, this study aims to assess the content and quality of monitoring and evaluation (M&E) programs in Indonesian government institutions by closely assessing procedures and outcomes at five ministries.

SMERU was appointed by the World Bank to research M&E systems in five designated ministries, in order to analyze the quality of the data collected by each of the ministries, identify the available external datasets, and provide recommendations for improving M&E processes.

Methodology

This study was conducted in five ministries: the Ministry of Finance (MoF), the Ministry of National Education (MoNE), the Ministry of Agriculture (MoA), the Ministry of Health (MoH), and the Ministry of Public Works (MoPW). It focused on one program in each ministry and two activities in each program.

Data for this study was collected over a six month period from December 2010 to May 2011, through in-depth interviews with ministerial staff members and collecting secondary ministerial-level data, and secondly, filling out questionnaires on the selected programs and activities particularly on budget absorption and achievement of targeted output/outcome indicators as well as assessment of the quality of data sources. The third method involves conducting a field study to find out about monitoring and evaluation systems and processes of data validation at the local level, at two sites in West Java Province and Kabutpaten Cianjur. The study targets five ministries above (the Ministry of Education, the Ministry of Health, the Ministry of Agriculture, the Ministry of Public Works) and the Regional/*Kabupaten* Development Planning Boards of the fieldwork sites.

For each of these ministries, one program and two activities 2010–2014 RPJMN were selected for analysis. Some programs and activities were subjected to name changes, or changes to monitoring indicators, over the course of the period studied.

Findings

Snapshot of M&E Systems

This report found that the overall system is strong, although there remain opportunities for improvement in several areas. The ministries assessed here are subject to a range of government-wide reporting structures, as well as their own internal M&E processes. As Indonesia moves from an input-based assessment system to one that takes account of output and performance, as mandated by Law No. 17/2003 on State Finance, and Government Regulation No. 21/2004 on Formulating Ministerial/Institutional Work Plans and Budgets, ministries are largely guided by Government Regulation No. 39/2006 in applying M&E systems at all levels.

Table M&E System in Five Ministries

Format and Law	Content	Type of Report	Reporting Period	Submitted to	Sanction Mechanism
Routine Reports					
Government Institution's Performance Accountability Report (LAKIP) Law No.17/2003 and Government Regulation No. 8/2006	Performance and budget realization	*Input, output*	Yearly	Minister for Administrative Reforms	Regulated in Government Regulation No.8/2006 Article 34
SAI (SAK and SIMAK BNM) Law No. 17/2003, Law No. 1/2004 , Government Regulation No. 24/2005 and Government Regulation No. 6/2006	Budget (realization of budget implementation)	*Input*	Yearly	Minister for Finance	Regulated in Government Regulation No.17/2003 Article 34
Evaluation of Work Plan/Strategic Plan		*Input, output, outcome*	Yearly/ Five-yearly	Bappenas	
UKP4 Report Presidential Instruction No. 1/2010 and Presidential Instruction No. 3/2010	Ministry performance evaluation	*Outcome*	Every two months	President	Not regulated but imposed
A/B/C Forms Government Regulation No. 39/2006	Budget absorption, output, problems dan solutions	*Input, output, outcome*	Quarterly	Bappenas, Minister for Finance, Minister for Administrative Reform,	None
Performance Assessment Evaluation Form	Achievement of 2010−2014 RPJMN indicators, budget, data source, problems and solutions	*Input, output, outcome*	Yearly	Bappenas	None
Special Reports					
For high-level coordination meetings	When needed and requested	*Input & output*	Every two weeks, monthly		None
Occasional reports	On request		On request		None

Source: Interviews with various informants; literature review.

In addition, each ministry maintains its own internal M&E system, which are diverse in their mandating regulations and reporting requirements, as outlined below.

Table Interministerial M&E System

Ministry of	Policy Framework	Format	Period	Reported by
Finance	Ministerial Decree No.12/KMK.01/2010	*Balance Score Card* (BSC) Report	Quarterly, yearly	Echelon I
National Education	Secretary General's Circular No. 26482/A.A1/PR/2005	B-05.1 Form	Monthly	Provincial Work Unit; Secretariat General
Health	Ministerial Decree No. 63/1981	*Puskesmas* Reporting and Recording System (SP3)	Monthly, twice-yearly, yearly	Echelon II
		MDGs 8 Indicators Achievement Form		
Agriculture	Ministerial Decree No.31/2010[a]	Report on senior officials meeting	Fortnightly, monthly, quarterly, yearly	Echelon II; Echelon I; Secretariat General
		Report on minister's activities		
		Statistical report		
		Technical report		
Public Works	MoPW Regulation No.02/PRT/M/2008, No.03/PRT/M/2008, and No.09/PRT/M/2009	P1–P9 Form	Daily, Two-weekly, Monthly	Work Unit; Subdirectorate, Echelon II

Source: Interviews with various informants; literature review.
[a]This decree also regulates A/B/C Forms report and LAKIP.

Every ministry also has to make an annual report, consisting of a directorate annual report (Echelon 2), directorate general annual report (Echelon 1), and ministerial annual report. It contains a range of data and information especially on the development of physical data and target achievement. The reporting burden is thus quite significant, and many of the reports demand the same types of data. Only the MoPW uses reporting software to manage the process; the remaining ministries rely on manual submission of hard-copy reports.

Further to the above activities, coordination meetings are held between ministries and regional work units (SKPD) three times a year. The reporting aspect of this process (Performance Assessment Evaluation Forms) are inconsistently used, and are often submitted late, or incomplete. This study found that ministerial staff felt little compulsion to complete these forms because they lacked a sense of urgency.

Regional Level

At the provincial and *kabupaten/kota* level, M&E activities are mandated by the same regulations as the national ministries, and the systems implemented are very similar to those found at national ministries. Local government agencies are obliged to report on all projects that use national budget funds, forwarding reports to both their parent agencies or departments, and the local Bappeda. The Bappeda then uses those reports to make its own report to Bappenas, the MoF, and the MoHA. This means that reporting systems at different levels of government are highly reliant on each other, and delays or omissions at a local resonate throughout the reporting chain.

Reporting at a regional level is also affected by the extent to which individual ministries have developed internal regulation to support the national regulations described above. For example, A/B/C and LAKIP reporting fat the MoA is supported by MoA Regulation No. 31/2010, which regulates the implementation of Government Regulation No. 39/2006.

Analysis

Regulatory framework

The M&E system based on Government Regulation No. 39/2006 is clear in establishing reporting schedules and required content, and provides a basic check-and-balances framework that encourages accountability. However, the regulation is weakened by the absence of any reward or punishment mechanisms, and by the lack of specific reference to verification processes in the regulation.

A further weakness was identified in relation to how data collected through the reporting system is used; as the reporting mechanisms are largely considered a formality, feedback is rarely issued by the report recipients. This is also influenced by the fact that the reporting burden can be very high.

This report finds that reporting mechanisms suffer from weaknesses in several areas; lengthy processes for information transfer, lack of permanently assigned staff to take responsibility for reporting, and confusion about which levels of government have the greatest authority over local agencies. This final issue emerges because decentralization processes have made many local government agencies feel they owe greater accountability to regional governments than the central governments; however, reporting mechanisms rely on centralized ministerial structures.

This report finds that the reporting types that are subject to formal sanction mechanisms—LAKIP, SAI, and UKP4 reports—are usually assigned greater importance by reporting bodies than reports that do not carry the threat of sanction if not fulfilled (A/B/C Forms reporting and Performance Assessment Evaluation Form).

Data Collection

This study identified two major shortcomings in the data collection process. The first relates to the cost of manual data collection (which remains the primary mode of data collection), the second to the reliance of these systems on scarce and often under-trained human resources, which leaves the processes vulnerable to human error. Awareness of reporting mechanisms is inconsistent at different levels of government; the field studies conducted for this report found that the government agencies in Kabupaten Cianjur, for example, had no knowledge of the A/B/C forms, with the exception of the local Bappeda and agricultural agency. Similarly, the Performance Assessment Evaluation Form system is found to have several weaknesses in practice. Although reports are due by the end of the year, some ministries had not fulfilled this requirement by February 2011. Ministries are found to struggle with inaccurate data, and must rely data from directorates-general that may be late, or incomplete.

In terms of monitoring, this report finds that monitoring is not conducted in a systematic way, and is usually conducted by telephone or directly in the form of a field visit by ministerial representatives. Lack of resources means that site visits are only conducted in sample areas, or, in the case of the MoH, when there is a significant health issue that requires monitoring.

Data Quality

Quality of data captured by the M&E systems assessed by this report is affected by the ways M&E systems are implemented, and the data collection issues described above. Furthermore, reporting staff are often not well prepared to fulfill reporting requirements, and as a result many reports fail to distinguish between outputs and outcomes, for example, which are not clearly explained in the reporting guidelines.

The nature of programs and activities run by each of the ministries considered in this report means that some issues are specific to each ministry. The MoNE, for example, is often unable to obtain data at a *kabupaten* level, and so must instead rely on estimates made from a provincial level. This has a direct impact on the accuracy of funding allocations. With the MoH system, data quality is affected by the fact that data collection is undertaken by staff of local secondary health centers, who are highly mobile and have no formal ties to government health agencies; this can result in data which is irrelevant to reporting requirements.

However, the ministries studied here also draw on external data to measure indicators and assess performance. Data from the National Socioeconomic Survey (Susenas), for example, is used by the MoPW, MoH, and MoNE. The use of external data compensates for some of the limitations of the internal M&E systems and means that reliable data can be used.

Indicators

The study finds that overall the ministries use quite strong indicators, however some shortcomings are apparent particularly at the MoNE and MoH, including indicators that are ineffective, too abstract, irrelevant, or which use inaccurate measurements. On this basis, this report makes suggestions for more appropriate indicators across each of the ministries.

Conclusion and Recommendations

Based on the snapshot and assessment of M&E regulations and processes, this report concludes that:

a) The role of monitoring and evaluation in the development process is not yet adequately supported in terms of infrastructure, and existing regulation can be unclear in terms of the nuances of effective M&E and what it requires.

b) The implementation of M&E is often considered a formality.

c) Data quality is negatively affected by staffing and funding limitations, poor verification measures, overlap between program implementation and assessment, and delays and omissions in local-level reporting.

d) Despite attempts to implement performance-based monitoring, the current system remains better able to account for financial input than program performance and impact.

e) Attempts to make reporting processes more efficient through technology have not been widely adopted and are beset by limitations in the software available.

f) The indicators that have been developed are often ill-equipped to reflect project performance.

In light of these conclusions, there are four recommendations presented:

a) A reduction and simplification in the reporting required in M&E processes.

b) Identify areas of consensus between agencies with regard to reporting protocols, information sharing, and indicators.

c) Adopt a national regulation to streamline M&E processes, with the overall outcome being that M&E processes occur alongside planning, budgeting, and implementation activities and elements such as verification and feedback are regulated.

d) Improve M&E capacity, by increasing the number and quality of staff.

I. INTRODUCTION

1.1 Study Background and Objective

The system of planning and budgeting in Indonesia is undergoing a change, from an input-based system to that based on output and outcome. The output and outcome indicators for each priority program—more detailed operational descriptions of the 2010–2014 National Medium-Term Development Plan (RPJMN)—are stated in the Intersectional Priority Action Plan (Book 2 Matrix). Those indicators are also categorized according to ministries/ institutions in each Ministerial/Institutional Book of the 2010–2014 Medium-Term Development Action Plan.

Information accountability in monitoring and evaluation (M&E) is a must to support the implementation of a performance-based system as mandated by Law No. 17/2003 on State Finance and Government Regulation No. 21/2004 on Formulating Ministerial/Institutional Work Plans and Budgets.

Such information is also needed to measure the achievement of output and outcome targets. Therefore, an evaluation needs to be done of Government Regulation No. 39/2006 on Procedure of Monitoring and Evaluation of Development Plan Implementation to accommodate the output- and outcome-based planning and budgeting system.

In 2010, the World Bank and the Government of Indonesia teamed up to develop the country's national M&E system especially at the ministerial/institutional level. Activities in this collaboration included gathering ministerial/institutional-level information/data on the M&E system and evaluating each ministry's/institution's preparedness in implementing the system that suits the performance-based planning and budgeting in RPJMN 2010–2014. Information gathered included budget absorption and achievement of targeted output/outcome indicators as well as the assessment of data quality and available data sources. The results can hopefully be used to improve the M&E system and the quality of data reported.

The World Bank then appointed SMERU as the consultant to (i) take snapshots of the M&E system of government programs which have been implemented in five selected ministries; (ii) conduct an assessment and critical analysis of the quality and validity of the information/data obtained from each of the ministries; (iii) identify the available datasets that can be connected to the indicators and be analyzed; and (iv) give recommendations for improving the M&E system in related ministries especially regarding the output and outcome indicators.

1.2 Study Methodology

This study was conducted in five ministries: the Ministry of Finance (MoF), the Ministry of National Education (MoNE), the Ministry of Agriculture (MoA), the Ministry of Health (MoH), and the Ministry of Public Works (MoPW). It focused on one program in each ministry and two activities in each program (Table 1). The programs and activities were chosen based on their direct relation to public service and after consultation with the ministries and the World Bank. In the case of the MoF, the program and activities chosen were limited to the preparation of the draft national budget allocation so the national-scale M&E process with regard to public services at the regional level could not be assessed.

Table 1. The Five Ministries and the Chosen Programs/Activities Based on RPJMN 2010–2014

	Ministry	Programs and Activities
1.	Ministry of Finance	Program on National Budget Management Activity 1: Central government budget management Activity 2: Budgeting system development
2.	Ministry of National Education	Program on Early Childhood Education and Primary Education Activity 1: Provision of subsidy for primary schools and primary schools for children with special needs (SDLB) Activity 2: Guarantee of junior high education services
3.	Ministry of Agriculture	Program on Production and Productivity Increase as well as Staple Crops Quality Improvement to Reach Self-sufficiency and Continuous Self-sufficiency Activity 1: Production management of cereal crops Activity 2: Production management of legumes and root crops
4.	Ministry of Health	Program on the Improvement in Nutritional Status and the Health of Mothers and Children Activity 1: Improvement in community nutritional status Activity 2: Improvement in children's healthcare services
5.	Ministry of Public Works	Program on Settlement Infrastructure Management and Development Program (a program of Directorate General of Cipta Karya) Activity 1: The Regulation, Guidance, and Supervision of Settlement of Building and the Environment, Including Construction Management of Building and Home State, and also the implementation of the Development of Building and the Management of Housing Areas/Neighborhoods Activity 2: Regulation, Management, Development of Funds Sources and Investment Patterns, and also Safe Water System Development

The selected programs and activities are basically part of an effort to meet present challenges and to bring into perfection what has been achieved by the ministries. Details of the background and objectives of each program/activity can be found in Attachment 1.

Activities conducted during the information and data collection stage categorized as follows: (i) conducting in-depth interviews with the staff members of and collecting secondary ministerial-level data at both the planning bureau (BPKLN) and directorate general/program executing directorate; (ii) distributing questionnaires on the selected programs and activities particularly on budget absorption and achievement of targeted output/outcome indicators as well as assessment on quality of data sources; and (iii) conducting a field study to find out about the M&E system and the process of data validation at the local level.

Table 2 shows the detailed activities done by SMERU in regard to the four study objectives. Information on the M&E system in each ministry was also obtained from the Seminar on Monitoring and Evaluation Information Exchange held by the World Bank in Jakarta on 24 February 2011.

This study was conducted by a team of SMERU researchers over six months, from December 2010 to May 2011, comprising a number of stages, namely preparation, implementation at the ministerial level, field study, and writing the reports on each ministry and the consolidated report. The team consists of 12 researchers with two or three of them visiting each ministry.

Table 2. Activities Conducted by SMERU to Meet Study Objectives

Objectives	Activities
1. To take snapshots of the general implementation of development programs M&E system	- Interviewing officials/staff members of relevant sections in the ministries, such as the planning bureau under the selected secretariat general and the planning section of the selected directorate general as well as other relevant sections; - Reviewing various regulations on M&E and other documents containing the results of ministerial-level M&E implementation to get information on institutional issues and the implementation of development programs M&E system; and - Conducting assessments, based on the obtained information, on the strengths and weaknesses of the M&E system in each ministry, particularly of the selected programs/activities.
2. To conduct critical assessment and analysis on the quality and validity of information/data used in M&E system	Conducting in-depth analysis of one program and two activities in each ministry and making a critical assessment of the quality and validity of the information. The programs and activities are selected after a consultation with each of the related ministries.
3. To identify the available datasets that can be connected to the indicators and analyzed	- Reviewing the available datasets and suggesting an analysis to assess the program results in a broader scope; - Reviewing available data sources (National Socioeconomic Survey, Indonesian Family Life Survey, Indonesian Demographic and Health Survey, Indonesian Basic Health Research, etc.); - Suggesting an analysis that combines the information on results with that on the available datasets to get a more comprehensive explanation from the program results; and - Identifying the gap between the information/data needed and the available data sources.
4. To give recommendations for improving the M&E system in related ministries	- Conducting critical reviews of the compatibility of all the output and outcome indicators in the M&E system of the selected programs and activities; and - Giving recommendations with respect to better indicators for the selected programs/activities, if necessary. If, after a consultation with officials/staff members of the ministries and experts in related fields, the indicators are considered unsuitable, recommendation on more stringent indicators will be made.

The field study was conducted in West Java Province and Kabupaten Cianjur on 21–23 February 2011. The areas were selected because of their proximity to Jakarta and because they were sites where the selected programs/activities were carried out. Table 3 lists the ministries and government agencies visited.

Table 3. Ministries and Government Agencies Visited

No.	Central Government	West Java Province	Kabupaten Cianjur
1	Ministry of National Education	Provincial Education Agency	• *Kabupaten* Education Agency • Center for Preschool and Primary Education Development (Pusbindik TK/SD)
2	Ministry of Health	Provincial Health Agency	• *Kabupaten* Health Agency • local community health center (*puskesmas*)
3	Ministry of Agriculture	Provincial Agency for Staple Crops Agriculture	*Kabupaten* Agency for Staple Crops and Horticultural Agriculture
4	Ministry of Public Works	Provincial Agency for Settlement and Housing	*Kabupaten* Agency for Spatial Arrangment and Settlement
5	-	Regional Development Planning Board	*Kabupaten* Development Planning Board

1.3 Report Structure

This study is compiled in six reports—five reports on each of five ministries and one consolidated report. Each of them has four chapters: Chapter I is the introductory chapter, describing the study background, objectives, methodology, and report structure. Chapter II discusses the M&E system implemented in the five ministries, including general depictions of ministerial-level M&E systems, the M&E system of the selected programs and activities, the M&E system in field study areas, and the systems' strengths, weaknesses, and barriers. Chapter III presents a critical assessment of the reported information, including data collection methods, verification and systems of data quality assessment, accuracy of output and outcome indicators, and other data utilization. Chapter IV concludes and offers recommendations.

II. MONITORING AND EVALUATION IN FIVE MINISTRIES

2.1 Monitoring and Evaluation System

In general, the M&E systems in the five selected ministries aim to consider and analyze whether the process of development plan implementation in each ministry is in line with the set target. The system is also applied by institutions that use the state budget and execute government programs as a way of fulfilling administrative obligation. According to Government Regulation No. 39/2006, monitoring activities include observing the progress of the implementation of development plans, identifying problems that arise, and anticipating potential problems so that precautionary measures can be taken. Evaluation is a series of activities in which the input, output, and outcome are compared with the plans and standards.

Basically, the M&E systems in the five ministries are based on finance and performance; however, the two cannot be completely separated because some M&E systems are based on both finance and performance. Such systems are implemented through report submission, field visits, and coordination meetings.

There are certain M&E activities undertaken in all five ministries, particularly those that are applied in all ministries as mandated by certain laws. The system produces various reports (Table 4).

Table 4 shows that every ministry/government institution, including the five ministries selected in this study, must submit a number of routine reports, including government institution's performance accountability report (LAKIP), government institution's accounting system (SAI) which comprises a financial accounting system (SAK) and a management and accounting information system for state's assets (SIMAK BMN), the Presidential Work Unit for Development Monitoring and Control (UKP4) report, A/B/C Forms, and Performance Assessment Evaluation Form Report. Those reports are submitted to other ministries or to the President periodically: every two weeks, monthly, every two months, quarterly, or yearly. They basically relay information on the input (use of budget), output achievement, and outcome (performance).

In addition to making routine reports, ministries have to submit special reports which are prepared for high-level meetings such as the coordination meetings of coordinator ministers, cabinet meetings, or consultative meetings with the House of Representatives. They also often make occasional reports for the Ministry of Home Affairs (MoHA) or for other institutions upon request.

Some of the sanction mechanisms are clearly regulated. Law No 17/2003 mandates SAI reporting and regulates sanctions in Article 34; those who fail to comply with the regulation are punishable by imprisonment and fines in accordance with the law. Article 34 of Government Regulation No. 8/2006 that mandates LAKIP states that "*for every delayed submission of financial report, deliberately or not deliberately, by central government institutions or their representatives, the Minister for Finance as the State's general treasurer can impose sanctions by suspending budget implementation or postponing fund disbursement*". The sanctions with regard to UKP4 reporting, however, which are mandated by the President to monitor the performance of the ministers, are not stated in the law but imposed in practice in the form of bad performance reports or direct reprimand from the President. A/B/C Form reporting and Performance Assessment Evaluation Form reporting are not equipped with any sanction mechanisms.

Table 4. M&E System in Five Ministries

Format and Law	Content	Type of Report	Reporting Period	Submitted to	Sanction Mechanism
Routine Reports					
Government Institution's Performance Accountability Report (LAKIP) Law No.17/2003 and Government Regulation No. 8/2006	Performance and budget realization	*Input, output*	Yearly	Minister for Administrative Reforms	Regulated in Government Regulation No.8/2006 Article 34
SAI (SAK and SIMAK BNM) Law No. 17/2003, Law No. 1/2004 , Government Regulation No. 24/2005 and Government Regulation No. 6/2006	Budget (realization of list of budget implementation)	*Input*	Yearly	Minister for Finance	Regulated in Government Regulation No.17/2003 Article 34
Evaluation of Work Plan/Strategic Plan		*Input, output, outcome*	Yearly/ Five-yearly	Bappenas	
UKP4 Report Presidential Instruction No. 1/2010 and Presidential Instruction No. 3/2010	Ministry performance evaluation	*Outcome*	Every two months	President	Not regulated but imposed
A/B/C Forms Government Regulation No. 39/2006	Budget absorption, output, problems dan solutions	*Input, output, outcome*	Quarterly	Bappenas, Minister for Finance, Minister for Administrative Reform,	None
Performance Assessment Evaluation Form	Achievement of 2010–2014 RPJMN indicators, budget, data source, problems and solutions	*Input, output, outcome*	Yearly	Bappenas	None
Special Reports					
For high-level coordination meetings	When needed and requested	*Input & output*	Every two weeks, monthly		None
Occasional reports	On request		On request		None

Source: Interviews with various informants; literature review.

The difference in reporting regulations and in the implementation of sanction mechanisms will likely affect M&E implementation, especially the reporting stage, since many of those involved are still not aware of its importance. They tend to prioritize LAKIP, SAI and UKP4 reports and attach lesser importance to other reports that are not equipped with sanction mechanisms. This will be explained further in the next subchapter.

In addition to making reports for other institutions, each ministry has an internal M&E mechanism related to its physical data, budget absorption, and implementation of programs/activities (Table 5).

Table 5. Interministerial M&E System

Ministry of	Policy Framework	Format	Period	Reported by
Finance	Ministerial Decree No.12/KMK.01/2010	*Balance Score Card* (BSC) Report	Quarterly, yearly	Echelon I
National Education	Secretary General's Circular No. 26482/A.A1/PR/2005	B-05.1 Form	Monthly	Provincial Work Unit; Secretariat General
Health	Ministerial Decree No. 63/1981	*Puskesmas* Reporting and Recording System (SP3)	Monthly, twice-yearly, yearly	Echelon II
		MDGs 8 Indicators Achievement Form		
Agriculture	Ministerial Decree No.31/2010[a]	-Report on senior officials meeting -Report on minister's activities	Two-weekly, monthly, quarterly, yearly	Echelon II; Echelon I; Secretariat General
		-Statistical report -Technical report		
Public Works	MoPW Regulation No.02/PRT/M/2008, No.03/PRT/M/2008, and No.09/PRT/M/2009	P1–P9 Form	Daily, Two-weekly, Monthly	Work Unit; Subdirectorate, Echelon II

Source: Interviews with various informants; literature review.

[a]This decree also regulates A/B/C Forms report and LAKIP.

Each ministry's internal M&E system has a specific format. MoF uses a Balance Score Card reporting format while MoNE uses B-05.1 format, which is a sheet containing budget plan and realization—concerning supplies, staff, and social assistance—as well as descriptions of problems and efforts that have been undertaken to tackle them. MoH uses the same format as the monitoring sheet in Government Regulation No. 39/2006 and MDGs indicators achievement form. MoA uses the A/B/C Form (Government Regulation No. 39/2006), Performance Assessment Evaluation Form for work plans and strategic plans, and some other forms. MoPW uses P1–P9 Forms which are internal monitoring sheets for budget absorption and performance. The Ministry also applies an internal Performance Evaluation System which is the M&E mechanism for existing programs, especially those whose cost is shared by the central and regional governments, to monitor and identify problems at the regional level. The internal M&E systems are used by each ministry as data sources when making reports.

Every ministry also has to make an annual report, consisting of a directorate annual report (Echelon 2), directorate general annual report (Echelon 1), and ministerial annual report. It contains a range of data and information especially on the development of physical data and target achievement.

The large number of external and internal reports that have to be made are quite a burden for each ministry, especially because some of the routine reports have to be submitted within a short time. Some reports overlap with one another since they contain basically similar details—input, output, and income—although in different formats.

The fact that the reports are made manually and submitted as hard copies is another factor that increases the burden. Of the ministries, the MoPW is the only one that has made use of an online reporting system (e-monitoring). Users of this system can update the progress of program implementation up to three times a day. The MoA has actually provided a software called Simonev to make reports and send them through the internet; however, it has not been optimally used because of a number of limitations in regard to resources and the software itself.

2.2 Monitoring and Evaluation System for the Selected Programs and Activities

As mentioned in the previous chapter, in each selected ministry, this study focused on the M&E implementation of one program and two activities of the 2010–2014 RPJMN; however, the names of the selected programs/activities were different from the names of those implemented in the five ministries in 2010. The names of programs implemented in 2010 were in accordance with the 2010 Work Plan of each ministry, which mostly referred to the 2004–2009 RPJMN and the 2004–2009 Strategic Plan. This happened because 2010 was the transition year of the establishment of the RPJMN and the new Indonesian cabinet. The 2010–2014 RPJMN was set in mid-2010 whereas the 2010 Strategic Plan was formulated in 2009 or prior to the implementation of the selected programs/activities. Both the RPJMN and Strategic Plan were already in keeping with the guideline for Planning and Budgeting Reform that states that each Echelon 1 (the highest administrative level) has one program and each Echelon 2 has one activity, with the name of each echelon reflected in the name of the program/activity. This study, therefore, focused on the programs/activities implemented by Echelon 1 and Echelon 2 responsible for the selected programs/activities. The difference between the names of the programs in the 2010–2014 RPJMN or Strategic Plan and those in the 2010 Work Plan can be seen in Table 6. More detailed information on this matter is available in Appendix 2.

Table 6. Differences of Program's Names in Directorate General of Selected Ministries

Ministry of / Directorate General of	Name of Program	
	2010–2014 RPJMN	2010 Work Plan (Implementation)
Finance / Budget	Government Budget Management	Improvement of the Effectiveness of State's Expenditure
		Strengthening of the Implementation of Budgeting System
		Improvement of State's Financial Income and Security
		Implementation of Good Governance
		Management of Human Resources
National Education / Basic Education	Preschool Education and Basic Education	Nine-Year Compulsory Education
Health / Improvement in Nutritional Status and the Health of Mothers and Children	Improvement in Nutritional Status and the Health of Mothers and Children	Improvement in Public Health
Agriculture / Staple Foods Agriculture	Production and Productivity Increase as well as Staple Crops Quality Improvement to Reach Self-sufficiency and Continuous Self-sufficiency	Development of Agricultural Businesses
		Improvement of Staple Foods Sufficiency
		Improvement of Farmers' Welfare
		Implementation of Good Governance
Public Works/Cipta Karya	Development and Improvement of Housing Infrastructure	Elaborated in 15 programs

Some indicators are also different but the differences do not affect the overall M&E implementation, which generally refers to the strategic plan or relates to what has been implemented. Only some of the reports, such as the Performance Assessment Evaluation Form, have been synchronized with the RPJMN.

The selected programs/activities are funded by the central government budget. The M&E system of the programs/activities inevitably entails reports such as LAKIP, SAI, A/B/C Forms, and Performance Assessment Evaluation Form. This part will focus on the M&E implementation that monitors the performance of development programs/activities routinely and at greater frequency. One such M&E system is the implementation of Government Regulation No. 39/2006 on Procedures of Control and Evaluation of Development Plan Implementation. In addition, the reporting system of Performance Assessment Evaluation Form, as part of the M&E of development performance, will also be discussed here.

2.2.1 Systematization and Flow of Monitoring and Evaluation

The A/B/C Forms are used in the M&E system to assess the performance of the implementation of development programs/activities mandated by Government Regulation No. 39/2006; Form A is the report on activities, Form B is the report on program implementation per activity, and Form C is the consolidated report on program implementation by activity. The forms are provided at each level of related provincial and *kabupaten/kota* government institutions as well as the work unit or technical implementation unit (UPT) of each ministry. The A and B Forms are completed by the programs/activities caretaker at the provincial/*kabupaten/kota* government work unit (SKPD) and the ministerial work unit/UPT. The C Form, on the other hand, is completed by the head of the

SKPD, head of the Regional Development Planning Board (Bappeda), and the head of the ministerial work unit/UPT. Figure 1 shows the general flow of the A/B/C Forms reporting.
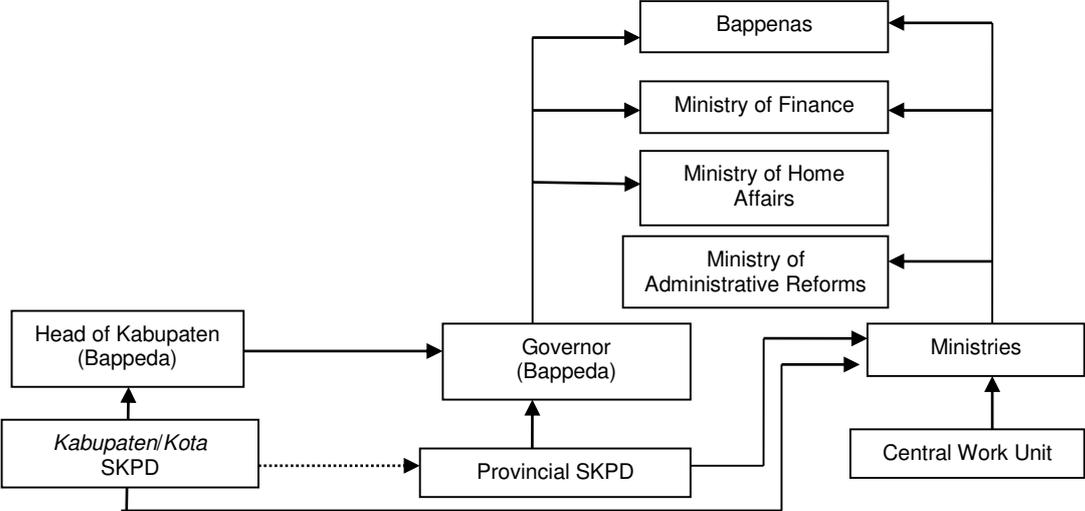

Figure 1. General flow of A/B/C Forms reporting

The report submitted by the *kabupaten/kota* SKPD is part of the reporting system on the use of assistance tasks funds whereas that submitted by the provincial SKPD is part of the reporting system of the use of the deconcentrated funds. Each of the reports contains basically the same thing: general data on programs/activities, budget allocation and realization, target indicators and achievement, problems faced, and recommendation for follow-ups.

Reporting using the A/B/C Forms are done quarterly; the reporting period is strictly regulated in Government Regulation No. 39/2006. The head of SKPD must submit the C Form within five working days after the reported three-month period ends. The head of Bappeda at *kabupaten/kota* level has to submit the C Form within ten working days and the head of provincial Bappeda and the ministry have to submit the C Form within 14 working days.

2.2.2 Implementation of M&E

To support the implementation of development monitoring and evaluation systems, two of the five selected ministries, the MoH and the MoA, have made internal rules, respectively Ministerial Decree No. 656/Menkes/SK/VI/2007 on the Guidelines on Monitoring and Evaluation of the Implementation of Health Development Plans and the MoA Regulation No. 31/2010 on the Guidelines on the System of Monitoring, Evaluation, and Reporting of Agricultural Development. Both regulations refer to Government Regulation No. 39/2006 on the A/B/C Forms but the latter also regulates other reporting activities.

Basically, the M&E of development programs/activities in every ministry is the responsibility of the program administrators, which is the directorate general, and activity administrators, which is the directorate. A/B/C Forms from the regional government institutions or the central work unit are received by the directorate general of each program. Based on the forms and appended by the reports from directorates, every directorate general fills in the B Form to be submitted to the Bureau of Planning and Ministerial Programs. Then, based on the directorate generals' reports and the attached reports from the regional governments, the bureau fills in the C Form as a ministerial report to be submitted to Bappenas and other related ministries.

A/B/C Form reporting has been routinely conducted by the five ministries although the timing is not always accurate. For example, when the field visit was conducted in mid-January 2011, the MoA still owed its final quarter report because some of the directorates general and SKPD had not submitted their reports. An informant from one of the directorates general said they would not be able to submit their report to the ministry until February, so the ministerial reports would be much later than that. According to an informant at the MoPW, although the reports are relatively punctually submitted, the ministry may make some changes to the reports after one to three months if the verification results require so.

In addition to reporting, the M&E system of development programs/activities are also conducted through monitoring activities. Just like in the reporting mechanism, monitoring is also done at all levels but with reverse flow—from the central to regional government or from the report recipient to the report issuer. The monitoring is usually conducted through field visits or by phone. Field visits are done only to some sample areas because of the lack of financial and human resources. The MoH also conducts field visits when there are health-related cases that need special attention.

To complement M&E implementation, the ministries hold a coordination meeting with the provincial SKPD three times a year—at the beginning, middle, and end of the year. The objective is to coordinate, discuss, and evaluate the overall planning and implementation processes of the programs/activities.

Unlike the A/B/C Forms reporting, the reporting system that uses Performance Assessment Evaluation Forms is still far from perfect. The report is supposed to be submitted to Bappenas at the end of the year but some of the ministries still could not fulfill the obligation by February 2011; the MoNE still struggled with inaccurate data of budget realization while the MoA was still waiting for 4 of its 12 directorates general to submit their data for the form. Some of the supposedly completed forms—at the ministries that had submitted the form and at those who had not—still contain incomplete parts. Some of the staff members of the ministries claimed that the completion of the form was generally done only as a formality because (i) the form was still on a trial basis, (ii) there was no real push from Bappenas concerning form submission, and (iii) the data for the form must be in line with the RPJMN.

2.3 M&E System in Study Areas (West Java Province and Kabupaten Cianjur)

This subchapter discusses only the M&E system in four selected ministries. The study of M&E system of the MoF could not be done at the regional government level because the system implemented for the programs/activities at the Directorate General of Budget was an internal system, conducted within the directorate general itself.

2.3.1 M&E System in General

Basically, the M&E system at the regional level is also finance-based and performance-based. It is conducted by the implementers of national-and-regional-budget-funded development programs to show their accountability. The M&E system at the regional levels is done the same way as at the national level: through reporting, field visits, and coordination meetings.

The M&E system regarding the use of the national budget at the provincial and *kabupaten* levels refers to the same national laws referred to by every ministry, as shown in Table 4 and Table 5 in

Subchapter 2.1. On the other hand, the M&E system for the use of regional government budget refers to, among others, MoHA Regulation No. 13/2006 on the Guidelines for Regional Finance Management and MoHA Regulation No. 59/2007 on the Amendment of MoHA Regulation No. 13/2006. At the provincial level, the system refers to the Circular of West Java Governor No. 050/04/Bapp on the Evaluation of Annual Development Planning of West Java Province signed on 5 January 2011 and West Java Gubernatorial Decree No. 92/2009 that regulates the monitoring of the gubernatorial assistance fund.

The M&E conducted by provincial and *kabupaten/kota* government institutions on the implementation of national-budget-funded development programs is part of the national M&E system. For that reason, the regional and local government organizations (OPD) of the West Java Province and Kabupaten Cianjur deploy a similar system as that implemented by the related government institutions at the national level.

The report on the use of the national government budget is submitted by the OPD of the province and *kabupaten* to their superior institutions and to the regional/local government/ Bappeda. The report on the use of the regional government budget is submitted to the regional/ local government/Bappeda. The Bappeda will then recapitulate the incoming reports and submit their own report to Bappenas, MoF, and MoHA.

The OPD of the province and *kabupaten* also have to make reports in regard to technical data and other occasional reports. The content and format of the latter are based on requests from other government institutions. It generally contains technical data and information on the implementation of a program/activity. The body requesting such a report is usually a related higher-level government institution or the regional/local secretary or Bappeda. Table 7 shows the reports that have to be prepared by the OPD of the West Java Province and Kabupaten Cianjur.

Table 7. Reports Prepared by the West Java Provincial Government Organization and Kabupaten Cianjur Government Organization

Type of Report	Frequency
LAKIP	Yearly
SAI/SAK	Yearly
SAI: SIMAK BNM	Yearly
A/B/C Forms	Quarterly (except for agricultural institution that has to also submit monthly report)
Report on Regional/Local Government Management (LPPD)	Yearly
Post-program/activity Report (LKPJ)	Yearly
Report on Performance Evaluation (achievement of regional Strategic Plan and Work Plan)	Quarterly and yearly
Annual Report	Yearly
Technical Report	Generally monthly and quarterly, depending on the institution
Occasional Report	When requested

The table shows that there are only ten types of report that the OPD have to prepare; but each type may have to be submitted quite frequently. The technical reports, for example, are comprised of several different types and have to be frequently submitted, about once a month. The government

education institutions have to make reports on, among other things, the number of students, the number of teachers, dropout rates, gross enrollment ratio (GER), and net enrollment ratio (NER); government health institutions have to make reports on the number of pregnant women, the number of under-fives, the number of malnutrition cases, etc.; government agricultural institutions have to make reports on the size of land, the size of farms, productions and productivity of commodities, etc.; government institutions of public works have to make reports on facilities and infrastructure related to roads, water, and buildings. Overall, the Kabupaten Cianjur Agricultural Office, for example, has to prepare 60 reports in one year.

This obligation has clearly burdened the OPD of the province and *kabupaten* especially because they are not equipped with sufficient facilities and infrastructure. They have a limited number of and low quality personnel who have to juggle the task of preparing reports and other routine tasks. All these factors have contributed to late submissions of most likely incomplete reports.

The M&E system at the regional level is also conducted through coordination meetings at various government levels, including technical government institutions and Bappeda. The meeting is routinely held with a varied schedule, once or twice a month at *kecamatan* level and every four months at provincial level. The meeting discusses the achievement status and problems faced by development programs/activities, general target achievement, and report writing. The coordination meeting, unfortunately, especially at the provincial level, is not always attended by all related institutions.

There are also field visits done by the higher-level government institutions and regional/local Bappeda although with limited time and scope. The Bappeda of provincial and *kabupaten* level, for example, make two or three visits in a year to observe the physical progress of several programs/activities. The low frequency of those visits is because of limited financial and human resources.

2.3.2 M&E System for the Selected Programs and Activities

Just like at the national level, the M&E system to measure the achievement of outputs and outcomes of the selected programs/activities in West Java Province and Kabupaten Cianjur refers to Government Regulation No. 39/2006 concerning the A/B/C Forms. The reports or the completed forms are supposed to be prepared by every OPD and submitted to related government institution at the national level and regional/local Bappeda. The Bappeda will then recapitulate the reports in a *kabupaten-* or provincial-level C Form and submit it to the higher-level Bappeda and Bappenas. At each OPD, each of the forms are prepared at different levels. The A Form is prepared by the activity administrators. The B Form is the compilation of the A Forms. The C Form, a compilation of the B Forms, is prepared by the head of OPD. Figure 2 shows the reporting channel at the provincial and *kabupaten* level.
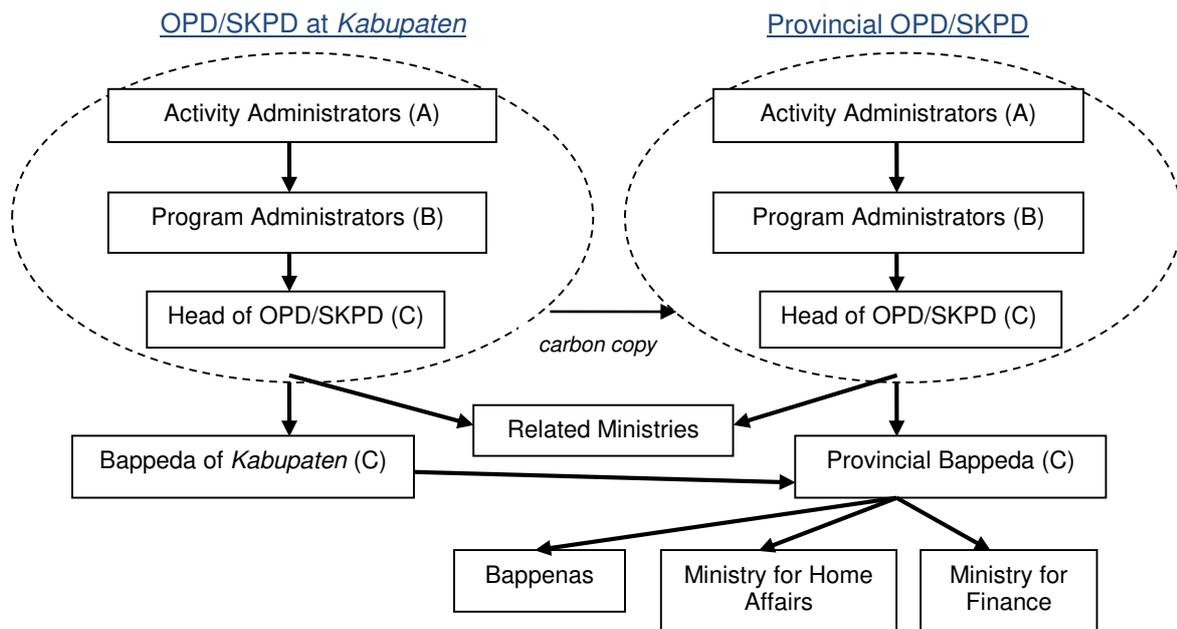
Figure 2. A/B/C Forms reporting channel at the provincial and kabupaten levels

Not every government institution in the study areas follows the same procedure. Some *kabupaten*-level institutions even do not recognize the name of the form and the mandating law. Only the government agricultural institutions, at the provincial and *kabupaten* levels, follow the procedure relatively closely, owing to the support of the MoA Regulation No. 31/2010 that regulates, among other things, the implementation of Government Regulation No. 39/2006. It was also made possible by the solid dissemination and the availability of Simonev software that can be used to complete the A/B/C Forms online. The report is usually submitted every month to related government technical institutions and every three months to the regional/local Bappeda. At the technical institutions, the A/B/C Forms are prepared only at the provincial level by the division that represents OPD.

Although some government institutions in Kabupaten Cianjur are not aware of the A/B/C Forms, the local Bappeda has actually used them. Every three months, the Bappeda asks each OPD to fill in the Consolidated Report of Programs per Activity Form, which is actually the C Form. This situation shows that the Government Regulation No. 39/2006 has not been widely disseminated. The C Form is completed by each OPD using the data from their routine reports. The government institutions of public works obtain the data from P1–P9 Forms from e-monitoring, the government educational institutions obtain data from the B-05.1 Form, and the government health institutions obtain data from the LB3 and the 8 MDGs Indicators Achievement Form.

Each OPD is supposed to submit the completed forms every three months within five working days of the next quarter. In reality, they either turn in the reports after the deadline or do not submit the reports at all. Even with the support of online applications, the government agricultural institutions still do the same thing. The absence of a real reward and punishment system, in addition to the problems of human resources, is suspected to be the cause. Moreover, the report recipients never give feedback to the OPD that are visited or send the reports. At the West Java Provincial Bappeda, feedback is only managed in a small scope through quarterly coordination meeting with all the provincial OPD and Bappeda of *kabupaten/kota* when they discuss the status of reporting and achievement and the problems faced during the implementation of development programs/activities.

2.4 Strengths and Weaknesses of M&E System

The M&E reporting system based on Government Regulation No. 39/2006 has some strengths and weaknesses with regard to the mandating law and its implementation (Table 7).

The system endorses a checks and balances mechanism that can support the performance of program/activity implementation and data verification/validation. A Checks and balances mechanism is feasible because the report recipients have the obligation to monitor the report issuers. In addition, some institutions receive reports from two different institutions—Bappenas receives reports from the provincial Bappeda and from ministries while the provincial Bappeda receive reports from the Bappeda of *kabupaten* and provincial SKPD. However, this mechanism has not been completely implemented by related institutions. Another strong point of the government regulation is the clear regulation of reporting schedules: information that must be reported, who is to write the report, and the report recipients.

On the other hand, the regulation has some flaws; it does not regulate a feedback mechanism or a reward and punishment system. This has resulted in the low awareness on the part of the report issuers about their obligation to make quality and timely reports. The regulation also does not explicitly regulate report or data verification, making it limited in scope.

The A/B/C Forms available in the M&E system can provide convenience to the report-making process but they also have some weaknesses. The forms distinguish programs'/ activities' achievement based on their output and outcome. In practice, however, report issuers only state the output achievement. This happens because the guidelines on how to fill out the forms do not clearly mention outcome achievement.

The Government Regulation No. 39/2006 states that reporting and evaluation are integrated parts in a series of planning, implementation, control, and evaluation of the implementation. In reality, the five ministries focus more on the monitoring activities in the form of reporting.[1]

Another problem is the minimal usage of the M&E results that could be the foundation for improving the current programs/activities and for advanced planning. The reportingis only a formality. The objective and benefits of the M&E system are more based on the system being the control agent to ensure the achievement of the goals and targets of development plans. Moreover, the M&E reports at all levels generally do not get feedback from the report recipients.

The weaknesses arise from either poor implementation or from M&E regulation itself. This is indicated by the fact that the regulation is not recognized at the regional/local levels. In Kabupaten Cianjur, for example, all the visited government institutions except for the local Bappeda and *kabupaten* agricultural agency did not know about the A/B/C Forms although the Bappeda has been using the forms and asking all the OPD to fill out similar forms each quarter. Even if the Provincial agency initiated the collection of the A/B/C forms from Kabupaten agencies, they found difficulties ensuring that the Kabupaten agencies filled in the requested data in time. It shows that the PP 39/2006 does not incorporate the nature of autonomy and power between Kabupaten and Provincial governments. Hence this problem has slowed up the final M&E report at the ministry level

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[1]The difference of monitoring and evaluation can be found in Subchapter 2.1.

Table 8. Strengths and Weaknesses of M&E System

Approach	Strengths	Weaknesses

Government Regulation No. 39/2006	• Regulate checks and balances mechanism
	• Clearly regulate
	  – Reporting schedule
	  – Reported objects
	  – Reporting subjects
	  – Report recipients
		• Does not regulate reward and punishment mechanisms
		• Does not regulate feedback mechanisms
		• Does not regulate verification mechanisms

Implementation of Government Regulation No. 39/2006	• Can be used to see the achievements of program/ activity implementation	• When filling out C Form, ministries put the same answers in Output and Outcome columns • Usage of reports is minimal • M&E implementation is only a formality • Lack of socialization

Of all the M&E systems implemented at every ministry, the system based on Government Regulation No. 39/2006 is just one of many. Not one of the implemented systems can be used to comply with several systems at once, hence the ministries' heavy responsibility in making a lot of reports.

The Ministry of Public Works, compared to other ministries, has the most effective M&E system. It applies an e-monitoring facility that connects the reporting systems of the regional and central governments. It allows for for faster delivery of reports. The data is up-to-date and monitored because incoming data is checked three times a day (8 AM, 12 PM, and 4 PM). The data that can be used as the reference for other reports can be accessed by all levels of government institutions and they make paperless documentation possible.

At the MoA, another weakness of the system lies in the fact that it does not consider the availability of facilities and infrastructure at SKPD offices. Not every SKPD office has an Internet connection or computers that can be used to run online or offline applications and send soft copies. Sending hard copies is burdensome because of the large number of pages to be printed and sent. Moreover, not all SKPD offices are located close to a delivery service provider so they have to make extra time and allocate delivery costs.

The available software has not been able to compile and recapitulate so the data has to be re-entered and errors can occur. There is no online network available to accelerate delivery or open access for related institutions to get the data.

2.5 Problems Faced in the Implementation of M&E System

M&E implementation faces a number of internal and external problems. One of the severe internal problems is unsynchronized line reports. Based on Government Regulation 39/2006, for example, each ministerial planning agency is supposed to have two sources of information, which are Form C from Provincial task units and Form A and B from major units or Echelon I in the Ministry. But in reality, results from monitoring and evaluation reports often get delayed. This is due to problems in those two sources. Some reports are missing or are received incomplete from agencies at district

level but are found at their Bappeda, and some are missing from provincial task unit which makes provincial planning agency double their efforts. These missing links result in unverified reports at higher levels, which in the end create low quality M&E reports.

Another problem is the lack in quality and quantity of human resources. In terms of quality, some of the M&E implementing staff members do not have the needed skills in both filling out forms correctly and making reports. This has been caused by insufficient training and program socialization. For example, staff members of Kabupaten Cianjur Agricultural Office who were responsible for the M&E implementation last received M&E training in 2008 despite the fact that the reporting tools change every year. The policy of transferring staff members, including the M&E administrators, also affects the quality of the implementers because it is often done without adequate transfer of knowledge, sometimes even without preparing the replacement thus practically leaving the task unattended. In addition, the scarcity of upgrades to prospective M&E staff members' skills may also pose problems in M&E implementation in the future. For example, there are two M&E staff members of the West Java Provincial Education Agency who are going to retire in 2011 but no replacement has been sought.

With regard to quantity, the small number of M&E implementers is a problem that hinders comprehensive M&E processes. There are generally only one or two staff members at the provincial and *kabupaten* levels who are assigned to make reports while still burdened by other routine tasks. The limited number of M&E implementers has became more problematic because of the volume of various reports that have to be prepared.

Funding is another problem in M&E implementation at various levels. This, along with the limited number of M&E implementers, has made M&E activities little more than report preparation activities. Field visits are only done for certain programs and activities at certain locations and times.

External problems that hinder the implementation of M&E include the decentralized governance system. Decentralization has given *kabupaten/kota* governments broad authority; consequently, they feel less responsible for submitting reports to the provincial agencies. For example, only 14 out of 26 *kabupaten* education agencies in West Java Province submitted reports to the provincial education agency.

At *kabupaten* level, geographic conditions, the distance between locations, and the lack of availability of facilities and infrastructure also pose problems in M&E implementation. There are some remote *kecamatan* in Kabupaten Cianjur which have limited transportation facilities and infrastructure while the reporting activities of *kabupaten* government very much rely on reports from the *kecamatan* and village administrations.

There are specific problems in the compilation of certain reports such as those using the Performance Assessment Evaluation Forms because they have to be in line with the 2010–2014 RPJMN. Some ministries or directorates general do not have different wordings of programs, activities, indicators, and targets from the ones in the RPJMN so they do not face real problems. Other ministries find it hard to synchronize.

These problems affect the quality of report data and accuracy of report submission. Some reports from the regional and local governments are not complete. There are also recurrences of late report submissions even though the deadlines are clearly regulated. These conditions eventually hinder effective report utilization.

III. CRITICAL ASSESSMENT ON REPORTED INFORMATION

Critical assessment of the reported information and data is made based on the programs and activities selected in this study. The assessment refers to the investigation into data and information carried out in the ministries and the provincial and *kabupaten* government agencies.

3.1 Data Collection Method and Procedure

The data collection methods in the M&E system of the five ministries used the following mechanisms: observation, data recording, measuring, form completion, and questionnaires. Another method frequently used was the method of census or sampling. When neither method were possible, an alternative method of estimation was adopted. The data were collected daily, weekly, monthly, and yearly. The following are examples of data collection activities:

- Data collection in the MoF is done by work units and the data are then submitted in writing to the Bureau of Planning.

- Data collection using the data recording mechanism in a school question list is conducted at school level by completing questionnaires from the Center of Educational Statistics of the Research and Development Board.

- Data collection using the observation, data recording, and measuring mechanisms is done at *posyandu* (integrated health service post) and the data are submitted to the ministerial level.

- Data collection using the method of census or sampling is conducted among farmers and data calculation is performed using the method of estimation at the *kecamatan* up to ministerial levels.

- Data collection at the MoPW is done using the method of census by staff members of the *kabupaten*/*kota* work unit who visit project locations in villages.

Data reporting is done on every level, from the progam/activity administrators at the lowest level to those at the ministerial level. The reporting unit at the lowest level varies depending on the type of programs/activities and the implementing agencies; for example, *posyandu* at the MoH and schools at the MoNE. Reporting at higher levels follows the ministerial bureaucracy procedures.

The reports are generally submitted in hard copy by courier or by post. Short message services (SMS) and email facilities are used in some areas; however, they are inefficient because they are considered illegitimate if not completed with the printed version of the report, stamped by the issuing institution and signed by the head of the institution. The MoPW, on the other hand, has made use of an integrated online system, covering the *kabupaten*/*kota* government level up to the ministerial level.

Based on observation, analysis, and other strategic consideration, this study found some weaknesses in the methods and procedures of the M&E data collecting in the five ministries:

a) It takes a large amount of money to conduct manual data collection, making it impossible to do when there is insufficient funding.

b) The data collection methods and procedures rely more on human resources, not on technology. The low quality and the limited number of human resources allow for human error to occur.

The study also found some weaknesses in the reporting mechanism.

a) The transfer of information takes a long time and thus may result in delays in information dissemination and problem solving as well as the reports not having the desired effect.

b) Bureaucratic procedures impose discipline on everyone at every level of reporting because a single delay can have a domino effect. This study, unfortunately, found that there is not a staff member at every government level assigned specifically for the M&E and that reporting is not a high priority.

c) The reporting procedures rely on the structure of ministerial bureaucracy while the regional bureaucracies are psychologically more attached to their autonomous regional government. This has caused obstruction in the process of reporting because the regional bureaucracies feel more responsible to their regional government and than to the central government.

The M&E methods and procedures, however, also have a strong point. The multilevel procedures encourage participation by all implementers and administrators at all government levels in becoming mediums of transparency as well as checks and balances for the M&E system.

3.2 Verification System of Report Data

There are no comprehensive verification mechanisms specifically applied to the data and information in the M&E reports from the *kabupaten*/*kota* level up to the ministerial level. Verifications are done partially and are limited in scope, only occuring at the central level or at the regional level. In some of the ministries, verification is done only when there are special cases; for example, if there is possibly inaccurate data/information or an endemic disease that requires effective monitoring. This has occured because of the limited financial and human resources in each government institution.

Basically verification mechanisms can be undertaken within the current M&E reporting system by crosschecking the data and the reports. There are two types of mechanism in this sense: mechanism per type of service (*kabupaten/kota* government organization–provincial government organization–ministry/government institution) and mechanism per service level (*kabupaten/kota* government organization–Bappeda at *kabupaten/kota*–Provincial Bappeda to Bappenas). With these mechanisms, the provincial Bappeda receives reports from two sources; the provincial government organization and the Bappeda at *kabupaten/kota*. Bappenas also receives reports from two sources; the ministries/government institutions and the provincial Bappeda. If a *kecamatan* (subdistrict) administration is given the authority to conduct M&E of the programs/activities in its territory, the Bappeda at *kabupaten/kota* can get two reports; from the *kabupaten/kota* government organization and *kecamatan* (Figure 3). The LTPK that uses a crosschecking mechanism can hopefully make way for better M&E results. Both sources can complement each other.

At the MoF, especially at the Directorate General of Budget, there is no verification mechanism (Table 9). At the MoNE, verification is done only at the ministerial level. Coordination meetings held especially to discuss the M&E reports are conducted by the Ministry's Bureau of Planning and International Cooperation (BPKLN) with all provincial work units every two months and with Echelon 1 units every three months. The goal is to discuss all the problems faced in the implementation and reporting of programs/activities. The same thing is done by the West Java

Provincial Bappeda with the provincial government institutions and with all the Bappeda at *kabupaten/kota* in the province. At the MoPW, verification mechanism is done at *kabupaten/kota* work units focusing on budget absorption and progress of programs/activities. Verification is also done on projects that are covered by mass media.
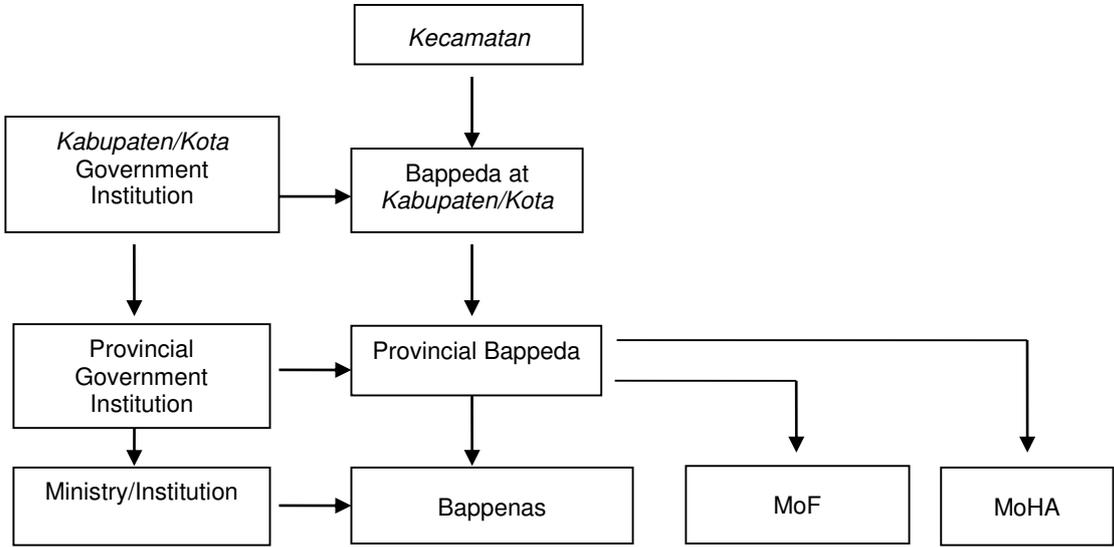
Figure 3. Two M&E report channels from the regional to central government

Table 9. Verification Mechanism in the Five Ministries

Ministry of	Verification Mechanism	Period
Finance	-	-
National Education	Ministerial level	Two-monthly and Quarterly
Public Works	*Kabupaten/kota* level and for incidents that are highlighted by the media	Same as the e-monitoring M&E reporting (on the 10 & 25 each month)
Agriculture	Suspicious physical data	Occasional
Health	Endemic disease /data unavailablity	Occasional

Occasional verification is done by the MoA and the MoH. *Kabupaten/kota* agriculture agencies verify reports if they find suspiciously inaccurate physical data. At the MoH, verification is done by conducting field visits when there are special cases such as endemic disease or data discrepancy.

3.3 Assessment on the Quality of Report Data

At most of the ministries, the quality of data/information in M&E reports from the *kabupaten/kota* level is still low. This is apparent from the erroneous data completion at the MoA and from the similarity of output and outcome indicators at most of the ministries. The low quality is generally caused by the absence of comprehensive verification mechanisms, the limited skills and knowledge of the M&E implementers, and the fact that the reports are made by the same people who executed the programs/activities.

The data reported at the MoNE are often inaccurate, resulting in erroneous allocations that are under-budget or over-budget in the context of the School Operational Assistance (BOS) in some provinces. This has been caused by the unavailability of data from some *kabupaten/kota*, making the provincial work units estimate the data from the program/activity implementers at the provincial level instead of from the work units at the *kabupaten/kota* level. The problem is that the available data are sometimes irrelevant to the M&E reports. For example, they need data for the number of students at the end of the year, but the data available is based on students in June/July. Some data are also questionable because some are of schools which are not operational and they are not valid.

The quality of report data at the MoA varies. The data of financial reports are relatively reliable because they are taken from reliable sources, namely the budget figures listed in the field of budget implementation and budget realization. The data for physical implementation, however, are questionable because they are made based on the estimation of budget realization data so they do not represent the real situation.

The quality of data at the MoH is relatively low because they really depend on *posyandu* cadres who have limited knowledge. The cadres are also highly mobile and do not have any formal attachment to the regional/local health agencies. In addition, the data are mostly irrelevant to M&E implementation, such as the completion of the A/B/C forms and cannot be practically applied. This discrepancy in the information calls for synchronization of the data of program execution and that needed in the M&E reports.

The quality of data at the Directorate General of Budget of the MoF is also subject to challenge. They do not have any work units at regional/local levels so the M&E system is applied only at the national level. This poses questions with regard to the objectivity and independence of data assessment because of the relationship between the M&E implementers and the those of the programs/activities.

The quality of input and output data at the MoPW is relatively high because the data have to go through layered inspection and are made transparent; however, the quality of outcome and impact data is still questionable in terms of their accuracy. In some of the M&E reports, the output and outcome data are the same.

3.4 Accuracy of All Indicators

3.4.1 Assessment on the Indicators

A study by Gorgens dan Kusek (2009) is the main reference for the research team when assessing the indicators of programs/activities in the five ministries (Table 10). In addition to the ten criteria,

there are eight things that have to be avoided when formulating the indicators of a program/activity:

a) viewing things partially or without objectivity;

b) setting targets that are impossible to reach;

c) having too many indicators; making the program too bulky to run;

d) having indicators that are too narrow, focusing on activities (input and output) only instead of the outcome and impact;

e) having too many indicators to be calculated;

f) having indicators that cannot be calculated or are insensitive to program outcome;

g) having impractical indicators that require complicated measuring procedures and lengthy observation; and

h) assuming that the data are always available.

In general, the study team found that the five ministries already have relatively good indicators; however, there are violations of relevant criteria at the MoNE and MoH. The team also discovered that the 2010–2014 Strategic Plan indicators for the MoA are 200 percent higher than those of 2010–2014 RPJMN. This has reduced the efficiency and increased the burden of the ministries. Relevant analysis and detailed information are in the next subchapter.

Table 10. Criteria of Indicator Selection

Criteria of Indicator Selection	Example
1. Measurable: data can be quantified and measured using certain scale.	Percentage of citizens that vote
2. Practical: data can be collected at certain periods and at an affordable cost	Percentage of targeted population that understand their rights (representing sample, by polls)
3. Reliable: data can be used by many people with the same accuracy	Number of people who are tested for HIV at their work place in the last 12 months
4. Relevant: data are related to the monitored program	Agricultural products from *kabupaten/kota* that are implementing farm reformation program
5. Useful for management: information from the indicators are useful for decision making	Number of types of resources being used; number of types of organization systems that fully operate
6. Direct: information given shows the observation results	Volume of certain crops production is the direct measurement of the farming varieties improvement policy
7. Sensitive: information serves as an early warning of unstable conditions	Rice consumption per household per year
8. Responsive: indicators can be changed to adjust to the program	Percentage of junior high school students graduating with grades higher than 60 percent
9. Objective: indicators are not ambiguous	Number of parent teacher associations whose membership increases at least 5% per year
10. Capable of being disaggregated: data can be disaggregated according to sex, age, location, and other categories	Sex, age, location, ethnic group

Source: Gorgens and Kosek (2009).

3.4.2 Suggested Indicators

Table 11 shows the summary of program/activity indicators in each of the five ministries that are considered weak and should be replaced or added. In general, here are some of the problems in regard to the indicators in those ministries:

1. **Inefficiency and ineffectivity**

Example: the indicator "data of the size of cereal crops and legumes and root crops farming" at the MoA relates to data that should already be there and so does not have to be an indicator of activities for it will be useless for the decision-makers.

2. **Abstract definitions**

Example: the indicator "Availability of performance-based budgeting norms and implementation of credible and timely Medium-term Expenditure Framework" at the MoF is an abstract indicator that can make measurement difficult.

3. **Irrelevance**

Example: the indicator "Number of medals at the International Junior Science Olympiad (gold; silver; bronze)" at the MoNE is irrelevant to to the quality assurance of junior high education services. The indicator "the percentage of under-fives with malnutrition who get treatment" is irrelevant to measure public health improvement.

4. **Inaccuracy of measurement dimensions**

Example: the indicator "Number of areas of traditional and historical settlement with increased quality" shows that the measuring dimension is not accurate for the activity. "*Kabupaten/kota*" is not fit to be the dimension unit because the scope is too big. "Commercial/residential buildings" is more appropriate to be used in this case.

Table 11. Suggestion for Improved/Added Indicators

Ministry of	Program/ Activity	Unsuitable Indicators	Additional/Replacement Indicators	Data Source
Agriculture	Management of Cereal Crops Production	Data of size of cereal crop farming	Map of cereal crop farming (package)	Ministry of Agriculture
			Improvement of size of cereal farming (%)	
		Map of cereal commodities production centers	Map of cereal commodities production centers (package)	
			Development of cereal commodities production centers (%)	
			Product increase of cereal commodities at each production center (%)	
	Management of Legumes and Root Crops Production	Data of size of several legumes and root crops farming	Map of legumes and root crops farming (package)	
			Improvement of size of legumes and root crops farming (%)	
		Map of legumes and root crops commodities production centers	Map of several legumes and root crops commodities production centers (package)	

Ministry of	Program/ Activity	Unsuitable Indicators	Additional/Replacement Indicators	Data Source
			Development of several legumes and root crops commodities production centers (%)	
			Product increase of several legumes and root crops commodities at each production center (%)	
National Education	Education subsidy for quality primary schools/primary schools for children with special needs	Number of students of primary schools/ primary schools for children with special needs who are target recipients of scholarship for the poor	Ratio of students of primary schools/ primary schools for children with special needs that receive scholarship to poor students	Ministry of National Education, provincial and *kabupaten/ kota* education agency, Statistics Indonesia
	Quality assurance of junior high education services	Number of medals at the International Junior Science Olympiad (gold; silver; bronze)	Ratio of students of junior high schools/ junior high schools for children with special needs that receive scholarship to poor students	
Finance	Management of national government budget	Timely and efficient allocation of national government budget	Timely and efficient allocation of national government budget in accordance to the set general expenditure standards and specific expenditure standards	Ministry of Finance
		Timely and sufficient budget allocation to support programs of staple food, agriculture, and rural industry based on what has been agreed	Timely and sufficient budget allocation to support programs of staple food, agriculture, and rural industry based on the set national priority	
	Budgeting System Development	Availability of performance-based budgeting norms and implementation of credible and timely Medium-term Expenditure Framework	Availability of performance-based budgeting norms and implementation of credible Medium-term Expenditure Framework to meet the requirement set by the regulation in time	
Health	Improvement of Public Nutrition	Under-fives with malnutrition that get treatment (%)	People with obesity (%)	Basic Health Research (Riskesdas)
Public Works	Development and Improvement of Housing Infrastructure	Increase in the number of areas that get access to settlement infrastructure services	Number of areas (equals to … hectares or … buildings) that get access to settlement infrastructure services	Ministry of Public Works
	Arrangement, development, and monitoring of building and environment	Number of areas with increased quality	Number of areas (equals to 7,380 hectares) supported by facilities and infrastructures for revitalized areas	

Ministry of	Program/ Activity	Unsuitable Indicators	Additional/Replacement Indicators	Data Source
	including management of state's buildings and houses and the development of commercial buildings and arrangement of settlements	Number of areas of settlement with increased quality of green open spaces	Number of areas (equals to 369 hectares) supported by facilities and infrastructures of green open spaces	
		Number of areas traditional and historical settlement with increased quality	Number of areas (equals to 442 hectares) supported by facilities and infrastructures for traditional and historical settlements	
		Number of advocacies to the formulation of Norms, Standards, Procedures, and Criteria (NSPK) of building and environment arrangment by the regional/local governments	Number of advocacies to the formulation of NSPK of building and environment arrangment by the regional/local governments that include anticipative efforts towards the risk of natural disasters	
	Arrangement, development, monitoring, and improvement of funding sources and investment pattern as well as improvement of safe water provision system	Number of facilitated villages, areas of rural people with low income, *kecamatan* capital, and special regions (segregated areas, border islands, border areas, remote areas, and integrated economic development areas)	Number of villages, areas of rural people with low income, *kecamatan* capital, and special regions (segregated areas, border islands, border areas, remote areas, and integrated economic development areas) facilitated with piped safe water that flows … liter per second	
		Number of regional safe water companies and other water companies that get assistance	Number of regional safe water companies and other water companies that are not in good condition and get assistance of piped water management to improve their conditions	

Source: 2010–2014 RPJMN of the ministries; author's calculation.

3.5 Use of Data outside M&E Systems to Support Analysis of Program/ Activity Outcomes

In addition to the data obtained from the M&E system, some other data can be used to support the outcome analysis of a program/activity. These data are from various sources, namely (i) Statistics Indonesia (Badan Pusat Statistik–BPS), which is a non-ministerial government institution that provides official statistical information in Indonesia; (ii) the research and development division of some of the ministries; and (iii) international organizations such as the World Bank and RAND. The data probably cannot meet the needs of every ministry. For example, there are no data regarding area size, size of farming areas, production size, and crop productivity to be used by the Directorate General of Staple Crops of the MoA aside from the data from the internal M&E system calculated in cooperation with Statistics Indonesia. However, the ministries generally do not indicate that they know about the alternative sources of data or that they make active efforts to use them. This is the result of a lack of awareness on the part of the ministries to make the most of the M&E system in order to improve their programs/activities.

Data from Statistics Indonesia have been used by some ministries such as the MoNE and the MoH as reference points to calculate achieved indicators. Statistics Indonesia actually conducts the National Socioeconomic Survey (Susenas) that has been widely acknowledged as being relatively objective. For example, the MoNE can make use of data from the Susenas to obtain the GER and NER. The data are quite credible because they are obtained from the annual household data collection. The MoPW seems to have been using the data from Susenas but not optimally and routinely.

The research and development division of some ministries have also developed data that can be used for the M&E system. The MoH's research and development division, for example, has developed the Riskesdas that is used to analyze the MDGs target achievement and the Household Health Survey that is used to provide data in order to support the implementation of evidence-based planning in Indonesia. The data are considered credible because, even though they are developed by the internal organization of the MoH, they are obtained by staff members who are not involved in the implementation of the M&E system. Unfortunately, there has not been any sign of the use of those data for the M&E.

International organizations have also endorsed surveys in Indonesia. The World Bank, for instance, funded the Governance and Decentralization Survey that began in 2001. The RAND from the United States funded the Indonesian Family Life Survey.

Table 12 shows the data sources other than the M&E system which can be used to help with the outcome analysis in the ministries.

Table 12. Sources and Types of Data Useful for Ministries

	Data Source	Variabels
Ministry of Finance	Audit results of the State Audit Agency	Audit results of the State Audit Agency on the Office of Government Procurement Policy (LKPP)
Ministry of National Education	National Socioeconomic Survey (Susenas)	• GER • NER
Ministry of Health	Susenas	Number of outpatients/inpatients; cost of outpatient treatment
	Riskesdas	Nutritional status of under-fives, status of obesity, consumption of iodized salt, immunization status of under-fives, consumption of vitamin A, low weight of living births
	Household Health Survey (SKRT)	Malaria on under-fives, coverage of health services, satisfaction level towards health services
	The Governance and Decentralization Survey (GDS)	Availability of medicine/vaccine/ contraceptives, internal management of *puskesmas*, standard of *puskesmas* services
	Indonesian Family Life Survey (IFLS)	*puskesmas* facilities, activities, and resources
Ministry of Agriculture	N/A	N/A
Ministry of Public Works	Susenas	Access to safe water source
	Village Potentials (Podes)	Access to safe water source

IV. CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

1. M&E's position and important role in the cycle of development management in Indonesia is not really recognized. Even its infrastructure has been relatively less supported than, for example, that of inspectorate institutions. The existing regulations are not very clear in distinguishing between matters belonging to monitoring and those belonging to evaluation. In practice, similarly, officers do not make distinctions between the two; monitoring and evaluation are carried out simultaneously.

2. Some regulations consist of short reporting lines; report preparation involves all those in charge and program/activity implementers at every level of the government. The reporting section, objects to be reported, and report recipients are all clear. In practice, however, there are various problems as described below.

    - M&E tasks tend to be considered formalities only and are treated as additional work that increases the employees' workload. This is due to the following:

        a. Officers do not have a good understanding of M&E's important position in the cycle of development management; it is often the case that they do not know the purpose and the function of a report.

        b. There are too many reports in terms of both number and frequency, and they overlap one another.

        c. There are no punishment and reward mechanisms available, and

        d. Formally, there are no channels for feedback.

    - It is often the case that the information and data used for M&E reporting are of low quality and questionable validity. Reasons for this are:

        a. M&E tasks tend to be assigned to employees of below average quality (the "declined" employees), without sufficient training and with a limited number of personnel.

        b. The attraition rate of M&E employees is quite high and usually it is not accompanied by sufficient transfer of knowledge.

        c. Fund allocated for M&E is relatively small.

        d. Not all of the work units are obedient in making reports, so that results of the compilation and recapitulation at upper levels are frequently incomplete and less representative.

        e. Efforts to conduct verification are rare, and

        f. The work units that manage the reports are not independent for, frequently, they also play a role as implementers of the programs/activities being reported.

        Meanwhile, in formulating indicators of target measurement, the use of data originating from various other sources, such as BPS and BPK, has never been considered.

3. M&E reports are less able to measure levels of achievement (outcomes and impacts) of programs/activities as a reflection of benefits from the proportion of the budget used.

Information available is mostly about budget absorption and physical performance (quantity), while outcomes and impacts lack attention. M&E reporting does not sufficiently reveal encouraging/discouraging factors (strong points/shortcomings) in target achievement processes. As a result, it is frequently the case that reports cannot be used as a reference in the planning and budgeting process for the next period.

4. The use of online network technology for M&E management is still limited and has not been optimally designed, except for that used in the MoPW which is considered the broadest and the most advanced in its use of online networks. Most of the technological applications available do not accommodate compilation or recapitulation functions, so that data input must be repeated—something that increases the possibility of various mistakes. In general, an online network, which is broad and sophisticated, for speeding up communication in M&E report management and increasing access to data among the concerned agencies has not been available.

5. Achievement indicators are still insufficient and must be improved. In general, the indicators have met the definition as an instrument for measuring target achievements. However, on one hand, indicators in the form of of abstract concepts for which the measurements are difficult to determine, or indicators which cannot directly measure their targets, are still frequently found. On the other hand, the number of indicators for measuring target achievements in various activities/programs are still too many.

4.2 Recommendations

a) Reduction of the M&E reporting burden at all levels. The current reporting burden creates a number of undesirable outcomes. First, some offices fail to report entirely. Second, the current reporting burden calls into question the quality of information reported. The system overwhelms staff at lower levels as well as staff at the ministries and coordinating agencies. Therefore there should be a simplification of forms and so that M&E reports can be used collectively by various related agencies, especially at the national level (Table 13 is an example of such simplification). The simplification of processes should still give space to every ministry/institution to carry out M&E according to the special characteristics of their own jobs and functions, which should also be made as few as possible.

Table 13. Variables and Indicators for Budgeting Performance Evaluation

Variables and Indicators	Score
A. Aspect of Budget Planning	
1. Budgeting Quality	
a. Consistency with planning documents (Strategic Plan, Government's Work Plan, Ministry's/Institution's Work Plan, work plan and budget plan of ministries/government institutions, Checklist Budget Execution)	
b. Focus on performance achievement	
c. Amount of blocked fund	
d. Establishment of Special Cost Standard	
e. Revision Frequency	
2. Expenditure Quality	
a. Relevance to triple track strategy+1 (pro-poor, pro-job, pro-growth, and pro-environment)	
b. Cost effective and cost efficient	
c. Compliance with accounting principles	
B. Aspect of Budget Implementation	
1. Budget Absorption	
a. Comparison between budget ceiling and budget absorption	
b. Amount of the optimization results	
2. Performance Achievement	
a. Comparison between performance target and its realization	
b. Consistency of realized performance with the established indicators	
c. Comparison between target of ministries'/government institutions' incomes (tax and non-tax) and its realization	
d. Quality of Ministries'/Government Institutions' Financial Statements as compared to the opinions of the Audit Board of Indonesia	
Total Score	

Source: Monitoring and Evaluation Section of the Directorate of Budgeting System, Ministry of Finance, 9 February 2011.

b) Coordinating agencies should actively seek areas of consensus in terms of their information needs. This would require identifying areas of consensus regarding information needs, indicators, reporting formats, and information sharing protocols. Indicators of programs/activities need to be studied again and again in order to (i) reduce the number of indicators, which tend to be too many, (ii) clarify the formulation of indicators so that the measuring data can be determined correctly, and (iii) increase the number of indicators for which the measurement process uses the data set provided professionally by other parties such as Statistics Indonesia, Audit Board of Indonesia, and other independent survey institutes.

c) In the cycle of development management, M&E's position and role should be placed parallel with the planning, budgeting, and implementation steps of programs/activities. For that purpose, a regulation which is powerful, comprehensive, and clear in its line of thought regarding M&E management in every goverment agency from national to local levels is surely needed. Such a regulation should contain streamlining, coordination and synchronization of the various M&E mandates, previous regulations and reporting requirements. This includes clearer definition of key terms and clear delineation of reporting requirements and responsibilities. Work in this area should address the competing need for information

regarding national development programs versus local autonomy. In detail, this entails the following:
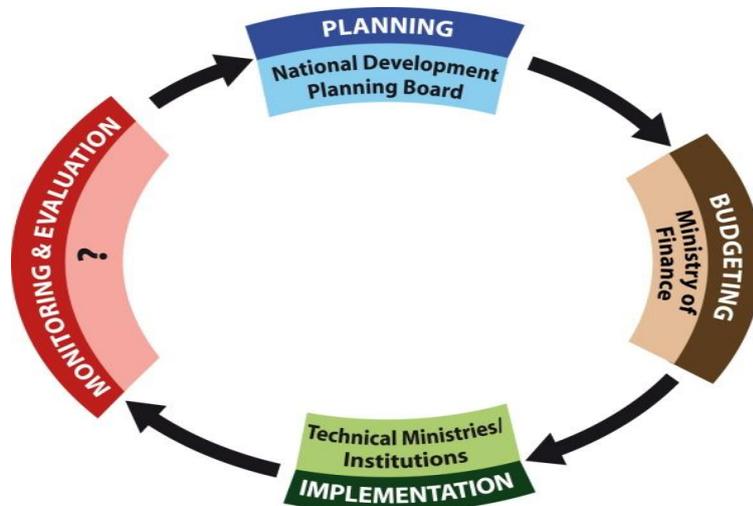

Figure 4. Cycle of development management

(i) Clear definitions of monitoring and evaluation, as well as of inputs, outputs, outcomes, and impacts. The formulation of these monitoring and evaluation definitions is to be understood and used consistently from national to *satker* (*satuan kerja*/work unit) levels.

(ii) An explanation of M&E's aims and uses in the cycle of development management for safeguarding the implementation of programs/activities and as the main reference in budgeting and allocating resources for programs/activities of the next period.

(iii) An organization of the M&E work unit which is independent and of the same level as Echelon I Unit, such as the inspectorate work unit. Related to this, it is reasonable to consider adding wider M&E management into jobs and functions of the inspectorate work unit. In the long term, it is even necessary to consider positioning the M&E work unit parallel to the National Development Planning Board (planning), MoF (budgeting), and other ministries/institutions (implementation) that work vertically to the district level.

(iv) Appointment of those with expertise, skills, and experience as M&E staff in accordance with the nature of the M&E work, which is an "examination" rather than "investigation", and with long-term work commitment as well as career incentives.

(v) Reward and punishment mechanisms. Rewards are granted to those who submit accurate and timely reports. Punishments are imposed on those responsible for program implementation (program implementers) and local governments (autonomous regions) who are not transparent in presenting data on the progress of program/activity achievements.

(vi) A feedback mechanism that obliges recipients of the M&E reports to respond to every report. In the situation where the reports received are too high in number, responses can be given in periodic sessions that can also become a collective learning forum for M&E officers of all agencies involved.

(vii) A verification mechanism with several methods, i.e. (i) comprehensively comparing data received from the level of service sectors (horizontal) and those received from the line

of service levels (vertical), both of which should be the same, (ii) randomly by considering locations and amounts of budget, and (iii) particularly applied in cases where data that are considered "strange" or in programs/projects that have drawn public attention.

(viii) A separate allocation for M&E as part of the state budget and regional budget which is separate from that for programs/activities.

d) Improvement of M&E capacity. This includes improving the capacity of staff to understand, collect and analyze M&E information, as well as assigning more staff to support M&E activities at all levels. This will require a broader change in institutional culture regarding the importance of M&E. The implementation of a good M&E needs to be supported by quality improvement management and the provision of sufficient infrastructure, such as the following:

(i) A dissemination program for M&E implementation in relation to the implementation techniques and substance of the required information.

(ii) A capacity-refreshment program for M&E officers through periodic trainings.

(iii) Wide use of online-based technology with user-friendly applications. The e-monitoring system by the MoPW is a good example that could possibly be duplicated in other ministries.

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Regulation of Minister for Public Works No. 2/PRT/M/2008 on Implementation Guidelines of Activities of the Ministry of Public Works that are parts of Government's Authority and that are implemented by the Government itself.

Regulation of Minister for Public Works No. 3/PRT/M/2008 on Implementation Guidelines of Activities of the Ministry of Public Works that are parts of Government's Authority and that are implemented through deconcentration and assistance assignment.

Regulation of Minister for Public Works No. 9/PRT/M/2009 on Implementation Guidelines of Fiscal Stimulus Budget in Public Works for activities that are parts of Regional Government's Authority.

APPENDICES

APPENDIX 1.

**Table A1. Backgrounds and Objectives of Selected Programs/Activities
in Each Ministry**

Ministry of Finance	Ministry of Finance focuses on State Budget Management Program and two activities in the program, i.e., (i) Budget Management of the National Government, and (ii) Budgeting System Development. Management of the program and the activities is the responsibility of the Directorate General of Budget.
	The target of the State Budget Management Program is to have the budgeting function be implemented according to laws and regulations as well as government policies. This is one of the Ministry of Finance's twelve prioritized programs to be implemented in 2010–2014. The aim of this program is to improve the implementation of the reform of the state finance and simultaneously to answer problems of state expenditure as mentioned in the Strategic Plan of the Ministry of Finance 2010–2014. Problems in state expenditure, among others, are: (i) the limited fiscal latitude in the composition and structure of the state expenditure which are not entirely healthy; (ii) planning and budgeting systems in ministries/government institutions which have not been optimized; (iii) planning coordination between National Government (ministries/government institutions) and Regional Governments in terms of state expenditure planning for the activities of deconcentration/assistance assignment has not been optimized; and (iv) the M&E system for state expenditure implementation in the process of action plans and budget formulations has not been optimized. Besides, in the implementation of the Medium-term Plan of Expenditure (*Kerangka Pengeluaran Jangka Menengah*/KPJM), there is a challenge to measure risks and implications of expense that will occur in the allocation of the annual state budget. Achievements of the program implementation will be measured through performance indicators, i.e. the realization of the state budget management in a timely, transparent, and accountable way.
	The State Budget Management Program is further divided into 5 activities consisting of 2 nationally prioritized activities and 3 field-prioritized activities. Activity of Managing the National Government Budget is a national priority. The target of this activity is the realization of transparent and accountable policies in budgeting, which is measured through 5 performance indicators. Meanwhile, the Activity of Developing the Budgeting System is a field priority that has a target of realizing the application of performance-oriented budgeting system as well as that of KPJM, which is measured through 2 performance indicators.
Ministry of National Education	The program of the Ministry of National Education previously chosen for this study was the Program of Kindergarten and Primary Education, with the following activities: (i) provision of educational subsidy for qualified Primary Schools/Special Primary Schools for the Disabled, and (ii) Ascertainment of Junior High School Education.
	Meanwhile, implementation of programs in the Ministry of National Education during 2010 still referred to the National Medium-term Development Plan (*Rencana Pembangunan Jangka Menengah Nasional*/RPJMN) 2004–2009, that is the Program of Compulsory Learning of Nine-Year Primary Education. Therefore, the SMERU team investigated the M&E mechanism of the program along with its two activities, i.e., School Operational Assistance (Bantuan Operasional Sekolah/BOS), and Scholarship for Poor Students (Beasiswa Miskin/BSM).
	As found in programs of RPJMN 2010–2014 or the Strategic Plan 2010–2014, the basis of the Program of Kindergarten and Primary Education are formulated according to existing education levels and level of support for good implementation of the program. Meanwhile, objectives of the program, as stated in the Strategic Plan 2010–2014, are:
	a) Affordable services are provided by qualified and inclusive kindergartens in all provinces, *kabupaten*/*kota*.
	b) Access to qualified and inclusive primary education services is assured for all provinces, *kabupaten*/*kota*.
	In implementing this program, strategies used are as follows:
	a) Provision and improvement of facilities and infrastructures for evenly spread application of learning system of qualified kindergartens/special kindergartens for the disabled in all provinces, *kabupaten*/*kota*.

	b) Provision of subsidies in order to increase the affordability of qualified kindergartens/special kindergartens for the disabled evenly in all provinces, *kabupaten*/*kota*.
	c) Provision and improvement of facilities and infrastructure to create an even spread of systems of qualified primary schools/special primary schools for the disabled and qualified junior high schools/special junior high schools for the disabled in all provinces, *kabupaten*/*kota*.
	d) Provision of subsidies in order to increase the affordability of educational services of qualified primary schools/special primary schools for the disabled and qualified junior high schools/special junior high schools for the disabled evenly in all provinces, *kabupaten*/*kota*.
	The rationalization for choosing this program is that it supports the accomplishment of the MDGs and compulsory nine-year education and helps poor people complete their primary education. Besides, one of the focuses of SMERU's studies is issues concerning primary education.
	Meanwhile, an activity selected for the program is the provision of educational subsidies for primary schools/special primary schools for the disabled. This activity is an implementation of the fourth strategy mentioned above, that is the provision of subsidies in order to increase the affordability of educational services of qualified primary schools/special primary schools for the disabled and qualified junior high schools/special junior high schools for the disabled evenly in all provinces and *kabupaten*/*kota*.
Ministry of Agriculture	The Ministry of Agriculture focuses on a Program of Increasing Crop Production, Productivity, and Quality in order to Achieve Self-Sufficiency and Sustainable Self-sufficiency. From the program, two activities selected to be studied in terms of their M&E aspects are: (i) Management of Cereal Plan Production, and (ii) Management of Productions of Leguminous Plants and Tuber Crops.
	The Program of Increasing Crops Production, Productivity, and Quality in order to Achieve Self-sufficiency and Sustainable Self-sufficiency is one of 12 programs by the Ministry of Agriculture scheduled to be implemented in the period 2010–2014. The program is implemented by the Directorate General of Crops in order to respond to the challenges of agricultural development as stated in the Strategic Plan of the Ministry of Agriculture 2010–2014. Challenges related to the program are (i) an increase in production, productivity, quality, and added value of agricultural products in some production centers by developing an agricultural system which is environmentally-friendly; (ii) improvement of the image of farmers and agriculture so that the young generation will again be interested in agriculture; and (iii) fulfillment of food needs and development of competitive commodities from crops, horticulture, animal farming, and plantations. The general target of the program is the scaling up of appropriate crops cultivation which is supported by a system of providing seeds and means of production and securing efficient production in order to realize a sufficient and sustainable production of crops.
	The program is divided into nine activities according to number of directorates, or the Echelon 2 in the directorate general. Four of the nine activities are national priorities, while the other five are only field priorities. Two selected activities for this study are parts of national priorities and they receive the largest share of budget allocation, compared to other activities of the same program. Budget allocation for the Activity of Management of Cereal Plants Production implemented by the Directorate of Cereal-Plant Cultivation amounts to Rp336 billion (37.65% of the program's budget), while that for the Activity of Management of Leguminous Plant and Tuber Crop Production implemented by the Directorate of Leguminous Plant and Tuber Crop Cultivation amounts to Rp130 billion (14.57% of the program's budget). Basically, both selected activities have the same target, that is the scaling up of appropriate and sustainable cultivation of crops to increase production by increasing productivity per area unit.
Ministry of Health	The Ministry of Health focuses on one program, the Nutrition, Maternal, and Child Health Guidance Program (KIA) and one activity, the Community Nutrition Development (Kegiatan Pembinaan Gizi Masyarakat). This program and activity were chosen because they deal with the most basic issues that are key to improving the health of the community. As a matter of fact, an improvement in community nutrition, especially in children aged five and under and in mothers and children, is a target to be achieved in the 2015 MDGs.

	In order to observe the achievement made by the Community Nutrition Development Activity, output indicators are included as part of the M&E system. On the national level, the RPJMN of 2010–2014 include two output indicators for the Community Nutrition Development Activity: (i) the number of children five and under with bad nutrition who receive nursing care, and (ii) the number of children five and under whose body weight is insufficient for their age. The Directorate of Nutrition then included six additional indicators, stated in the 2010–2014 Strategic Plan and the National Action Plan in the Field of Nutrition (Rencana Aksi Nasional di Bidang Gizi)[2] which resulted in a total of eight output indicators on the Directorate level. The addition of these output indicators was linked to the target set for the Community Nutrition Development Activity in the 2010–2014 Strategic Plan, namely, a reduction in the prevalence of malnutrition to 15 % and a reduction in the prevalence of stunting among children aged five and under to 32% in the year 2014. Both the Strategic Plan of Health 2010–2014 and the previous one (that is 2004–2009) state programs of public nutrition improvement/development as one of their strategic programs. In the Strategic Plan 2004–2009, this activity was described using eight achievement indicators, which are then reduced into two indicators in the Strategic Plan 2010–2014. The establishment of these achievement indicators has been improved in every period in order that they become standard parameters for measuring the success of health development programs.
Ministry of Public Works	The Ministry of Public Works focuses on a Program for the Development of Settlement Infrastructures (Program of the Directorate General of Cipta Karya). Two activities of the program are: (i) The arrangement, development, and control of building and neighborhood development, including management of state buildings and houses as well as implementation of building construction and the ordering of settlement areas/neighborhoods (Activities of the Directorate of Building and Neighborhood Development) and (ii) The arrangement, development, and control of financing sources and investment patterns, as well as the development of a system of safe water provision (Activities of the Directorate of Safe Water Development). Ministry of Public Works serves a mandate to handle matters of Public Works (Resources of Water, Bina Marga (highway construction and maintenance), Urban and Rural Areas, Safe Water, Waste Water, Waste, Drainage, Settlement, Buildings and Neighborhoods, and Construction Service) and matters of Space Management as stated in Government Regulation No. 38/2007. Based on this regulation, for the period 2010–2014, the Ministry of Public Works focused on aspects of the arrangement, development, and control (TURBINWAS), while the construction aspect is only a stimulant. The work scope of the selected program, i.e., that of the Directorate General of Cipta Karya, is to implement the TURBINWAS and to carry out concurrent works upon request by regional governments of *kabupaten/kota* in order to achieve targets in national development and standard of minimum services. Almost all of this work is the responsibility of the regional governments of *kabupaten/kota* as stated in Law No. 32/2004 on Regional Government.

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[2]Action Plan for Guidance of Community Nutrition 2010–2014, Ministry of Health, Directorate General for Guidance of Community Health, 2010.

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APPENDIX 2.

Table A2. Differences in Programs/Activities of Selected Ministries between RPJMN 2010–2014 and Work Plan 2010

RPJMN 2010-2014		Work Plan 2010	
Programs	**Activities**	**Programs**	**Activities**
Ministry of Finance (Directorate General of Budget)			
State Budget Management	1. Formulation of State Budget Plan	I. Effectiveness Improvement of State Expenditure	
	2. Budget Management of the National Government	II. Consolidation of Budgeting System Implementation	
	3. Management of Non-Tax State Revenue and Subsidies	III. Improvement of Revenue and Security Measures of State Finance	
	4. Preparation of Subsidized and Other Expenditures Financial Statement	IV. Application of Good Governance	
	5. Budgeting System Development	V. Management of Human Resources of State Apparatus	
	6. Management Support and Other Activities of Technical Support		
Ministry of National Education (Directorate General of Primary Education)			
Kindergarten and Basic Education	1. Provision of kindergarten educational service	Compulsory Learning of Nine-Year Basic Education	1. Activities of Developing/ Coordinating/ Implementing the Monitoring, Evaluation, and Reporting
	2. Quality assurance of primary school educational service		
	3. Provision of subsidies for qualified primary schools/special primary schools for the disabled		2. School Operational Assistance
	4. Quality assurance of junior high school educational service		3. Scaling up of quality of junior high schools
	5. Provision of subsidies for qualified junior high schools /special junior high schools for the disabled		4. Scaling up of quality of primary schools
	6. Improvement of access to— and quality of—special education and special services		5. Scaling up of quality of special education and special-service education (primary level)
	7. Management support and implementation of other technical tasks for kindergarten and basic education		6. Provision of Scholarships for Poor Students of Junior High School Level

RPJMN 2010-2014		Work Plan 2010	
Programs	**Activities**	**Programs**	**Activities**
			7. Improvement of Teachers' Quality and Professionalism
Ministry of Health (Directorate General of Nutrition and Health Development for Mothers and Children)			
Nutrition and Health Development for Mothers and Children	1. Development of health services for mothers and reproductive section	Public Health Efforts	1. Health services for the poor in community health centers and their networks
	2. Development of health services for children		2. Provision and improvement of facilities and infrastructure of community health centers
	3. Public nutrition development		3. Provision of health tools and equipment, including essential generic drugs
	4. Development of nursing and midwifery		4. Improvement of basic health services which, at least, include health promotion, health of mothers and children, family planning, nutrition improvement, sanitation, eradication of communicable diseases, and basic medicinal treatment
	5. Management support and implementation of other technical tasks in the Program of Nutrition and Health Development for Mothers and Children		
			5. Provision of funds for operational and maintenance costs
Ministry of Agriculture (Directorate General of Crops)			
Increases in crops production, productivity, and quality in order to achieve self-sufficiency and sustainable self-sufficiency	1. Management of cereal plant production	I. Agribusiness Development	1. Integration of plants, cattle, compost, and biogas
	2. Management of production of leguminous plants and tuber crops		2. Increases in events of exhibitions, contests, and awards for farmers
	3. Management of provision system of crop seeds	II. Improvement of Food Security	1. Control over plant pests and animal diseases, and improvement of food security
	4. Distribution of subsidies for crop seeds		
	5. Management of the provision and control system of means of crop production		2. Assistance for seeds, infrastructures for rice production, and institutional assistance for seed management
	6. Strengthening of crops protection from disturbance caused by plant pests and the impact of climate phenomena		3. Agricultural mechanization before and after harvest time
	7. Development of seed quality testing methods and application of a quality system of seed testing laboratories		4. Increases in production, productivity, and quality of agricultural products
	8. Development of forecasts about the occurrence of plant-pest attacks	III. Farmers' Welfare Improvement	1. Institutional strengthening of farmers' economy through lm3

RPJMN 2010-2014		Work Plan 2010	
Programs	**Activities**	**Programs**	**Activities**
	9. Management and other technical supports at the Directorate General of Crops		2. Application and consolidation of good governance principles, resolutions for conflict areas, natural disasters, underdeveloped and border areas, foreign loan/grant advocacy, implementation of the presidential instructions on isolated areas and gender mainstreaming
		IV. Application of Good Governance	1. Salaries and benefits for employees
			2. Office operational & maintenance work
Ministry of Public Works (Directorate General of Cipta Karya)			
Development and Improvement of Settlement Infrastructures	1. Arrangement, development, control, and implementation in settlement development	I. Application of Good Governance	Binding Budget of Directorate General of Cipta Karya
		II. Community Empowerment	Community empowerment
	2. Arrangement, development, and control in the building and neighborhood development, including management of state buildings and houses as well as implementation of building construction and the ordering of settlement areas/neighborhoods	III. Local Economy Development	Development of infrastructures and facilities of agropolitan villages
	3. Arrangement, development, and control of financing sources and investment patterns, as well as management of the development of infrastructures for waste and sanitation	IV. Development of Performance of Waste & Drainage Management	1. Waste development 2. Drainage development 3. Emergency response in sanitation
	4. Arrangement, development, and control of financing sources and investment patterns, as well as the development of a safe-water providing system	V. Institutional Development	4. Institutional, management & human resources improvements of the Directorate General of Cipta Karya
	5. Management service of settlement field	VI. Housing Development	1. Provision of urban primary infrastructures
	6. Formulation of policies, programs and budgets, foreign cooperation, information data as well as evaluations on performance of settlement infrastructures		2. Construction of low-cost flats for rent along with their supporting regional facilities and infrastructures 3. Technical development of settlement areas 4. Rehabilitation of state buildings 5. Development of technical construction of buildings 6. Provision of regional facilities for dealing with post-disaster situations

RPJMN 2010-2014		Work Plan 2010	
Programs	**Activities**	**Programs**	**Activities**
42		VII. Empowerment of Housing Communities	1. Renewal of settlement neighborhoods 2. Quality improvement of urban housing neighborhoods (NUSSP) 3. Handling of rehabilitation and reconstruction of Yogyakarta & Central Java 4. Provision of settlement regional facilities in small islands 5. Provision of region-scaled rural infrastructures (including ex-transmigration areas) 6. National Program for Community Empowerment
		VIII. Development of Performance of Safe Water & Waste-water Management	1. Safe water development 2. Waste-water development
		IX. Development of Border Areas	3. Development of border areas
		X. Control in the Development of Big Cities and Metropolitan Areas	Control in the development of big cities and metropolitan areas
		XI. Improvement of Rural Infrastructures and Facilities	Improvement of infrastructures of underdeveloped villages
		XII. Building Interrelatedness of Developments in Various Kota	Development of national urban integration
		XIII. Development of Small to Medium-Size Kota	Development of small to medium-size kota
		XIV. Development of Underdeveloped Areas	Cipta Karya program development
		XV. Rehabilitation and Reconstruction of NAD and Nias	Rehabilitation and reconstruction of NAD and Nias

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